A COMPARATIVE STUDY OF THE CONTRIBUTION OF LOWER AND UPPER BENUE RIVER BASIN DEVELOPMENT AUTHORITIES TO RURAL DEVELOPMENT

BY

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JUNE, 2016

DECLARATION

I hereby declare that this thesis entitled, A Comparative Study of the Contribution of Lower and Upper Benue River Basin Development Authorities to Rural Development has been performed by me in the Department of Public Administration. The Information derived from the literature has been duly acknowledged in the text and a list of references provided. No part of this thesis has been presented before for another degree or diploma at this or any other Institution.

Oravee Aule	----------	----------
Name of Student	Signature	Date

CERTIFICATION

This thesis entitled **A COMPARATIVE STUDY OF THE CONTRIBUTION OF LOWER AND UPPER BENUE RIVER BASIN DEVELOPMENT AUTHORITIES TO RURAL DEVELOPMENT**by **ORAVEE AULE**, meets the regulations governing the award of the degree of Doctor of Philosophy (Public Administration) of Ahmadu Bello University, Zaria and is approved for its contribution to knowledge and literary presentation.

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DEDICATION

This thesis is dedicated to my parents, AuleEfe (of the blessed memory) and AuleNgukposu (aged mother) who resolved that I should attain western education on their behalf. Their decision, moral support, patience, and prayers have not been in vain.

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In the course of this study, I got people's help, advice and encouragement, which all assisted me in getting it through. The number is large and I cannot possibly name all here. However, I must, as much as possible, acknowledge the contributions of those so material.

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ABSTRACT

The development of rural areas in Nigeria as a cornerstone for the overall development of the nation has become both a problem and challenge to leaders of the country. The study is therefore, set out to assess how the Lower and Upper Benue River Basin and Rural Development Authorities (LUBRBRDAs) have developed their host communities. Other objectives of the study are to examine if the agencies have been able to provide adequate rural infrastructure in their host communities, to know if lack of community involvement at the planning and execution stages of LUBRBRDAsprogramme negatively affected implementation of their projects, ascertain if lack of trained man power negatively affected the agencies in carrying out their functions, and to know if there is significant difference in the performance between Lower Benue River Basin Development Authority and Upper Benue River Basin Development Authority. The study was an empirical research which has population drawn from rural dwellers and officials of Lower and Upper Benue River Basin and Rural Development Authorities. Both primary and secondary data were used as methodology for the study. These were obtained using observation, structured interview and official documents respectively. The analyses in the study were done withthe use of comments of informants on relevant questions during interview, as well as from observation and documentary evidence. The System Theory was used as guide in the analyses of data for the study. It was revealed that large-scale irrigation method of RBRDAs and inadequate consultation/involvement of beneficiaries of rural development programmes, among other factors, marred the success of LUBRBRDAs in developing their host communities. It was therefore recommended that the LUBRBRDAs should be independent in the discharge of their functions, large-scale irrigation method of RBRDAs should be de-emphasized in favour of small-scale irrigation system, and that beneficiaries of rural development programmes should be adequatelyinvolved at the initiation, implementation and evaluation of rural development

projects. Above all, the government and host communities of the organizations should support and be committed to the activities of the River Basin Authorities to facilitate their success in rural development.

TABLE OF CONTENTS

Title Page - - - - - - - - - - i

Declaration - - - - - - - - - - ii

Certification - - - - - - - - - - iii

Dedication - - - - - - - - - - iv

Acknowledgement - - - - - - - - - v

Abstract- - - - - - - - - - - vii

Table of Contents - - - - - - - - - ix

List of Tables - - - - - - - - - - xiv

List of Figures - - - - - - - - - - xvi

List of Appendices - - - - - - - - - xvii

Abbreviations - - - - - - - - - - xix

CHAPTER ONE: INTRODUCTION

1.1 Background to the Study - - - - - - - 1

1.2 Statement of the Research Problem - - - - - 8

1.3 Research Questions - - - - - - - - 9

1.4 Objectives of the Study - - - - - - - 10

1.5 Research Hypotheses - - - - - - - 10

1.6 Significance of the Study - - - - - - - 11

1.7 Scope of the Study - - - - - - - - 12

1.8 Limitations of the Study - - - - - - - 13

1.9 Definition of Terms - - - - - - - - 13

CHAPTER TWO: LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 Introduction - - - - - - - - - 16

2.2 Rural Area - - - - - - - - - 16

2.2.1 Characteristics of Rural Areas - - - - - - 16

2.2.2 Rural Development - - - - - - - - - 20

2.2.3 Objectives of Rural Development - - - - - - 27

2.2.4 Rural Development Efforts in Nigeria - - - - - 29

2.2.4.1 The River Basin and Rural Development Authority - - - - 30

2.2.4.2 Green Revolution - - - - - - - - - 31

2.2.4.3 National Directorate of Employment - - - - - - 32

2.2.4.4 Directorate of Food, Roads and Rural Infrastructures - - - 33

2.2.4.5 The Better Life Programme - - - - - - - 36

2.2.4.6 National Board for Community Banks - - - - - 37

2.2.5 Empirical Review - - - - - - - - - 42

2.3 Theoretical Framework - - - - - - - 63

2.3.1 Evaluation Theory - - - - - - - - 63

2.3.2 Systems Theory - - - - - - - - - 69

2.3.3 Application of Systems Model to the Study - - - - - 73

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Introduction - - - - - - - - - 75

3.2 Research Design - - - - - - - - - 75

3.3 Method of Data Collection - - - - - - - 75

3.3.1 Primary Sources of Data - - - - - - - 75

3.3.1(a) Oral Interview - - - - - - - - 76

3.2.1(b) Observation and Inspection - - - - - - - 77

3.3.2 Secondary Sources of Data - - - - - - - 79

3.4 Population of the Study - - - - - - - 79

3.4.1 Characteristics of the Population - - - - - - 84

3.5 Sample and Sampling Techniques - - - - - - 84

3.6 Method of Data Presentation and Analysis - - - - 86

CHAPTER FOUR: ESTABLISHMENT, OPERATIONS AND PERFORMANCE OF LOWER AND UPPER BENUE RIVER BASIN AND RURAL DEVELOPMENT AUTHORITIES TO RURAL DEVELOPMENT

4.1 Introduction - - - - - - - - - 88

4.2 Planning and Establishment of River Basin Authority - - - 88

4.3 Decrees for the Establishment and Functions of RBRDAs - - 89

4.4 Change in the Functions of RBRDAs - - - - - 90

4.5 Effects of the changes in other Government Policies on RBRDAs - 92

4.6 Organizational Structure and Management of the LUBRBRDAs - 95

4.7 Funding of the LUBRBRDAs - - - - - - 97

4.8 Activities of the LUBRBRDAs in Rural Development - - - 100

4.8.1 The Lower Benue River Basin and Rural Development Authority (LBRBRDA) 100

4.8.2 The Upper Benue River Basin and Rural Development Authority (UBRBRDA) 101

4.8.1a Land Clearing and Preparation by the LBRBRDA - - - - 101

4.8.2a Land Clearing and Preparation by the UBRBRDA - - - - 105

4.8.1b Irrigation Agriculture by the LBRBRDA - - - - - 108

4.8.2b Irrigation Agriculture by the UBRBRDA - - - - - 110

4.8.1c Provision of portable water by the LBRBRDA - - - - 112

4.8.2c Provision of Portable Water by the UBRBRDA - - - - 113

CHAPTER FIVE: DATA PRESENTATION AND ANALYSES

5.1 Introduction - - - - - - - - - 115

5.2 Data Presentation and Analysis - - - - - - 115

5.3 Demographic Characteristics of Respondents-LUBRBRDAs - - 116

5.3.1a Sex Distribution of Respondents-LBRBRDA- - - - - 116

5.4.1a Sex Distribution of Respondents-UBRBRDA - - - - 116

5.3.1b Age Distribution of Respondents -LBRBRDA - - - - 117

5.4.1b Age Distribution of Respondents-UBRBRDA - - - - 118

5.3.1c Respondents'Occupation-LBRBRDA - - - - - 118

5.4.1c Occupation of Respondents-UBRBRDA - - - - - 119

5.3.1d Respondents Education Qualification-LBRBRDA - - - - 119

5.4.1d Respondents Education Qualification-UBRBRDA - - - - 120

5.5 Performances of LUBRBRDAs - - - - - - 121

5.5.1a Provision of Rural Infrastructure -LBRBRDA - - - - 121

5.5.2a Provision of Rural Infrastructure -UBRBRDA - - - - 124

5.5.1b Community Participation in Projects-LBRBRDA - - - - 126

5.5.2b Community Participation in Projects-UBRBRDA - - - - - 129

5.5.1c Shortage of Trained Manpower- LBRBRDA - - - - - 131

5.5.2c Shortage of Trained Manpower -UBRBRDA- - - - - 133

5.5.1dImpact of Projects-LBRBRDA - - - - - - 135

5.5.2d Impact of Projects-UBRBRDA - - - - - - 138

5.6. Report on Oral Interview - - - - - - - 142

5.6.1 Factors that hindered Performance of LUBRBDAs - - - - 147

5.6.2 Suggestions to Reposition BRBDAs - - - - - - 154

5.6.3 Functionality of RBRDAs - - - - - - - 155

5.7. Report on Field Observation - - - - - - 156

5.8 Comparison of the performances between Lower Benue River Basin Authority and Upper Benue River Basin Authority - - - - - 161

5.8.1 Land Clearing, Preparation and Allocation - - - - - 161

5.8.2 Irrigation Agriculture - - - - - - - - 162

5.8.3 Provision of Portable Water - - - - - - - 163

5.9 Summary and Findings - - - - - - - 164

CHAPTER SIX

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction - - - - - - - - - 168

6.2 Summary - - - - - - - - - 168

6.3 Conclusions - - - - - - - - - 169

6.4 Recommendations - - - - - - - - 170

Bibliography - - - - - - - - - 175

Appendices - - - - - - - - - 181

LIST OF TABLES

Table 2.1:	Some agencies involved in Rural Development in Nigeria - -	38
Table 2.2:	Operations of the RBRDAs - - - - - -	44
Table 2.3:	A Summary of Financial Allocation in 1985 - - - -	51
Table 2.4	ORBRDA Plan of expenditure for 1985 - - - -	52
Table 2.5:	Index of Food Production and Food Importation in Nigeria - -	61
Table 3.1a:	Table of Respondents for project communities (LBRBRDA) -	80
Table 3.1b:	Table of Respondents for project communities (UBRBRDA) -	81
Table 3.2a:	Table of Respondents for the LBRBRDA Staff - - -	82
Table 3.2b:	Table of Respondents for the UBRBRDA Staff - - -	83
Table 4.1	Comparative Budget Appropriations to RBDAs (1979-1983) -	98
Table 4.2	Comparative Budget Appropriations to RBDAs (1984-1988) -	99
Table 4.3	List of LBRBRDA Projects and Locations during the period of study-	103
Table 4.4	Summary of Farmland Holdings within LBRBRDA developed land of areas under study (1979-1983) - - -	104
Table 4.5	Summary of Farmland Holdings within LBRBRDA developed land of areas under study (1984-1988) - - -	105
Table 4.6	Crop yields for farmers operating on LBRBRDA developed lands, (1979-1983) - - - - -	109
Table 4.7	Crop yields for farmers operating on LBRBRDA developed lands, (1984-1988) - - - - -	109
Table 4.8	Provision of Boreholes (LBRBRDA) - - - - -	113
Table 4.9	List of UBRBRDA projects and their locations during the period of study-	106
Table 4.10	Summary of farmland holdings within UBRBRDA developed	

lands of areas under study (1979-1984)- - - - - 107

Table 4.11 Summary of farmland holdings within UBRBRDA developed lands of areas under study (1985-1988)- - - - - 108

Table 4.12 Crop yields for farmers operating on UBRBRDA developed lands, (1979-1984) - - - - - - - - 111

Table 4.13 Crop yields for farmers operating on UBRBRDA developed lands, (1985-1988) - - - - - - - - 112

Table 4.14 Provision of Boreholes (UBRBRDA)- - - - - 114

Table 5.3.1a Sex Distribution of Respondents-LBRBRDA - - - - 116

Table 5.3.1b Age Distribution of respondents-LBRBRDA - - - - 117

Table 5.3.1c Respondents' occupation-LBRBRDA - - - - - 118

Table 5.3.1d Respondents' educational qualification-LBRBRDA - - - 119

Table 5.4.1a Sex distribution of respondents-UBRBRDA - - - - 116

Table 5.4.1b Age distribution of respondents-UBRBRDA - - - - 118

Table 5.4.1c Respondents' occupation-UBRBRDA - - - - 119

Table 5.4.1d Respondents' educational qualification-UBRBRDA - - 120

Table 5.5 LBRBRDA staff distribution - - - - - - 132

Table 5.6 UBRBRDA staff distribution - - - - - - 134

Table 5.7 Report on the Field Observation - - - - - 156

LIST OF FIGURES

Figure 2.1	Evaluation Process - - - - - - -	64
Figure 2.2	Functional Mechanism of David Easton's theory - - -	71
Figure 2.3	Application of Systems Analysis on LUBRBRDAs - - -	74
Figure 4.1	Organisational Chart of LUBRBRDAs - - - -	98

LIST OF APPENDICES

1. Interview Questions with LUBRBRDAs Staff and the Focus Groups in the RBDAs Project Communities (Appendix A) - - - - - - 181
2. Decree No. 25 of RBRDAs, 1976 (Appendix B) - - - - 184
3. Burnt Residential Structure atDoma (Appendix B-i) - - - - 193
4. Fish Pond - UBRBRDA (Appendix C-i) - - - - - 194
5. Fish Pond (Waya dam) – UBRBRDA (Appendix C-ii) - - - 195
6. Situation Report (Appendix CC-i) - - - - - - 196
7. Annual Report for the Year 2010 in respect of Doma Dam and Irrigation Project (Appendix CC-ii)- - - - - - - 205
8. Servicom Charter Evaluation of UBRBRDA (Appendix CC-iii) - - 216
9. List of Critical National Infrastructure in LBRBRDA (Appendix CC-iv) - 219
10. 2008 Appropriation for Projects in UBRBRDA (Appendix CC-v) - - 229
11. Broken/Abandoned Tipper – LBRBRDA (Appendix D-i) - - - 248
12. Broken Earth Moving Machine - LBRBRDA (Appendix D-ii) - - 249
13. Few people were found working on their farms (Appendix D-iii) - - 250
14. Abandoned Farm site at Doma - LBRBRDA (Appendix D-iv) - - 251
15. Abandoned irrigation pipes - LBRBRDA (Appendix D-v) - - - 252
16. Tap water at Doma - LBRBRDA (Appendix D-vi) - - - - 253
17. Abandoned farm sit at Naka - LBRBRDA (Appendix D-vii) - - 254
18. Broken borehole - LBRBRDA (Appendix D-viii) - - - - 255
19. Borehole water taste salty - UBRBRDA (Appendix D-ix) - - - 256
20. Broken machines - UBRBRDA (Appendix E-i) - - - - 257
21. Broken machines - UBRBRDA (Appendix E-ii) - - - - 258

22. Fallowed farm site - UBRBRDA (Appendix E-iii) - - - - 259
23. Functional Borehole - UBRBRDA (Appendix E-iv) - - - - 260
24. Functional borehole - UBRBRDA (Appendix E-v) - - - - 261
25. Broken borehole - UBRBRDA (Appendix E-vi) - - - - 262
26. Fallowed farm site - UBRBRDA (Appendix E-vii) - - - - 263
27. Functional borehole - UBRBRDA (Appendix E-viii) - - - 264
28. Broken borehole - UBRBRDA (Appendix E-ix) - - - - 265

ABBREVIATIONS

ABU:	Ahmadu Bello University
ADP:	Agricultural Development Programmes
CBN:	Central Bank of Nigeria
DFRRI:	Directorate of Food Roads and Rural Infrastructures
FGN:	Federal Government of Nigeria
FEAP:	Family Economic Advancement Programme
GR:	Green Revolution
NACB:	Nigeria Agricultural Cooperative Bank
NAFPP:	National Accelerated Food Production Programme
NALDA:	National Agricultural Land Development Authority
NAPEP:	National Poverty Eradication Programme
NPC:	National Population Commission
NBCB:	National Board for Community Banks
NDE:	National Directorate of Employment
LBRBRDA:	Lower Benue River Basin and Rural Development Authority
LUBRBRDAs:	Lower and Upper Benue River Basin and Rural Development Authorities
OFN:	Operation Feed the Nation
PAP:	Poverty Alleviation Programme
PBN:	Peoples Bank of Nigeria
RBDAs:	River Basin Development Authorities
RD:	Rural Development
UBRBRDA:	Upper Benue River Basin and Rural Development Authority
UNDP:	United Nations Development Programme

CHAPTER ONE

INTRODUCTION

1.1 Background to the Study

Rural Development has been the concern of many developing countries for a long time because there have been heavy dependence of the urban centres on the rural sectors (Nwosu, 1981). The growth of the National economy and its inherent strength are therefore, dependent on the performance of the rural sectors. He further stated that the Nigerian Economy had once performed well under the agricultural sector which is predominantly peasant;meaning their involvement and integration in the development process is important for the development of the entire nation.

Moreso,overwhelming majority of the people in the underdeveloped countries live and find their livelihood in the rural areas (Tsebee, 2014). Thus, out of the total estimated population of about 140 million people in Nigeria (NPC, 2006), the World Bank Report (2010) puts about 79,524,370 representing about 60% of the population residing in rural areas. A considerable proportion of the national income is also derived from rural areas as a result of direct economic activities of the rural populace. The contribution this rural majority has been making to the economy of the developing nations is too enormous to be neglected. These have, therefore necessitated policies geared towards the development of the rural areas in Nigeria and other developing countries.

Indeed, the first significant government effort towards planning for rural development in Nigeria was in the third development plan, 1975-1980 (Nwabuoku and Eremie, 1987). The policy of government during the development plan period was to concentrate on raising productivity in agriculture, the predominant occupation of the rural areas and providing basic amenities such as clean water, construction of rural roads, provision of medical services, schools and electricity etc. The guidelines to the Fourth National Development Plan, 1981-1985, re-affirmed that the

policy of promoting a more rapid development of the rural areas through a sustained effort to raise agricultural productivity and provide basic human needs such as hygienic water, access roads, medical facilities, electricity etc be continued with.The primary focuses of these development plans were to provide a more geographical spread of development throughout the country.

Rural development has generally being desirous in the world, and particularly in the third world countries since the1980s because governments have realized that except given the seriousness it deserves, and closing the gap between theory and practice in this area, the desired development would be unattainable and the goals of achieving accelerated national development at the rural level will remain elusive. One major reason for this assertion is that bulk of the population lives in rural areas, which is the grassroots where development is most desirous (Aghayere, 2008).

Utaan (2013) had stressed on the importance of developing the rural areas in the underdeveloped countries and Nigeria in particular. According to him, this would enhance productivity in the rural areas and as well raise the incomes of the rural majority, and consequently, rural-urban drift and its attendant ills will be checked.

The importance of developing the rural areas in the developing countries has also been stressed by some eminent leaders in Africa. Kenneth Kaunda, a one time president of Zambia, introducing the Second National Development Plan, 1972 to 1976 opined that: “For us, developing the rural areas is a matter of life and death; though we do not underestimate the problems involved … we must first of all succeed in developing the rural areas no matter our performance in other sectors” (Chambers, 1974:11).

In a similar vein, Sir Seretse Khama, the late president of the Republic of Botswana, while introducing the first National Development Plan, 1970 to1975 said: “The greatest challenge ahead of us is undoubtedly that of rural development. The transformation of the rural

communities everywhere presents an intractable problem…yet if majority of the people of Botswana are to benefit from the dramatic increase in the pace of development, the problem must be solved" (Chambers, 1974:11).

Supporting the above views on the importance of developing the rural areas, President Babangida of Nigeria, in his 1986 budget speech stated that:

> *Rural Development will move away from past narrow sectoral pre-occupation with the generation of food and fibre resources to the over-all formulation of a national rural development strategy with emphasis on the alleviation of rural poverty and enhancement of the quality of rural life (Babangida, 1986:14).*

The development of rural areas as a cornerstone for the overall development of Nigeria has become both a problem and challenge to leaders of the country. This is epitomized on the fact that rural development can checkmate rural-urban migration and its adverse effects on rural depopulation and also avert urban unemployment. The establishment of infrastructural facilities in the rural areas will also enhance rural life and as such detract the rural dwellers to the urban centers; just as the facilities (e.g. electricity, roads e.t.c) will enable them to be gainfully employed.

Fernando (2008:13) identifies four reasons for increased attention of governments in Nigeria to rural development.

> *Firstly, overwhelming majority of the people live and find their livelihood in rural areas. Secondly, the drift to town (rural-urban migration) is a matter of concern because of the increasing rate of urban unemployment, housing problems, increasing crime and other attendant evils. Thirdly, it is in the rural areas that most of the poorer and disadvantaged people are found and lastly, there is a cluster of orthodox economic arguments for giving priority to rural areas, particularly for agricultural development. These include the production of raw materials for industrial purposes, the feeding of growing population and a host of others.*

Prior to the advent of oil as the major source of income in Nigeria, primary produce (which are mainly the preserve of rural areas) played very important role as economic bedrock of the

nation. For example, out of ₦1,687 million contribution from various sectors during the 1961 to 1970 decade to the economy, over 80 percent were from primary produce (Nwosu,1985). Amos (2013) also stated that before the oil boom of the 1970s, over 80 percent of Nigeria's adult working population were employed by peasant agricultural sector in one way or the other. In this connection therefore, any government that intends to serve the majority must have priority to rural development. Thus, Nigeria as well as other developing countries should not only regard rural development as a mere appendage of national development, but should conceive and structure it as the core of national development policy.

Several efforts have been made over the years by successive governments in Nigeria to check the problem of rural –urban migration with its adverse effects on rural depopulation and to avert unemployment; and to bring transformation to the rural areas so as to detract the attention of rural dwellers to the urban centres. Some of the rural development programmes executed over the years in Nigeria before the River Basin and Rural Development Authorities (RBRDAs) were: the National Accelerated Food Production Programme (NAFPP-1973), the Agricultural Development Programmes (ADPs-1975), and the Operation Feed the Nation (OFN-1976).

The National Accelerated Food Production Programme was introduced in Nigeria in 1973 to among others, make the country self-sufficient and self-reliant in food production, re-instate agriculture to its former status as a major source of income earner to the economy, and to make agriculture an alternative to the dependence on oil (Ujo, 2008). To achieve these objectives, Agro Service Centres established provided inputs such as fertilizer, seeds and chemicals etc to farmers; while financial institutions established, for instance, the National Agricultural Cooperative Bank (NACB) provided loans to farmers. The authority could not however, achieve much, according to Faave (2012), because of poor sensitization and inadequate credit facilities to the local farmers.

The inability of the NAFPP to salvage the agricultural sector of the country led to the establishment of Agricultural Development Programmes (ADPs) in 1975 on the advice and assistance of the World Bank (Ujo, 2008). Jointly financed by the World Bank, the Federal and State Governments, the ADPs provided decentralized opportunities and resources in agriculture to small scale farmers across the country. Unfortunate enough, lack of continuous funding from the World Bank and inadequate community participation, according to Ezekiel (2003) stifled the success of the ADPs.

The Operation Feed the Nation was introduced in March, 1976 by General Olusegun Obasanjo, the then Head of State of Nigeria to replace the NAFPP. It was designed to awaken in the generality of Nigerians the advantages of the agricultural occupation, especially, those living in the rural areas. Though, the authority was not specifically a rural development strategy, the rural areas benefited through inputs and professional advice. Osuntogun and Olufokunbi (1986), however, observed that the OFN rather than solving food problems created opportunities for the ruling class to appropriate national funds as they were appointed Board Members and as well given contracts which were not properly executed.

As a result of the interest of the military administration of General Obasanjo to develop the rural areas in the country, River Basin Authorities, the focal agencies of this study were therefore established in 1976 to make the nation self-sufficient in food production and to uplift the socio-economic standards of the rural dwellers.

The desire to avert national starvation and erosion of political independence also formed part of the anteceding rationale for the creation of RBRDAs (Akindele and Adebo, 2004). Thus, in 1976 the Obasanjo regime promulgated the River Basin and Rural Development Authority Decree, creating eleven River Basin Authorities distributed all over the country to provide water for irrigation and domestic water supply, improve navigation, hydro-electric power generation, recreation facilities and fishery projects etc.; and they are:

(a) the Sokoto – Rima River Basin Development Authority, Sokoto;

(b) the Hadeja – Jama'are River Basin Developeement Authority, Kano;

(c) the Lake Chad Basin Development Authority, Maiduguri;

(d) the Upper Benue River Basin Development Authority , Yola;

(e) the Lower Benue River Basin Development Authority, Makurdi;

(f) the Cross River Basin Development Authority, Calabar;

(g) the Anambra - Imo River Basin Development Authority, Owerri;

(h) the Niger River Basin Development Authority, Ilorin;

(i) the Ogun-Oshun River Basin Development Authority, Abeokuta;

(j) the Benin-Owena River Basin Development Authority, Benin City; and

(k) the Niger Delta Basin Development Authority, Port – Harcourt. (FGN, 1976).

The detail on their establishment, composition, and functions are as contained on Appendix "B"

The Lower and Upper Benue River Basin and Rural Development Authorities, just like the other River Basins in the nation were established by the Federal Government of Nigeria by decree No. 25 and 31 of the 1976 and 1977 respectively, and amended by decree No. 87 of 1979 (which supersedes all (previous) Decrees and Acts in respect of RBRDAs) to bring development to their host communities through the creation of employment opportunities, augmenting income of rural dwellers and the provision of social amenities. The organizations have thus embarked on programmes and projects to boost agricultural production through mechanization and the development of water resources potentials of the nation. Specifically, the Lower and Upper Benue River Basin Authorities, just like the other RBRDAs have the following as their functions:

a. to undertake comprehensive development of both surface and underground water resources for multi-purpose use;

b. to undertake schemes for the control of floods and erosion, and for water-shed management;
c. to construct and maintain dams, dykes, polders, wells, boreholes, irrigation and drainage systems and other works necessary for the achievement of the authorities functions;
d. to develop irrigation schemes for the production of crops and livestock and to lease the irrigated land to farmers or recognized associations in the locality of the area concerned for a fee to be determined by the authority concerned with the approval of the commissioner;
e. to resettle persons affected by the works in paragraphs 'c' and 'd' above;
f. to control pollution in rivers and lakes in the authority's area in accordance with nationally laid down standards; and
g. to provide water from reservoirs, wells and boreholes, under the control of the authority concerned for rural and urban water supply schemes (FGN, 1976).

These functions entailed direct agricultural production, construction of dams, dykes, polders, drilling of boreholes for potable water supply and construction of rural roads, bridges etc to link project sites. In fact, agriculture remains the largest employer of labour in Nigeria as it employs 65% of the total labour force, and also a major contributor of Gross Domestic Product (GDP). It is the main source of food for most of the population, a major source of raw materials for Agro allied industries and a much potent source of the much needed foreign exchange (Ortese, 1997). The agricultural sector is also expected to supply adequate food for the people and as well empower them to boost their social, political and economic aspects of life. Therefore, it (agricultural sector) deserves proper attention through the activities and functions of River Basin Development Authorities so

as to address problems of dwelling food production in the country and as well serves as a strategy of rural development.

The Lower and Upper Benue River Basin and Rural Development Authorities stand distinctly as agents of rural transformation because of the activities and programmes they have to carry out. This is because most of their activities are rural based. In spite of the organizations importance in this regard not much is known about their impact on rural transformation in their host communities. In fact, whether or not the agencies have made any positive impact of developing the rural areas is still open to debate. This is because, most, if not all of their set targets earlier mentioned, have not been actualized. The extent to which the Lower and Upper Benue River Basin Authorities have comparatively realized their set objectives in their host communities is the focus of the research work.

1.2 Statement of the Problem

Rural development,as earlier mentioned hasbeen an issue of concern in Nigeria. Thus, successive governments in the nation have embarked on different strategies at transforming rural areas where bulk of the population reside, and where much of the national wealth is derived. However, no appreciable success has been achieved in developing the rural areas in the nation (Nnamdi and Ogunrinde, 1988), Esho (1987), Lyam (1990), Omale (2002), Akindele and Adebo (2004); nor has the country become self-sufficient in food production. It was expected that the establishment and operations of the River Basin Authorities would result in enhanced agricultural productivity and provision of basic rural infrastructure for rural development. The successful implementation of the RBDAs objectives would have therefore, stimulated social and economic growth and as well improved the quality and quantity of rural life across the nation.

Considering the importance attached to developing the rural areas, the government spent huge resources on the development of the River Basin Schemes between 1979 and 1988 (Abba 1986). However despite the massive amount of human and material resources spent on

the Authority, there was no appreciable rural development in the country. The inability of government to translate the wide array of rural development programmes into concrete results as the above study reveals have left rural areas lacking in infrastructural facilities (e.g. roads, good water, health care services) and employment opportunities among others.

As a result of the failure of the rural development programmes to develop the rural areas as stated above, a great number of the rural dwellers especially the youth migrate to urban areas in search of "better life" (Forest, 1985), (Ebong, 2000). Why have the LUBRBRDAs not been able to develop their host communities despite their laudable objectives? The study has therefore investigated the reasons behind the low performance of LUBRBRDAs in Nigeria between 1979 and 1988, and accordingly proffered solutions.

1.3 Research Questions

The following research questions are posed:

(a) Have the LUBRBRDAsprovided adequate rural infrastructure in their host communities?

(b) To what extent have the LUBRBRDAsinvolved rural dwellers in the planning and implementation of its programmes and projects?

(c) To what extent has shortage of trained man power affected the LUBRBRDAs in carrying out their functions?

(d) To what extent have the LUBRBRDAsprogrammes/projects impacted on lives of the rural people in their host communities?

(e) Has one of the River Basin Authorities under study been able to develop her host communities more than the other?

1.4 Objective of the Study

The main objective of the research is to assess the contribution of the Lower and Upper Benue River Basin and Rural Development Authorities to rural development in their host communities. Specific objectives are to:

(a) find out if the LUBRBRDAs have been able to provide adequate rural infrastructure in their host communities;
(b) ascertain if lackof community involvement at the planning and execution stages of LUBRBRDAsprogramme negatively affected implementation of their projects;
(c) ascertainif shortage of trained manpower negatively affected the LUBRBRDAs in carrying out their functions;
(d) ascertain the impact of the performance of LUBRBRDAsprogrammes on lives of the rural dwellers in their host communities;
(e) compare the rural development efforts of the Lower Benue River Basin Authority with the Upper Benue River Basin Authority.

1.5 Research Hypotheses

The study is based on the under listed hypotheses:

(a) There is significant difference in the provision of rural infrastructure before and after the intervention of LUBRBRDAs.
(b) Lack of community involvement at the planning and execution stages of the LUBRBRDAs programmeaffected successful implementation of their projects.
(c) Shortage of trained manpoweraffected the ability of LUBRBRDAs to successfully execute their functions.
(d) The level of impact of the LUBRBRDAs programmes on lives of people in their host communities depended on performance of their projects.

1.6 Significance of the Study

The significance of the study on rural development cannot be underestimated. This is because rural development is the cornerstone of the overall development of most, if not all underdeveloped nations. This explains why successive governments in Nigeria, as earlier mentioned, have embarked on one rural development programme and another.

The study of the Lower and Upper Benue River Basin and Rural Development Authorities have therefore become imperative. However, most of the researches carried out on River Basin Authorities (e.g. Omale, 2002; Ezekiel, 2003; Akindele and Adebo, 2004) have emphasized on their developmental strides to the neglect of comparative analysis and the strategies adopted; and hence the study is significant and very necessary.

Secondly, in view of the socio-economic problems posed by the continued influx of rural people into our cities and towns, nothing can be most important than making the rural areas hospitable through rural development projects so as to reduce the pressure of urbanization on the towns and cities across the country. Similarly, the study is helpful in generating awareness about the need to integrate the rural sector in the national development process through effective rural development programmes and projects.

The findings of the research will be of great benefits to governments as well as different organizations to adopt in order to enhance the pace of rural transformation in their host communities, organizations, and the Nation at large. Besides, administrators, professionals and academicians can find the recommendations and suggestions in this study very useful.

