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Seven Years of IBB

Volume 5

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Rural Development

Edited by
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General Editor : Prof. Ade Adefuye

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FOREWORD

Seven years of IBB is to my mind a most commendable attempt to undertake a comprehensive and detailed assessment of the work and achievements of an incumbent head of state and government. The seven volume work with a picturesque compendium analyses virtually every initiative undertaken by the Babangida administration since coming to power in August 1985.

The contributors to the work have presented a well researched and analytical appreciation of the regime's bold effort at restructuring of the economy; its imaginative political initiatives designed to usher in lasting democracy and the administration's creative reorientation programmes intended to inculcate a new political culture conducive to the survival of democracy, and to the democratic way of life. They have also proffered suggestions on how to remedy the lapses they observed and identified.

The volumes cover Politics and the Transition, The Economy, Foreign Policy, Labour and Social Development, Arts and Culture, Education and Rural Development, and New Political Culture.

The editors have rightly observed that the Babangida Administration more than most embarked on a number of radical reforms in its seven years of existence. Each of the reforms embarked on by the Babangida administration, for example, the Structural Adjustment Programme, or the Transition Programme is major enough to occupy the full time of any administration. Yet the administration had made commendable efforts in realising the objectives of the reforms. The reforms became necessary as a result of the down- turn of the economy since the late seventies and due to the changing political landscape during that time. What must be remembered is that the political environment in the early 1960's soon after independence, was a period of consolidating Nigeria's independence politically and economically rather than indulging in any reform exercise at the time which would not have been acceptable. That is why, understandably, the first civilian political leadership was too preoccupied with maintaining a fragile political system to contemplate introducing anything radically different from what was bequeathed to it by

the colonial regime. Inevitably, the unstable condition brought about a political change early in the life of the nation through military intervention for the first time.

Successive governments, especially our government after the civil war, did try to embark on reforms aimed at building a more united and economically strong and less dependent Nigeria where our economy is controlled by our nationals. The Economic Development Plan, the series of projects we executed and reforms we introduced in the early 1970's for example, our immediate post-war initiative at reconciliation and reintegration, rehabilitation and reconstruction, the 3R's, the Universal Free Primary Education and the Economic Enterprises Indigenization Policy were all attempts to address some of the questions that the Babangida administration, to his credit, took up with so much courage and decisiveness than his predecessors. Other governments too did recognize the need for reforms and in fact pursued policies meant to realize the objectives of the reforms. Little, however, has been recorded about the contribution of these governments other than what government-sponsored publications have done.

It is in this regard that I find the initiative of the publishers of this very comprehensive study very encouraging. It is an acknowledgement of the great contribution made by a leader to the socio-economic and political development of our fatherland. I hope that similar studies will be undertaken on the tenure of our leaders so that our future leaders will be encouraged to strive to do their very best being conscious of the fact that history is recording them even as they are still on the saddle.

Seven Years of IBB is an essential reading for any understanding of where Nigeria is today and from the foundation laid, what we hope it will be in the 21st Century. My congratulations to the Authors / Editors for a comprehensive work well done.



(Gen. Dr. Chief P. Gowon)
The Rare Ajagunda of Ife

AWAITING THE VERDICT OF HISTORY

History is a product of continuous interaction between man and environment. Seven years is nothing much in the life of a nation particularly one with the size and complexity of Nigeria. But a seven year period during which fundamental assumptions were challenged and modified, when phenomenal changes were effected in Nigeria's social, economic and political scene, and during which issues hitherto reserved for the esoteric class, corporate bodies, and campus egg heads became subjected to public debate and reactions deserve to be carefully documented and rationally analysed. The 1985-92 period is one that will be a fascinating subject in Nigeria's history books. Historians and social scientists will find the sheer weight and volume of decisions taken, their immediate and lasting effect on the country's outlook, economy and body politic too attractive to ignore. Even before the Babangida regime signs off, the men who captained the ship of state the policies they enunciated, the manner of implementation, the intended and accidental consequences are already being studied.

There has so far been a tendency towards an approach that is essentially biographical; one that seeks to explain the actions of the regime in the light of the vision of the leader. In the **Prince of the Niger**; Chidi Amuta analysed the 1985-92 period from the background of the knowledge of General Babangida's biographical condition because according to Chidi it is by so doing that we may be able to appreciate the deeper roots of the decisions that he had to make and policies he had to pursue. The Orphan at fourteen who through dint of hard work and perseverance came to occupy for seven years the highest position in the country's political hierarchy knows the difference between poverty and wealth, ignorance and knowledge, opportunity and the lack of it. Babangida was said to have for a long time been deeply concerned with the problems of Nigeria out of a patriotic commitment and consulted widely even before coming to power with those who ought to know about the

multidimensional nature of Nigeria's socio-economic and political problems. These along with his personal experience must have influenced his attitude and policies. Events in the life of a nation are no doubt shaped by the perception of the leaders. These perceptions are in themselves influenced by personal experiences.