Apart from the above, the study has demonstrated or shown empirically, the roles played by the Lower and Upper Benue River Basin and Rural Development Authorities in the rural transformation of their host communities. This may serve as a spring-board for further work in assessing the efforts of other River Basin Authorities in the area of agriculture for food security and rural development.

1.7 Scope of the Study

The study covered the rural development efforts of the Lower and Upper Benue River Basin and Rural Development Authorities in such areas as Land clearing and preparation for farmers, the construction of dams for irrigation purposes, and the drilling of boreholes for supply of water to the rural dwellers. The execution of these functions by the respective agencies in Benue and Nassarawa states was comparatively studied with that of Bauchi and Gombe States of Nigeria between 1979 to 1988; most especially as they enhanced agricultural development and are able to raise socio-economic status of the rural populace in their areas of intervention. The Naka Dam in Benue state and the Doma Dam in Nassarawa state were studied comparatively with the Waya Dam in Bauchi state and the Dadin Kowa Dam in Gombe state; especially as they have assisted in the supply of water for irrigation and household usage.

The States covered by the study are some of the catchments states of the two River Basins under study.The period chosen for the study was when the RBRDAs used to engage in direct agricultural production activities so as to enhance the social and economic wellbeing of the rural people.

1.8 Limitations of the Study

There were a number of factors that affected the quality of the study, some of which are described below:

First and foremost,some farmers were afraid that data collected would be used for official purpose and were not feel free to express the negative impact of the LUBRBRDAs operation for fear of victimization; and farmers affected negatively by LUBRBRDAs such as those displaced by the construction of dams had prejudice against the authorities.

Secondly, personal biases of the researcher have affected universal acceptance of the research as social science research cannot be value free. Thus, the selection of the research

topic itself was a value decision hinged on the researchers value about what was important in the society and worthy of investigation.

Thirdly, illiteracy of the respondents, especially rural farmers constrained easy access to some information from them; so also was inaccessibility of the researcher to some official records of the LUBRBRDAs relevant for the study.

Lastly, the number of RBRDAs selected for the study vis-à-vis the ability to generalise results was based on the assumption of what was possible within the constraints of human and material resources at the disposal of the researcher. These obstacles were however, handled to a manageable level as they do not blur and obscure the validity and reliability of the work, which led to objective analyses and sound conclusions in the study.

1.9 Definition of Terms

The major concepts or terms used in the study are hereunder defined.

a. **Provision of Rural Infrastructure** – Infrastructural facilities are services and equipment such as roads, railways, schools and factories etc needed for a society or country to function properly. In this study, rural infrastructure refers to facilities or services such as construction of dams for irrigation purposes, land cleared and prepared for rural farmers as well as the provision of portable water via boreholes. The study opines that adequate provision of these services by the LUBRBRDAs would improve the social and economic well-being (rural development) of the host communities of the agencies.

b. **Intervention of LUBRBRDAs** – The importance of developing rural areas cannot be underestimated. Thus several efforts, as seen in the study, have been made by successive governments in Nigeria to develop the rural communities. The intervention of the LUBRDRDAs however, refers to strategies and projects embarked upon by the agencies to develop their host communities during the period of the study.

c. **Community involvement in RBDAs programme** – This entails participation of the rural dwellers in rural development projects within their communities. As direct beneficiaries of rural development projects,, community participation indicate roles played by the rural people at the planning and implementation stages of projects as distinct from those of government officials. It (community participation) thus, enlists attention of the rural people as there is no use imposing a particular service on a community when they may genuinely require something else.

d. **Successful implementation of projects** – The success of rural development programme can be measured based on how its projects have been able to realize set targets. Successful implementation of LUBRBRDAs projects in the study however, refers to ability of the agencies to adequately enhance agricultural activities in their host communities through irrigation methods, land clearing and preparation, as well as the provision of portable water through boreholes.

e. **Impact of the LUBRBRDAs –** The activities of RBRDAs were expected to lead to general upliftment or improvement in the living conditions of people in their host communities. The impact of the LUBRBRDAs is therefore concerned with how activities of the agencies have led to increased food production as well as consumption of hygienic water by both human beings and domestic animals in their host communities.

f. **Shortage of Trained Manpower**

Irrigation and water resources development of the LUBRBRDAs are complex activities which require enough experts in the fields like climatology, soil science, hydrology, agric-engineering and geography, etc. However, official records at the headquarters of the authorities contained in the study showed that the staff strength were skewed in favour of non-technical and engineering professions such as administration and finance. The inadequacy of these specialists in the services of the authorities affected performances of same during the period of study.

g. **Performance of RBDAs** – River Basin Development Authorities were established to assist in the provision of agricultural and rural development services such as increased food

production, good access roads, rural electricity, portable water, schools, good housing and employment opportunities etc. The performance of LUBRBRDAs in this study however refer to how they have been able to adequately enhance agricultural production in their host communities through construction of dams for irrigation agriculture, land clearing and preparation for the rural farmers and the provision of portable water through boreholes.

CHAPTER TWO

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 Introduction

Quite a lot has been and is being documented on both rural development and the strategies for its execution. This section has reviewed related literature and adopted an appropriate theoretical framework for the study.

2.2 Rural Area

The Health Resources and Service Administration of the United States (2013) define rural area as a place encompassing all population, housing, and territory not included within an urban area. Whatever, according to this definition that is not urban is considered rural. This definition is defective because it is not exact and specific as per the features of urban areas.

The UNDP (2004) report, however defines rural area as an area of the most vulnerable groups. There are those who have remained poor as part of social stratification or immigration. These include ethnic minorities, the disabled, rural villagers and disproportionately, women and children. There are also “new poor” groups being created through wars, socio-political changes and unemployment.

Apart from the above, the report added that, there are now approximately 25 million refugees and 30 million displaced persons living in the world. Millions of poor children in rural areas do not attend school; participation and retention rates vary greatly both between and within countries. The author failed to know that many children in towns/cities abandon schools in search for economic gains.

2.2.1 Characteristics of Rural Areas

Rural areas throughout the world tend to have similar features. Some of the major ones, according to Bassey (2011:15-19) are explained below;

i. The populations of rural areas are spatially dispersed. These often increase the cost and difficulty of providing rural goods and services effectively. The specific economic conditions in rural areas result in fewer opportunities than in non-rural locations. Consequently, the tax base is limited, so rural areas are rarely able to mobilize sufficient resources to finance their own development programmes, leaving them dependent on transfers from the centre. Factor markets in rural areas often operate imperfectly, rendering the search for efficient outcomes an extremely challenging one.

ii. Agriculture in its various forms (cultivation of crops, fish farming and rearing of animals) is the major economic activity of the rural areas, and is often dominant. Sometimes, the exclusive economic sector and opportunities for resource mobilization are limited. These characteristics mean that people living in rural areas face a set of factors that pose major challenges to development.

iii. There are also inadequate basic needs of life among the rural population. Thus, most of the rural people live in abject poverty and are usually illiterate. They have little or no access to goods and services and, for the most part, they are

excluded from shaping the political environment which determines their fate. In general, they usually have poor health, nutrition and sanitation. Apart from the above basic needs, housing is also inadequate and there is little opportunity to change conditions. They have little or no income, and are socially discriminated against and have no channels through which to voice their concerns. The positive values and experiences of the poor are not necessary those which are promoted in the education system of the wider society. The children of the poor families tend to remain in conditions of poverty, and unless there is a force that could counteract this behaviour, poverty is passed on from one generation to the next.

iv. Attachment to land in rural areas, as an abode of ancestry and as a means of living is pronounced in rural areas. Thus, human activities such as farming, mining, ranching, recreation, social events, commerce, or industry, have left an imprint on the landscape. An examination of the changing and continuing land uses may lead to a general understanding of how people have interacted with their environment and provide clues about the kinds of physical features and historic properties that should be present. Topographic variations, availability of transportation, the abundance or scarcity of natural resources (especially water) cultural traditions, and economic factors influence the ways people use the land. Changing land uses may have resulted from improved technology, exhausted soils or mineral deposits, climatic changes, and new economic conditions, as well as previous successes or failures. Activities visible today may reflect traditional practices or be innovative, yet compatible to adaptations of historic ones.

v. Major natural features such as mountains, prairies, rivers, lakes, forests, and grasslands, influence both the location and organization of rural communities.

Climate, similarly, influence the sitting of buildings, construction materials, and the location of clusters of buildings and structures. Traditions in land use, construction methods, and social customs commonly evolved as people respond to the physiographic and ecological patterns of the area where they settled. Early settlements frequently depended upon available natural resources, such as water for transportation, irrigation, or mechanical power. Mineral or soil deposits, likewise, determine the suitability of a region for particular activities. Available materials, such as stone or wood, commonly influence the constructions of houses, barns, fences, bridges, roads, and community buildings.

vi. Cultural traditions affect the ways that land is used, occupied, and shaped. Religious beliefs, social customs, ethnic identity, and trades and skills may be evident today in both physical features and uses of the land. Ethnic customs, predating the origins of a community, were often transmitted by early settlers and perpetuated by successive generations. Others originated during a community's early development and evolution. Cultural groups have interacted with the natural environment, manipulating and perhaps altering it, and sometimes modifying their traditions in response to it. Social customs dictate the crops planted or livestock raised. Traditional building forms, method of construction, stylistic finishes and functional solutions evolve in the work of local artisans.

vii. Circulation networks are systems for transporting people, goods, and raw materials from one point to another. They range in scale from livestock trails and footpaths, to roads, canals, major highways, and even airstrips. Some, such as farm or lumbering roads, internally serve a community, while others, such as rail roads and waterways, connect it to the surrounding region.

viii. Boundary demarcations delineate areas of ownership and land use, such as an entire farmstead or open range. They also separate smaller areas having special functions, such as fenced field or enclosed coral. Fences, walls, tree lines, hedge rows, drainage or irrigation ditches, road ways, creeks, and rivers commonly mark historic boundaries.

ix. Most people in rural areas are socially homogenous in the sense that they share similar family ties, language, food and even clothing makes them know each other very well.

x. Archeological sites of prehistoric or historic activities or occupation may be marked by foundations, ruins, changes in vegetation, and surface remains. They may provide valuable information about the ways the land has been used, patterns of social history, or the methods and extent of activities such as shipping, milling, lumbering or quarrying. The ruins of mills, charcoal kilns, canals, outbuildings, piers, quarries, and mines commonly indicate previous uses of the land. Changes in vegetation may indicate abandoned roadways, home sites, and fields. The spatial distribution of features, surface disturbances, surface remains, patterns of soil erosion and deposition, and soil composition may also yield information about the evolution and past uses of the land.

Clusters of buildings, fences, and other features, as seen in a farmstead, ranch, or mining complex, result from function, social tradition, climate, or other influences, cultural or natural. The arrangement of the clusters may reveal information about historical and continuing activities, as well as the impact of varying technologies and the references of particular generations. The repetition of similar clusters throughout a landscape may indicate vernacular patterns of sitting, spatial organization, and land use. Also, the locations of clusters, such as the

market towns that emerge at the crossroads or early highways, may reflect broad patterns of a regions cultural geography.

2.2.2 Rural Development

Rural Development is part of the general development that embraces a large segment of those in great need in the rural sector. Hunter (1964) was among the earliest to use the expression Rural Development which he considered as the "starting point of development" characterized by subsistence. He did not however, state how rural development could progress from subsistence.

The World Bank in Ekpo and Olaniyi (1995), on the other hand defined rural development as a process through which rural poverty is alleviated by sustained increases in the productivity and incomes of low-income rural dwellers and households. This definition is also defective as it dwelt majorly on the economic growth, which is just an aspect of development.

Taking into cognizance, the economic and social upliftment as aspects of development, Ijere (1990), regarded rural development as the process of increasing the per capital income and quality of life of the rural dwellers to enable them become prime movers of their destiny. This definition has left out the political and technological aspects of development that are very crucial, especially in the modern times.

Obinne in Ogidefa (2010), on his part, perceived rural development to involve creating and widening opportunities for (rural) individuals to realize full potential through education and share in decision and action which affect their lives. He has however, omitted the provision of amenities such as roads, good water supply and a host of others in his definition of the concept.

The major concern in rural development is to bring about the modernization of rural society through a transition from traditional isolation to integration with the nation (Umebali 2008). It constitutes a process of planned change for which one approach or the other is

adopted for improvement of the lot of the rural populace. It is concerned with the improvement of the lives of those living in rural areas so as to achieve a self-sustaining basis through transforming the socio spatial structure of their productive activities. This definition is however silent on the educational development of the rural dwellers which could enhance the other aspects of rural development that have been stressed.

Vander Ploeg et al (2000), on their part assert that rural development implies the creation of new products and services and the associated development of new markets. It is also concerned with the development of new forms of cost reduction through the elaboration of new technological trajectories and the production and reproduction of specific associated knowledge bases, reconstruction of agriculture and the country side. In fact, it is concerned with the reconfiguration of rural resources, land, labour, nature, eco-system, animal, plants, craftsmanship, networks, markets partners and town-countryside relation all have to be reshaped and recombined. This definition advocates a total reconstruction of rural areas and lives therein to make them productive and an integral part of the whole economy. Rural development should therefore be an integrated approach towards addressing rural challenges.

The above definition dwelt too much on the economic development of the rural areas. Consequently, the social and political development aspects of the rural areas were neglected.

Lele (1975), defined rural development as the process of improving living standards of the low income population residing in rural areas and making the process of their development self-sustaining. It (rural development) entails the provision of adequate nutrition and portable water, continuing employment, secured and adequate livelihood for the self-employed, more and better schooling for their children, better preventive medical services, adequate shelter and cheap transport, among others.

The non-material needs of the rural dwellers which constitute rural development include self-determination, self-reliance, political freedom and security, participation in making the decision that affect workers and citizens, national and cultural identity as well as sense of purpose in life and work.

To achieve the goal of rural development, many governments in the underdeveloped countries launched various programmes and projects which are categorized into five as seen below:

1. Commodity Programmes: These are aimed at increasing production of export crops among small scale farmers. The programmes are usually financed by European commercial companies, development corporations or former colonial governments.
2. Functional Programmes: The intention of such programmes is to remove constrains considered to be critical for getting rural development under way. Investment may thus be directed to adaptive agricultural research, to training, extension service, to agricultural credit or to improve the agricultural marketing network.
3. Sub-sectional Development Programme: These involve the provision of a number of services related to the development of specific sub-sector or region.
4. Rehabilitated Spontaneous Effects: These are undertaken in order to provide some amenities such as schools, health clinics etc to disadvantaged groups.
5. Regional Rural Development Programmes: These are undertaken with substantial initiative and participation by national governments. This category includes the integrated rural development programmes undertaken mainly on the initiative of donor agencies, planned and administered by expatriates, (Lele, 1975).

The above described five-fold classification covers the types of agricultural and rural development schemes found mostly in the underdeveloped countries of the world. The aims of these programmes are not only economic growth but also to ensure adequate food and jobs and

to increase the income of the rural dwellers. In this regard therefore, specific development programmes and strategies for rural development could not only be evaluated from quantitative production results, but also from qualitative changes of commodity welfare. Thus, rural development could be assessed within the perspective of community welfare.

Summarizing the definition of rural development in line with Uma Lele's view, the concept (i.e Rural development) therefore entails: -

a) Improving the living standards of the subsistent population involves mobilization and allocation of resources so as to reach a desirable balance over time between the welfare and productive services available to the subsistence rural sector.
b) Mass participation requires that resources be allocated to low income regions and classes and that the productive and social services actually reach them.
c) Making the process self-sustaining requires development of the appropriate skills and implementing capacity and the presence of the institutions at the local, regional, and national levels to ensure the effective use of existing resources and to foster the mobilization of additional financial and human resources for continued development of the subsistence sector.Self-sustaining thus, means involving as distinct from simply reaching the subsistence population through development programmes.

Rural development therefore entails: -

i. Reducing rural poverty;
ii. Increasing rural production and income;
iii. Meeting the basic needs of the rural people;
iv. Reducing inequality in income and wealth;
v. Increasing employment and stemming rural-urban migration;
vi. Inducing social change for balanced human and material betterment.

Rural development therefore is a strategy designed to improve social, political, economic and cultural life of the rural dwellers. Paramount to this strategy is the active participation of the people in the concept formulation and implementation of development policies, programmes and projects. This is to say, self-sustenance could be achieved only through active involvement of the affected rural people. If this is not done, efforts at improving the living standards of the rural people will achieve nothing. Besides, there is need for strong commitment by the national leader if actually the goals and objectives of improving the wellbeing of the rural people are to be achieved.

Although the above author has elaborated so much on the different aspects of rural development, he has neglected the technological advancement of the rural communities in his definition of rural development.

Todaro (2009) provides a comprehensive idea as to what constitute rural development. He views rural development, though primarily on small farmer agricultural progress which encompasses:

a. Efforts to raise both farm and non-farm rural real incomes through job creation, rural industrialization and other non-farm opportunities and the increased provisions of education, health and nutrition, housing and a variety of related social welfare services;
b. A decreasing inequality in the distribution of rural income and lessening of urban rural imbalances in incomes and economic opportunities;
c. Successful attention to the need for environmental sustainability, limiting the extension of farmland into forest and other fragile areas, promoting conservation, and preventing the harmful misuse of agrochemicals and other input; and
d. The capacity of the rural sector to sustain and accelerate the pace of the improvement over time.

The above definition sums up the varied views of the fore-going scholars on rural development as it summarizes the concept to a process capable of enriching, enabling and empowering rural dwellers and their environment all within the sphere of a growing economy. However, it down played the political development aspect of the rural areas.

From all the aforementioned varied definitions and arguments, the basic variables that standout and are common to all is that rural development is about creating opportunities and enlarging the capabilities of rural dwellers through well designed programmes and mobilization to achieve an improvement in economic, social and infrastructural needs of the rural dwellers.

In all, rural development is multifaceted in nature. It unfolds into a wide array of different and sometimes interconnected practices, but in whichever way it is applied the benefits should be those that will lead to an improvement in the lives of rural dweller as individuals and the rural area as a whole.

Despite the importance of policy formulation and implementation in the nation on rural development, Smith (1974) argues that not much is known about these process and little or no effort is made to identify its basic features. This neglect could be attributed to the fact that most policy makers assume that once a policy has been formulated it will be implemented and the desired result of the policy will be near or same as those expected by the policy.

However, the argument of the study is that judging from the various rural development programmes like water supply, good road network and electricity, among others that have been initiated by different regimes in the nation, it is incorrect to assert that rural areas were neglected. Rather, the rural development programs have not been implemented to meet their stated aims and objectives perhaps for the following two reasons:

a) The beneficiaries of rural development programmes have not been involved in various stages of the programmes because policy makers assume that once a policy is formulated, the execution process is not a hard nut to crack.

b) The wrong assumption about the execution process and the non-involvement of the beneficiaries result to wrong implementation of the sound policies which in turn lead to making difficult the standard of living of the beneficiaries instead of enhancing it. Put differently, the problem of Rural Development in Nigeria has been approached wrongly as virtually all the rural development programmes like DFRPI, Better life Programme for rural women and Family Support Programme etc had sound objectives but wrong execution.

Therefore, until rural development programmes in Nigeria are given the right approach-involving the beneficiaries in all stages of the programmes, subsequent rural development policies will continue to fail. Collaborating this view, Shehu (2014) argues that only the poor understands poverty and it is also the poor that knows how their poverty could be alleviated, as only a sick man knows where it hurts him. The fact is that the rural people usually have quite good perception of their own needs and goals and of what would be required to satisfy and make progress towards them. Therefore, it is important for government to ensure that their citizens participate actively in the formulation and implementation of rural development projects/programmes of which they are supposed to be beneficiaries.

2.2.3 Objectives of Rural Development

The goals/objectives pursued through rural development programmes can be summarized as follows:

a. enhanced incomes of rural people engaged in agriculture and rural non-farm activities, including agro-based industries;

b. a reduction in the level of rural poverty and rural unemployment;

c. a reduction of inequalities in the distributing of wealth and personal income including a more even distribution of resources;

d. increase in rural value added products;

e. enhanced good health for rural people and the reduction of ignorance through needs; and

f. Integration of rural people into the nation's political and economic process through enhanced political awareness and consciousness and the recognition of the rural resident first and foremost as an individual citizen is entitled, like his urban counterparts, to all good things of life (Bassey, 2011).

The above objectives of rural development may be actualized through macroeconomic changes and policies which affect the rural poor through the establishment of markets and infrastructures as well as through transfers. These include among other things;

i. The markets in which the rural poor participate are those for products, inputs (labour and non-labour), and finance from formal and non-formal sources. Several important features of those markets affect conditions in rural areas.

ii. The infrastructure that directly affects the rural sectors' productivity and the rural poor's quality of life includes economic (transport, communications, extension services, and irrigation) and the social (education, health care, water, and sanitation). Given that most elements of a country's infrastructure are provided through public funding, the level of spending, cost effectiveness, quality of services, and access of the rural poor to infrastructure and public services have important effect on human capital and productivity in rural areas.

iii. Transfers, which are both private and public, provide some insurance against anticipated and unanticipated economic shocks. Most of the rural poor depend on private transfers among households, extended families, and other kingship groups.

Public transfer can take the form of redistribution of such assets as land, employment on public works projects, and targeted subsidies for inputs and some consumer products. These transfers supplement or displace private transfers, depending on the policy instrument and how it is used. But these channels: markets, infrastructure, and transfers do not work in the same way for all the rural poor because each group has quite different links to the economy, Bassey (2011). The author has however, been silent on the technological development aspect of the rural communities in his objectives of rural development.

2.2.4 Rural Development Efforts in Nigeria

There are many rural development strategies or approaches adopted by the governments of the developing countries in order to achieve development in the rural areas. However, various studies on rural development efforts in the nation have observed that rural underdevelopment in Nigeria is mainly due to neglect in the rural areas, and where programmes are designed for the development of the rural areas they are largely meant to produce more food for the urban sector and for export. In the words of Oluwasanmi (1966), the policy makers only saw the rural areas as a sector from which resources were to be diverted to develop other sectors of the economy. Nze (1987) on the other hand argued that the Operation Feed the Nation (OFN), Green Revolution (GR) and Bakolori Irrigation Project (BIP) where ostensibly designed to revitalize the rural economy through improved agriculture. To him, these programmes had most of the characteristics of programmes and projects which fall in to "difficult to implement" category. For example the programmes and projects entails the adoption and major system changes. The affected multiple groups and sector, and to a significant extent, demanded from the target population, a shift from known and existing technological traditions.

The strategies adopted to bring development to the rural areas in Nigeria have been largely agriculturally oriented. This could be explained by the fact that agriculture constitutes the single most important pre-occupation of the rural dwellers. Increased agricultural output has always been associated with economic growth which is the bedrock of development. Among the strategies adopted in order to develop the rural areas by the various Nigerian governments are/were:The National Accelerated Food Production Programme (NAFPP-1973), Agricultural Development projects (ADPs-1975), and Operation Feed the Nation (OFN-1976), which have been discussed earlier. Other rural development strategies are/were: River Basin and Rural Development Authority (RBRDA-1976), Green Revolution (1980), National Directorate of Employment (NDE-1986), Directorate of Food Roads and Rural Infrastructure (DFRRI-1986), Better Life for Rural Women (1987),

2.2.4.1 The River Basin and Rural Development Authority

The authority was first launched in 1962, expanded in 1976 and further expanded in 1983. However, it was revised and curtailed between 1984 and 1986. The declared aim of the authority was to make the nation self-sufficient in food production and to uplift the socio-economic standard of the rural dwellers. Accordingly, the Federal Government of Nigeria (1981) reported that government provided in the Third National Development Plan huge sum of money to develop the main rivers of the country to benefit agriculture and rural development.

The authority had constructed dams (which have aided irrigation agriculture), roads and drilled boreholes and host of others across the country as its achievements. However, The RBRDAs have tended to divert from their traditional roles to that of food production. Moreover, the increasing cost of running them due to huge capital investment led to several policy adjustments. A closer look at the activities of the authority showed that the development philosophy was still the trickle down approach as rural development was not a serious issue in the objectives of the River Basin Development Authority, which included:

i. to undertake comprehensive development, both surface and underground water resources for multi-purpose use.
ii. to undertake scheme for the control of flood, and erosion, and for the water-shed management including afforestation.
iii. to construct and maintain dams, dykes, wells, bore-holes, irrigations and drainage systems.
iv. to provide water from reservoir and lakes for irrigation purposes to farmers and recognized associations, as well as for urban water supply scheme.
v. to control pollution in rivers, lakes, lagoons, and creeks (FGN, 1976).

In fact, all the activities of the authorities were geared at the development of material things, objects and gadgets, and not at the development of the people as persons. The activities were only done for the people, not with the people and by the people. Also, the impact of the RBAs was limited due to conflicting policy changes and lack of management know-how. These have negatively impacted on their success in rural development.

2.2.4.2 Green Revolution

The Green Revolution was a crash programme launched in 1980 by Alhaji Shehu Shagari's Administration. It was aimed at boasting food production in a bid to provide food to every Nigerian. The objectives of Green Revolution included:

a. to make the country self-sufficient in food production within 5 years, and
b. to return the country to its pre-eminent crop production stage within 7 years (FGN, 1981).

Unfortunately, it failed because the same government that instituted Green Revolution with the aim of making Nigeria self-sufficient as at 1985, embarked on a large-scale importation of rice from India and America, and essential food items for survival and sustenance (Otoghagua, 1999). Again, the sole intention of the programme was food and crop production so that the

physical hunger of urban areas and the impoverished foreign exchange account of the government might be replenished. The presumption was that once agriculture was improved, and the yields per acre were increased, the peasant farmers who constitute the major bulk of the producers would automatically have their economic and social standard improved. It is however very clear that there was no mention of how to channel the money back, extracted from the rural areas to develop the area.

2.2.4.3 National Directorate of Employment

Decree number 24 of October 19, 1986 established this Directorate, which commenced operations in January 1987 with the primary role of promoting skill acquisition, self-employment and labour intensive work schemes. It was also concerned with the collection and maintenance of data bank on unemployment and vacancies in the country, and the designing of employment programmes such as school leaver apprentice scheme, entrepreneurs training programmes for graduates, labour-based work programmes, and resettlement of trained beneficiaries. The NDE had trained more than 2 million unemployed Nigerians, provided business training for not less than 400,000 people, vocational training in up to 90 different trades, assistance to more than 40,000 unemployed to set up their own businesses, and had also organized labour-based groups through which 160,000 people benefited (Ezekiel, 2003).

The NDE suffered from inadequate funding from the Federal Government. Its predicament was worsened by the fact that it had over stretched itself by engaging in skills acquisition, granting of loans, procuring and selling agricultural inputs such as fertilizers. It also had problem in the recovery of its loans. There was also the problem of duplication of efforts with the statutory roles of the Federal Ministry of Labour and Productivity in the area of compilation of statistics on the unemployed in the country and claims to maintain a data bank of these as well as matching applicants with vacancies. The hue and cry of NDE, as observed by the

researcher was that political considerations, which the above author omitted, were emphasized at the selection of candidates for the programme.

2.2.4.4 Directorate of Food, Roads and Rural Infrastructures

In realization of the failure of the past approaches to rural development, the Babangida regime evolved a new strategy of rural development which was implemented by an authority called the Directorate of Food, Roads and Rural Infrastructures. A seven man committee was set up by the federal government of the country which implemented the rural development programmes of the authority (DFRRI).

To facilitate the implementation of the programmes, the federal government allocated the sum of N1.1 billion in 1986 budget. The money was also to take care of the expenses of the national programme for college graduates and school leavers'self-employment. The Directorate of Food, Roads and Rural Infrastructures, in its numerous publications defined its goals as that of improving "the quality of life and standard of living of the majority of the people in the rural areas … and the inducing of a vastly increased and sustained rural productivity" (Abdullahi et al, 1987:9). The authors did not however, state how far the authority had actualized its mandates in their study.

Among the programmes of the Directorate, the one widely known and noticeable was the construction of the feeder roads programme. In this programme, the Directorate, as announced by the President of Nigeria during the 1986 budget speech was to construct and rehabilitate 60,000 kilometers of rural feeder roads throughout the country. The feeder roads project was broken into two phases: the first phase covering 30,000 kilometers of roads to be constructed in all the states and the Federal Capital Territory, Abuja.

To undertake the above task, the sum of N200 million was earmarked. The criteria used for allocating the money included, equality of states (49.14%), number of Local Government

Areas (22.64%), land mass (15.36%) and ecological special problem (12.64%) (Nnamdi and Ogunrinde, 1988). The authors did not state whether the actual disbursement of the funds agreed with the above stated criteria.

In a progress report released by the Directorate on the construction of the 30,000 kilometers roads first phase nationwide, only three states (Bauchi, Lagos and Rivers) out of the ten visited by inspectors of the roads met the specification set for them (Nnamdi and Ogunrinde, 1988). The authors did not however, quantify the level of success recorded in the states mentioned above in their study.

The report of the final comprehensive inspection of the rural feeder roads programme in Borno state, for instance was a good representation of the condition of such roads and the manner of their construction throughout the country. Out of the 1,500 kilometers spread in 46 different roads claimed to have been built, only 942.4 kilometers or 62.8% of varying quality were accepted by the monitoring team (Anonymous, 1988). The team observed that the people have not been involved at all in the construction of the feeder roads. Consequently, it opined that:-

> *Although the people are happy with the roads which link them to major roads and population centers, they see the roads as another set of government roads. In some cases the people's resentment of the roads is clearly expressed. In one case, a farmer constructed his farm across the road rendering it impassable. In another, the people planted their crops on the road, . . . in yet two others even the chairman of the local government council does not believe they are priority in his area (Anonymous, 1988:11).*

The above author had failed to note that 62.8% of success (as stated above) meant that the authority's impact was reasonably felt by the communities concerned. He further observed that, the local government chairmen were not involved in the selection of roads. The same thing went for other DFRRI programmes. The monitoring team observed that most of the roads were constructed without the erection of bridges and culverts; and thus making the roads not useful

to the communities. Consequently, the committee concluded that "the roads have made little or no impact on the standards of living of the people" (Anonymous, 1988). A closer look at the authority's activities across the country, however shows that its impact, compared with other agencies that existed before it, was felt nation-wide

The team also observed that no arrangement was made for maintenance of such earth roads built by DFRRI. The team therefore concluded that arrangement was made to construct earth roads, but no arrangement was made to maintain same.

Similarly, in Benue state, the monitoring team observed that out of the 2,052 kilometers of roads presented to the team for inspection, only 196.7 kilometers or about 9.6% met the national minimum standards. The report further reiterated that not even one of the roads shown to the Presidential Team were DFRRI roads; they were old roads that had existed for many years, but which were only reconstructed or rehabilitated (Abu, 1988). The author had concluded based on the report of the Presidential Team without investigating, as there were some new roads constructed by DFRRI in the state.

From the above analysis of the performance of the DFRRI feeder roads construction programme, Nigerians became skeptical of the success of the new strategy for rural development in performing better than its predecessors; and indeed, it did not substantially developed the rural areas in Nigeria.

2.2.4.5 The Better Life Programme

Following the outcome of Beijing Conference of 1985, Chief (Mrs.) Maryam Babangida initiated the Better Life Programme for Rural Women in September 1987. The objectives of the programme, according to Obasi and Oguche (1995:74-75), included:

> *To stimulate and motivate rural women towards achieving better living standards, and sensitize the rest of Nigerians to their problems; to educate rural women on simple hygiene, family planning, the importance of child-care and*

increased literacy rates; to mobilize women collectively in order to improve their general lot and for them to seek and achieve leadership roles in all spheres of society; to raise consciousness about their rights, the availability of opportunities and facilities, their social, political and economic responsibilities; to encourage recreation and enrich family life; and to inculcate the spirit of self-development particularly in the fields of education, business, the arts, crafts and agriculture.

The activities of the Better Life Programme were remarkable to the extent that its impact was felt throughout the length and breadth of the country. However, the authors felt to show how the rural women were affected by the programme.

Some of the achievements of Better Life Programme included that:

i. It exposed the potentials of women in creativity and management.
ii. Women became actively involved in all government programes from the grassroots.
iii. Credit and other inputs now flow to rural organizations more than ever before
iv. It had the establishment of ministries of women affairs in all the states of the federation (Ijere, 1990:59). A thorough review of the activities of the programme across Nigeria shows that it impacts were more felt by urban women than the rural women, which the author did not mention

2.2.4.6 National Board for Community Banks

The National Board for Community Banks was a regulatory body set up by Decree No.46 of 1990, but it started operations in December 1992 with the main purpose of supervising the operations of Community Banks in the country. There were about 1000 Community Banks under the purview of the NBCB. The Community Banks were private sector owned micro-credit banking institutions promoted by the federal government to inculcate saving culture, disciplined banking

habit as well as encourage economic development at the grass-root level. The banks were allowed to operate normal banking business except in certain areas such as foreign exchange dealings, direct participation in the clearing system, etc.

The NBCB had encouraged rural banking. It also mobilized deposits for the Community Banks nation-wide and granted loans to Community Banks which had staff strength of about 12,000 people nation-wide. The Board had problems such as absence of a clearing house for community banks which have to go through correspondent banks at a cost, non-issuance of final licenses by the CBN, non-inclusion of community Banks' deposits under the Nigeria Deposit Insurance Corporation's Deposit Insurance Scheme, under capitalization of the Community Banks and Government's under-funding of the NBCB.

In view of the afore-mentioned problems, reviews and current status of the various strategies, their relevant programmes and implementing agencies, the Joda Review Panel and the Ango Review Committee variously tabulated some of the agencies/programmes to reflect their findings as in table2.1 below:

Table 2.1: Some agencies involved in rural development in Nigeria

Name of authority/ organization	Date Established	Mandate	Constraints	Lesson learnt
National Directorate Of Employment (NDE)	1986	Promotion of skill-acquisition, self-employment and labour intensive work scheme	• Lack of complementarity with micro-finance and other poverty alleviation institutions. • Inadequate funding	▪ Low level of funding has led to inadequate coverage of target groups. ▪ There is a need to coordinate the activities of poverty alleviation institutions to encourage complementarity and networking.
Nigerian Agricultural Cooperative Bank (NACB)	1972	provision of credit for the production, processing and marketing of agricultural produce	• Lack of access to customer's deposits. • Unstable exchange rate leading to inability to meet up with foreign loan repayment obligations • Political interference leading to overstaffing, inadequate	▪ Customer's savings are an important source of funding for development finance institutions (DFIs). ▪ Exclusive public sector ownership of Development Finance Institutions is inadvisable. ▪ For poverty alleviation,

			professional capacity and overstretching of resources. • It was not specifically targeted at the poor	effective targeting of the poor is necessary.
Nigerian Industrial Development Bank (NIDB)	1964	To facilitate and enhance the flow of financial and development assistance to small, medium and large scale industrial projects.	• Foreign denominated debts have not been serviced regularly due to inability of project promoters to repay their outstanding obligations. • Access of small operators and the poor to its funds is very limited due to collateral requirements and lack of presence in needy areas.	▪ May not be able to fulfill the needs of the poor. Need to collaborate with more grass-roots based financial institutions. ▪ Funds meant for poverty alleviation should be distinguished from other developmental funds and targeted specifically at the poor.
Nigerian Bank for Commerce and Industry (NBCI)	1973	Provision of equity capital and funds by way of loans to indigenous persons, institutions and organizations for medium and long term investments in industry	• Harsh economic environment within which the projects operate. • Fluctuating value of the Naira. • Inadequate access to funds.	▪ The Bank possesses the potential to positively contribute to SME development through funding of employment

		and commerce.	• Inaccessibility to the poor.	generation enterprises. ▪ Need for effective targeting and segmentation of the poor by DFIs for poverty alleviation.
Nigerian Agricultural Insurance Cooperation (NAIC)	1987	Provision of insurance cover to farmers engaged in agricultural production.	• Inadequate funding. • Late disbursement of subsidies from the Federal Government. • Poor record of claims payment to farmers little or no awareness education of the poor farmers to enable them take advantage of their claims.	▪ The role of NAIC in poverty alleviation is very important due to poverty intensity in the agrarian sector and susceptibility of agriculture sector to unforeseen circumstances.
Agricultural Development Programmes (ADPs)	1975	Provision of decentralized opportunities and resources in agriculture to the small holder farmers.	• Lack of continuous funding due to expiration of external funding from World Bank.	▪ Local ownership of donor-supported projects is necessary for sustainability of programmes and gains their-from.
Directorate of Foods, Road and Rural Infrastructure	1986	To coordinate and streamline all rural development activities in the country and	• Lack of technical depth in most projects. • Adequate	▪ It carried out a country-wide survey in which it extensively

(DFRRI)		accelerate the pace of integrated rural development.	arrangement was not made for the maintenance and sustenance of the facilities provided. • Wide-scope of activities leading to thin spread on the ground. • DFRRI projects were designed and packaged as gifts from the government to the people.	identified and recorded the facilities established in each local government. This should be preserved for future projects. ▪ Identification of ownership by communities and other target beneficiaries of rural development programmes as a condition for sustainability. ▪ Need for a body to coordinate poverty alleviation activities, so as to ensure continuity of laudable achievements of past agencies and avoid future duplication.

Source: Main Report of the Technical Committee on the Poverty Alleviation Programmes in Nigeria (2000)

The committee however, left out many rural development programmes in their exercise.

2.2.5 Empirical Review

Lyam (1990), in his performance analysis of rural development projects in Benue state highlighted on the funding, output and infrastructural development of the (RBRDAs) organizations. He opined that poor funding has been instrumental to the ineffectiveness of River Basins and Rural Development Authorities in the country, and that the inability to provide measurable objectives and achievement targets in planning of the projects with time schedule for completion made it difficult for the Federal Government to equate appropriately the financial needs of the various projects with the expected levels of achievement. Consequently, the funds provided were usually far short of what was required to kick start rural development.

The above scenario according to the author, gave insight to the problem of poor funding of the RBRDAs. When measurable objectives and achievement targets were not known, it was usually difficult, if not impossible to assess performance. This probably explains why the Federal Government gave funds far short of what the Authority required in the past (Lyam, 1990).

In his assessment of the Lower Benue River Basin Authority to poverty alleviation, Omale (2010) opines that the establishment of the Corporate Planning Unit (CPU) at the LBRBRDA had solved the problem of tangible and measurable objectives and achievement targets. This, according to him was because the CPU always states clearly the objectives of the organization, and achievements were always measured and reports sent to the Federal Ministry of Water Resources and Rural Development every quarter. This was to enhance effective monitoring of funds released to the authority. He did not however, state the achievement of the LBRBRDA in the years covered by his study.

On the issue of output of the authority, the author (Lyam) stated that the LBRBRDA used to assist farmers to produce more crops through the provision of prepared land and some infrastructures such as access roads, water supply (irrigation facilities) and electricity; in some cases. This changing role of the authority in food production, according to the author was as a result of the change in policy in 1989 which barred all RBRDAs in the nation into direct

agricultural production. The authority, just like other RBRDAs was thus assessed based on the output produced by farmers accommodated on the authority's project sites. This change in government policy as well as internal rationalization exercises had negatively impacted on the performance of the authority. In the words of Lyam (1990: 216);

> *These changes are bound to create instability, waste of time, and perhaps resources too... Planning becomes difficult and inconsistent while consolidation becomes almost impossible. Such frequent changes are also likely to lead to poor understanding of the objectives of the programme by staff both at the management as well as at the junior level operations.*

The author notwithstanding, further stressed that the rural people embraced the programmes and activities of the authority as they (programmes) improved their wellbeing. Their hue and cry, however had been that they were not adequately consulted before the LBRBRDA projects were established in their localities.

Although, the author had identified inadequate funding as being instrumental to the failure of LBRBRDA, it was gathered that misappropriation and corruption had been fundamental to the poor performance of LBRBRDA; just like other rural development programmes that existed prior to its establishment in the country.

The Annual Report of the Central Bank of Nigeria (1990), on the other hand, states that the position of activities in the RBRDAs (including the Lower and Upper Benue River Basin Authorities) declined further following the rationalization of their functions and substantial cut back in their funding as contained on table 2.2 below.

Table 2.2: Operations of the RBRDAs

				% change between	
Revenue/expenditure profile (N	1988 (1)	1989 (2)	1990 (3)	Land 2	2 and 3

million)					
Total allocation	830.0	241.4	121.8	31.9%	-49.9%
Actual disbursement	123.0	210.3	60.8	71.0%	-71.1%
Land development (000ha)					
(a) Land Preparation	70.4	73.8	72.1	4.8%	2.3%
(b) Land under Irrigation	51.3	67.9	69.2	32.6%	1.9%
Infrastructural facilities provided					
(a) Dams	28	16	12	-42.9%	25.0%
(b) Boreholes (Number)	480	462	428	-3.8%	-7.4%
(c) Roads (Km)	3,604	99	68	-97.3%	-30.3%

Source:CBNAnnual report and Statement of Accounts for the year ended 31/12/90 (page 76).

Total budgetary allocations to the RBRDAs in 1990, according to the report amounted to N121 million, representing a fall of 49.8 percent from the level in 1989. Out of this figure, actual disbursement amounted to N60.8 million or 50.2 percent of the budgeted amount compared with N210.3 million or 87.1 percent of total allocation in the preceding year (1989).

Even though there was a dwindling financial disbursement to the authority as the above analyses reveal, total land area for irrigation by the authorities increased marginally by 19 percent to 69,200ha over the level in the previous year. The number of dams, boreholes and roads constructed and /or maintained on the other hand dropped from 25,074 to 12,428 respectively. With the rationalization of the functions of the RBRDAs coupled with the then privatization and commercialization programmes, the Authorities no longer handle the distribution of farm inputs and direct agriculture production. The report did not state the impact of the rationalization on the performance of the agencies in the country.

Abdul (1995) stated that River Basin and Rural Development Authorities is an agricultural policy established to harness the water resources of the country for agricultural production, including crops, livestock and fisheries. To a large extent, they failed to achieve this laudable objective. He enumerated reasons for this abysmal failure as:

i. Their capital intensiveness

ii. Over-reliance on international agribusiness for supply of heavy equipment, management and finance.

iii. They had no clear and well-tailored goals and operational objectives.

He further said that the confusion and the failure that characterized the River Basin and Rural Development Authorities were clear manifestation of the absence of a well-defined policy planning frame work for rural development in the country. He did not however suggest how the agencies could be put on a sound footing to execute their functions.

On the investment and performance of RBRDAs, Ukwu (1993) lamented that government had spent heavily on River Basin and Rural development Authorities, but the result has not justified the investment. At best, the impact has been marginal. And sometimes it has been harmful as, for instance, when an irrigation project displaces more farmers than can be resettled, or when a dam denies natural seasonal irrigation to vast areas and numerous communities downstream of it, for the sake of providing ideal conditions over a limited area for a few fortunate farmers. He did not however, suggested what should be done for the displaced rural dwellers; especially as contained in the statutes (decrees) that established the agencies.

Baba (1984), while examining the impact of large irrigation schemes, especially in the Kano River project, concluded that, though the scheme had radically changed agricultural production cycles, thus enabling farmers to plant both during the regular wet season and dry season, and also had changed the nature of crop enterprise and hence farm management

practices through the adoption of such new crops as wheat and a variety of vegetables, the system did not contribute to the reduction of unemployment, inequality and poverty. He evaluated the project in the context of Dudley Seer's three basic question on development process; that is how effective is the project in tackling poverty, unemployment and inequality. He concluded that since most of the farmers have inadequate resources to meet the new input demands, only wealthy ones could benefit from the existence of such a project.

The above author further stated that the large irrigation projects, cannot ensure distributive justice. This was because; the development programme or project did not generate and spread growth fairly in the community. Rather, it concentrated development in the hands of a few privileged citizens.

The above observation by Baba is quite useful in analyzing the performance of projects in rural transformation. For the project to be considered beneficial, it must fight poverty, inequality and unemployment. However, due to the inability of the majority of the population to meet the new input demand, the three vices could not be eradicated. In this regard therefore, the project has not succeeded in its mission of rural transformation. The result of the study was based on one aspect – the agricultural development aspect of the project.

Although the main objective of the project was to increase agricultural output, it nonetheless has provided some infrastructural facilities and social services. As a result of the establishment of the project, the area had witnessed the establishment of dams, bore-holes for water supply throughout the year e.t.c. The researcher (Baba) failed to point out how these facilities could also contribute to rural transformation as the work intends to show.

Gana (1984:47), in his study of Funtua Rural Development Project stressed that,

> *though the project has injected relatively large quantities of resources to rural areas and also has developed infrastructures such as roads, earth dams, farm service centres, seed multiplication centres and erosion control structures, the*

> *non-inclusion of the rural population in the planning and implementation stage of the construction constituted the major reasons for the unsuccessful completion of these important components of rural transformation. He also contended that, the credit control system of the project where only those with at least 5 hectares of land could benefit has created inequality among the farmers. He further argued that the policy has forced those who could not afford inputs to sell their lands to the wealthier farmers. This created class of landless peasants*.

Gana's findings were very useful in analyzing performance of a project in rural transformation. For a project to have impact on its operational area, and to be institutionalized, participation of the target community was necessary in both planning and implementation stages of policy. The importance of participation of the target community in executing projects affecting them has also been pointed out by Neuse (1983: 495) in his study of the Tennessee Valley Authority (TVA) when he stated that "… Valley development was successful only because the people did most of the planning and participated in most of the decisions".

Gana (1988:1) also stressed on the importance of community participation in projects/programmes when he stated that:

> *. . . Development starts with the people, their re-orientation, organization and discipline. When the ascent of development is on things, all human resources remain latent and untapped potential, such that the society can be poor amidst the most opulent material resources. On the contrary, when a society is properly oriented, organized and disciplined, it can be prosperous on the scantiest basis of natural wealth.*

In another dimension, where a project that is geared towards rural transformation and majority of its target community are poor as observed by Gana, has adopted policy which could force the poor to lose his means of livelihood - that is land, such project could not be considered as successful in achievement of its goals. Any policy that tends to benefit the few wealthy people in the community such as the discriminative credit policy in the Funtua Agricultural Project as shown by Gana cannot be said to be geared towards rural transformation. Gana's study, though

useful has failed to show whether the provision of input in relatively large quantity had contributed to increased agricultural productivity.

Akindele and Adebo (2004), in their assessment of the relevance of River Basin Authority to the Nigerian Economic Development and sustenance of increased food production zeroed in on the Owena River Basin and Rural Development Authority (ORBRDA). They brought into focus (even though at a later date-Owena-River Basin as a component of the Benin-Owena River Basin and Rural Development Authority (BORBRDA) existed between 1984 and 1986) the catastrophes of undue politicization of important policies or programmes like the River Basin Authority in the Nigerian polity. They observed that prior to independence in 1960, Nigerian food self-sufficiency gradually disappeared due mostly to sectoral imbalance created by the "oil boom". In their words:

> *The oil boom with its sudden and unexpected wealth seriously undermined the status of agricultural production and regrettably, succeeded in creating utter neglect for the relegation of agriculture to the background… the false wealth situation created serious structural imbalance in sectoral growth, (and) unfortunately agriculture was left relatively underdeveloped, (and) could not make its full traditional contribution to Nigerian economic growth (Akindele and Adebo, 2004:56).*

It was as a result this that RBRDAs were specially designed and saddled with the responsibility of solving the problems of declining agricultural productivity and for encouraging the diffusion of agricultural innovation to the rural areas in ways conducive to increased agricultural production and standards of the rural dwellers. Unfortunate enough, the RBRDAs have failed to actually attain their desired objectives in Nigeria. The authors elaborated on the reasons responsible for the non- performance of RBRDAs to include unnecessary political interference or the political environment and actions of political actors which have been incompatible with the managerial and organizational goals of the authorities since their establishment.

Substantiating the claim of political interference, the authors stressed that construction works on Ayede-Ekiti Cooperative Poultry Projects; Aramoko Senatorial Poultry Project, Otun-Ekiti Senatorial Project; Usi-Ekiti and Igede fish farms, among others were stopped because of clash of interest between the management of the Authority and the state government and some of the projects were sold while others were put for sale (Akindele and Adebo, 2004).

Another political factor identified, according to the authors, that marred the performance of ORBRDA was the inconsistent government policy towards the authorities. They cited the decision of the Buhari administration to increase the authorities into eighteen in 1984. That, even though this policy was meant at decentralizing the authorities and bringing their functions and activities closer to the rural populace, it further politicized the authorities as their sitting were synonymous with the sharing of political spoils through the over politicized national patronage system and principle of federal character. They further stressed that while the ORBRDA was still going through organizational structuring to adjust to its autonomous status, the Babangida administration that succeeded Buhari invalidated the split and merged the eighteen authorities into their original eleven. The government also stripped the authorities of their all-embracing functions except the provision of water resources. This also stalemated activities of ORBRDA and ushered in another process of re-organization.

The hostile attitudes of the defunct Unity Party of Nigeria (UPN) controlled government towards the ORBRDA also inhibited the performance of the authority. This, the authors said was implicitly discernable from the refusal of the UPN controlled state to give land to ORBRDA. This was done by the UPN government through the negative interpretation of section 5 subsection 2 of the RBRDA decree of 1976 which specified that any acquisition of land by the RBRDA (ORBDA inclusive) must be approved by the hosting state government (FGN 1976). The then state government therefore used the clause to deny approval of lands to the BORBRDA and consequently stifled the independent existence of ORBRDA.

Similarly, the authors' reviewed the financial allocations made to five departments of ORBRDA in 1985 and established that two departments namely: Administration and Planning took almost ₦2 million (about 40 percent) of the total ₦4 million allocations of the five departments. Agriculture, the purpose for which the authorities were established received about ₦0.4 million (about 10 percent) as contained on table 2.3 below:

Table 2.3: A summary of financial allocation on departmental basis in 1985

S/No	Department	Allocation in	Percentage
1.	Finance and Administration	1,960,000	39.92
2.	Planning	250,000	5.1
3.	Livestock, Fisheries and Forestry	650,000	13.24
4.	Engineering & Rural Development	1,530,000	31.16
5.	Agriculture	420,000	9.55

Source:HalfYear Report of Activities of ORBRDA (January – June 1985) p.2

Added to the above problems, BORBRDA did not perform, according to the authors because of financial mismanagement especially between 1979 and 1984 and that had negative effect on ORBRDA component. The extent of the financial mismanagement of the ORBRDA component necessitated a visitation panel to look into the activities of the Authority; though findings of the panel were not made public for fear that it may cause political damage to highly placed individuals within and outside Ondo state, Akindele and Adebo (2004) said.

Another problem that hampered the success of ORBRDA, according to the authors was that majority of the top management were professionally incompetent to provide effective leadership as envisaged by the enabling decree. Thus, problems in the organization were improperly handled for the sake of political expediency and not on the basis of economic considerations. This, the authors said is evident in the creation of 20 grandiose projects scattered all over the state; and that their examination of the projects, most of which have been abandoned shows that they were white elephant projects.

In regards to the organizational structure of the authority, the authors felt that the creation of five departments- administration and finance, agriculture and livestock, forestry and fisheries, engineering and planning and the existence of five assistant General Managers led to unnecessary duplication of functions, waste of funds and overstaffing.

According to the authors, the problem of duplication of functions and overstaffing was such that in 1985, salaries and wages (excluding staff housing) gulped 20.4 percent of the total expenditure of the ORBRDA, while important projects like research, forestry development, cooperative poultry projects, rural agro-industrial project, community development project and the Owena Dam project were allocated 0.4 percent, 0.4 percent, 0.6 percent, 0.2 percent and 1.0 percent respectively as contained on table 2.4 below:

Table 2.4: ORBRDA Plan Expenditure for 1985

S. No		000(N)	
1	Salaries and wages	1,000	20.4
2	Overhead Charges	720	14.7
3	Project design for 5th plan	250	5.1
4	Rescheduling payment of Debts	240	4.5
5	Famer based Project (crops)	400	8.5
6	Scientific laboratory (including soil and H2o) analysis	20	0.4
7	Forestry development	20	0.4
8	Igbokoda Coastal Fishery Terminal	50	1.0
9	Usi-Ekiti Fish Farm	110	0.2
10	Igede Fish Farm	50	1.0
11	Ugbonla sees Fish Farm	70	1.4
12	Ikere Poultry	250	5.1
13	Igbokoda Zon Broiler Production	90	1.8

14	Co-operative Poultry Projects	10	0.2
15	Ikun Dairy Project	100	2.0
16	Rural Agro-Industrial Projects	30	0.6
17	Community Development Project	10	0.2
18	Rural H20 Scheme (borehole Projects)	170	3.5
19	Owena Dam Project	50	1.0
20	Equipment and Machinery (including workshop equipment)	150	3.1
21	Vehicles	120	2.4
22	Buildings (workshop, office & staff houses)	500	10.2
23	Roads (to Ikun Dairy farm)	100	2.0
24	Canalization/Dredging	400	8.2
25	Contingencies	100	2.0
	Total 4,910	100.00	

Source: ORBRDA Half Yearly Report (January – June 1985) p.2

The analysis so far reveals the unfortunate situations of ORBRDA (and RBRDAs in Nigeria at large) which operate in very rich agricultural region but cannot make its impact felt by the people in the nation. What the authorities have succeeded in doing was, or rather, was to erect big and conspicuous signboards and maintain monumental farmlands having no crops on them (Eshoa, 1987). As a result of these extraneous political factors, the ORBRDA as a component of BORBRDA failed to take advantage of the resourcefulness of the state. The authors dwelt so much on failures of BORBRDA. Consequently, they forget to state the achievements of the agencies in their study.

Odo, (2010), on the other hand made a comparative impact assessment of the Lower Benue River Basin Development Authority and the Sokoto-River Basin Development Authority to rural development. He discovered that the level of impact of RBDAs projects on the Socio-

economic life of the two development zones (Benue and Sokoto) are the same as the states share common history and experience of rural underdevelopment and poverty. He did not however, state which of the states (Benue or Sokoto) it's underdeveloped more than the other.

In the same vain, Idachaba, Awachie and Dupe, while commenting on the failed River Basins as Agricultural Policy in Nigeria during a colloquium organized by the Newswatch Magazine held in Lagos (Victoria Island), they advanced reasons for the non-performance of the agencies in the country. In an opening speech to the colloquium, Dike (2009), posits that Nigeria's 11 River Basin Development Authorities are largely failures, especially in promoting all-year round agricultural activities. He stressed that the country has vast arable land, abundance of water and river basin resources to drive all year round activities, yet it is still trapped in rain fed agriculture and one seasonal farming period that cannot satisfy its food needs.

The author (Dupe) described other functions of the RBRDAs to include the provision of water for navigation and domestic water supply, improvement of navigation, hydroelectricity for power generation, recreation facilities and fisheries projects. He further stated that the River Basins were expected to engender big plantation farming and encourage the establishment of industrial complexes that could bring the private and public sectors in joint business partnership. That, the River Basins were also expected to bridge the gap between the rural and urban centres by taking development to the grass roots and discourage migration from the rural areas to the urban centres. These objectives, according to him were to be achieved through surface impoundment of water by constructing small, medium and large dams, which would enable an all-year round farming activities in the country. He did not include the failures of the RBRDAs in his contribution during the colloquium.

The RBRDAs have not actualized the above set targets, and the reasons for their failure were further substantiated.

According to Idachaba (2009), the RBRDAs have not been able to live up to their expectation of contributing to the nation's search for food security thereby reducing the country's dependence on rain-fed agriculture and increase the proportion of irrigated agriculture that would make possible, cropping throughout the season. He doubted the ability of the RBRDAs to realize the government irrigation action plan, which projected that a total of 454, 021 hectares would be brought under irrigation between 2008 and 2012. He stressed further that the attainment of the above stated target objectives would have reduced high levels of instability in crop and livestock production in the country. Rather, the Basin Development Authorities have produced unintended consequences such as undue focus on large scale dams with their heavy capital and management intensity that have threatened their sustainability. The scheme, according to him, has benefited the multinational corporations more than the country. The unintended beneficiaries of RBRDAs have tended to be multinational companies engaged in the design, construction and maintenance of the dams and the reservoirs, which is why the RBRDAs have made little or no impact in their contribution to drastic increase in the proportion of total agriculture that is under small-scale irrigation agriculture.

The other factors responsible for the poor performance of the River Basins, according to the author, are greed and corruption in the Agricultural sector. He cited an example during the military regime of General Ibrahim Babangida when the administration had eight ministers in eight years (Idachaba, 2009). The ministry of Agriculture thus became a honey pot and favourable candidates were posted there to have a taste of the honey from fertilizer subsidies and associated fertilizer import and transportation contracts. He recommended among others that, RBRDAs should be re-orientated away from the newsworthy, attention catching large scale dams and reservoirs to drastic increase in the proportion of small irrigation in all RBRDAs irrigation intervention, greed and corruption be checked as part of new strategies to reposition the RBRDAs and the agricultural sector at large. He did not made mention of any achievement recorded by the agencies in the nation.

On the same vein, Awachie (2009) stressed on the development from the above syndrome as responsible for the failure of RBRDAs, as development plans were imposed on the people by the government. The local populations who bear heavy social costs of the development including loss of homes, fertile farmlands, fishing and fishing grounds are not usually consulted in any of the critical decision making phases of project planning, implementation, management and evaluation.

Other militating factors, according to the author include policy discontinuity, inadequate funding due to government dwindling revenue and lack of understanding and focus on its core mandate. He cited the sacking of the Shehu Shagari's administration by the military coup of 1983 which denied the Basins government attention and funding as the new military government paid it little or no attention. He further stated that in 1992, as a result of the implementation of the Structural Adjustment Programme (SAP), substantial subsidy on irrigation was dropped. This was a fall out of the government's inability to shoulder the cost of development in the face of slumping revenue and mounting foreign debt obligation. Moreover, the under lying economic philosophy of SAP was predicated on the assumption that agriculture was purely a private sector business. He did not also made mention of any success recorded by the agencies in the country in his contribution during the colloquium.

Dupe (2009), on the other hand, was of the view that RBRDAs failed because they were used to divert funds to other functions that were unrelated to their mandate; and that they were not properly monitored to ensure that they achieved the objectives for which they were set up. He therefore recommended that the Basin Authorities should be restructured to make them perform better and that the three tiers of government and even the private sector should henceforth treat agriculture as a critical industry for bolstering the economic well-being of the country on a sustainable basis. The author had however, not suggested how proper monitoring could be done to enhance the performance of RBRDAs in Nigeria.

Emmanuel (2009), wants governments to go beyond mere budget pronouncements by ensuring that provision for agriculture are faithfully implemented. He did not recommend how the RBRDAs could be used as a tool of developing the rural areas. Angbande (2009), enjoined all Nigerians, including the elite, to make it a duty to have a farm as alternative for the country to solve the problem of food crisis threatening the nation. He said it was not enough to pay lip service to agriculture, but people should get directly involved in food production. The author did not state the method of involvement (whether individual, communal or mechanized) of the people to salvage the agricultural sector.

The participants at the colloquium who were drawn from the six geo-political zones of the country jointly advanced other recommendations to salvage the agricultural sector; and some of these are:

i. Nigeria should have a well-defined road map for the development of agriculture in order to avert the looming food crisis.

ii. There should be data for policy making and we should build our stakeholder capacity so that we can stand up and be counted. This will prevent policy makers from getting away with so many unintended consequences of policies. There should therefore be increased interest in data generation as a basis for policy making. That, policy makers in this country are not normally very receptive to allocations for data, whereas without data you can't really make sensible policies.

iii. Government has to ensure increased flow of resources for the rehabilitation of our traditional agricultural exports, if not to export, at least to help reduce the importation of products like palm oil, vegetable oil and rice. Government in collaboration with the private sector should come up with programmes that will

not only reduce Nigeria's import dependency on what were traditionally our export crops but also for us to achieve new status in exports.

iv. Newswatch and the media in general should continue to play a more robust advocacy role on agriculture and food security.

v. We should encourage integrated fish farming because of our protein needs in fish and the environmental aspects of integrated fish farming.

vi. Our stakeholder capacity needs to be drastically improved upon and consolidated so that key stakeholders assume ownership of policies. This will enable them to confront policy makers in order to demand any policy modifications or changes or even introduce new policies on their own for consideration by policy makers.

vii. Government should continue to encourage the export of agricultural produce but with emphasis shifting from raw agricultural produce to processed agricultural produce that will add value so that our processors will gain more of the foreign consumer's expenditure on our food exports.

viii. Power supply is a major micro-economic challenge for us and is of great importance for processing, storage of perishable and increasing the value added for agricultural production. Therefore, power supply is not just for the needs of the urban people but also critical for the commodity chain in agriculture.

ix. We are encouraged by the reports of improved distribution system for fertilizer and the fact that some states are reporting drastically reduced abuses in fertilizer distribution. However, residual problems still remain in terms of abuses of fertilizer subsidy. The problem with fertilizer subsidy is government's involvement in procurement and distribution. And the move to disengage government from procurement and distribution must be carried to its logical

conclusion so that we can still have subsidy with government disengaging from procurement and distribution thereby reducing the abuse of fertilizer subsidy.

x. We must develop a shared vision of the road map that we want to establish for attaining self-reliance in food. It must be based on shared values, which include the irreducible minimum of what must be done in agriculture which are shared by all stakeholders and which varies in different political regimes and therefore guarantees our stability into the future across regimes.

xi. Organic agriculture which is what we do mostly in this country should provide the pillar of our efforts. We must face the challenges of organic agriculture before it becomes a viable option.

Famoriyo (1988), Titiola (1987) and Olumese (1988), had also commented on RBRDAs as Agricultural policy meant to develop the rural areas. To Olumese (1988)before the 1970's, formal government invention in irrigation activities in Nigeria was limited to small schemes mostly along the River Niger. However, following the establishment of the River Basin Development Authorities (RBDAs) in 1976, a number of ambitious and large-scale schemes were embarked upon. These include the Bakolori and Goronyo irrigation dams on the Sokoto-Rima Basin Development Authority (SRBDA); the Kano River project; and the Chad irrigation project and the Lower Benue River Basin Development Authority (LBRBDA) and several other ones. These projects together accounted for about 146,000 hectares of irrigable land. Therefore, by 1984, well over 90,000 farmers had been assisted by the River Basin Development Authorities (RBDAs) to crop a total of about 188,194 hectares. This produced a total of 524,859 tonnes of maize, rice, wheat, cowpea, sorghum and vegetables valued at over ₦213,559,740.00. Farmers were usually assisted in the areas of tractorization, provision of inputs such as improved seeds, herbicides, fertilizer and water for irrigation.

Olumese stated other functions of RBDAs to include:

a. The design and construction of many small and medium earth dams for rural water supply, irrigation, fishery and livestock.
b. The establishment of well over 1,200 boreholes in rural areas across the country for the usually disadvantaged communities. The borehole programme has helped in the provision of water for livestock, particularly in the arid North.
c. The construction of over 4,000km of new feeder roads up to 1985, while quite a large number of others were maintained in various Local Government Areas Nation-wide.
d. Of the 250,000 hectares projected to come under irrigated agriculture during the Fourth National Development plan, over 83,305 hectares were developed by the River Basin Development Authorities (RBDAs). Of this, 75,750 hectares representing 92% were attributed to the Chad Basin, Hadeja Jama'are and Sokoto-Rima Basin Authorities, which were the first to be established in the country.

The River Basin Development Authorities (RBDAs) in the nation devoted the greater proportion of their investment capital to the development of infrastructures including designs, studies and construction of irrigation dams, reservoirs and canals as well as office accommodation and staff quarters. However, compared to the potentials, which various feasibility studies have shown to exist in the country, very little of the peasant land under cultivation could be directly attributed to irrigation infrastructures provided by the RBDAs. He concluded that lack of qualified technical manpower, inadequate funding and organizational constraints had frustrated the realization of the full potentials of the RBDAs and by extension their set objectives in the country.

Adeniyi and Titiola (1987) however, described the River Basin Development Authorities (RBDAs) in Nigeria as a very important programme during the 1980s with agriculture and rural

development focus. In their opinion, despite the huge amount of national resources devoted to the achievement of the RBDAs programmes, it has not satisfactorily performed the traditional roles expected of it such as adequate provision of food and raw materials as well as provision of rural infrastructure to enhance rural development in the nation. The index of food production and food import in Nigeria between 1976 and 1983 (see table 2.5 below) illustrated the poor performance of RBDAs in the area of increased agricultural productivity.

Table2.5 Index of Food Production and Food Import in Nigeria, 1976-1983

Year	**TotalFood Production**	**Per Capital Food Production (00)**	**Food Import (₦m)**	**Index of Food Import (00)**
1976	103.38	100.22	440.93	350.70
1977	104.97	98.59	736.46	585.75
1978	108.62	98.81	1,027.11	816.92
1979	113.92	100.33	952.39	575.49
1980	123.26	101.63	1,820.22	1,447.72
1981	120.06	102.33	1,049.05	834.37
1982	130.95	104.44	1,642.25	1,356.17
1983	119.54	92.16	1,296.71	1,031.34

Source: 1983 FAO Production Yearbook

The Authors stated that in the past, due to modest population growth, the traditional farming system had been able to respond to the national food demand and the country was largely self-sufficient in respect of its basic food needs. However, due to a combination of many factors, the demand for food and raw materials had out-stripped the capability of the agricultural sector to supply. In addition to excessive demand, the pattern of food consumption also changed rapidly in the 1970s both in quantitative and qualitative terms due to adaption to

new food items such as wheat, sugar and rice which were mostly imported (Adeniyi and Titiola, 1987). It is against this background that the RBDAs were promoted as a tool for solving the agrarian crisis of the nation.

In 1960, as shown in Table 2.5 above, Nigeria's import bills rose to an alarming level of about ₦2.0 billion. This was an indication that since the establishment of the RBADs, their performance has not been satisfactory. Other arguments advanced by Adeniyi and Titola (1987:343), in support of this conclusion include the following:

a. The share of agriculture in GDP declined from about 48% in 1970 to 30% in 1983.
b. High rise in domestic food prices; rising from 146.0 in 1977 to 543.0 in 1984.
c. The share of food and animal products in total import bill rose about 7.6% in 1960 to 19.0% in 1983.
d. The share of export earning ascribed to agriculture declined from 7.6% in 1960 to 2.4 in 1980.

The World Bank, according to Adeniyi and Titiola, (1987), was critical of the RBDAs' large-scale irrigation projects, which seemed to negate the objective of promoting economic and social quality. This was because the vast majority of peasant farmers were unlikely to benefit directly from the projects due to their capital requirements. Fatokun (1984), similarly, advocated for small-scale irrigation programme of about 10 – 40 hectares because such programmes would in their opinion, attract low development cost, use of inputs, generate employment and likely to be more attractive to rural dwellers, majority of whom were subsistent farmers.

Also, Palmer-Jones (1987), wondered why large-scale modern irrigation has been such an important component of the agricultural development policy of Nigeria despite the official emphasis given, for example, in the Fourth National Development Plan, to small-holder development strategies. He observed that with little exception, most large-scale irrigation

strategies were very inefficient both technologically and economically and had many undesirable environmental, social and economic consequences. He noted that the RBDAs large-scale irrigation projects were technical failures because of engineering inadequacies and the unsuitability of technologies for the local ecologies.

2.3. Theoretical Framework

Theoretical framework, no doubt, is one of the basic components of any academic research because it provides us with clear guide and direction for careful analysis and data presentation. The study can adopt the Evaluation Theory or the Systems Theory by David Easton.

2.3.1 Evaluation Theory

The Evaluation Theory, according to Suchman (1967) is concerned with making of judgments of worth about projects or programmes. It posits that projects or programmes should be evaluated or assessed in relation to their practical setting. He provided conceptual framework for evaluating the performance of project/programme in an organization or society, and opined that since government intervene in the economy, to some extent, it (government) needs a model which will enable it to assess the performance and the consequences of actions or proposed actions, suggest alternative possibilities of achieving result, and provide a basis for evaluating options which emerges as worthy of serious consideration.

The aim of evaluation, according to the above author is to assess the attainment of valued (Value is any aspect of a situation, event or object that is invested with a preferential interest of being 'good', 'bad', 'desirable' or 'undesirable') objective(s). The theory thus emphasizes efficiency and effectiveness in the use of resources to achieve the desired targeted goal.

Evaluation Process

Evaluation is a continuous process, inherently involving a combination of basic assumptions underlying the activity being evaluated and of the personal values of the study participants as well as the evaluator (Suchman, 1967). Below is the explanation of process of evaluation in order to understand the criteria:

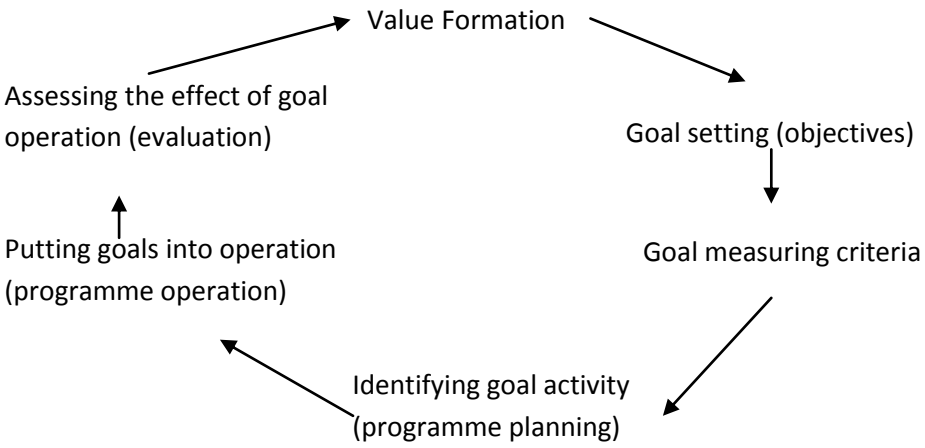


Fig. 2.1: Evaluation Process

Source: Edward Suchman, Evaluation Research: Principles and Practice in Public Service and Social Action Programme, Russel Saga Foundation, New York, 1967 p. 63.

The process of evaluation starts with "value formation". The value of the LUBRBRDAs in this study depends on how the agencies are able to develop their host communities. The next stage is the "goal setting". This is concerned with the formulation of objectives which the programme or project intends to achieve. The LUBRBRDAs as earlier mentioned, were established to actualize set objectives contained in the enabling decree(s). The third stage is concerned with "measuring goal attainment". The criteria of the evaluation concerns with the type of measures put in place to determine the attainment of set objectives. The goal attainment of the LUBRBRDAs have been measured based on how they actualized their set objectives contained in the scope of study of the research work.

The fourth stage of the evaluation process-identifying goal – attaining activities represent the core problem which directs the entire programme planning of the project. Goal operation or programme operation on the other hand is concerned with the degree to which the operating programme has achieved the predetermined objectives. The final or last stage is the assessment; a judgment stage where the project/programme is considered worthwhile or otherwise. This leads to conclusion and recommendation. The evaluation will thus involve designing and redesigning of action programmes in cyclical process because at the end of the evaluation process a new value may be gotten or the old value reaffirmed or reassessed.

Evaluation Criteria

In his effort to provide a good framework for evaluation studies, Suchman (1987) posed the following questions;

How good is the programme?

What effect are we having?

Is the programme working as expected?

He further stressed that, if one uses instruments as rating sheet, appraisal form, evaluation guide or research design which involves comparing accomplishment before and after, or in the process or absence of a particular action, one may be said to be conducting an evaluation study. The conceptual framework also present techniques that are used to determine empirically the extent to which objectives are actually being achieved, locate impediments to the achievements of objectives and ascertain the unforeseen effort(s) of activities carried out to meet the objectives. Thus, the success or failure of a programme, according to the author may be evaluated using five distinct criteria. These include:

a. Efforts**:** This is measured in terms of the quality and quantity of activities that takes place as the criterion of success. Evaluation, at the effort stage is measured through answering questions – “what did you do?” and “how well did you do it?” “What has the LUBRBRDAs done to develop their host communities?”; and how well have they performed their constitutional mandates are some of the questions the study attempted to answer? This represents an assessment of input of energy regardless of output at the end of the activity. The yardsticks used are either based on the capacity for the effort or the effort itself. The effort of evaluation indicates that at least an attempt is being made to solve a problem, and it is a necessary condition for accomplishing something; and the best way to ensure effort is the presence of sufficient number of specific qualified personnel.

b. Performance**:** This refers to a situation where the result of the effort is measured rather than the effort itself. Thus, the performance of one programme or authority is measured against the other, in terms of their operations, the amount of resources invested into the programmes and their achievements (output) so far. Lefton (1985) viewed performance as the result people get on the job and it is whatever they do that affects those results. This means that performance entails input (the action people put into the job) and output (the outcome of those actions). The idea of performance thus relates to resources and their utilization to any given goal. It is therefore, taken that a given amount of resources would lead to the realization of the goal within the standard time. This then means that if adequate resources are allocated to the River Basins under study, and are used prudently, the agencies would develop their host communities.

c. Adequacy of performance**:** This is arelative measure, depending on how high one sets his/her goals. An adequate measure tells how effective a programme is in terms of the denominator of total need. Put differently, it is the adequacy of a programme in

meeting and/or solving the problem it was supposed to solve that is measured. In this case rural development projects of the LUBRBRDAs have been matched against the needs of their host communities to see if they are adequate or not.

d. Efficiency**:** This measures how well a programme is working and whether or not there are better ways of attaining the same result. That is, it focuses on the evaluation of alternative means of achieving results in terms of cost, time, personnel and public convenience. If the answer to the question "does it work?" is positive, then a follow-up question arises – "is there any better way to attain the same result?" comes up. Efficiency is therefore, the capacity of an individual, organization, facility, activity to produce result in proportion to the efforts expended (Suchman, 1967). The efficiency of the LUBRBRDAs has been viewed in terms of how they have developed their rural communities.

e. Process: This entails the examination of the "how" and "why" of success or failure of a programme and the causative factors. Where the evaluation indicates that a programme is not working as expected, the process of analysis can have both administrative and scientific significance. If the cause of failure is detected, it would be possible to modify the programme so that it will work rather than discard it altogether. This means that locating the factors inhibiting the success of LUBRBRDAs in rural development and thereby making them to work is more significant than replacing them with other (new) authority (ies).

There are four main variables emphasized in the analysis of "process" in the evaluation theory as explained below:-

i. The attributes of the programme itself**:** This involves specification of the attributes of the programme that make it more or less successful. It attempts to make a diagnosis of specific causes of success or failure that are intrinsic in a programme. This means the breakdown of

the component parts of a programme to see what role each is playing towards the whole. The attributes of a programme could be government implementing institutions, parent ministries, agencies, and the coordinating bodies at various levels of government whose major functions are to diagnose and identify specific areas that require government attention. To facilitate effective coordination, these programmes are broken down into components with specific functions attached to each component working towards the accomplishment of the overall objective of the programme.

ii. Population exposed to the programme**:** This is concerned with the specification of the recipients, that is who and who are affected by the programme. The emphasis of the theory is that each programme has a targeted group who are the beneficiaries. A well designed and articulated programme will arouse greater responses from the targeted group (for example, the host communities of the LUBRBRDAs).

iii. Situational context within which the programme takes places:This is an analysis of the situation under which the programme is a success or failure. Thus, the amount of resources available for the execution of the programme as well as the capability of the programme implementers is taken into consideration.

iv. The different kinds of effects produced by the programme: Suchman believes that it is the effect produced by a programme that requires either, its modification, strengthening or re-orienting the existing programme or a complete change. The level of performance of the LUBRBRDAs programme will determine their modification, re-orienting or a complete change to ensure the development of their host communities.

2.3.2 Systems Theory

David Easton's systems theory was however adopted to test the relationship between the level of performance achieved by LUBRBRDAs and the corresponding impact on the lives of the rural population in the host communities of the agencies.

The Systems Theory arose out of the need to provide explanations on aspects of workings of organization not covered by the Traditional classical and other theories of administration. The system as a concept is derived from the biological sciences meaning a whole with interrelated parts. Ogunbaremu (2004) views the systems theory as exhibiting features of holism or synergy hierarchy of parts which work harmoniously for the attainment of goals of the higher system and are equally affected by the alteration in one of the parts.

The Systems Model uses as its major unit of analysis the political system in which political life is viewed as a system of behaviour. Political systems are defined by Easton as a set of interactions, abstracted from the totality of social behaviour, through which values are authoritatively allocated for a society (Conway and Feigert, 1976). There are a number of assumptions, according to the model, that lend direction to systems analysis. For one, the emphasis is on interaction as a variable.

Interaction may take place between individual actors, institutions or actors and institutions collectively interacting with others. The theorist (Easton) recognized that there was no single way of conceptualizing human behaviour, which could properly encompass the variety and behaviour therefore, must be quite general and broad in nature.

A system is presumed to be analytically distinct from its environment. Although an analytical distinction is made between the system and its environment, the system is open in varying degrees to influences from the environment. Indeed, the nature of environmental influences and the ways in which the system responds to them is one of Easton's major concerns. In separating a system from its environment, however, we refer symbolically to the system boundary. The nature of systematic boundaries, how they are

defined and their degree of flexibility or rigidity are major problems facing systems theorists.

If we assume that systems are susceptible to varying degrees of influence from the environment, and that systems may affect their surroundings, we must make reference to the inputs, outputs and feedback variables. A political system does not exist unto itself. Surrounded as it were by physical, cultural, and economic environments, and by other systems, it must interact with these potential sources of influence. Inputs from the environment and from the system are demand or support inputs. Without inputs, the system can neither work nor sustain itself. An analogy may be made to the human biological system. It is difficult for a person to survive for long without such basic physical supports of food, clothing and shelter, which may be needed in varying degrees as determined by the physical environment and sometimes by the cultural one. Intangible supports may be needed such as affection, respect and acceptance by others.

Demands are also necessary as they lend purpose and direction to the system. Demands are generally concerned with the allocation of resources, materials or positions. Demands are made by individuals and groups within or without the system who are likely to have different views on how resources should be allocated. However, there is never any assurance that demands would be met on one for one ratio to outputs or allocation of resources. In other words, it is less likely that demand input K will result in output K. In Estonian model, system maintenance or survival is a primary goal, one that supersedes all others.

In discussing demand or support inputs, we therefore, consider such additional variables as the substance, source, intensity and quantity of demands. Because these variables are related to the demands and supports, they are indicative of the ability and

capacity of a system to modulate stress, which in turn will suggest the ability of the system to perform its tasks and survive.

The question of system equilibrium and survival are implicit in all systems theory. Also crucial to the consideration of input/output analysis is the learning and correction capacity of a system, which is referred to as feedback. System outputs or decisions do not automatically solve problems. Indeed, they may create problems that were not noticed during an initial decision-making. Figure 2.2 below illustrates the functional mechanism of David Easton's systems model.

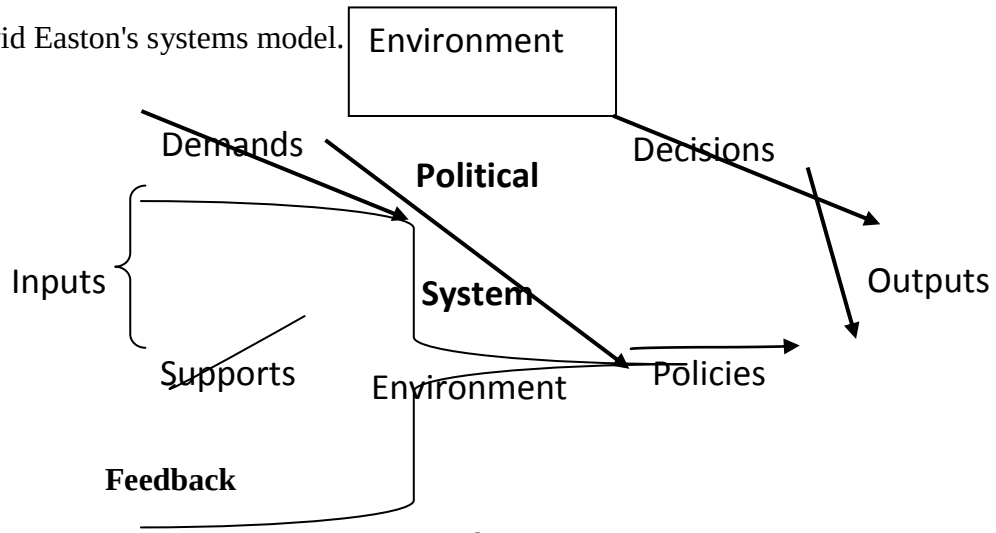


Figure 2.2: The Functional Mechanism of David Easton's Systems Model.

Source: "Easton, David (1965) a system analysis of political life New York p32. In Mohammed (2015).

Sorkaa (2007) affirms that the theory view organization as having parts closely related and linked to each other and having a give and take relationship among the parts working to ensure stability of the organization. As a consequence the parts carry out functions efficiently and effectively to ensure continuity and survival of the system. The theory further implies that the environment has a crucial role in determining organizational performances. It seeks to find out which aspects of the social system influences organizational performance overtime thereby enhancing the ability to account for change and development.

David Easton who adopted systems theory to administration in 1953 opines that a political system could be seen as delimited (with boundaries) and changing.

The main assumptions of systems theory are:

(a) Inputs - The systems theory assumes that there exist inputs made in the organization from the environment and sometimes from within the organization. Here the demand for the provision of certain facilities by the public would be explained as inputs into the government or its agencies. It could also mean the public making inputs in terms of advice for government authority to succeed in achieving set goals. Provision of resources by government for execution of planned programmes is also considered as inputs.

(b) Conversion Process - The systems theory believes that inputs made into an organization need to be processed and converted as outputs. The manner in which the conversion process responds to the inputs depends on previous antecedence and inclination to followthe antecedence.

(c) The central issue here is the management willingness to commit allocated resources to planned programmes.

(d) Output - This connotes rendering services or executing desired programmes. In public organization it may also involve the decision and policies made by the Government.David Easton who adopted systems theory to administration in 1953 conceived that a political system could be seen as a delimited (with boundaries) and changing.

(e) Feedback - The systems theory assumes that the organizational system would send back information into the environment and also receive further inputs as response

from the environment. Thus execution of programme or provision of certain services by the organization based on demand (input) from the environment would further receive (feedback) responses in term of acceptance, rejection or demand for improvement from the environment.

2.3.3 Application of Systems Model to the Study

The systems model offers a blueprint for the description and analysis of the performance and impact of LURBRBDAs and proposes explanations for achievements and constraints faced by the authority. The LURBRBDAs are established to achieve specific objectives of increasing agricultural output and enhance the living standard of its target population which constitutes the societal demand on the authority. The LURBRBDAs as a system tries to justify its existence by putting in programmes to translate its objectives into physical results. They (LURBRBDAs) have to contend with the influence of its physical, cultural and economic environment in terms of community opposition, management problems, environmental and ecological problems and insufficient funding.

The output of the system, which is a direct response to the demand inputs by the society, is represented by the performance of LURBRBDAs in the areas of irrigation farming, provision of portable water among other facilities. Fundamental to the Demand/input/output analysis is the feedback which provides information on the effectiveness or otherwise to the performance of theLURBRBDAs which acts as a new input on the system. Feedback can have several results which may provide increased or altered demands in which the process may repeat cyclically as illustrated below:

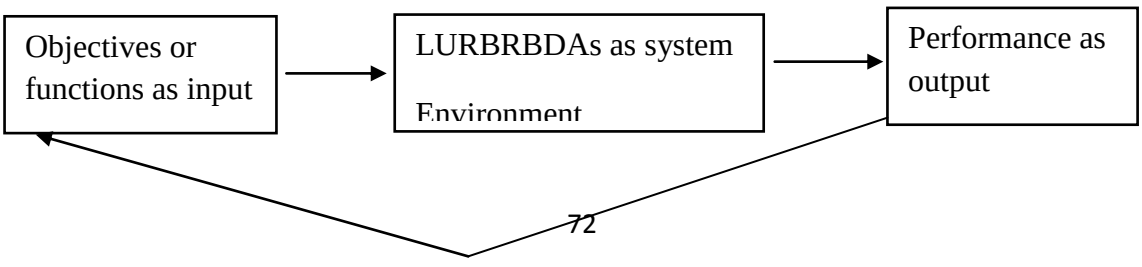


Figure 2.3: Application of Systems Analysis on LURBRBDAs

Source: Adopted from Mohammed, Y.U (2015). Contribution of Sokoto Rima River Basin Development Authority to Rural Development in Sokoto State, Unpublished Ph.D Thesis, ABU Zaria.

The impact analysis may provide information that the performance of LURBRBDAs have impacted positively on the standard of living of its target population and this would serve as support for the authority and its programme or on the other hand feedback analysis may reveal constraints or failures to meet authority's objectives which would then call for corrective measures through suggestions and recommendations at the end of the work for enhanced performance by the authority.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

The basis of any research work is not only data collection but the analysis of such data for use by the individual, organization or society concerned. However, before this is done, it is necessary for the researcher to develop methodology of data collection and analysis. The methodology used in the study is survey method and documentary analyses.

3.2 Research Design

The study used survey research design or approach. The method attempts to be fairly representative of the population of interest in the selection of its sample of study.

The major attractions of survey research design are its relatively low cost considering the fact that useful information can be collected about a large number of people from a relatively small number (representative sample); its finding can be generalized to larger populations once representatives of the sample were assured: and the flexibility of surveys meant that a variety of data collection instruments-observation and interviewscould be used. This allows one instrument to serve as a check on the other.Observation, structured interview and secondary data were used to obtain the desired information on the River Basins under study.

3.3 Method of Data Collection

The information used for the study were collected through two sources; Primary and Secondary data and these were streamlined to meet the information requirements of the work.

3.3.1 Primary Sources of Data

The primary sources of information for the research were field survey using observation and structured interview(see Appendix B_{iii}). The information so gathered helped to cross check that provided by the secondary data through official records.

The target populations for the work are largely illiterate in western education aspect. Therefore, research assistants who speak local dialects of the various host communities of the River Basin Authorities were used by the researcher. They assisted the respondents during oral interviews which were done to strengthen the information gathered through the observation and secondary data.

3.3.1 (a) Oral Interview

The study used face-to-face interview with some members of the RBDAs project communities, which included community or village heads, elders and group leaders of various associationsand staff of the Lower and Upper Benue River Basin and Rural Development Authorities which are shown on table3.1a, table3.1b,table3.2a and table3.2b. The interview questions (see appendix B_{iii}) were designed by the researcher to obtain the views of those vested with the responsibility of translating the objectives of the River Basin Development Authorities into physical results vis-à-vis the target groups in order to provide accurate picture of the performance and impact of the River Basin Development Scheme on the rural dwellers. Through the oral interview, the researcher had interactive and flexible investigations on the conception and opinions of the respondents who were selected on the basis of their knowledge or participation in the RBDAs programmes in the communities studied. In the course of preparing for the face-to-face interview, care was taken to put the interview questions in clear and unambiguous language. Basically the interview sessions facilitated accurate assessment of the impact of the River Basin Development Authorities programmes on the ruralcommunities. Thus, the questions focused on the issues affecting the welfare and living conditions of the rural people within the RBDAs project communities such as socio-economic infrastructures and amenities; increase productivity in agriculture. From the fore-goings, the focus was on the impact of the performance of the River Basin Development Authorities on the individuals and the community in general.

The interview sessions usually began with information on the bio-data of the respondents and the kind of services provided for them and their families by the RBDAs projects within their domain. This was followed by their objective assessment of the actual performance of the identified Lower and Upper Benue River Basin and Rural Development Authoritiesprojects. In each of the catchment areas of the two agencies, two project communities were randomly selected for the oral interview. The interview questions were majorly open-ended questions. These are questions with unlimited answers and respondents

were allowed to express their views freely on the impact and performance of Lower and Upper Benue River Basin and Rural Development Authorities

The oral interview for the study yielded a great deal of qualitative data, which otherwise may not have been found in other forms of data collection. The interview sessions were generally lively as informants were allowed to say whatever, they wished in response to a question. However when he/she digressed to an irrelevant issue, the researcher politely re-directed them by an appropriate question. Some informants were however, interviewed more than once most especially when certain issues emerged either from written records or other sources after the first interview session. With this, clarifications on some identified grey areas were made.

3.3.1 (b) Observation and Inspection

Data for the study was also collected through observation and physical inspection of Lower and Upper Benue River Basin and Rural Development Authorities projects established during the period under study. In this respect, the researcher as a non-participant observer visited RBDAs project sites established during the period under study in Naka, Doma, Bauchi and Gombe, as well as the headquarters of Lower Benue in Makurdi and Upper Benue in Yola;during which he inspected: (a) farm sites cleared for the rural farmers (b) irrigation agricultural facilities (c) portable water (boreholes) provided by the agencies.The researcher also sought explanations on the state of facilities inspected from both staff of the Authorities and members of the local communities.

The observation and inspection of project locations and facilities afforded huge information which assisted in testing the research hypotheses. The primary data collected through this source provided the bridge between the set objectives of the RBDAs and the actual performance and what this translated into in terms of the impact of the level of performance

achieved on the lives and material well-being of the rural people. Basically, the field observation and inspection were meant to:

a) capture the human conduct on the activities of the RBDAs as they actually happened;
b) provide a more graphic description of social life than can be obtained through other sources; and
c) go beyond what was known and explore more.

Based on these premises, the primary data obtained through the field observation and physical inspections of the RBDAs projects portrayed the human, natural and social realities of Lower and Upper Benue River Basin and Rural Development Authorities operations, which gave more credibility and validity to the conclusions derived using this source.

3.3.2 Secondary Sources of Data

The secondary data are those compiled by other people for others, but are relevant to this study. They may include structured information produced either for previous investigations or research, census table etc (Francis, in Ezekiel, 2003). The work used information from official documents of the River Basin Authorities (more especially the ones under study), project files of the agencies, internet, and journal publications on River Basin Authorities, government reports and dissertations/theses on River Basin Authorities. These two methods of data collection have cross checked or complemented each other.

3.4 Population of the Study

The population for the study (see table 3.1a, table3.1b, table3.2a and table3.2b) involved both the staff of the River Basins and the rural dwellers in selected project sites located in the four states (Benue, Nassarawa, Bauchi and Gombe) which have benefited from the Authorities' Programmes, or are expected to feel the impact of the agencies. The rural dwellers assessed the performance of the River Basin Authorities in rural development in their various localities. Their assessments as well as the empirical data obtained were the basis upon which comparison of the two agencies' rural development efforts was made.

Table 3.1a: Table of Respondents for Project Communities (LBRBRDA)

Community/Group Leaders	Populations (LBRBRDA)	Sample Size
1. Doma Dam - Village Head	1	1

- Elders	6	3
- Market Women Asso.	6	2
- Farmers Association	6	2
- Vigilante Group	6	2
	25	10
2. Naka Dam		
- Village Head	1	1
- Elders	5	2
- Market Women Asso.	6	2
- Farmers Association	6	2
- Vigilante Group	6	2
	24	9
Total	**49**	**19**

Source: Field Survey, 2014

Table 3.1b: Table of Respondents for Project Communities (UBRBRDA)

Community/Group Leaders	**Populations (UBRBRDA)**	**Sample Size**
1. Waya Dam		
- Village Head	1	1
- Elders	7	2
- Market Women Asso.	3	2
- Farmers Association	4	2
- Vigilante Group	9	2
	24	**09**
2. Dadin Kowa Dam		
- Village Head	1	1
- Elders	7	2
- Market Women Asso.	4	2
- Farmers Association	5	2
- Vigilante Group	9	2
	26	**09**
Total	**50**	**18**

Source: Field Survey, 2014

Table 3.2a: Table of Respondents for the LBRBRDA Staff

Departments	**Grade Levels**	**Populations**	**Sample Sizes**
Admin. & Finance	01 - 06	30	-
	07 – 10	42	-
	12 – 14	28	03
	15 & above	02	02
		102	**05**
Engineering	01 - 06	21	-
	07 – 10	33	-
	12 – 14	29	02
	15 & above	02	02
		85	**04**
P.I.D	01 - 06	27	-
	07 – 10	30	-
	12 – 14	31	02
	15 & above	02	01
		90	**03**
Services	01 - 06	27	-
	07 – 10	33	-
	12 – 14	27	02
	15 & above	01	01

		88	**03**
Total		**365**	**15**

Source: Survey data on staff records at the LBRBRDA headquarters, 2014

Table 3.2b: Table of Respondents for the UBRBRDA Staff

Departments	**Grade Levels**	**Populations**	**Sample Sizes**
Admin. & Finance	01 - 06	21	-
	07 – 10	30	-
	12 – 14	27	03
	15 & above	02	01
		80	**04**
Engineering	01 - 06	17	-
	07 – 10	20	-
	12 – 14	12	02
	15 & above	01	01
		50	**03**
P.I.D	01 - 06	18	-
	07 – 10	22	-
	12 – 14	13	02
	15 & above	02	02
		55	**04**
Services	01 - 06	30	-
	07 – 10	36	-
	12 – 14	22	02
	15 & above	02	02

		90	**04**
Total		**275**	**15**

Source: Survey data on staff records at the LBRBRDA headquarters, 2014

3.4.1 Characteristics of the Population

The population for the study was made up of male and female adults who were about 40years and above; both of which are famers. The rural farmers for the study are largely illiterates in western education aspect.

The staff of the selected RBRDAs earlier mentioned also constituted the population for the study. However, only those from level 14 and above were interviewed for the study. The achievements of the Authorities were obtained from responses on the oral interview of the ruralfarmersas well as documentary activities of the agencies.The respondents who had participated in the Authorities programmes/projects or are expected to feel the impact of the Authorities in rural development of their host communities assessed the performance of the River Basins and its programmes.

3.5 Sample and Sampling Technique

Both field and documentary research have to contend with the fact that not all information can be possibly collected and not every population can be possibly included or visited in any investigation. Therefore, there is the need for the researcher to narrow down his area of coverage and investigation by devising a method of choosing a meaningful proportion of the population which we can say is representative of the entire population characteristics on the basis of which we can draw inferences or generalize back to the entire population after investigation. We therefore, have to sample the population for the study.

Simple random sampling and purposive (judgmental) sampling were applied in the study.

Purposive sampling is quota sample based on the researcher's judgment especially where he considers a particular segment of population relevant to the research problem and therefore, purposely includes them in his sample. The use of executive members of various professional or social groups (see table 3.1a, table3.1b, table 3.2a and table3.2b) in the focus groups for interview entirely depended on the researcher's judgment as they satisfied his research interest.

The choice of dams and irrigation sites selected for the study was informed by the following:-

a. They represented communities with Lower and Upper Benue River Basin and Rural Development Authorities presence;
b. The location of the communities provided good examples of geographical spread of the catchment areas of Lower and Upper Benue River Basin and Rural Development Authorities;

c. They were rural communities where the activities of the Lower and Upper Benue River Basin and Rural Development Authorities were expected to lead to the socio-economic transformation in their areas.

The population for the study (see table 3.1a, table3.1b, table 3.2a and table3.2b) were:

a. 49 rural dwellers (farmers/focus groups) in the host communities of the LBRBRDA projects/programmes selected for the study.
b. 50 rural dwellers (farmers/focus groups) in the host communities of theUBRBRDA projects/programmes selected for the study.
c. 365 staff of the LBRBRDAunder study; and
d. 275staff of the UBRBRDAunder study.

As seen on tables 3.1a & 3.1b, the four (4) communities surveyed for the study are homogenous with common features of social group organizations as each of them had a village head, elders and occupational/professional associations. It was discovered that in each of the associations there exist executive members made up of the Chairman, the Assistant Chairman, the Secretary, the Treasurer, the Financial Secretary and the Assistant Financial Secretary.

These associations articulate problems, needs as well as the preferences of their communities. Out of a population of ninety-nine (99) Executive members of the various groups of associations in the Lower and Upper Benue River Basin and Rural Development Authorities communities, thirty -seven (37) people were purposely but randomly selected to form the sample size for the oral (structured) interviews. The 37 respondents from the rural/host communities of the agencies and the 29 sampled staff of the Lower and Upper Benue River Basin and Rural Development Authorities formed the total sample size of 66 respondents for the study.

The sample size of the Lower and Upper Benue River Basin and Rural Development Authorities staff for the study was also obtained through purposive sampling. Out of the 365

staff of the LBRBRDA, 15 were selected for thestudy,and 14 staff were selected out of the 275 staff of the UBRBRDA.By implication, 15 staff of the LBRBRDA were interviewed for the study and 14 staff of the UBRBRDA; totaling 29 respondents. Summing up the population of respondents for the staff and the rural farmers, we had sixty –six (66) respondents for the study. Similarly, few staff were interviewed because only few of them were serving during the period of the study.

The sample size of the population of the rural farmers stated above is justified on the ground of dearth of same (rural farmers) on the project sites of the Lower and Upper Benue River Basin and Rural Development Authorities.

3.6 Method of Data Presentation andAnalysis

One purpose of statistical analysis as stated by Dickinson (1977) is to reduce a mass of data into a more compact form that shows general trends and relationships between variables. He maintained that the objective of statistical analysis is to provide a quantitative way of distilling the essential features from the data.

The data collected for the study was presented in tables for easy understanding and percentages worked out to analyze the responses/data. The research questions were answered using majority opinion of informants for the study. This was complemented by empirical data and observation, where applicable. All these were geared towards concluding whether or not that the Lower and Upper Benue River Basin and Rural Development Authorities have developed their host communities.

CHAPTER FOUR

ESTABLISHMENT, OPERATIONS AND PERFORMANCE OF LOWER AND UPPER BENUE RIVER BASIN AND RURAL DEVELOPMENT AUTHORITIES TO RURAL DEVELOPMENT

4.1. Introduction

The establishment of RBRDAs in Nigeria in 1976 was borne out of the desire of the Federal Government to enhance the production of all-year round varieties of crops through

irrigation and as well offer comprehensive framework for integrated rural development through improved agricultural earnings and related infrastructural development. This section of the work has therefore, looked at the establishment and functions of the Lower and Upper Benue River Basin and Rural Development Authorities.

4.2 Planning and Establishment of River Basin Authority

The history of integrated management of land and water can be traced to the ancient civilizations. For instance, the Chinese and Egyptian civilization emanated and flourished in the major river valleys of the Hwangho and the Niles respectively. The modern history of integrated management of land and water through river basin planning approach dates back to 1934 with the establishment of the Tennessee Valley Authority (TVA) in the United States of America (Suranjit, 1981). Since then, river basin became the vogue both in many developed and developing countries of the world to serve as tool for increased agricultural productivity and acceleration of rural development through water resources development.

In Nigeria during the first development plan, 1962 to 1968, eleven major irrigation schemes were initiated. These irrigation schemes were: The Sokoto-Rima Valley Scheme, Yobe Scheme, South Chad Basin, Hadeja Scheme, Kano Emirate Scheme, Wurno Scheme, Kwara Scheme, Bunza Fadama Scheme, Funtua-Grain Scheme, Duku Extension Scheme and Tunga Kawo Scheme.

Similarly, during the same plan period of 1962 to 1968, Nigeria became involved in two river basin programmes. The first was the Lake Chad Basin Commission (LCBC) established in 1964 for the promotion and harmonization of the economic development and social welfare policies of the Lake area. The member countries were: Nigeria, Niger, Chad and Cameroun. The second River Basin programme was River Niger Commission (RNC) which was composed of nine member states as thus: Chad, Cameroun, Benin Republic, Guinea, Ivory Coast, Nigeria, Mali,

Niger and Burkina Faso. The tasks of the commission among other issues were: encouragement, promotion and co-ordination of studies and programmes concerning the conditions of navigability and the agricultural and industrial exploitation of the waters of the River Niger Basin.

The RBRDAs however, became operational in 1974. Success registered by these early River Basin Authorities and their positive impact, motivated the Federal Government to establish more River Basin Authorities in the country.

4.3 Decrees for the Establishment and Functions of the LUBRBRDAs

In order to achieve a comprehensive integrated development, the River Basin concept was adopted and it was consequently incorporated into the revised Third National Development Plan (1975 to 1980). With the revision made on the development plan to accommodate the establishment of the River Basin Authorities, a decree known as Decree No. 25 of 1976 was promulgated in June, 1976. This Decree established ten (10) River Basin Authorities (LUBRBRDAs inclusive) earlier mentioned. They were charged with specific functions which have also been discussed. The Niger Delta River Basin Authority was added to this number by the amendment Decree No. 37 of 1977 to bring the number to eleven (11) RBRDAs.

Decree No. 25 of 1976 therefore, replaced two former decrees in respect of the (i) Chad Basin Development Authority Decree No. 32 of 1973 and its amendment decree of 1975, and (ii) Sokoto-Rima River Basin Development Authority Decree of 1973 and its amendment decree of 1975. The 1976 River Basin Development Authority Decree also provided for the establishment of National River Basin Development Coordinating Committee with the express purpose of advising the government on:-

i. The potential for integrated development of each basin

ii. The effects of each basin authority's activities on other basins

iii. The mechanism for ensuring even development of the various basins and effecting meaningful coordination; and

iv. Other matters of relevance to the overall development of the county's water resources.

4.4 Changes in the Functions of RBRDAs

In 1977, Decree No. 25 of 1976 was amended by Decree No. 31 resulting in the addition of the following functions to the initial mandate of the River Basin and Rural Development Authorities (RBRDAS):

a. To develop fisheries and improve navigation on Rivers, Lakes, Reservoir and Lagoon.

b. To process crops, and livestock products and fish produced by farmers in the Authority's area in partnership with state agencies and any other person;

In 1979, the aforementioned subsisting laws on River Basin and Rural Development Authority were repealed by Decree No. 87 of 1979, changing newly established Niger and Benin River Basin and Rural Development Authorities to Niger-Delta Basin and Rural Development Authority and Benin – Owena River Basin and Rural Development Authority respectively. In addition the amendment Decree No. 87 of 1979 further increased the functions of the RBRDAs to include the following:

a. To undertake mechanized land clearing and cultivation for the production of crops, livestock and forestry resources in areas both inside and outside irrigation projects.

b. To undertake large-scale multiplication of improved seeds, livestock and tree crops seedlings for distribution to farmers and for afforestation schemes.

c. To process crops, livestock products and fish produced by farmers in the Authority area in partnership with state agencies and any other person. The Decree under discussion further gave the RBRDAs extensive powers.

In 1984, by an executive fiat, the Federal Government directed the establishment of a River Basin in each state of the Federation with the exception of Lagos and Ogun States which shared Ogun-Oshun River Basin and Rural Development Authority. Thus the eleven (11) subsisting RBRDAs suddenly translated to (18) eighteen. The aim of this was to make more communities in the rural area feel the impact of RBRDAs but in the process there was over-stretching of the infrastructure available.

In 1987, the then Federal Military Government promulgated Decree No. 35 to remerge the eighteen (18) RBRDAs back to eleven (11) to maintain the status quo in that regard. Furthermore, the function of the River Basin and Rural Development Authorities were streamlined by this Decree, limiting them to basically water resources development. This is because the Federal Government wanted RBRDAs to develop water resources potentials of the country. To date decree No. 35 of 1987 remains the substantive subsisting law governing the function and operation of River Basin and Rural Development Authorities.

The strategy of River Basin Development Authorities as seen in the above stated functions is to serve as agent of rural development through improvement in food productivity via large scale irrigation which will enhance the quality and standard of living and rural infrastructural development in order to provide a more even geographical spread of physical development in the rural areas of the country. The cumulative effect of

these is among other things, to reverse rural-urban drift, through making positive impacts on the quality of life of the rural dwellers.

4.5 Effects of the Changes in other Government Policies on RBRDAs

The privatization and Commercialization Decree No. 25 of 1988 has affected the operation of RBRDAs. Although the policies of the privatization and commercialization were not specifically directed on the RBRDAs, the implementation of policy of partial commercialization and the activities of the Technical Committee on Privatization and Commercialization (TCPC) significantly affected the operations of the River Basin and Rural Development Authorities. The effects of the implementation of the policy of partial commercialization include the following:

a. Some of the Authority's projects were described as non-water assets and sold off even though descriptions were erroneous in some cases.
b. The project staff who were mainly agricultural and allied workers were laid off
c. The two effects mentioned above resulted in the depopulation of the projects of men and materials and leaving the immovable assets such as buildings without security.
d. An elaborate management structure was recommended with the intention of eventually removing the Authority's operation from the typical civil services structure.
e. To pave way for the implementation of the policy of partial commercialization, a tripartite performance agreement was signed between the Federal Government, TCPC and the RBRDAs including the Authority. However, the essential clauses of agreement made were breached. For example, the take-off grant promised by government did not arrive after

all. Breach of the essential clauses of the partial commercialization agreement made it impossible to honour same (i.e terms of agreement).

In order to achieve the desired rural development through increased agricultural production, the federal government over the years expended billions of Naira. During the First National Development Plan (1962 to 1968), the sum of N52,623,000 was invested in agriculture. In the second plan period (1970 to 1974), the investment on agriculture was N127.2million. Within the period of the Third Development Plan (1981 to 1985), about N8.8billion was said to have been pumped into Agriculture.

Between 1981 and 1985, the total expenditure on agriculture and rural development amounted to N13.7billion (Nwosu, 1985). This was more than four times the N3 billion pumped into agriculture and rural development between 1960 and 1980. By 1986, the share of capital expenditure going to agriculture rose to about N8 billion or about 12.63% of the whole budget (Abdullahi et al, 1987).

In spite of the money pumped into agriculture, the nation did not witness appreciable increase in improved living standard. According to the 1986 World Bank report on development, agricultural production in Nigeria declined from an average of 2.8% per annum between 1983 and 1984 (Abdullahi et al, 1987). This is a clear indication of decline in productivity precisely at the time when large sums of money were being spent on agriculture. The decline in agricultural production resulted in food shortage thereby precipitating food import. Thus, food import rose from N0.4billion in 1976 to about N2billion in 1984, representing an average of 23.1% annual growth rate (Abdullahi et al 1987). Instead of the income of the people to increase due to the massive investment, it declined. According to Wilmot (1988:7), “ten years ago, Nigeria enjoyed per capital income of N800. Today, this has more than halved to just over N350”. The standard of living of the people also did not improve. Thus the average calorie intake of Nigerians in 1981 was about 9% below the minimum World Health Organization standard, and life expectancy at

birth increased by only 8% between 1960 and 1982 when it was estimated at 48 years. In fact, mortality rate per 1,000 live birth remained as high as 109 in 1982, Wilmot (1988) further noted. The situation of employment generation did not fare well either.

The reason for the failure in the rural development effort in the last 20 years since independence was the ad-hoc and defective nature of policy conception and implementation. Paradoxically less than 30% of the total government expenditure was allocated to the rural communities who make up over 80% of the total population. For example, out of the estimated private sector investment amounting to about N163.2 million during the 1970 to 1974 plan period, only N246mililon or 15% was pumped to the rural sector. Also, out of the total planned capital investment in both the private and the public sectors of N31.92 million during the same plan period, Nwosu (1985) noted that only N5.26 million or 16.6% was directly set aside for investment in the rural areas.

Similarly, in the rural sector under spending of planned expenditure also occurred. For example only 42.8% of the estimated public sector capital expenditure on agricultural extension programme for the 1962 to 1968 plan period according to Bryant (1982), was spent. Also, the progress report on the second National Development Plan covering the first 18 months showed that out of the total earmarked allocation of N41 million to agriculture, only 14.18 million was spent, giving a performance rate of nearly 38%, while the average for all sectors amounted to 62.9%.

4.6 Organizational Structure and Management of the LUBRBRDAs

This section of the study examines the structure, organization and management of the Lower and Upper Benue River Basin and Rural Development Authorities and also mentions the functions of the different departments of the agencies. The departments that carry out functions of the agencies (just like other RBDAs) are: Finance and Administration, Planning,

Investigation and Design (PID), Construction, Operations and Maintenance, and Services departments.

Following the Federal Government's decision to partially commercialize the River Basin Authorities as Public Enterprises, the management of the Lower and Upper Benue River Basin and Rural Development Authorities at the apex (just like other RBRDAs) were vested in a Board of Directors made up of seven members including full-time directors (the Managing director and two Executive Directors- Director of Finance and Administration and Director of Operations), and four part-time members. The Board is headed by a chairman while the Executive Management Committee which is below the Executive Management is headed by the Managing Director who is also the Chief Executive of the authority. This is in line with the recommendations of the Technical Committee on Privatization and Commercialization of the RBRDAs.

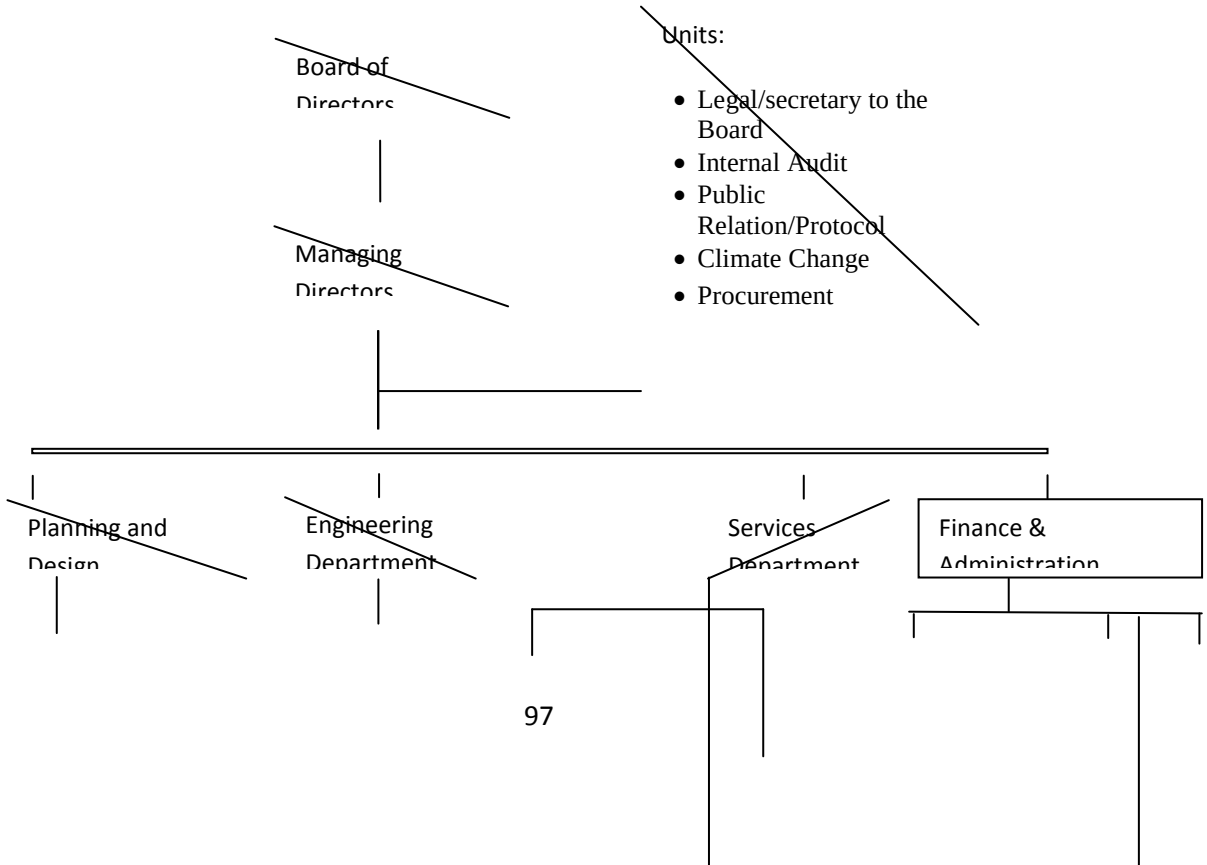
The LUBRBRDAs, just like other river basins in the nation are structured into four departments, and each is headed by an Assistant General Manager while Area Offices are headed by Area Office Managers. The four departments are:

a. Finance and Administration – This department oversees the day to day administration and finance management of RBRDAs. Other functions of the department include preparation, implementation, and control of policies, programmes and strategies of the Authorities.
b. Planning Investigation and Design (PID) department is in charge of the design of all products and services production of all engineering plan, investigation and design, soil testing and analysis, land Survey and Mapping, Engineering projects appraisal, implementation, control and the monitoring of projects.
c. Construction, Operations, and Maintenance department performs the functions of translating all design works from the PID department into concrete reality.

Other functions of the department are: maintenance of plants and machinery, production of proto-type parts, maintenance works on dams, boreholes, irrigation, soil erosion/flood control at project and outside operation, and mechanical workshops.

d. Services Department is principally concerned with agricultural development, extension services, ensuring the implementation of approved agricultural plans and programmes, and the coordination of commercial activities of the authorities etc.

The administrative effectiveness of the above structure is that the Assistant General Managers who are sectional heads and implementers of the programmes/projects are members of management and are involved in the decision making. This enhances quick decision implementation of programmes of the authorities as information is passed down in clear terms. The Executive committee which is made up of Directors supervises the assignments given to the different departments and report back to the Board. This therefore, gives room for quick decision making and quick implementation of programmes of the Authorities. The organogram of the RBRDAs (LUBRBRDs) is here under stated in figure 4.1 below.



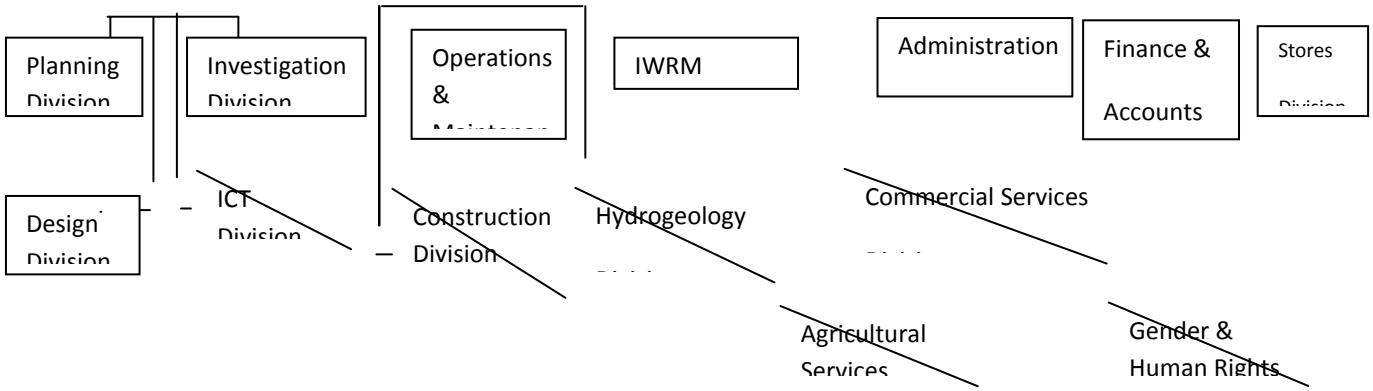


Figure 4.1: Organizational Chart of LUBRBRDAs

Source:Official records at the LUBRBRDAs headquarters, 2014

4.7 Funding of the LUBRBRDAs Activities

The Lower and Upper Benue River Basin and Rural Development Authorities activities were solely financed by the Federal Government during the period of study through budgetary allocations which was complimented by the little internally generated revenue from borehole drilling, workshop, irrigation and plant/equipment hire services. As a result the financial position of the agencies was a function of the prevailing economic situation in the country. Whenever there was improvement in the economy more funds were allocated to the Authorities but where there was decline in the Nations revenue from oil and other sources, the budgetary allocation to the agencies would also drop.

The River Basin Authorities' activities like dam construction, provision of irrigation infrastructure, borehole drilling etc are financed by the Federal Government through capital allocations. On the other hand salaries and overheads for the agencies were through recurrent subventions by the federal government. For example, table 4.1and 4.2 belowcontains the record of capital Budget appropriations to the River Basin and Rural Development Authorities from 1979-1983:

Table 4.1: Comparative Analysis of Capital Budget Appropriation to the River Basin and Rural Development Authorities: 1979-1983

S/N	RBRDAS	GROUP	1979 (₦m)	1980 (₦m)	1981 (₦m)	1982 (₦m)	1983 (₦m)	TOTAL(₦m)
1	Chad Basin	A	102.772	110.110	118.725	114.329	183.610	585.954
2	Hadeja-Jama're	A	88.501	NA	97.800	149.645	148.000	296.386
3	Sokoto-Rima	A	NA	100.000	150.000	151.130	581.000	980.130
4	Anambra-Imo	B	89.330	95.082	102.410	83.450	81.200	321.400
5	Ogun-Oshun	B	45.830	50.501	64.000	74.144	184.100	418.575
6	Lower Benue	B	64.894	74.145	76.200	83.480	58.000	356.719
7	Lower Niger	B	145.555	153.483	160.000	125.750	208.000	792.788
8	Upper Benue	B	81.200	94.500	100.000	104.600	130.000	640.31
9	Upper Niger	B	83.540	95.002	95.000	131.037	75.000	452.579
10	Benin-Owena	C	100.000	107.562	109.600	143.093	76.000	63.464
11	Niger-Delta	C	55.348	58.631	64.874	78.797	78.000	334.15
12	Cross River	C	150.789	200.521	335.000	159.590	180.000	1025.900

Source: Extracted from LUBRBRDAs Corporate Planning Units

Table 4.2: Comparative Analysis of Capital Budget Appropriation to the River Basin and Rural Development Authorities: 1984-1988

S/N	RBRDAS	GROUP	1984 (₦m)	1985 (₦m)	1986 (₦m)	1987 (₦m)	1988 (₦m)	TOTAL (₦m)
1	Chad Basin	A	121.500	105.000	NA	150.051	115.051	491.602
2	Hadeja-Jama're	A	180.000	165.000	170.875	180.452	187.566	883.893
3	Sokoto-Rima	A	225.000	190.000	185.991	NA	169.882	770.873
4	Anambra-Imo	B	112.950	105.000	115.649	152.603	130.072	616.274

5	Ogun-Oshun	B	184.500	167.000	170.599	NA	181.432	703.531
6	Lower Benue	B	73.800	70.000	NA	75.000	76.066	294.866
7	Lower Niger	B	121.500	100.000	105.115	150.250	120.263	597.128
8	Upper Benue	B	145.000	135.000	148.000	NA	153.653	451.653
9	Upper Niger	B	117.000	181.000	185.327	180.218	183.889	900.434
10	Benin-Owena	C	235.800	395.000	NA	300.051	307.633	128.143
11	Niger-Delta	C	94.500	95.000	98.325	100.102	89.834	479.261
12	Cross River	C	122.400	109.000	120.109	125.223	NA	476.732

Source: Extracted from LUBRBRDAs Corporate Planning Units

The above table shows budgetary release to RBDAs from 1981-1985. The Authority's budgetary provisions had been on the decline in the face of mounting inflation, high exchange rates, energy costs, obsolete plants and machinery, and huge maintenance outlays on equipment and infrastructure during the period. The table also shows that some RBDAs were funded more than others. LBRBRDA was least funded in group B, and it was also the least funded among all the RBRDAs during the five years. As gathered during oral interviews with respondents of the authority, the low financial allocation to the authority led to few infrastructural provisions by the Authority, especially boreholes to the rural dwellers during the period. Most of the boreholes sank during the time were done by private individuals, institutions and other agencies other than the Federal Government who paid for boreholes in other RBDAs.

4.8 Activities of the LUBRBRDAs in Rural Development

In this part of the study, the projects/programmes embarked upon by the agencies under study are examined with a view to knowing their actual performance in relation to the roles prescribed for them in the enabling Decrees that established them. Thus, the programmes and projects of the two river basins were identified, including their locations and discussed.

4.8.1 The Lower Benue River Basin Rural Development Authority (LBRBRDA)

The headquarters of the LBRBRDA is located in Makurdi, Kilometer 10 along Makurdi Otukpo road, Benue State. The activities of the authority covers four states namely: Benue, Nassarawa, Plateau and eastern part of Kogi state. It covers altogether 10 senatorial districts, 3 each in Benue, Plateau and Nasarawa states, and one from Kogi state. The geographical units referred to as the "Lower Benue River Basin and Rural Development Authority" was defined by the enabling Decree as the area drained by the River Benue and its tributaries. The rivers therefore enhance the deposit of alluvia soil in the trough and this forms the bulk of farmland that is the pride of the Authority. The Nassarawa and Plateau states have highlands of average height of 1,200 meters above sea level and hillocks interspersed among the highlands giving the landscape striking scenery.

The natives of the catchment areas of the LBRBRDA are predominantly farmers; although a few of them engage in non-farm activities. Farming as their main occupation is as a result of rich land in this area for agriculture, but most of the farms are small. The farmers produce crops such as yam, potatoes, maize, guinea corn, millet, rice, beans etc. Majority of the people in this area, probably because of their occupation (farming) live in rural areas where basic amenities such as good roads, portable water, health facilities, well equipped schools etc are lacking.

4.8.2 The Upper Benue River Basin and Rural Development Authority (UBRBRDA)

The Upper Benue River Basin and Rural Development Authority is also one of the twelve (12) River Basin Authorities established under Decree No. 25 of 1976 (as amended by decree No. 87 of 1979). The headquarters of the authority is located along Mbamba Fufore Road in Yola, Adamawa state. With the amended decree of 1979, the functions of the Authority, just like other

River Basins (as earlier mentioned) in the nation are limited to development of water resources potentials within its defined areas of jurisdiction.

The operational areas of the UBRBRDA covers the whole of Gombe and Taraba states, two senatorial districts of Adamawa state and one senatorial district of Bauchi state. Agriculture is the main occupation of the inhabitants who engages mostly in the production of cereal crops (eg maize, millet, Guinea corn etc), vegetables and animal husbandry. The nature of these agricultural practices have made the people within the catchment states of the authority to live in rural areas where basic amenities such as portable water, electricity, good roads and health facilities, among others are lacking.

4.8.1a: Land Clearing and Preparation by the LBRBRDA

The LBRBRDA's objective in boosting agricultural production through large-scale irrigation and developing water resources potentials of the nation entailed a wide range of functions which have been stated earlier in the work. The authority maintained 19 farm projects, four of which are dam-based, while the remaining 15 are located in the basin of the River Benue and its tributaries. Projects with irrigation infrastructure engage in irrigation either by direct intake of water from rivers, streams, lakes etc or by using impounded water in dams. The projects as shown in the table below are spread across the four states to reach out to many farming communities.

Table 4.3: List of LBRBRDA Projects and Locations during the Period of Study

S/NO	PROJECT TITLE	LOCATION
1.	Doma Dam and Rutu Irrigation Project	Doma, Doma LGA, Nassarawa State
2.	Naka Dam and Irrigation Project	Naka, Gwer West, Benue State
3.	Bokkos Dam and Irrigation Project	Bokkos, in Bokkos LGA, Plateau State
4.	Guma Dam and Irrigation Project	Gbajimgba, Guma LGA, Benue State
5.	Kwa Dam (Public Water Supply only)	Kwa, Quanpan LGA, Plateau state
6.	Ajokpachi Dam and Irrigation Project	Ajokpachi, Abajukolo LGA, Kogi State
7.	Wase Polder Irrigation Project	Wase, Wase LGA, Plateau State
8.	Obagaji Project	Obagaji, Agatu LGA, Benue State
9.	Keffi Project	Keffi, Keffi LGA Nassarawa State
10.	Jato – Aka Project	Jato-Aka, Kwande LGA, Benue State
11.	Okete Project	Okete, Otukpo LGA, Benue State
12.	Adorun Project	Adoru, Igalamela/Adoru LGA, Kogi State
13.	Lessel Project	Lessel, Ushongo LGA, Benue State
14.	Longkat Project	Longkat, Shendam LGA, Plateau State
15.	Shendam Project	Shendam, Shendam LGA, Plateau State
16.	Ejule-Ojebe Project	Ejule-Ojebe, Ibaji LGA, Kogi State

17.	Oguma Project	Oguma, Bassa LGA, Kogi State
18.	Dep Irrigation Project	Dep (Building only in Nassarawa, while farm lands are in Plateau)
19	Makurdi Project	Makurdi, Makurdi LGA, Benue State

Source: Official records at the LBRBDA H/Quarters, Makurdi, 2014

Agricultural activities in the host communities of the LBRBRDA were carried out during the period of study (1979-1988) in nineteen (19) farm projects spread across the four catchment states of the authority. Thus, between 1979 and 1983, 2000 hectares and 500 hectares of land were cleared, prepared and allocated to the rural farmers in Doma and Naka farm projects respectively for cultivation. The (combined) summary of farmland holdings between 1979-1983 within LBRBRDA developed lands of the areas under study were as shown on table 4.4 below.

Table 4.4: Summary of farmland holdings within LBRBRDA developed lands of the areas under study(1979-1983).

Crops (1979-1983)	**LBRBRDA (Ha)**	**Individual farmers (Ha)**	**Joint holdings (Ha)**	**Total (Ha)**
Rice	20	195	1536	1751
Maize	18	150	-	168
Sorghum	25	200	-	225
Yam	15	155	-	170
Cowpea	13	173	-	186
Total	**91**	**873**	**1536**	**2500**

Source: Farm records at LBRBRDA H/Quarters, Makurdi, 1983.

The above table 4.4 shows that 91 hectares of land cleared and prepared were allocated to LBRBRDA staff for cultivation of the various crops between 1979-1983 cropping seasons.

However, 873 hectares were owned by Individual farmers, and 1536 were held Jointly by the rural farmers. The summary of farmland held by both staff and rural farmers between 1979 and 1983 stood at 2500 hectares.

However during the 1984-1988 cropping seasons, efforts of the Authority resulted in an increase of total land areas cleared and developed from 2500 hectares to 3350 hectares (see table 4.5), representing an increase of about 34%. Out of the increased 850 hectares of land cleared and prepared for famers in the LBRBRDA, 550 hectares were in the Doma Dam and irrigation project; while 300 hectares were in the Naka Dam and irrigation project. In 1988, information gotten through official records and interview show that no further expansion on land clearing and preparation were done in both the Doma and Naka Dams and irrigation projects.

Table 4.5: Summary of farmland holdings within LBRBRDA developed lands of the areas under study (1984-1988).

Crops (1984-1988)	**LBRBRDA (Ha)**	**Individual farmers (Ha)**	**Joint holdings (Ha)**	**Total (Ha)**
Rice	24	341	1,930	2,295
Maize	28	362	-	390
Sorghum	18	190	-	208
Yam	27	250	-	277
Cowpea	-	180	-	180
Total	**97**	**1,323**	**1,930**	**3,350**

Source: Farm records at LBRBRDA H/Quarters, Makurdi, 1988.

As seen on table 4.5 above, LBRBRDA staff had held 97 hectares, out of the 3,350 hectares of land cleared and prepared during the 1984-1988 cropping seasons. However,

Individual farmers held 1323 hectares, and the remaining 1930 hectares went to Joint Holdings by the rural farmers.

4.8.2a: Land Clearing and Preparation by UBRBRDA

The UBRBRDA maintains sixteen (16) farm projects (see table 4.9) spread across the ten senatorial districts of the four states covered by the authority to reach out to many farmers. Out of these projects, 10 are dam-based and the reaming 6 are located in the rivers and streams within the host communities of the authority. Apart from the use of impounded water in dams for irrigation, UBRBRDA projects also engage in irrigation by direct intake of water from rivers, streams, lakes and tube wells.

Table 4.9: List of UBRBRDA Projects and Their Locationsduring the Period of Study

S/N	Project Title	Location

1.	Bagel Dam and Irrigation project	Dass LG, Bauchi state
2.	Dadin Kowa Dam	Yamaltu-Deba LG, Gombe state
3.	Ruwan Sani and Kunde pilot project	Gombe LG, Gombe state
4.	Tallum Irrigation project	Guyuk LG, Adamawa state
5.	Kiri Dam and irrigation project	Shellenge LG, Adamawa state
6.	Mayo Ine Rainfed project	Fufore LG, Adamawa state
7.	Gerriyo irrigation project	Yola-North LG, Adamawa state
8.	Lau Rainfed project	Lau LG, Taraba state
9.	Kona pilot project	Aldo-Kola LG, Taraba state
10.	Lower Taraba Barrage and irrigation project	Gassol LG, Taraba state
11.	Suntai Dam	Bali LG, Taraba state
12.	Bantaje pilot project	Wukari LG, Taraba state
13.	Ibi Rainfed project	Ibi LG, Taraba state
14.	Donga pilot irrigation project	Donga LG, Taraba state
15.	Manya Dam	Takum LG, Taraba state
16.	Gembu Dam	Sardauna LG, Taraba state

Source: Official records at the UBRBRDA H/Quarters, Yola, 2014

As seem on the above table, farming activities in the catchment states of the UBRBRDA were carried out during the period of the study (1979 - 1988) in sixteen (16) farm projects

spread across the four states earlier mentioned. At the Dadin Kowa Dam project, 2200 hectares of land was cleared, prepared and allocated to the rural farmers during the 1979-1984 cropping seasons. However, at the Waya Dam, 360 hectares of land was cleared, prepared and allocated to the rural farmers for cultivation during the same period (1979-1984); totaling 2560 hectares of land cleared and allocated to farmers during the period. The summary of farm holdings within UBRBRDA developed lands of the areas under study were as shown on table 4.10 below:

Table 4.10: Summary of farmland holdings within UBRBRDA developed lands of the areas under study (1979-1984).

Crops (1979-1984)	UBRBRDA (Ha)	Individual farmer(Ha)	Joint holdings (Ha)	Total (Ha)
Maize	19	242	350	611
Sorghum	25	182	290	497
Onions	18	180	392	590
Beans	18	203	289	510
Cowpea	12	168	182	362
Total	**92**	**975**	**1493**	**2560**

Source: Farm records at UBRBRDA H/Quarters, Yola, 1984

As seen on table 4.10 above, UBRBRDA staff had held 92 hectares, out of the 2560 hectares of land cleared and prepared during the 1979-1984 cropping seasons. However, Individual farmers held 975 hectares, and the remaining 1493 hectares went to Joint Holdings by the rural farmers.

The UBRBRDA had provided elaborate land development programme for the rural farmers during the period under study. Therefore, at the end of 1988 cropping season, there was increase in the total areas cleared and developed for the host communities of the UBRBRDA from 2,560 hectares to over 3,300 hectares, representing an increase of about 29%. The summary of land holdings between 1985 and 1988 were as shown on table 4.11 below.

Table 4.11: Summary of farmland holdings within UBRBRDA developed lands of the areas under study (1985-1988).

Crops (1985-1988)	UBRBRDA (Ha)	Individual farmers (Ha)	Joint holdings (Ha)	Total (Ha)
Maize	16	241	650	907
Sorghum	21	202	500	723
Onions	14	209	495	718
Beans	18	192	393	603
Cowpea	17	162	170	349
Total	**86**	**1,006**	**2,208**	**3,300**

Source: Farm records at UBRBRDA H/Quarters, Yola, 1988

As seen on table 4.11 above, UBRBRDA staff had held 86 hectares, out of the 3300 hectares of land cleared and prepared during the 1985-1988 cropping seasons. However, Individual farmers held 1006 hectares, and the remaining 2208 hectares went to Joint Holdings by the rural farmers.

4.8.1b: Irrigation Agriculture by the LBRBRDA

Irrigation facilities for farming such as pump houses, intake structures, canals and sprinkler equipment were used in the Doma farm project for the cultivation of crops during the period of study. To this effect, 1,600 out of the 2000 hectares of land acquired and cleared were provided with underground pipes and installed with irrigation pumps for agriculture downstream of the Doma dam. Sprinkler equipment were provided for irrigation up to 250 hectares of land on the farm project to cultivate various crops.

However, in the Naka farm project, headworks for irrigation were available, but there were no channels to pump water to the farms for dry season farming. Therefore, farming on the project site was done through rain fed and surface irrigation by gravity, where 50 hectares of land were cultivated.

The irrigation agriculture in the Doma and Naka farm projects were facilitated by medium size capacity dam of 37.5millon cubic metres (MCM) constructed and in use at Doma, in Doma local government area (LGA) of present Nassarawa State and 2.5 MCM capacity dam constructed at Naka in the Gwer West LGA of Benue State. The summary of official records on food production under the LBRBRDA at the end of 1983 through irrigation stood at 5970 tonnes (see table 4.6 below).

Table 4.6: Crop Yields for Farmers Operating on LBRBRDA Developed Lands, (1979-1983).

Crops (1979-1983)	**LBRBRDA (Tns)**	**Individual farmers (Tns)**	**Joint Holdings (Tns)**	**Total (Tns)**
Rice	123	302	3898	4323
Maize	109	604	-	713
Sorghum	83	243	-	326
Yam	133	320	-	453
Cowpea	67	88	-	145

Total	**515**	**1557**	**3898**	**5970**

Source: Records of farming activities at LBRBRDA farm Projects under study, 1983.

Table 4.6 above shows that total crop production at the end of 1983 stood at a tune of 5970 tones. Out of this figure, LBRBRDA staff crop production was 515 tones. Individual farmers cumulatively had 1557 tones; while farmers who Jointly engaged in farming during the (1979-1983) cropping seasons got 3899 tones.

However, between 1984 and 1988, crop production through irrigation by LBRBRDA stood at about 7000 tones. The table 4.7 below shows crops production by LBRBRDA staff and farmers in the host communities of the agencies in the remaining five years (1984-1988) covered by the study.

Table 4.7:Crop Yields for Farmers Operating on LBRBRDA Developed Lands, (1984-1988).

Crops (1984-1988)	**LBRBRDA (Tns)**	**Individual farmers (Tns)**	**Joint Holdings (Tns)**	**Total (Tns)**
Rice	368	433.2	180	981.2
Maize	120.3	1,051	-	1,171.3
Sorghum	81	87.3	101.2	269.5
Yam	140.2	2,400	993.1	3,533.3
Cowpea	-	253	840	1,093
Total	**709.5**	**4,224.5**	**2,114.3**	**7,048.3**

Source: Records of farming activities at LBRBRDA farm Projects under study, 1988.

As seen on the table 4.7 above, crops production by LBRBRDA staff at the end of 1988, according to official records was 709.5 tones. However, total crops production by Individual farmers during the years was 4224.5 tonnes; while that of Joint Holdings was 2114.3 tones.

In addition to rain-fed irrigation which assisted in the production of different crops, the LBRBRDA developed and irrigated 1600 hectares of land in Doma farm project through sprinkler machines. Out of the 1600 hectares of land, participating farmers owned 1350 hectares during the period of the study, and the remaining 250 hectares were retained by the Authority as Pilot Farms. At the Naka Dam and farm project, official records show that farming (irrigation) was done through surface irrigation by gravity. This assisted greatly in the production of different crops during the period of the study.

4.8.2b: Irrigation Agriculture by the UBRBRDA

Irrigation agriculture at the Dadin Kowa-Dam was facilitated by the use of pump houses, intake structures, canals and sprinkler equipment provided by the UBRBRDA. This led to the cultivation of 1,500 hectares, out of the 2,200 hectares through the use of underground pipes installed with irrigation pumps. Sprinkler equipment were provided for irrigation up to 230 hectares of land to cultivate crops such as maize, okro, pepper, onions and beans, among others.

At the Waya dam, farming (irrigation) was done through surface irrigation by gravity and tube wells; and 245 hectares of land was cultivated by the rural farmers and field staff of the authority. The irrigation agriculture at the farm project under discussion at the UBRBRDA were facilitated by medium capacity dam of 1.8 billion cubic meters constructed and in use at Dadin Kowa, in Yalmatu –Deba LGA of Gombe state, and 2.3 MCM dam constructed and in use at the Waya dam in Bauchi LGA of Bauchi state.

Irrigation agriculture at the end of 1985 on the UBRBRDA cultivated lands led to the production of over 6000 tonnes of crops as seen on the table below 4.12 below.

Table 4.12: Crops yields for farmers operating on UBRBRDA developed lands (1979-1984)

Crops (1979-1984)	UBRBRDA (Tns)	Individual farmer (Tns)	Joint holdings (Tns)	Total (Tns)

Maize	207	603	850	1660
Sorghum	145	401	500	1046
Onions	78	440	589	1107
Beans	156	799	895	1850
Cowpea	103	158	480	741
Total	**789**	**2401**	**3314**	**6404**

Source: Farm records at the UBRBRDA H/Quarters, Yola, 1984

Table 4.12 above shows that total crop production at the end of 1984 stood at a tune of 6404 tones. Out of this figure, UBRBRDA staff crop production was 789 tones. Individual farmers cumulatively had 2401 tones; while farmers who Jointly engaged in farming during the (1979-1984) cropping seasons got 3314 tones.

However, between 1988 and 1988, crop production through irrigation by UBRBRDA stood at about 7000 tones. The table 4.13 below shows crops production by UBRBRDA staff and farmers in the host communities of the agencies in the remaining five years (1985-1988) covered by the study.

Table 4.13: Crops yields for farmers operating on UBRBRDA developed lands (1985-1988)

Crops (1985-1988)	**UBRBRDA (Tns)**	**Individual farmer (Tns)**	**Joint holdings (Tns)**	**Total (Tns)**
Maize	205	562.3	975.1	1742.4
Sorghum	150.5	327	540	1017.5
Onions	98.5	450	689.2	1237.7
Beans	188	788.7	875	1851.7

Cowpea	100	109	389	598
Total	**742**	**2237**	**3468.3**	**6447.3**

Source: Farm records at the UBRBRDA H/Quarters, Yola, 1988

As seen on the table 4.13 above, crops production by UBRBRDA staff at the end of 1988, according to official records was 6447.3 tones. However, total crops production by Individual farmers during the years was 2237 tonnes; while that of Joint Holdings was 3468.3 tones.

4.8.1c: Provision of Portable Water by the LBRBRDA

Apart from the major objective of agriculture, the implementation of the RBRDAs project implied a range of investments (for example; portable water supply) that is complimentary to agriculture and which will produce additional returns to the society. The LBRBRDA had thus drilled and maintained 21 boreholes within and around the catchment states (i.e. Benue and present Nassarawa States) for the supply of portable water during the period of the study. The distribution of the boreholes between 1979 and 1988 is as shown on table 4.8 below. The reservoirs of the RBRDAs irrigation projects were also expected to supply water to the project communities and their immediate environments for house hold usages.

Table 4.8: Provision of boreholes by LBRBRDA in its catchment states during the period of study (1979-1988)

Years	State (Benue)	Location	Number of boreholes	State (Nassarawa)	Location	Number of boreholes	Total
1979	Benue	Apir	1	Nassarawa	Alwaga	2	3
1980	Benue	Naka town	2	Nassarawa	Doma town	3	5
1981	Benue	Tionsha	1	Nassarawa	-	-	1
1982	Benue	-	-	Nassarawa	Rutu	2	2
1983	Benue	Tse Amile	1	Nassarawa	Alagye	1	2
1984	Benue	LBRBRDA HQ	2	Nassarawa	-	-	2
1985	Benue	-	-	Nassarawa	LBRBRDA Area Office Doma	1	1
1986	Benue	Adeke	1	Nassarawa	-	-	1
1987	Benue	Adaka	2	Nassarawa	Agbashi	1	3
1988	Benue	Demekpe	1	Nassarawa	-	-	1
Total			**11**			**10**	**21**

Source: Extractfrom official records on provision of boreholes at LBRBRDA headquarter, Makurdi, 2014

As seen on table 4.8 above, 21 boreholes were drilled for supply of portable water in the host communities of the LBRBRDA under study between 1979 and 1988. Out of this number, 11 were sunk in different communities in Benue State, and 10 were spread across communities in the present Nassarawa State.

4.8.2c: Provision of Portable Water by the UBRBRDA

The provision of portable water through boreholes was also embarked upon by the UBRBRDA to develop its host communities under study. Thus, 26 boreholes (see table 4.14 below) were sunk within and around the catchment states (Bauchi and Gombe) for the supply of water for the rural dwellers. The reservoirs of the UBRBRDA irrigation projects also supplied water to the project communities and their immediate environs for household uses.

Table 4.14: Provision of boreholes by UBRBRDA in its catchment states during the period of study (1979-1988)

Years	State (Bauch)	Location	Number of boreholes	State (Gombe)	Location	Number of boreholes	Total
1979	Bauchi	Yelwa	2	Gombe	-	-	2
1980	Bauchi	Dass	2	Gombe	Bajoga	2	4
1981	Bauchi	Alkaleri	1	Gombe	Yelwa-Debba	1	2
1982	Bauchi	Bogoro	2	Gombe	Lapan	1	3
1983	Bauchi	Bagel	1	Gombe	Gundale	2	3
1984	Bauchi	Fanti	1	Gombe	Dadin Kowa Area office	2	3
1985	Bauchi	Nabordo	2	Gombe	Lafiya	1	3
1986	Bauchi	UBRBDA area office Bauchi	1	Gombe	Gwani-West	2	3
1987	Bauchi	Zangon Bayan	2	Gombe	-	-	2
1988	Bauchi	-	-	Gombe	Dokoro Jamari	1	1
Total			**14**			**12**	**26**

Source: Extract from official records on provision of borehole at UBRBRDA headquarter, Yola, 2014

As seen on table 4.14 above, 26 boreholes were drilled for supply of portable water in the host communities of the UBRBRDA under study between 1979 and 1988. Out of this number, 14 were sunk in different communities in Bauchi State, and 12 were spread across communities in Gombe State.

Agriculture is central to the survival of the people of Nigeria (Abba, 1988). This explains why rural development programmes, as earlier stated in the study are geared towards enhancing agricultural activities in the nation. The foregoing analyses of the various programmes of the LUBRBRDAs have shown how far the authorities have achieved in terms of enhanced agricultural production and the provision of water to improve the standard and living conditions of the rural dwellers in the host communities of the agencies under study.

CHAPTER FIVE

DATA PRESENTATION AND ANALYSES

5.1 Introduction

The data collected during fieldwork and official records on the River Basin and Rural Development Authorities under study have been presented and analysed in this part of the study with a view to answering the stated research questions and testing the research hypotheses. The responses from oral interview assisted in answering the stated research questions for the study. The emphasis during the presentation and analyses of data were to ascertain the extent to which the Lower and Upper Benue River Basin and Rural Development Authorities have developed their host communities, and from the analyses and presentations we stated our findings upon which conclusions and recommendations have been drawn.

5.2 Data Presentation and Analysis

The RBRDAs' programmes are anchored on the development of agriculture and socio-economic infrastructures in the rural areas as a means to enhance the quality of rural life. These have being informed by the dearth of infrastructures for economic development as well as basic amenities in the rural areas. To achieve this noble goal, data for the study were generated from the responses on structured interview and field observation as well as secondary data. With these instruments, information on how the LUBRBRDAs have developed their host communities during the period of study was gotten. Indeed, field surveys of rural development indicators for the study (land clearing and preparation, irrigation agriculture, provision of portable water) were carried out to assess the performance or non-performance of the agencies under study, and to also facilitate comparison of the levels of rural development between the two agencies. The impact assessment was quantitative in nature as respondents were asked to assess performance and impact of RBDAs projects mentioned above on the quality of lives of the people in terms of

the number and availability of the infrastructures.The detailed field information is hereunder presented and analysed using tables, percentages and figures. The information was used to answer the stated research questions for the study.

5.3 Demographic Characteristics of Respondents–LUBRBRDAs

The demographic characteristics of the respondents for the study in the Lower and Upper Benue River Basin Development Authorities were analysed especially thatpertainingto age distribution, occupational distribution and educational qualifications of the respondents

5.3.1a Sex Distribution of Respondents-LBRBRDA

The sex distribution of respondents in the LBRBRDA was as shown on table 5.2.1a below:

Table 5.3.1a: Sex distribution of respondents- LBRBRDA

Sex	Frequency	Percentage (%)
Male	22	64.71
Female	12	35.29
Total	34	100

Source: Field work, 2014.

The above table shows that majority of the respondents in the Lower Benue River Basin Development Authority represented by 64.71% (22) were males, while 35.29% (12) of them were females. In every society or organization, especially in Nigeria, men play dominant roles, and women who are mostly house wives, plays recessive roles. This explains why most of the respondents for the study in the LBRBRDA were men.

5.4.1a Sex Distribution of Respondents - UBRBRDA

The sex distribution of respondents in the UBRBRDA during the period of study was as shown on table 5.4.1a below:

Table 5.4.1a: Sex distribution of respondents- UBRBRDA

Sex	Frequency	Percentage (%)
Male	20	62.5
Female	12	37.5
Total	32	100

Source: Field work, 2014.

The table 5.4.1a above shows that 62.5% (20) of the respondents for the study in the Upper Benue River Basin and Rural Development Authority were males, and 37.5% (12) were females. Just like the respondents in the LBRBRDA, male respondents also outnumbered female respondents in the Upper Benue River Basin and Rural Development Authority; and religion (Islam), as gathered, played very significant role to the cause of difference in the sex composition of the respondents.

5.3.1b Age Distribution of Respondents- LBRBRDA

The age distribution of the respondents in the LBRBRDA was as shown on table 5.3.1b below:

Table 5.3.1b: Age distribution of respondents- LBRBRDA

Age (years)	Frequency	Percentage (%)
36 – 45	16	47.06
46 – 55	10	29.41
56 and above	08	25.53
Total	34	100

Source: Field work, 2014.

In respect to age distribution, 47.06% (16) of the respondents were in the age brackets of 36-45.However, 29.41% (10) of the respondents were in the ages between 46 and 55, and 25.53% (08) of them were 56 years and above. This portrays that most of the respondents were men and women of the middle age who are capable to respond accurately to the issues contained in the oral interview.

5.4.1b Age Distribution of Respondents – UBRBRDA

The age distribution of respondents in the UBRBRDA was as shown on the table 5.4.1b below:

Table 5.4.1b: Age distribution of respondents - UBRBRDA

Age (years)	Frequency	Percentage (%)
36 – 45	15	46.88
46 – 55	10	31.25
56 and above	07	21.88
Total	86	100

Source: Field work, 2014.

The above table 5.4.1b of respondents in the UBRBRDA also show that majority of the respondents represented by 46.88% (15) were between 36-45 years old. The remaining proportions of the respondents were 31.25 (10) and 21.88% (07), representing those between 46-55years and 56years and above, respectively. This portrayed that majority of the respondents in the UBRBRDA, just like the LBRBRDA, were people of the middle age who are very agile and strong to engage in farm activities.

5.3.1c Respondents' Occupation- LBRBRDA

The occupational distribution of respondents in the LBRBRDA was as shown on table 5.2.1c below:

Table 5.3.1c: Respondents' Occupation- LBRBRDA

Occupation	Frequency	Percentage (%)
Students	04	11.76
Farming	10	29.41
Business	08	25.53
Civil servants	06	17.65
Retirees	06	17.65
Total	34	100

Source: Field work, 2014.

The table 5.3.1c above portray that students comprised of 11.70 (04) of the sampled population, and majority of the respondents in the LBRBRDA represented by 29.41% (10) engaged in farming as their major occupation. However, 25.53% (08) of the respondents were businessmen and women, civil servants 17.65 (06) and 17.65% (06) were retired civil servants. This shows that the survey focused on the right caliber of people in the host communities of LBRBRDA.

5.4.1c Occupational Distribution of Respondents – UBRBRDA

The occupational distribution of respondents in the UBRBRDA was as shown on the table 5.4.1cbelow:

Table 5.4.1c: Respondents' occupation–UBRBRDA

Occupation	Frequency	Percentage (%)
Students	05	15.63
Farming	10	31.25

Business	07	21.88
Civil servants	05	15.63
Retirees	05	15.63
Total	32	100

Source: Field work, 2014.

People of different occupations were also surveyed for the study, and 15.63% (05) of the respondents in the UBRBRDA (see table 5.4.1c above) were students, 31.25% (10) were farmers, and 21.88% (07) as Business men and women. Civil servants and retired employees comprised of 15.63% (05) and 15.63% (05) of the respondents respectively. It is also seen that most of the respondents in the UBRBRDA were farmers.

5.3.1d Respondents Educational Qualification- LBRBRDA

The educational qualification of the respondents in the LBRBRDA was shown on the table 5.2.1d below:

Table 5.3.1d: Respondents' educational qualification- LBRBRDA

Educational qualification	Frequency	Percentage (%)
FSLC	06	17.65
Diploma/NCE	09	26.47
Degree/HND	08	25.53
Master	05	14.71
Others	06	17.65
Total	34	100

Source: Field work, 2014.

Respondents in the host communities of LBRBRDA have various educational qualifications.As seen on the table 5.3.1d above, 17.65% (06) of the respondents were holders of

First School Leaving Certificate (FSLC), and 26.47% (09) were Diploma or NCE holders. On the other hand, 25.53% (08) of the respondents were graduates/HND holders, and 14.71% (05) held higher (Masters) degrees. The other fraction of the respondents represented by 17.65% (06) held other qualifications outside the ones mentioned above.

5.4.1d Respondents' Educational Qualification- UBRBRDA

The educational qualification of the respondents in theUBRBRDAwas as shown on the table 5.4.1d below:

Table 5.4.1d: Respondents' educational qualification- UBRBRDA

Educational qualification	Frequency	Percentage (%)
FSLC	06	18.75
Diploma/NCE	09	28.13
Degree/HND	08	25
Master	05	15.63
Others	04	17.5
Total	32	100

Source: Field work, 2014.

The educational distribution of respondents for study in the UBRBRDA as contained on table 5.4.1d above showed that 18.75% (06) of the sampled respondents were holders of First School Leaving Certificate (FSLC), and 28.13% (09) as Diploma/NCE holders, while Degree/HND holders were about 25% (08) of the respondents. Holders of Masters Degrees and other qualifications had 15.63% (05) and 17.5% (04) of the respondents, respectively. This shows that the respondents are literate enough to understand the subject matter under study, as such provided rational and reliable responses during the field survey.

5.5 Performances of LUBRBRDAs

The five research questions answered in the study were stated in chapter one of the research work. The issues imbedded in the oral interview and field observation revolved on the research questions and objectives of the study. Similarly, the secondary data gathered were to assist in answering the research questions and assessing performances of the authorities in line with research objectives of the study.

5.5.1a Provision of Rural Infrastructure-LBRBRDA

In order to ascertain if the LBRBRDA was able to develop its host communities, the first research questionwas statedthus:

Has the Lower Benue River Basin and Rural Development Authority provided adequate rural infrastructure in its host communities?

In order to answer the above stated research questions for the study, comments of our survey respondents during oral interview were analyzed bearing in mind indices of rural development (land clearing and preparation, irrigation agriculture and provision of portable water-boreholes) for the study. The responses were analyzed as seen in the discussions below.

The LBRBRDA, just like other River Basins in the nation were established to develop their host communities. Therefore, during field survey (oral interview) the research respondents were asked to say if the indices of rural development had improved (increased) as a result of the intervention of the authority or not. In response, a rural farmer at the Naka dam and irrigation project, Mr. Terseer Ato said that he had the largest farm size in his life time during the 1979-1988 cropping seasons as a result of the intervention of LBRBRDA. Similarly, Mallam Mohammed Dahiru, a farmer at the Doma dam and irrigation project also had the same experience with that

of Mr. Terseer Ato. Other respondents interviewed in the catchment states of LBRBRDA during the period under study also agreed that they had larger farm sizes as a result of the intervention of the authority during the 1979-1988 cropping seasons.

The field observation of farm sites cleared and prepared by LBRBRDA during the period of study in the Doma and Naka dam projects also show that the rural farmers in the host communities of the authority had larger farms compared to the periods before intervention of the authority. Similarly, the secondary data on table 4.4 and 4.5 of the study indicates that there was improvement (increase) in the sizes of farms owned by rural dwellers as a result of the intervention of LBRBRDA during the 1979-1988 cropping seasons. Hence, Mbaukav Moses, a farmer around the Naka dam who did not participate in the RBRDA programme regretted to have not availed himself of the opportunity, as farmers on LBRBRDA had very large farms to plant crops all year round.

The rural farmers in the host communities of LBRBRDA also participated in irrigation agriculture as a result of intervention of the authority. Thus, most of the farmers interviewed during field survey in the catchment states of LBRBRDA were of the view that they had bounty harvest on LBRBRDA farms, most especially during the 1979-1988 cropping seasons. For example, Mr. Apinega Kave, a farmer at the Naka dam and irrigation project said during interview that he married his second and third wives during the 1979-1988 cropping seasons to have additional labour force and make better use of the opportunity brought by the RBRDAs. The empirical data on tables 4.6 and 4.7 on crops production as a result of irrigation agriculture also show that rural farmers in the host communities of LBRBRDA had steady increase in outputs during 1979-1988 cropping seasons.

The authority (LBRBRDA) had also provided portable water (boreholes) in its catchment states during the period of the study (1979-1988). The respondents among staff of the authority and the rural dwellers agreed during interview that LBRBRDA brought succour most especially in

the provision of clean water to its host communities. At the Doma and Alwaza communities, the respondents opined that the provision of boreholes as a result of the intervention of LBRBRDA remains an indelible mark of achievement by RBRDA programmes/projects. Collaborating this view point, Mr. Oko James remarked, “I don’t need a well in my compound because whenever the borehole near my house cease to provide water, I easily get water from the pipe bone water provided adjacent to my yard through the Doma dam”.

In a similar vein, an anonymousDirector at the LBRBRDA headquarters in Makurdi said during interview that RBRDAs (most especially LBRBRDA) experienced momentous progress during its early years of existence. According to him, this explains why despite the moribund nature of the authority in recent times, governments have been reluctant to scrap it (RBRDAs) just like several other rural development agencies/organizations (e.g OFN, Green Revolution, Better life programme, DFRRI etc) that were established in the nation.

Information gathered through observation in host communities of LBRBRDA also show that the authority had provided boreholes for rural dwellers during the period (1979-1988) of study. Documentary evidence (see table 4.8) gathered at the head quarter of the authority in Makurdi also agree that more boreholes were provided by the authority during the period of study in its hot communities.

The desire for rural development in Nigeria led to the establishment of RBRDAs (LBRBRDA inclusive) by the federal government in the 1970s to develop the rural folks through provision of socio-economic services. In the Estonian parlance, the input of LBRBRDA as a system involves programmes/projects embarked upon by the authority to develop its host communities. The output of the authority as seen in the above analyses is the provision of infrastructural facilities of the study to enhance well-being of the rural people.

5.5.2a Provision of Rural Infrastructure-UBRBRDA

The study also assessed how UBRBRDA was able to develop its host communities through the provision of infrastructures during the period under study. To this affect, the first research question for the authority was formulated thus:

Has the upper Benue River Basin and Rural Development Authority been able to provide adequate rural infrastructure in its host communities?

In order to answer the above stated research question for the study, comments of our survey respondents during oral interview in the host communities of the authority were analysed bearing in mind indices of rural development (land clearing and preparation, irrigation agriculture and provision of portable water-boreholes) for the study.

The UBRBRDA, just like other River Basins in the nation were established to develop their host communities. Therefore, during field survey (oral interview), the research respondents were asked to say if the rural development indices provided by the authority during the period of study had improved (increased) as a result of the intervention of the authority or not. Responding, an informant at Waya dam and irrigation project, said that he had large farm sizes during the 1979-1988 cropping seasons as a result of the intervention of UBRBRDA. Mallam Mohammed Gaya, a farmer at the Dadin Kowa dam and irrigation project also said he had the same experience with that of Mallam Mohammed Gaya during the 1979-1988 cropping seasons. Other respondents interviewed in the catchment states of UBRBRDA during the period under study also agreed that they had larger farm sizes as a result of the intervention of the authority during the 1979-1988 cropping seasons.

The field observation of farm sites cleared and prepared by UBRBRDA during the period of study in the Waya and Dadin Kowa dam projects also show that the rural farmers in the host communities of the authority had larger farms compared to the periods before intervention of the Upper Benue River Basin and Rural Development Authority. The secondary data on table

4.10 and 4.11 of the study indicates that there was improvement in the sizes of farms owned by rural dwellers as a result of the intervention of UBRBRDA during the 1979-1988 cropping seasons. As a result, Chika Moses, a farmer around the Waya dam who did not participate in the RBRDA programme regretted to have not availed himself of the opportunity, as farmers on UBRBRDA had very large farms to plant crops all year round for the betterment of their lives during the period of study.

The rural farmers in the host communities of UBRBRDA also participated in irrigation agriculture as a result of intervention of the authority. Thus, most of the farmers interviewed during field survey in the catchment states of UBRBRDA said that they had a lot of crops on UBRBRDA farms, most especially during the 1979-1988 cropping seasons. For example, Dahiru Suleiman a farmer at the Waya dam and irrigation project said during interview that he married additional wives during the 1979-1988 cropping seasons to have additional labour force and make better use of the opportunity brought by the UBRBRDA in his domain. The empirical data on tables 4.12 and 4.13on crops production as a result of irrigation agriculture also show that rural farmers in the host communities of UBRBRDA had steady increase in outputs during 1979-1988 cropping seasons as a result of intervention of the authority.

The UBRBRDA had also provided portable water (boreholes) in its catchment states during the period of the study (1979-1988). The respondents among staff of the authority and the rural dwellers agreed during interview that UBRBRDA brought relief most especially in the provision of clean water to its host communities during the period under study. At the Angwan Daba and Krishi communities, the respondents opined that the provision of boreholes as a result of the intervention of UBRBRDA remains an indelible mark of achievement by RBRDA programmes/projects. This view point was collaborated by Aisha Usman, a staff in one of the Secondary Schools in Gombe State.

Similarly, a Director at the UBRBRDA headquarters who did not disclose his name in Yola said during interview that RBRDAs (most especially UBRBRDA) experienced remarkable progress during its early years of existence. Information gathered through observation of project executed in host communities of UBRBRDA also show that the authority had provided boreholes for rural dwellers during the period (1979-1988) of study. Documentary evidence (see table 4.14) gathered at the head quarter of the authority in Yola also agree that more boreholes were provided by the UBRBRDA during the period of study in its host communities to better the lots of the people.

Applying the systems approach to the study, the input of UBRBRDA involves programmes/projects embarked upon by the authority to develop its host communities. The output of the Authority as seen in the above analyses is the provision of infrastructural facilities of the study to enhance the well-being of the rural people in its host communities.

5.5.1b Community Participation in Projects-LBRBRDA

Community participation (involvement) in the design and execution of development programme/projects is essential to the success of same. In order to find out if community involvement would facilitate successful implementation of RBDA projects, the second research question of the study was formulated thus:

> *To what extent has the Lower Benue River Basin and Rural Development Authority involved rural dwellers in the planning and implementation of its programmes and projects?*

The success or otherwise of RBDAs, just like any other organization in goal attainment depended largely on the extent to which the people were made to participate in the planning and execution of their development programmes. However, information gathered from informants in the host communities of the authority shows that community involvement in the

projects of LBRBRDA was minimal and insignificant. This, according to Mary Adeke, a rural farmer at the Naka dam was because the approach of RBDAs in the planning and execution of agricultural and rural development programme/projects was top-bottom as decisions on land acquisition and citing of projects, employment matters as well as cropping policies of the authority were taken in Abuja, or somewhere else without much consideration for the people who were the target beneficiaries.

At the Doma dam and irrigation projects, the rural farmers told the researcher similar stories. At the Rutu farm project in Doma local government area, Ahmadu Usman and Aishatu Bahago viewed LBRBRDA project staffers as invaders who had come to take away their ancestral lands. The lack of involvement of rural dwellers, as gathered was worsened by lack of adequate compensation for land and resettlement of people displaced. In a similar vein, Moses Upev, a rural dweller at the Naka dam project opined that lack of involvement of the rural dwellers in project conception and implementation was worsened by the large-scale-irrigation agriculture of RBDA that is too sophisticated in terms of capital requirement and technology to accommodate rural dwellers who are peasant farmers. These, according to the informant further hiked their alienation and exclusion from the authority's projects thereby limiting the participation of rural farmers in LBRBRDA projects. The foregoing posed challenges for sustainability of RBDA projects because rural dwellers that could have owned the projects and continued from where the authority (government) stopped were from the level of conception, implementation and evaluation excluded from participation.

Another issue that exacerbated non-involvement of rural dwellers in RBDAs project was the capital intensive nature of the authority's projects. To this affect, an anonymous senior staff at the LBRBRDA headquarters told the researcher in confidence during interview that LBRBRDA projects benefited large-scale farmers who earned higher incomes and marginalized the peasant farmers who could not afford the cost of capital intensive large-scale irrigation projects and its

associated inputs (Machineries, pesticides, herbicides, new seedlings etc). To Anthony Ukpali, a farmer at the Doma dam, the LBRBRDA should reposition its projects to enlist participation of the rural farmers at the initiation, implementation and evaluation stages as this will narrow down inequality among rural farmers.

The issue of narrowing down inequality among rural dwellers in the host communities of LBRBRDA is raised against the background of the commonly accepted proposition that an index of development is declining inequality among the people (Seers, 1978). In consideration of this view point, the question is whether large scale irrigation has had positive effect of reducing inequality among the rural dwellers in the catchment states of the authority (LBRBRDA). Responding to the question on the issue of the ability of RBDA to reduce income inequality among the rural dwellers, Usman Oga, Julius Okudu, Aisha Baba and Thomas Iho, among other informants at the Doma farm project said that LBRBRDA aggravated, rather than reduce inequality among people in its host communities. They individually said that rich farmers were able to procure inputs for the large-scale irrigation, but the peasant farmers could not. The income distribution thus depicted an increasing concentration of wealth in the hands of few privileged farmers thereby limiting the participation of the rural farmers in LBRBRDA projects. The trend of inequality in most of the RBDA projects across the country, including that of the Naka dam and irrigation project also indicated worsening inequality within the affected rural communities (Baba, 1980).

The foregoing analyses haveanswered the second research question of the study. Therefore, lack of community involvement at the planning and implementation stages of LBRBRDA projects affected successful implementation of same during the period of study. It is therefore imperative that host communities of LBRBRDA projects, just like that of the other RBDAs should be carried along in order to provide the enabling environment for programme success and sustenance. In the Eastonian Parlance, benefiting communities of LBRBRDA

programme/projects should be actively involved at the project conception and implementation (input) so that the authority can bring out the desired result (output) of developing rural communities.

5.5.2b Community Participation in Projects-UBRBRDA

Community participation in the design and execution of development programme/projects as gathered is essential to the success of such projects. Therefore, in order to find out if community involvement facilitated successful implementation of UBRBDA projects, the second research question for the study was formulated thus:

> *To what extent has the Upper Benue River Basin and Rural Development Authority involved rural dwellers in the planning and implementation of its programmes and projects?*

The success or otherwise of UBRBDA, just like any other organization in goal attainment depended largely on the extent to which the people were made to participate in the planning and execution of their development programmes and projects. However, information gathered from informants in the host communities of the authority shows that community participation in the projects of UBRBRDA was minimal and insignificant. According to a rural farmer at the Waya dam, this was because the approach of RBDAs (UBRBRDA inclusive) in the planning and execution of agricultural and rural development programme/projects was top-bottom as decisions on land acquisition and citing of projects, employment matters as well as cropping policies of the authority were taken somewhere else without much consideration for the people who were the target beneficiaries of the projects during the period of the study as analysed below.

At the Dadin Kowa dam and irrigation projects, the rural farmers (Jumei Usman, Pius Chukwu) told the researcher similar stories. Danjos Auta, on the other hand viewed UBRBRDA

project staffers as invaders who had come to take away their ancestral lands. The lack of involvement of rural dwellers, as gathered was worsened by lack of compensation for land and resettlement of people displaced as a result of RBRDAs projects. In a similar vein, Shehu Yahaya and Usman Bello who are rural dwellers at the Waya dam project opined that lack of involvement of the rural dwellers in project conception and implementation was worsened by the large-scale-irrigation agriculture of UBRBDA that is too sophisticated in terms of capital requirement and technology to accommodate rural dwellers who are peasant farmers in the host communities of the authority. These, according to the informants alienated and excluded people from the authority's projects thereby limiting the participation of rural farmers in UBRBRDA projects.

Another issue that worsened non-involvement of rural dwellers in the UBRBDAs project during the period of the study was the capital intensive nature of the authority's projects. To this affect, Alhaji Kabiru, a staff at the UBRBRDA headquarter in Yola told the researcher in confidence during interview that UBRBRDA projects benefited large-scale farmers who earned higher incomes and marginalized the peasant farmers who could not afford the cost of capital intensive large-scale irrigation projects. The question is whether large scale irrigation has had positive effect of reducing inequality among the rural dwellers in the catchment states of the authority (UBRBRDA). Responding to the question on the issue of the ability of UBRBDA to reduce income inequality among the rural dwellers, Usman Bogo, said that UBRBRDA aggravated, rather than reduce inequality among people in its host communities during the period of the study because it encouraged concentration of wealth in the hands of few privileged farmers thereby limiting the participation of the rural farmers in UBRBRDA projects.

The foregoing analyses have answered the second research question on community involvement at the planning and implementation stages of UBRBRDA projects/programmes. It is therefore imperative that host communities of UBRBRDA projects, just like that of the other

RBDAs in the nation should be carried along in order to provide the enabling environment for programme success and sustenance. In the Eastonian Parlance, benefiting communities of UBRBRDA programme/projects should be actively involved at the project conception and implementation (input) so that the authority can bring out the desired result (output) of developing rural communities in the host communities of the authority.

5.5.1c Shortage of Trained Manpower-LBRBRDA

Irrigation and water resources development, as earlier mentioned are complex subjects which require experts in fields like climatology, hydrology, soil science, economic, agric-engineering and geography, among others. In order to find out if inadequacy of these personnel affected effective performance of LBRBRDA, the third research question for the study was formulated thus:

To what extent has shortage of trained manpower affected Lower Benue River Basin and Rural Development Authority in carrying out its functions?

The LBRBRDA, just like other River Basins in the nation, as gathered were bedeviled by shortages of trained manpower of all professions and categories during the period under study. Most of these qualified and experienced personnel, according to an anonymous Director (informant) at the headquarters of the authority were lacking in the employment of the authority. The situation, according to the informant was worsened by staff retrenchment during the period of study.

The researcher was also informed at the headquarters of LBRBRDA in confidence that bulk of the field staff and even those at the headquarters were majorly made up of security guards and auxiliary officers. Experts and professionals in climatology, hydrology, according to an administrative staff of the authority in Makurdi are scarce to find in any of the River Basins in the nation.

Furthermore, official records on staffing at LBRBRDA headquarter (see table 5.4 below) shows that the staff strength is skewed towards the preponderance of non-technical and non-engineering staff such as finance and administration.

Table 5.5: LBRBRDA Staff Distribution according to Departments and Sections, 1983

S/N	DEPTS/SECTION	NUMBER OF STAFF	%
1.	MD's office	19	4.60
2.	Finance and Administration	110	26.63
3.	Construction, Operation and Maintenance	65	15
4.	Planning, Investigation and Design	30	7.26
5.	Project areas (Benue, Plateau, Nasarawa and Kogi States)	189	45.76
	Total	**413**	**100**

Source: Personnel data extracted from establishment record at LBRBRDA headquarters, Makurdi, 2014.

The table 5.5 above shows that staff strength of LBRBRDA during the period of study was skewed in favour of non-technical and engineering professions such as administration and finance. Out of the 413 staff of LBRBRDA in 1983, 31.2% (129) were administrative/finance personnel spread into managing director's office and finance and administration department. Only 15.73% (65) staff of the organization were from technical/engineering department; and 7.20% (30) were in the construction, operations and maintenance department. This analysis shows that technical/engineering professionals were grossly inadequate in the authority during the period of study. This had greatly affected project supervision and by extension liaison services as inputs of the system to achieve rural development as output of the system.

The above analysis on the shortage of personnel (especially technical/engineering staff) in the services of LBRBRDA during the period of study had shown that lack of trained manpower

affected ability of the authority to successfully execute its functions. By extension, the third research question of the study has been answered.

5.5.2c Shortage of Trained Manpower-UBRBRDA

As earlier mentioned in the study, irrigation and water resources development are complex subjects which require experts in disciplines such as climatology, hydrology, soil science, economic, agric-engineering and geography, among others. In order to find out if inadequacy of these personnel affected effective performance of UBRBRDA, the third research question for the study was formulated thus:

To what extent has shortage of trained manpower affected the Upper Benue River Basin and Rural Development Authority in carrying out its functions?

The UBRBRDA, just like the Lower Benue River Basin Development Authority was constrained by shortages of trained manpower of all professions and categories during the period under study. Most of these qualified and experienced personnel, according to an anonymous Director (informant) at the headquarters of the authority were lacking in the employment of the authority during the period of study. The situation, according to the informant was worsened by staff retrenchment, resignation and withdrawals from services of the authority by some of its staff.

The researcher was also informed at the headquarters of UBRBRDA in confidence by Thomas Umar that bulk of the field staff and even those at the headquarters were majorly made up of security guards and auxiliary officers. Experts and professionals in climatology, hydrology, according to an administrative staff of the authority in Yola are scarce to find.

Apart from the above information from different informants in the host communities of the authority, official records on staffing at UBRBRDA headquarter (see table 5.6 below) shows

that the staff strength is skewed towards the preponderance of non-technical and non-engineering staff such as finance and administration.

Table 5.6: UBRBRDA Staff Distribution according to Departments and Sections, 1983

S/N	DEPTS/SECTIONS	NUMBER OF STAFF	%
6.	MD's office	21	6.80
7.	Finance and Administration	103	33.33
8.	Construction, Operation and Maintenance	58	18.77
9.	Planning, Investigation and Design	27	8.74
10.	Project areas (Benue, Plateau, Nasarawa and Kogi States)	100	32.36
	Total	**309**	**100**

Source: Personnel data extracted from establishment record at UBRBRDA headquarters, Yola, 2014.

The table 5.6 above shows that staff strength of UBRBRDA during the period of study was skewed in favour of non-technical and engineering professions such as administration and finance. Out of the 309 staff of UBRBRDA in 1983, 40.05% (124) were administrative/finance personnel spread into managing director's office and finance and administration department. Only 18.77% (58) staff of the organization were from technical/engineering department; and 8.740% (27) were in the construction, operations and maintenance department. This analysis shows that technical/engineering professionals were grossly inadequate in the authority during the period of study. This had greatly affected project supervision and by extension liaison services as inputs of the system to achieve rural development as output of the system.

The above analysis on the shortage of personnel (especially technical/engineering staff) in the services of UBRBRDA during the period of study had shown that lack of trained manpower

affected ability of the authority to successfully execute its functions. This situation, as gathered *thing* interview is applicable to all the River Basins in the nation.

5.5.1d Impact of Projects-LBRBRDA

The evidence in the study especially that of review of related literatures for the study have shown that different policies and programmes have been designed and implemented to reposition agriculture so that it can facilitate rural development through the provision of rural infrastructures and social amenities. However, none of the programmes, just like the LBRBRDA seem to have not made any meaningful impact on the socio-economic life of the rural population in the areas under study. In line with this assertion, the fourth research question of the study was formulated thus;

To what extent has the Lower Benue River Basin and Rural Development Authority's programmes/projects impacted on lives of the rural people in its host communities?

In order to answer the above stated research question, the study analyzed the performances of LBRBRDA as the independent variable, which determined and shaped the impact of the programme and projects on the lives of the benefiting host communities. The impact of the LBRBRDA programmes in this case is dependent on performance of the authority.The responses (comments) of informants on the relevant portions of interview sessions as well as field observations were thus analyzed to provide answerto the above stated research question for the study.

The LBRBRDA was established to assist in the development of its host communities through the provision of agricultural and rural development services such as increased food production, good access roads, rural electricity, portable water, schools, good housing, and employment opportunities etc. However, the performance of the authority in this study refers to how it has enhanced agricultural production in their host communities through construction of

dams for irrigation purposes, land clearing and preparation for the rural farmers, and the provision of portable water through boreholes. These indices of rural development, as they apply to the study area were used as parameters for measuring the performance or non-performance of the authority during the period of study. Thus, adequate provision of these basic services by LBRBRDA is an indication of good performance whereas their non-provision or inadequacy implied poor performance in the context of the study.

To assess the impact of LBRBRDA programmes/projects on the quality of lives of the rural dwellers, members of the host community of the authority were asked to evaluate their conditions of life after the introduction of the programme in comparism with their condition in the period when there were no RBRDA programmes in their communities. The indices of rural development for the study were therefore used as basis for measurement.

Information gotten during the field survey (oral interview) show that LBRBRDA did not perform in the provision of portable water, irrigation agriculture, and in land clearing and preparation for the rural farmers during the period of study. This is because the facilities (indices of rural development) provided were far below needs of the people. In fact, the authority would be assumed to have made appreciable impact on lives of the people in its catchment areas through agricultural development if there were enough food for the people and marketable surplus to increase incomes of the peasants. The increased revenues so generated would have provided means for the rural dwellers to purchase other necessities of life, which they could not produce themselves. By this means, the standard of living of the rural farmers in its domains would increase and underdevelopment or poverty would have been reduced. Cumulatively, this would have the effect of increasing the Gross Domestic Product (GDP) since the larger majority of the Nigerian population who are rural dwellers depended on agriculture.

However, most of the people interviewed opined that, the authority poorly performed. According to Vandewan Igbudu, a rural farmer at the Naka dam and irrigation project in Benue

State, the authority (LBRBRDA) succeeded in enhancing land cultivation during its early years of existence (1979-1988) as well as the production of food crops. Unfortunate enough, it (LBRBRDA) was not able to sustain/maintain the tempo for a longer time. This, according to the informant is responsible for the failure (poor performance) of the authority in the state. In a related development, a security personnel at the Doma dam, Mr. Adokpe Alanya said that LBRBRDA had only "test-run" its programmes/projects during the period of the study. According to him, people of the community are still waiting to see when the authority will start full activities on their farm sites in Doma and Rutu environs; otherwise the authority has failed in all its projects. Responding on the issue of providing portable water by LBRBRDA, most of the people interviewed said that the authority performed fairly in the provision of boreholes, except that only very few communities had the facility during the period of study. To this effect, Iorgyer Vaase, a respondent in Naka said that, the drilling of the boreholes in his community (Naka) favoured areas/villages that had people in government. The issue of political connections in the provision of boreholes also reflected during interview with respondents in Doma community in Nasarawa State.

Information gathered during field observation of indices of rural development under study show that vast land was cleared and prepared for the rural dwellers during the period of the study. Boreholes were also drilled for the rural dwellers by the LBRBRDA. However, the inability of the authority to maintain the programmes/projects depicts poor performance of the authority during the period of study. Empirical data on crop production on tables 4.6 and 4.7 show marginal increase in output of staple food crops produced during the period of study. However the increase of about 30% was insignificant to conclude that the authority successfully performed.

In the foregoing analysis, various programmes/projects of LBRBRDA under study were highlighted within the framework of Federal Government guidelines and objectives set for it. It is

obvious from the analyses of comments of our informants as well as secondary data that the authority did not successfully perform in terms of enhanced agricultural production and provision of boreholes and consequently improved standard and living conditions of the rural dwellers. To this extent therefore, the fourth research question of the study which dwelled on impact of LBRBRDAs programmes on lives of people in its host communities has been answered. In other words, the poor impact of LBRBRDA programmes/projects on lives of people in its host communities is as a result of poor performance of its programmes/projects. This means that inputs of LBRBRDA (programmes/projects) have not improved living conditions (output) of people in the host communities of the authority. Therefore, this will lead to demand (input) for the authority (system) to improve on its programmes projects.

5.5.2d Impact of Projects-UBRBRDA

Different policies and programmes have been designed and implemented to reposition agriculture so that it can facilitate rural development through the provision of rural infrastructures and social amenities in Nigeria. However, none of the programmes, just like the UBRBRDA seem to have not made any meaningful impact on the socio-economic life of the rural population in the host communities of the authority during the period under study. In line with this assertion, the fourth research question for the study was formulated thus:

To what extent has the programmes/projects of the Upper Benue River Basin and Rural Development Authority impacted on lives of the rural people in its host communities?

In order to answer the above stated research question, the performances of UBRBRDA as the independent variable, which determined and shaped the impact of the programme and projects on the lives of the benefiting host communities were the basis of analyses. The impact of the UBRBRDA programmes in this case is the dependent variable. The comments of informants on the relevant portions of interview questions as well as field observations were

thus analyzed to answer the research question for the Upper Benue River Basin and Rural Development Authority.

The performance of the UBRBRDA in this study refers to how it has enhanced agricultural production activities in its host communities through construction of dams for irrigation purposes, land clearing and preparation for the rural farmers, and the provision of portable water through boreholes. These indices of rural development, as they apply to the study area were used as parameters for measuring the performance or non-performance of the authority during the period of study. Thus, adequate provision of these basic services by UBRBRDA is an indication of good performance whereas their non-provision or inadequacy implied poor performance in the context of the study.

To assess the impact of UBRBRDA programmes/project on the quality of lives of the rural dwellers, members of the host community of the authority were asked to evaluate their conditions of life after the introduction of the programme in comparism with their condition in the period when there were no URBRDA programmes in their communities. The indices of rural development for the study were therefore used as basis for the measurementduring the period of the study.

The data gotten during the field survey (oral interview) show that UBRBRDA did not perform in the provision of portable water, irrigation agriculture, and in land clearing and preparation for the rural farmers during the period of study. This is because the facilities (indices of rural development) provided were far below needs of the people in its host communities. In fact, the UBRBRDA would be assumed to have made appreciable impact on lives of the people in its catchment areas through agricultural development if there were enough food for the people and marketable surplus to increase incomes of the peasants. The increased revenues so generated during the period of studywould have provided means for the rural dwellers to purchase other necessities of life, which they could not produce themselves. By this means, the

standard of living of the rural farmers in its domains would increase and underdevelopment or poverty would have been reduced substantially.

However, most of the people interviewed opined that, the authority poorly performed. According to Shagari Othman, a rural farmer at the Waya dam and irrigation project in Bauchi State, the authority (UBRBRDA) succeeded in enhancing land cultivation during its early years of existence (1979-1988) as well as the production of food cropsin the state. Unfortunate enough, it (UBRBRDA) was not able to sustain/maintain accelerate or the tempo for a longer time. This, according to the informant is responsible for the poor performance of the authority in the state. In a related development, a staff at the Dadin kowa dam, Dahiru Bello said that UBRBRDA had only “experimented” itsprojects during the period of the study in Gombe state, and thatpeople of the community are still waiting to see full implementation of UBRBRDAprojects in their environment.

Responding on the issue of providing portable water by UBRBRDA during the period of the study, most of the people interviewed said that the authority performed fairly in the provision of boreholes, except that only very few communities have access to the facility. Information gathered during field observation of indices of rural development under study show that vast land was cleared and prepared for the rural dwellers during the period of the study. Boreholes were also drilled for the rural dwellers by the UBRBRDA. However, the inability of the authority to maintain the programmes/projects depicts poor performance of the authority during the period of study. Empirical data on crop production on tables 4.12 and 4.13 show marginal increases in output of staple food crops produced during the period of study as a result of programmes/projects of the authority. This does not amount to how even development, an informant at the Bauchi environs (Sadiq Shafa) said.

The foregoing analyses on various projects of UBRBRDA under study were highlighted within the framework of Federal Government guidelines and objectives set for it. It is obvious

from the analyses of comments of our informants as well as secondary data that the authority did not successfully perform in terms of enhanced agricultural production and provision of boreholes and consequently improved standard and living conditions of the rural dwellers. In other words, the poor impact of UBRBRDA on lives of people in its host communities is as a result of poor performance of its projects. This means that inputs of UBRBRDA projects have not improved living conditions (output) of people in the host communities of the authority. Therefore, this will lead to demand (input) for the authority (system) to improve on its projects. The factors responsible for poor performance of RBRDAs have already been discussed in the study, and there is no need to repeat same here.

5.6 Report on Oral Interview

The researcher had interactive sessions with people who participated in the RBRDAs' programmes in the host communities of LUBRBRDAs as well as staff of the agencies vested with the responsibility of translating objectives of same into physical results. The summary of the responses from rural farmers or focus groups-in the LUBRBRDAs project communities contained in this part of the study indicated that the authorities did not achieve their mandate of developing the rural areas during the period under study.

Community Participation

Responding to the question on community participation in RBRDAs programmes/projects, most of the respondents in the host communities of Lower and Upper Benue River Basin and Rural Development Authorities agreed that they had participated in the Authorities programmes and projects during the period under study. To this effect Aondongu Nguamo, a rural farmer at the Naka dam and irrigation project informed the researcher that her late husband was allocated a plot of farmland on the LBRBRDA project during the period under study. According to her, they would have benefited more from the project if government had sustained activities of the authority on the project site up to the present time.

Similar comments on participation of host communities of the Lower and Upper Benue River Basin and Rural Development Authorities in the authorities programmes/projects were

received from respondents at the Doma dam and irrigation project. For example, Adokpe Usman, a rural farmer in Doma said that activities of River Basin and Rural Development Authorities, especially dry season farming through irrigation remain as an indelible achievement of the authority among the Aragu people of Doma Local Government Area in Nasarawa State.

The respondents at the Waya and Dadin Kowa dams and irrigation projects in the Upper Benue River Basin and Rural Development Authority also accepted that they had participated in farm activities of the authority during the period of study as they cultivated the farmlands allocated to them. Mallam Dahiru, a rural farmer at the Waya dam said that he was rated as best farmer on the authority's farm among people in his community during the period as a result of his commitment and consequent higher yields. In his words, " I was the Sarkin Noma" (leader of farmers) of Deke community during the booming periods of River Basin and Rural Development Authority. I used to make maximum use of my father's ancestral lands that was given to the government for irrigation and other farming activities."

However, most of the rural dwellers in the host communities of the LUBRBRDAs were still using their traditional farm implements such as hoes and cutlasses for cultivation of crops as they used to do before RBRDA came on board. A farmer at the Doma dam and irrigation project lamented that even though the authority (LBRBRDA) seem not to be making use of the land taken away from them, the organization has refused to release same back to them so that they could use it as they pleased. The story was the same at the **UBRBRDA** in Bauchi (Waya dam and irrigation project) as the respondents stated that they were repelled from using the authority's acquired land without express permission. At the Doma dam and irrigation project in Nasarawa State, a farmer retorted, "the government had only succeeded in encumbering our ancestral farm lands through RBRDA as dry season farming through irrigation which used to be preoccupation of the authority no longer takes place (see Situation Report in the Doma Dam and Irrigation Project as appendix CC-i) in our community". As a result, farm sites of the authority have been overgrown with shrubs (see Annual Repport for the year 2008 in Doma Dam and Irrigation Project as appendix CC-ii_b).

The staff of the River Basin Development Authorities interviewed however opined that the rural dwellers were deeply involved at the conception and implementation of the authorities projects by the government since their elders and elites were involved in activities of the authorities at the level of conception and implementation of its projects (programmes). To this

effect, a director at the headquarters of Lower Benue River Basin and Rural Development Authority said that it would amount to child's play if all people in the project communities of the LUBRBRDAs were assembled, conscientized and mobilized before kickoff of the authorities projects. That was why government conveniently used elders and elites who were always briefing their community members on plans and activities of the authorities, he emphasized.

Farm Sizes Before and After Intervention of LUBRBRDAs

The rural dwellers were also asked to state the sizes of their farm before and after the intervention of the authorities in agricultural activities in their communities. In response, most of the rural farmers interviewed said that their farm sizes increased/improved as a result of intervention of the LUBRBRDAs. The individual and collective responses of the respondents across host communities of the LUBRBRDAs were as contained in the answer to the first research question of the study.

Farm Yields Before and After Intervention of LUBRBRDAs

The study also attempted to know quantity of the farmers harvest before and after the intervention of the LUBRBRDAs. This was aimed at ascertaining if output of farm produce by the farmers substantially increased to warrant the study to conclude that conditions of life improved as a result of intervention of the authorities during the period under study. In response, majority of the rural farmers interviewed said that they experienced marginal increases in their farm output as a result of the intervention of the Lower and Upper Benue River Basin and Rural Development Authorities. The increase according to Moses Ikor, a rural farmer at the Naka dam and irrigation project was insignificant for the people to conclude that their conditions of lives improved during the period of the study. The detailed responses by the rural farmers to the question on yearly harvest before and during intervention of LUBRBRDAs through irrigation activities have been captured in answer to the first research question of the study.

Provision of Portable Water before and after Intervention of LUBRBRDAs

The Lower and Upper River Basin and Rural Development had the mandate of providing potable water to people in the host communities where they operate. In order to find out if the authorities actually realized this mandate, the rural people were asked to state the number of boreholes in their communities before, and after the intervention of the authorities. The respondents unanimously agreed that the authority did not achieve in the provision of portable water as few boreholes were sunk by the LUBRBRDAs in their domains. Out of the few available boreholes, the respondents stated further that, very few of them were still functional. According to a respondent at the LBRBRDA in Naka environs, the authority had sunk boreholes for supply of portable water but has refused to maintain same for their use. A herdsman at Gombe State also complained that because most of boreholes sunk by the authority were not functional, he travel **far** places **to look for water** in **streams and** ponds for his cattle.

Similarly, respondents were asked to say whether the boreholes in their communities were still functional. The response to this question across the host communities of LUBRBRDAs has been used as answer to the first research question of the study, and there is no need repeating the same detailed discussion here.

The Lower and Upper River Basin and Rural Development Authorities were established in Nigeria to develop their host communities through acceleration of agricultural activities and provision of social amenities to better lots of the rural people. The indices of rural development for the study as earlier stated in the work includes enhancement of agricultural production (activities) through irrigation, land clearing and preparation for farmers and the provision of potable water through boreholes. The adequate provision of these services by the authorities is an indication of good performance; and vice versa if these are not adequately provided by the authorities.

Impact of LUBRBRDAs Projects on Host Communities.

In relation to the above indices of rural development, the rural people were asked during interview to state if the facilities provided by the authorities impacted positively on their living conditions. In response, the people interviewed across the host communities of the LUBRBRDAs opined that the authorities did not substantially improve their fortunes during the period under study. The individual and collective views of the respondents have been applied in answer to the fourth research question of the study. There is therefore, no need repeating the same discussion here.

The respondents in the host communities of the LUBRBRDAs (staff inclusive) were also asked to say if lack of trained manpower affected activities of the RBRDAs in rural development. Information gathered during interview sessions which have been extensively applied in answer to the third research question of the study showed that qualified and experienced staff were lacking in services of the authorities during the period of study. Staff records at the headquarter of the Lower Benue River Basin Authority in Makurdi, and the Upper Benue River Basin Authority in Yola also shows inadequacy of qualified and experienced staff in services of the authorities under study during the period covered by the study.

The Lower and Upper Basin River and Rural Development authorities, as gathered during the study have not enhanced the living conditions of the rural dwellers where they operate. The inability of the authorities to develop its host communities, according to informants in the area was associated with socio-economic and political factors discussed in the succeeding part of the work

5.6.1 Factors that hindered LUBRBRDAs from performing effectively.

The factors that hampered the performances of Lower and Upper Benue River Basin and Rural Development Authorities, as gathered from informants during interview were as discussed below.

Corruption and Mismanagement of Resources.

Corruption and mismanagement of resources have terribly affected the Nigerian society that we cannot really discuss any programme execution without touching on their effects. Therefore, responding to the question as to whether it (corruption and mismanagement) hampered the performance of LUBRBRDAs, Most of the informants for the study agreed that it is responsible for the poor performance of the authority.

Under the LUBRBRDAs operations, a great deal of money, according to informants was usually wasted than was utilized for food and water production. In fact, the issue of getting a share of the so-called national cake through corruption crept into the operation of the authority such that money meant for projects and farmers went to local politicians and nobles who saw and took the opportunities to enrich themselves illegally. It is disheartening to state that in course of the study, a senior staff at the headquarter of LBRBRDA s told the researcher in confidence that huge fractions of financial allocations to the Authority were often diverted to individual pockets under dubious and fictitious contracts. In addition, tribalism, nepotism or regionalism, played its own part in whittling down performance of the authority as local famers were selectively chosen and unqualified staff enlisted in the services of the organization. Similarly, machines, farm facilities and official structures were looked upon without concern, with the adage – “not my father’s property”. These and many more, affected the performance of LUBRBRDAs. Thus, millions of naira had been expended by LUBRBRDAs but very little perceivable achievements were recorded in the areas of agricultural production and infrastructural development in the host communities of same.

Shortage of Trained Manpower

The LUBRBRDAs was also bedeviled by shortage of trained manpower of all professions and categories. Bulk of the field staff and even those at the headquarters of LUBRBRDAs were majorly made up of security guards and auxiliary staff as seen in appendix CC- ii. Irrigation and water resources development are complex subjects, which require experts in such field as climatology, hydrology, soil science, civil engineering, agric-engineering, economics and geography, among others. Most of these qualified and experienced personnel were lacking in the employment of the authority and this is a reflection of the situation in most of the RBRDAs projects in the country. Most worrisome of this factor was the fact that staff retrenchment, coupled with removal of materials left immovable assets such as buildings and irrigation facilities to the mercy of thieves, vandals and bush fire. About two houses at the staff quarters of the LBRBRDA in Doma (Rutu), for instance, were once razed down by fire, according to an informant, because of absence of field staff to take care of the premises.

Lack of Consultation/Participation

The lack of consultation/participation which emphasizes on the involvement of the local dwellers at both the planning and implementation stages of rural development project also affected the performance of LUBRBRDAs. This factor is relevant in the sense that it would be of no use imposing a particular service on a community when they genuinely felt that they required something else. For example, a community might require electricity or access roads, other than what the RBRDAs had selected to do for them. Responding to the question on community involvement in rural development projects, a village head at Naka told the researcher that the Naka Dam and irrigation was a ploy of the white man to re-colonize and drive the Tiv people away from their fertile ancestral land. He complained bitterly that even their so-called elites seem to be on the part of government of the country. This posits that the rural people in the Naka community were not properly enlightened and mobilized towards supporting the RBRDAs

projects. Most of the informants at the Doma dam, Waya dam and Dadin kowa dam, also gave the same complain during interview sessions with them.

Adequate consultation of the rural dwellers in programme initiation and implementation is instrumental to projects success. The fact that most RBRDAs rural development projects were conceived without input from the people and implemented behind them with their little or no contributions explains why their projects seems to be failing. In fact, non-consultation/involvement was the general complain from most of the members of the rural communities interviewed during the field survey in the host communities of LUBRBRDAs.

The participation of people in development programmes, generally is at three different levels namely: Decision making and planning for development programmes; direct implementation of development programmes, and evaluating the sustainability of the development programmes or projects. According to Gana (1988:1)

> *…Development starts with people, their re-orientation, organization and discipline. When the assent of development is on things, all human resources remain latent and an untapped potential, such that a society can be poor amidst the most opulent material resources. On the contrary, when a society is properly oriented, organized and disciplined, it can be prosperous on the scantiest basis of natural wealth.*

The above analyses portends that the success or otherwise of the LUBRBRDAs, like any other organization, in goal attainment depends on the extent to which the people were made to participate in the planning, execution and evaluation of its development programmes. Unfortunate enough, rural development programmes of the LUBRBRDAs were top-down in which decisions on land acquisition and citing of projects, employment matters as well as cropping policies were taken elsewhere without consideration for people who are the target group.

The importance of involving the local people or beneficiaries of development programmes was also stressed by Adams Oshiomole when he asserted that "The era of programmes being in the pipeline should be over. People want to open up the pipeline and see what is there" (Oshiomole, 2006:9). The rural people should therefore be involved at all stages of development programmes, to pave way for the success of same.

Unwieldy Statutory Functions ofRBRDAs

Unwieldy statutory functions as gathered during interview with respondents also marred the performance of LUBRBRDAs. The authorities were saddled with too many functions than they could effectively cope with. The unwieldy functions of RBRDAs ranged from land preparation, food production, water resources development, animal husbandry, irrigation, construction of dykes, dams, boreholes, to provision of rural infrastructural facilities to enhance rural development. In recognition of these unwieldy functions, the decree setting up the authorities in the nation was amended sometimes in 1988 to relieve them (authorities) of direct agricultural production. Consequently, the authorities were restricted to water resources development for irrigation purposes.

It was also gathered during oral interview with respondents, especially rural famers, during interview sessions that the execution of the earlier stated functions of the authorities portrays a picture of mix feeling. This is because, even though the functions of the authorities were meant to enhance their well-being, the unintended consequences of the activities and programmes of LUBRBRDAs tended to impact negatively on the rural life and in some cases, leading to the impoverishment of the farming communities. Most of the respondents complained on lack of linkage between the large-scale irrigation projects and the technological capacity of the peasant economy, which the irrigation projects were disrupting. According to them, the irrigation project came from another economy, and was disrupting simple rural

economy in order to turn the latter into a market for more of its machines, fertilizer, herbicides and insecticides, etc.

Tertiary Sector Ignored

Also, the land clearing and levelling exercises for the large scale irrigation projects, according to the rural famers in the host communities of LUBRBRDAs, were carried out with considerable lack of concern for the fruit and other economic trees and plants of the rural people. The economic trees and plants were indiscriminately uprooted, thus undermining the nutritional base of the community in vitamins and other essential human ingredients. In fact, the tertiary sector of the rural food economy namely fruit trees, spices and herbs, mushrooms and vegetables etc were not only ignored but actively destroyed, while nothing was said at all about milk and meat production and the protein needs of the rural people. According to an informant at the Dadin Kowa Dam irrigation project, a rural farmer had taken the authorities of UBRBRDA to court because his mango trees were destroyed by the authority without due permission and proper compensation for same.

In another dimension, farmers at the LUBRBRDAs, as gathered during field survey were at times told not to plant food crops during rainy season because the land was due to be cleared and levelled; but the land may not be levelled until the end of the harvest season and no compensation arrangements were made for the food needs and requirements of the affected rural farmers. In some instances, the informants further stated, crops of rural farmers were destroyed when it was almost ready for harvest, with no compensation paid and no prior explanation, warning or justification to the affected farmers.

The respondents also noted that the interest of LUBRBRDAs large scale irrigation projects were the production of primary produce like rice, wheat, sugarcane and cotton for consumption of the urban population, the industrial and commercial firms and to secure cheap

labour. The cheap food and other consumer goods for urban workers would ensure cheap wages and therefore, high profits by multi-national corporations. The food needs of the rural dwellers and peasants were of marginal interest in the organizations (LUBRBRDAs). As a result of the damage caused by LUBRBRDAs to rural family incomes and food sources, damaged soils and land tenure systems, the rural farmers as gathered opposed and violently resisted activities of same in some communities and hence leading to the poor performance of the authorities (LUBRBRDAs) in rural development.

Political Interference into Activities ofthe LUBRBRDAS

Political interference into activities of the LUBRBRDAs also affected performances of the authorities during the period of study. Often, the educated elites from catchment areas of the authority saw the activities of the same as avenues for them to assist employ their family members and friends, get contracts, and as well own their share of the national cake. The constant interferences of these elites and Governments of the day into the activities of the authority, as was gathered greatly affected their performance. For example, an informant told the researcher in confidence that a sitting State Governor in Benue State insisted and employed his junior brother in the services of LBRBRDA without the requisite qualification for the position he was given.

Inadequate and Untimely Release of Budgetary Allocations

Inadequate and untimely release of budgetary allocations from the government to enable the LUBRBRDAs to execute functions (see appendix CC-iii) also stifled their performance during the period of study. Contractors were sometimes engaged to carry out some jobs for the authorities, and some of them, as was gathered failed in meeting their targets because of late release of funds. In fact, the situation where vast farmlands for viable irrigation development/crop production are left lying waste because of lack of funds for maintenance and

high inflation had thwarted performances of LUBRBRDAs during the period of the study, a respondent at the LBRBRDA headquarter stated. Sometimes, the jobs executed by Governments or contractors were perfunctorily done. This reason, the researcher was informed, led to breakdown of machines and residential buildings earlier than it was supposed to be.

Complexity of Modern Farming Techniques

As was also gathered during interview with respondents, farming in the former times in the host communities of LUBRBRDAs did not require special knowledge beyond what the individual farmer could require through the normal process of growing up in the rural community. It did not require any technologies or financial resources beyond that, which the farmer could produce or fabricate by himself or acquire locally. In the modern times, farming has become a highly complex phenomenon requiring substantial capital, specialist knowledge, new and sophisticated technologies, and a growing knowledge of changing market conditions. The resources and inputs required for the modern farming through irrigation activities are therefore, beyond the individual capabilities of the rural farmers or the traditional self-help and credit authorities in the rural areas known as “Adashi”, “Esusu” or “Odobor”. Thus, the struggle to reverse rural underdevelopment and breakthrough in the productivity and living standard of the rural people lies in improving the availability of credit and banking facilities in the rural areas. This will enable the rural people to acquire more productive assets, employ more labour and expand their scale of production, using RBDA activities. The non-availability of funds to the rural people, inadequate funding and late releases of funds by the government for RBRDA activities, as gathered, have seriously inhibited the success of LUBRBRDAs in developing their host communities.

Effect of Commercialization

The commercialization decree No. 28 of 1988 (see appendix CC-ii) had also negatively affected the performances of LUBRBRDAs. The authorities, as gathered were not commercially viable to be allowed to operate on that basis. As suggested by respondents during interview, government thus had to inject funds to complete ongoing viable capital projects before the organization could be commercially viable.

Inadequacy of Compensation

Most of the respondents interviewed in the host communities of LUBRBRDAs said that they were not compensated by the authority when their ancestral farm lands were taken away from them for the large -scale irrigation projects. According to a rural farmer at the Doma dam and irrigation project, the action by the government is responsible for their apathy and disenchantment tothe RBRDA Project/programmes

5.6.2 Suggestions to Reposition RBRDAs

The rural farmers at the host communities of the LUBRBRDAs, as gathered, were of the opinion that the Government (or Authority) should among others, get rid of corrupt practices in its operations before it will be able to achieve its mandate of developing the rural areas and that the beneficiaries or rural dwellers should be adequately involved at all stages **of**the RBRDA rural development programmes/projects.

The staff respondents of the LUBRBRDAs were unanimous in their opinion that if the authority will have to make any impact of developing the rural **areas: corrupt**officers in their mist must be identified and sanctioned appropriately, employment into the authority**should be basedon**merit, adequate and timely release of funds to the organization be ensured, and that the **authority**should de-emphasize large-scale irrigation schemes in favour of small-irrigation **projects to carry**along peasant farmers within the host communities of LUBRBDAs. The detail suggestions on how to improve performance of the Lower and Upper Benue River Basin and Rural Development Authorities have been discussed in the recommendation of this study.

5.6.3 Functionality of RBRDAs

The respondents of the study were also asked to say if LUBRBDAs still have farm activities (functionality) across their host community. Responding, the rural farmers at the Doma dam and irrigation project in the **LBRBRDA said that** the authority sank tube wells for the growth of fruits and vegetables for them. At the Waya dam and irrigation project in Bauchi State, most of the farmers said they have fish ponds downstream (See Appendix of C-I & C-ii) of the dam and around streams, ponds and rivers. The situation at the Dadin Kowa dam and irrigation Project was similar to that in the Doma and Waya dam irrigation projects as farmers were seeing patronizing available tube wells for fish farming and the growth of Cabbage, Carrot and variety of vegetables.

Similarly, a staff at the UBRBRDA opines that the digging of tube-wells and use of streams and ponds by *the* organization in recent times was to hearken to the yearnings and needs of the rural fanners for small-scale irrigation agriculture. Most staff of the authorities interviewed stressed that the experience they have on their irrigation farm sites showed that the rural farmers needed small irrigation agriculture that is less capital intensive and low technological requirement, rather than the large scale irrigation projects which require high technology and huge capital outlay. The list of critical infrastructure provided by the Lower Benue River Basin and Rural Development Authority (see appendix C-iv) and Upper Benue River Basin and Rural Development Authority (see appendix CC-v)are indications that the authorities are still functioning in their host communities

5.7 Report on Field Observation

The field observation of rural development indicators of the LUBRBRDAs bordered on Agricultural development activities and the provision of portable water as contained in the scope of study of the research work. The researcher visited the selected project sites within the host communities of the authorities under study and observed the rural development indicators and the summary of the result is presented in table 5.6 below:

Table 5.6: Report on the Field Observation

SN	LUBRBRDAs Project Communities	Rural Infrastructures Development	Observations
1	LBRBRDA Doma	• Land clearing and preparation • Irrigation agriculture • Provision of portable water	• Administrative head quarter of LBRBRDA littered with broken down and abandoned plants- see appendix D-i &D-ii • Agricultural activities as well as irrigation facilities was stunted at the

			site due to lack of funds and machineries. Few people had functional farms (see appendix D-iii). Most Farm sites cleared were thus overgrown with weeds/shrubs –see appendix D-iv. • Irrigation equipment were found abandonedand rusted –see appendixD-v. • The community had no access to portable and safe drinking water as few boreholes were found functional with people scrambling for tap water- see appendix D-vi.
2.	Naka	• Land clearing and preparation • Irrigation agriculture • Provision of portable water	• The farm site had been overgrown by trees and shrubs –see appendixD-vii • The farmers were not sufficiently educated on the use of modern farm machinery and irrigation agriculture, which were also inadequately provided. • Boreholes drilled to provide water were out of use for lack of maintenance–see appendixD-viii.Borehole water tastes salty(see appendix D-ix).
3	UBRBRDA Waya	• Land clearing and • Irrigation agriculture • Provision of portable water	• Administrative head quarter ofUBRBRDA littered with broken down and abandon plants- see appendix E-i& E-ii. • The UBRBRDA was at inception equipped which modern equipment for large-scale irrigation agriculture. However, most of the farm landscleared were left fallow- see

			appendix E-iii. • The project was functioning below capacity, even at the inception as farmers kept to their traditional methods of farming using primitive tools. • Very few boreholes were found functional- see appendix E-iv&E-V; while others were out of use - see appendix E-vi &E-vii.
4.	Dadin Kowa	• Land clearing and preparation • Irrigation agriculture • Provision of portable water	• Land cleared and prepared for farmers had been overgrown with trees, shrubs and weeds- see appendix E-viii. Few farmers found on the site used traditional farming tools. • The farmers lacked knowledge of modern irrigation agriculture. • Farmers' participation was limited due to poor sensitization and involvement. • The capital intensive natures of large-scale irrigation agriculture of RBRDAs project were too sophisticated and alien to accommodate the rural farmers. This complaint featured in almost all the project sites visited by the researcher. • Few boreholes were found functional - see appendix E-ix&x.However, others were out of use - see appendix E-xi.

Source: Field survey of LUBRBRDAs' projects,2014.

As seen on the above table (5.6), the project sites visited for observation were the Doma and Naka dams and irrigation project from the LBRBRDA; and Waya and Dadin Kowa dams and irrigation projects from the URBRDA. According to an informant at the LBRBRDA headquarter, the authority was not able to develop its host communities because most, it not all its machines were dilapidated and out of use (see App. Di, Dii) for a long time during the period

of the study. Efforts over the years to repair and put same (machines) in use did not yield positive results because of corruption and misappropriation of funds, an anonymous informant stated.

The story on conditions of farm machineries at the Naka and Doma dam projects were the same with that at the headquarters of LBRBRDA in Makurdi. Most of the machineries and farm implements in bad shapes were abandoned and rusted. These paralyzed agricultural activities in the two development zones of the authority (LBRBRDA) during the period under study. Consequently, few people were seen active in farm activities (see App D-iii).Farmland cleared and prepared were abandoned and overtaken by weeds/shrubs as seen on appendix D-iv. Similarly irrigation equipment (See App D-v) which would have aided in dry season farming were abandoned and rusted in the Doma farm project. Information gathered from fields officials of the authority (LBRBRDA) showed that monies were voted for movement of the pipes to the stores at the headquarters of the authority by successive administrations, yet they were not moved as such funds usually ends in people pockets.

The host communities of the LBRBRDA did not also benefit much in the provision of portable water as few boreholes were found functional (see appendix D-vi) during the period of study; while, others were out of use for lack of maintenance (see appendix D-vii). The insufficiency of boreholes results to scramble among people for portable water as seen on appendix D-vi. Responding on the purity and saline nature of water provided by LBRBRDA, an informant complained that water from the borehole is not good for drinking because it tastes salty (See Appendix D-vii). As a result, the community uses it only for washing and other related activities.

The administrative headquarters of UBRBRBA was also littered with broken and abandoned farm machineries and other related equipment as seen on exhibits E-i and E-ii. Responding to the question on why the machines were abandoned and left to rust, the informant said that money voted for repairs of the machines usually ends in private pockets, and consequently they (machines) are not properly repaired for use of the authority. The inability of the authority to put its machine in proper conditions for use led to abandonment of its farm sites to fallows as seen on appendix E-iii.

The UBRBRDA drilled boreholes in few locations to provide water (see appendix E-v, E-ix and E-x), many of which were out of use (see appendix E-vii & E-xi), for lack of maintenance. As a result of inadequacy of boreholes, commuters remain on ques for a long time before they are able to get water. In some of the communities visited in the catchment areas of UBRBRDA, people complained that borehole water taste salty, unpleasant and unfit for human consumption.

The foregoing report above indicates that the LUBRBRDAs did not achieve much in the development of their host communities. This is because, most of the project sites visited displayed grounded equipment, abandoned irrigation facilities and dilapidated residential quarters. In fact, most of the farm sites visited have substantially been overtaken by shrubs/weeds and tress. Other common experiences shared by the project sites visited were:

a. The rural famers who still patronize RBRDAs farm sites kept to their traditional methods of farming-using hoes and cutlasses.

b. The rural farmers' participation in irrigation agriculture of the RBRDAs was limited due to lack of funds, inaccessibility to credit facilities and the top-down approach to rural development by the authority.

c. The RBRDA projects were alien and capital intensive to accommodate peasant farmers in the host communities of LUBRBRDAs.

d. Few, out of the available boreholes seen in the host communities of LUBRBRDAswere functional.

e The RBRBDA programmes led to dislocation of peasant farmers from their settlements and farmlands to make way for dam construction and irrigation land. This had caused the rural people a lot of hardship.

The above observations corroborated the information gathered through oral interview in that the four project sites of the authorities had performed poorly and by indication made no appreciable impact on lives of the rural people. However, the UBRBRDA as seen on the comparative analyses below performed fairly better than the LBRBRDA during the period of study.

5.8 Comparison of the Performances between the Lower Benue River Basin Authority and Upper Benue River Basin Authority.

The study compared performances of the authorities under study in areas of land clearing, preparation and allocation, irrigation activities and provision of portable water.

5.8.1 Land Clearing, Preparation and Allocation

The LBRBRDA, as earlier mentioned, maintained 19 farm projects spread across its catchments states during the period of study. Out of these farm projects, four were dam –based and 15 were located in the River Benue Basin and its tributaries as shown on table 4.3 of the research work. During the period under study, the authority cleared prepared and allocated 2000 hectares of farm land to farmers in the Doma (dam) farm project, and 500 hectares to the rural farmers in the Naka(dam) farm project.

However, the UBRBRDA maintained 16 farm projects (see table 4.9) in its catchments states during the period of study. Out of these farm projects, 10 were dam-based and six were located in rivers and streams within the rural communities of the authority. At the Dadin Kowa dam project, 2200 hectares of farm land were cleared, prepared and allocated to the rural

farmers during the period; and 360 hectares of land were cleared, prepared and allocated to rural farmers at the Waya Dam.

The above information on land clearing, preparation and allocation to the rural people showed that LBRBRDA had more farm projects during the period. However, the UBRBRDA cleared, prepared and allocated more farm plots to rural farmers during the period of study. The summary of farmland holdings (see table 4.4, 4.5 and table 4.10, 4.11) of the LBRBRDA and UBRBRDA respectively, however showed that the LBRBRDA had an edge over the UBRBRDA.

5.8.2 Irrigation Agriculture

The authorities under study had also partaken in irrigation agriculture during the period of study. At the LBRBRDA, 1,600 hectares, out of the 2,000 hectares cleared, prepared and allocated to rural farmers at the Doma farm project were provided with underground pipes and installed with irrigation pumps for agriculture downstream of the Doma dam. Sprinkler equipment were also provided for irrigation up to 250 hectares of land to cultivate different kinds of crops during the period. At the Naka dam, 50 hectares of farmland were cultivated through rain fed and surface irrigation by gravity. The irrigation activities in the zone (LBRBRDA) were facilitated by medium size capacity dam of 37.5 Million Cubic Metres (MCM) constructed and in use at Doma Local Government Area of the present Nassarawa State, and 2.5 MCM capacity dam constructed and in use at Naka (Gwer-West LGA) in Benue State.

However, at the UBRBRDA, 1,500 hectares, out of the 2,200 hectares of cleared and prepared farmland were installed with irrigation pumps, and sprinkler equipments provided for irrigation up to 230 hectares of land to cultivate different types of crops. At the Waya dam, the use of tube wells and surface irrigation by gravity facilitated the cropping of 245 hectares of farmland by rural farmers and field staff of the authority. Information on crop production by the

authorities through irrigation are as shown on table 4.6 and 4.7(of LBRBRDA) and 4.12 and 4.13 (of UBRBRDA).

The above information portrayed that the UBRBRDA had fared better than LBRBRDA, at least in terms of capacity of irrigated farmlands, using sprinkler equipment and surface irrigation by gravity. Also, the sizes of the earth dams showed that UBRBRDA had larger earth dams than the LBRBRDA.

5.8.3 Provision of Portable Water

The LUBRBRDAs, as part of their mandates, provided portable water to its host communities during the period under study. The information available during field survey showed that LBRBRDA was able to provide 21 boreholes within and around Benue and the Nassarawa States for the supply of portable water. However, the UBRBRDA sunk 26 boreholes within Bauchi and Gombe States for the supply of portable water for the rural people during period of study. This also showed that UBRBRDA performed better than the LBRBRDA. The tests of the stated hypotheses in the work have also shown that performances of UBRBRDA were statistically higher than that of LBRBRDA.

Available data on the performances of the LUBRBRDAs in chapter four of the study agreed with the result that UBRBRDA had performed more than the LBRBRDA during the period of study. The reasons for this, as gathered during interview with the respondents and personal observations of the researcher are: LBRBRDA as seen on table 4.2 is underfunded compared with the UBRBRDA.To crown it all,catchment states of the LBRBRDA, according to information gathered during field survey, usually have enough rainfall for farming during the rainy season. As a result, people within the area usually feel that dry season is meant for rest and preparation of farm sites for forth-coming rainy season. These reasons explain why dry season, the usual period

of irrigation activities by RBRDAs were unenthusiastically attended to and hence leading to low performance of the LBRBRDA compared with the UBRBRDA.

5.9 Summary of Findings

The host communities of LUBRBRDAs had indices of rural development in their domains before the authorities were established. However, as discovered during the course of study, after the intervention of the authorities, more infrastructures were provided for the rural dwellers during the period under study. They (authorities) cleared, prepared and allocated farm plots to the rural dwellers, constructed dams for irrigation agriculture and also provided portable water through bore holes for the betterment of rural lives.

Lack of qualified manpower stunted efforts of LUBRBRDAs in developing their host communities. The information gathered from official documents of the authorities under study shows that trained personnel such as climatologists, hydrologists, soil scientists, etc. were lacking in the services of the authorities during the period under study.

Activities of LUBRBRDAs impacted low on the rural development of their host communities. The factors responsible for the low performance of the RBRDA have already been discussed in the work.

The functions of RBRDA are relevant and appropriate to needs of the rural people. However, the execution of functions by the authorities in their respective catchment states resulted to unintended consequences which further underdeveloped same (rural areas). As gathered during interview and field observation, the large-scale irrigation projects was alien; it came from another economy and was disrupting the simple rural economy to turn same into a market economy for its machines, fertilizer, herbicides and insecticides, among others.

The host communities of LUBRBRDAs also complained bitterly that the authorities destroyed their ecosystem; indiscriminately uprooted their plants and deforested their domains.

These resulted to siltation, damage to land, and the land tenure system and a host of other associated problems. As gathered, this resulted to resentment of the activities of the authorities in some quarters.

Inadequate and untimely release of funds by the government to LUBRBRDAsnegatively affected the execution of their functions during the period of the study. In fact, inadequate funding of rural development projects of the authorities stalemated their success as most of the projects were left uncompleted as a result of dwindling revenue accruing to the government, withdrawal of subsidy on irrigation as a result of commercialization policy, and diversion of government funds to other functions that were not related to the mandate of RBRDAs. It was also gathered that, non-availability of funds to the rural farmers to fully and actively participate in the modern farming techniques of irrigation that is capital intensive stalemated the success of RBRDAs.

The rural people (i.e. peasant farmers, petty traders, palm wine tappers, the local carpenter, the blacksmith, the fishermen etc) in most of the communities studied had no access to portable water (boreholes) supply and were also underemployed in the agricultural sector due to lack of facilities (farm machineries, pesticides, herbicides, irrigation facilities, improved seedlings etc). Most of them could not afford the cost of mechanized agricultural which led to their low yield before and after the intervention of the authorities (LUBRBRDAs). Consequently, these had far reaching effect on the rural development abilities of the LUBRBRDAs.

It is also discernable from the evidence during oral interview that large-scale irrigation agriculture through large-scale dams had not ameliorated rural development problems of the host communities of the LUBRBRDAs. On the contrary, projects benefited large scale farmers more than the peasantry because the rich farmers possessed the means to avail themselves of the services and facilities offered by the authorities' projects. The unintended effects of the large-scale dams (through siltation and enclavement) had also made the local farmers in the

catchment states of the authorities poorer than they were before the introduction of the RBRDAs schemes. This explains why the World Bank was quite critical of the large-scale irrigation projects of the RBRDAs scheme because the practice, according to the Bank, undermined the objective of promoting economic and social equality within the rural economy since vast majority of the peasant farmers could not benefit substantially from the projects.

Corruption and mismanagement of resources had also played significant role in the poor performance of the LUBRBRDAs. This had manifested in the appointments of staff of the authorities, mismanagement of machines and funds as well as the dubious interests of the officials of the authorities on contracts for feasibility studies, construction, and equipment supplies, among others, and hence impacting negatively on the performances of LUBRBRDAs.

Inadequate consultation and involvement of the beneficiaries of the rural development programmes in the host communities of the authorities was also discovered to have down-played the abilities of the authorities in rural development. Most of the projects/programmes of the RBRDAs were conceived without input from the benefiting communities, and also implemented behind them thereby leaving a lots of questions unanswered. Thus, the World Bank President, Namara (1973) opined that development will be of no help to the rural poor if it is designed by those who have no knowledge of their problems and operated by those who have no interest in their future.

Policy inconsistency and poor governance occasioned by proliferation of RBRDAs in the country and the merging of same from one government to the other as well as the rationalization of the functions of the authorities due to privatization and commercialization policies affected the performance of the authorities under study.

CHAPTER SIX

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction

The chapter summarized major findings of the study and recommended appropriate measures for repositioning the RBRDAs (LUBRBRDAs) as institutional framework for rural development in Nigeria.

6.2 Summary

The cardinal aim of the LUBRBRDAs, just like other RBRDAs in the nation as agent of rural development has been informed by the need to make rural dwellers maximize positive impact of the scheme, considering its potentials for improved agricultural productivity and infrastructural development. This became imperative against the paradox that in spite of the enormous human and material resources available in the host communities of the authorities under study, most of the rural dwellers in the areas lived in underdeveloped conditions with little or no access to agricultural and rural facilities.

Rural development, as earlier noted in the study, has been an issue of concern in the nation. Thus, Nigerian governments had as in some other aspects of national development, experimented with one form of rural development programme or the other with the intent to devise a more suitable institutional structure to develop the rural areas. However, despite the numerous rural development strategies evolved over the years in the nation, none appeared to have developed the rural areas in the nation.

The inability of rural development programmes/projects earlier established to develop rural areas led to the establishment of RBDAs in the 1970s to develop rural Nigeria. Unfortunate enough, the study revealed that the LUBRBRDAs have also not developed their host communities because of non-involvement of the rural dwellers in the planning and execution of projects of the authorities.

Other factors responsible for poor performance of the LUBRBRDAs, as gathered, were identified and discussed as shortage of trained manpower, corruption and embezzlement, and

inadequate funding/lack of access to financial services by the rural farmers etc. Agricultural credit and financing has been identified to be very crucial to the development of agriculture considering the high cost of insecticides, pesticides and other inputs, so that large area of arable land can be put into cultivation.

The study opines that River Besin development Authorities, as agents of rural development, need to be restructured to focus on small-scale irrigation projects, which could create accessibility for the peasant farmers into the agricultural revolution of the LUBRBRDAs.

6.3 Conclusions

The general perception people have had on RBRDAs is that the authorities have under-performed in their mandate of developing the rural areas. To buttress this point, the study generated empirical data through field survey which proved that the LUBRBRDAs have not developed their rural communities during the period under study.

The study upheld the need to restructure RBRDAs to focus on small-scale irrigation projects, which would create accessibility for the peasant farmers to participate actively in crops production. It is therefore, hoped that if the recommendations of the study are faithfully implemented, rural development will not elude the host communities of the LUBRBRDAs.

The LUBRBRDAs, just like the other authorities have high potentials to stimulate improved agricultural productivity and provide development at the local levels. Therefore, if these authorities are properly repositioned and properly managed, the vicious cycle of rural underdevelopment in the host communities of the LUBRBRDAs, and the nation at large will be a thing of the past.

Rural development institutions of government in Nigeria should be seen as integral part of authorities responsible for the realization of good governance and provision of basic social

amenities to cushion vulnerability of citizens to external and mostly uncontrollable events such as economic stocks, natural disasters etc.

Most government activities are rural development based. For instance, each ministry (state or federal) has elements of rural development embedded in their programmes/projects. Therefore, if these government ministries are empowered and are well monitored, there may not have been any need to establish any special authority for rural development.

To be able to achieve the objective of reducing rural underdevelopment in the host communities of the authorities under study, or the nation at large, the strategies formulated and directed towards rural development should be holistic in nature. This is because rural development cannot be effectively addressed in isolation of social norms, values and customary practices across states or regions. The practice where land is taken from the rural dwellers for projects without due consultation is unethical and contrariwise social norms and values. This explains why most of the rural dwellers, as gathered during the study, had no interest in the rural development strides of the authorities in their domain.

6.4 Recommendations

In line with the findings of the study, it is pertinent to offer suggestions that if implemented, would go a long way in improving the performance of the LUBRBRDAs in the rural development of their host communities.

First and foremost, the RBRDAs as agents of rural development should be restructured to focus on small-scale irrigation projects to create accessibility for the peasant farmers into the agricultural revolution expected of the RBRDAs. Where this, the great potentials in the rural areas will be tapped, and sustainable development of the host communities of the authorities under study would be achieved. The small-scale irrigation system, according to Odo (2010)

would provide adequate and satisfactory solution for socio-economic challenges of the rural areas, based on the following conditions:

i. The small-scale irrigation system of about 10 - 40 hectares would attract low development costs, use of inputs, and generate employment. They are therefore, likely to be more attractive to the rural farmers.

ii. Most RBRDAs large-scale irrigation projects were inefficient both technologically and economically with many undesirable environmental, social and economic consequences. The scheme, according to the above author was a technical failure because of engineering inadequacies and unsuitability of technologies for the local ecologies.

iii. The small-scale irrigation system has high potentials for creating employment for the unemployed youths, which would curtail the tide of rural-urban migration.

iv. The implementation of the small-scale irrigation system would bring about an enduring rural development process in Nigeria. More so, it is in tune with the thinking in the government cycle towards the promotion of micro, small and medium scale enterprises (MSME) as a national development strategy.

v. The small-scale irrigation system emphasis on production is labour-intensive. Small-scale agriculture will therefore, absorb the surplus rural labour force.

vi. Small-scale irrigation system has the advantage of greater presence among the low-income rural population in terms of income generation and scale of output, greater share of ownership by rural farmers, stemming rural urban migration, greater reliance on domestic capital and low intensity of managerial and technical skills.

Corruption and mismanagement of resources of the LUBRBDAs (or RBDAs at large) should be rooted out if the authorities will have to succeed in rural development of their rural communities. It (corruption) is the process by which people in positions of authority loot and milk their organizations and the society dry. This manifests in the embezzlement of public funds, forgery, misappropriation of funds, bribery and official threats, among others. These negative acts undermine development efforts as it drains resources, discourages investments, benefit the privileged and deprive the poor. To curb the social malady, anti-corruption authorities (Code of Conduct Bureau, Economic and Financial Crime Commission (EFCC), Public Complaint Commissions and Tribunals, among others should live above board by discharging their duties without fear or favour.

An internal audit department, accountable to the supervisory ministry should be created and made functional and efficient to detect corrupt practices in the management of the LUBRBRDAs. The services of reputable external audit firms should also be employed in addition to periodic, unscheduled and random checks by the supervisory ministry; and erring staff should be sanctioned appropriately. This measure, if applied would minimize incidences of corruption by officials of the LUBRBRDAs. Consequently, the authorities will be able to discharge their responsibility of developing the rural areas.

The River Basin Development Authorities should be staffed with required professionals and expertise that could make a more forceful contribution to the evolution of grassroots development of the rural areas. There should also be provision for training of staff to catch with new trends in agriculture and administration. This should be backed up with improved conditions of service, which would guarantee job satisfaction and the realization of competence. In fact, opportunities should exist, which would not only attract but also retain qualified personnel in the service of RBDAs.

The annual subventions to the RBDAs should be regular and adequate to enable the authorities to carry out functions. The late release of funds to the RBDAs, as gathered during field survey, made it difficult for land clearing and planting targets to be met. Measures should also be put in place to check late and irregular releases of funds to the River Basin Development Authorities by the relevant ministry(ies).

Apart from the above, the study opines that since infrastructural provisions by the River Basin and Rural Development Authorities under study are relevant to needs of the rural people, more of these should be provided by the government, donor authorities and philanthropists to enable the rural dwellers benefit from them. Ideally, there should be at least three projects in each of the local government areas (LGAs) in the catchment states of LUBRBRDAs, or the nation at large. The present number of the projects as earlier shown in the study is grossly inadequate. In fact, more rural development projects should be located in rural areas by the authority so as to bring the facilities closer to the rural people, as this would go a long way to develop the rural areas.

It is also pertinent to suggest that involving the rural people at the initiation, implementation and evaluation of rural development projects is preferable to imposing it on them. This is because participation enlists the cooperation of the community members, guarantees security and sustainability of such projects and as well ensures project completion on schedule. Therefore, the approach of the RBDAs to rural development where decisions on land acquisition and citing of projects, employment matters as well as cropping policies were taken in air conditioned offices in Abuja, or elsewhere, without much consideration of the target beneficiaries should be discarded; where not, project staffers will continue to be seen as invaders who had come to take away community lands. This situation of non-consultation/involvement is usually worsened by the lack of adequate compensation for land

and resettlement of people displaced. The RBDAs must therefore, identify with the people and share their hopes and aspirations.

Above all, there is need for visionary leaders who should be able to lead transformation in all spheres of life and to de-emphasis materialism, and be able to articulate values and misplaced priorities of RBDAs in rural development. The leadership should play prominent role in the rebirth, reformation and reconstruction of RBDAs through sound morality, code of conduct, discipline; find expression to the feeling of the people, secure compliance or obedience without the application of force and to live/lead by personal example.

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APPENDIX A

Interview Questions with LUBRBRDAs Staff and Focus Groups within the Project Communities

A-: Rural Farmers/Focus Groups within the LUBRBRDAs Project Communities

i. What do you think are the major development challenges of your community?

ii. Are you aware that the LUBRBRDAs have the mandate to develop rural communities in Nigeria, including yours?

iii. Have you ever participated in the LUBRBRDAs projects in your community?

iv. Were you involved at initiation and implementation of RBRDA programme? Why do you say so?

vi. What was the size of your farm before the intervention of RBRDAs?

vii. What was the size of your farm on RBDA farm project during the 1979-1988 farming seasons?

viii. Did the size of your farmland actually increased as a result of the intervention of the RBRDA?

ix. What was the quantity of your yearly harvest before the intervention RBRDA?

x. What was the quantity of your yearly harvest after the intervention RBRDA?

xi. Did your yearly harvest actually increased as the result of intervention of RBRDA?

xii. How many functional boreholes did you have in your community before the intervention of RBRDA?

xiii. How many functional boreholes did you have in your community after the intervention of RBRDA?

xiv. Did the number of boreholes increased as a result of intervention RBRDA?

xv. Did RBRDA projects impacted positively on your life during the 1979-1988 period? Why do you say so?

xvi. Did lack of trained manpower affected activities of RBRDA in rural development? If yes, how did it affect activities of authority in rural development? Why do you say so?

xvii. What do you think are the major challenges of the LUBRBRDAs in developing your rural community?

xviii. What is your advice for the success of LUBRBRDAs projects in your community?

xix. Are RBRDA projects functional in your community? Why do you say so?

xx. What are the current challenges of RBRDA?

B: LUBRBRDAs Staff

i. The RBDAs (LUBRBRDAs) were established to clear, prepare and allocate farmlands to farmers, provide portable water through boreholes and also to construct dams for irrigation agriculture. Would you say these objectives have been achieved by your organization in the years 1979 – 1988?What is responsible for your answer in this question?

ii. Did the rural people participated in RBRDA projects during the 1979-1978 cropping seasons?

iii. To what extent did members of the rural communities in the project areas of the LUBRBRDAs participated in the activities of the authorities?

iv. Did lack of trained manpoweraffect the performance of your organization? Why do you say so?

v. Did your organization involve rural people at the initiation and implementation of RBRDA programme? Why do you say so?

vi. What factors, in your opinion, do you think affected the implementation and performance of the LUBRBRDAs?

vii. Are some of your project (farm) still functional? Why do you say so?

viii. What are the current challenges of RBRDA?

ix. What is your suggestion towards ameliorating the problems affecting the LUBRBRDAs in service delivery to the rural people?

x. The large-scale irrigation method of the RBDAs is said to be too sophisticated and capital intensive to accommodate the rural farmers. In the face of these predicaments, would your organization consider adopting small-scale irrigation agriculture, which is less capital intensive, low technology and therefore, more attractive to the rural farmers in the host communities of the LUBRBRDAs?

N.B: Many other questions which evolved during the interview sessions with the respondents made the interactions lively, exciting and educating.