But it will be misleading to assume that the Babangida factor was the sole determinant of events in the 1985-92 period. Admittedly the regimented command structure of the armed forces compel instant obedience and does not leave much room for arguments and counter arguments particularly with superiors. But Babangida realised that the office of the Chief of Army Staff is not exactly like that of the President. In his maiden address Babangida denounced the Buhari-Idiagbon duo for disregarding the principle of discussion, consultation and cooperation. There was the Armed Forces Ruling Council, the Council of States, the Council of Ministers and the Presidential Advisory Council all of which were consultative bodies at different levels. Even though Babangida left no one in doubt as to who was in charge, the occasional change in aspects of policy formulation and implementation were clearly the result of inputs of individuals and groups to whose opinion Babangida deferred.

There were frequent changes in key personnel of government during the seven year period. But there were a few individuals such as Abacha, Aikhomu, Akilu, Chu Okongwu, Olikoye Kuti, Olagunju and to a lesser extent Jubril Aminu, Alhaji Alhaji, and Bola Ajibola who made inputs into policy formulation and who have clearly influenced events to some degree. Thus if a biographical approach were to be adopted to the study of the 1985-92 period, it will certainly not be complete without a biographical study at least of Vice President Aikhomu and General Sani Abacha. These two individuals will share with Babangida the praise and blame for the successes and failures of the regime.

But whatever judgement is pronounced must be against the background of the circumstances in which Babangida and his team found Nigeria. It is the environment and circumstances that make the man

and the government. It needed a defeated Germany suffering from the implementation of the Versailles treaty to produce a Hitler. Without a regimented and classless society which existed in the Soviet Union, there would not have been any need for Gorbachev to bring about *Glasnost* or *Perestroika*. The Babangida era would not have had a "raison d'être" had the massive corruption and prostitution of democratic values of the Shagari era not been succeeded by the authoritarianism and lack of proper economic focus of Buhari.

The seven books on seven years of IBB seek to record and analyse the interaction between men, ideas, circumstances and environment in the effort to make Nigeria a better place. The approach here is factual and analytical. It is an attempt to document and interpret actions taken by individuals who believed that the objectives suitable to be pursued in the Nigeria of August 1985 are those economic reconstruction, social justice and self reliance. The emphasis on the Nigerian situation before Babangida is one of the central issues being stressed by the editors and contributors of this series. We believe that any attempt to interpret and analyse contemporary situations should begin with an insight into the past. The present is a product of the past. Any balanced analysis of the Babangida era must take cognisance of the Nigerian situation before August, 1985. We need to know where we are coming from in order to appreciate where we are. Some of the critics of Babangida regime conveniently ignore the fact that by August 1985, a combination of the fall in world oil prices, inadequate policies of the past, and rising debt obligation produced a difficult economic situation which adversely affected both external and fiscal balance, they demonstrate a lack of awareness of the fundamental flaw in the structure of the economy which although made worse by the corruption and incompetence of the 1979-83 era needed much more than the "tough-guy posture of Buhari-Idiagbon". The situation called for a fundamental restructuring of the one legged economy operating within the parameters designed by the Breton Woods institutions as a result of which by 1985 44% of the revenue had to be spent on debt servicing.

The Structural Adjustment Programme was adopted by the regime following public rejection of the proposed IMF loan. The programme

was aimed at solving Nigeria's economic problem at its roots. The administration was of course aware that the positive results of SAP might be long in coming while the immediate effect would bring pains to the populace thus making the government somehow unpopular. But the regime realised that it was necessary to plan for Nigeria's long term future beyond the usual four to five year term after which the "buck is passed on". The situation called for courage to take on the established class who benefitted from the existing flaws in the economic structure e.g. import license and even some elements of the lower and middle class who had been accustomed to the usual 'government by patronage and subvention'.

Babangida's worst critics will find it difficult to accuse him of lack of courage to take decisions "Posterity will forgive us for taking wring decisions but will not forgive us if we fail to take decisions". SAP had not been very popular with the populace. The regime however sees it as central to our national economic and political recovery on the long run. It was prepared to be unpopular in order to bequeath an enduring foundation to the future generation of Nigerians.

The manner of implementation of certain aspects of SAP has been a source of concern. Some of the unavoidable extra budgetary expenses have tended to limit the gains of the programme. The long term nature of the measures taken are such that the positive effects cannot be that much visible as of now. But it will be hard to deny the fact that there is already evidence of a radical change in our consumption habits, an inculcation of maintenance culture, an acceptance of the idea of self employment, an increase in food production, the increase in local sourcing of raw materials, and of fundamental reorientation in the psyche of the Nigerian citizenry.

The domestic and international environment during the end of 80's was such that the only realistic approach to the problems of Nigeria was the adoption of SAP. The state of the Nigerian economy in 1985 was similar to those of many African and third world countries. Between 1985, Africa's economic performance recorded an average annual growth rate of GDP of only 0.4 percent capital income which was already low at the end of the 1970 had steadily declined by about

2,6%. Social services and welfare especially education, public health and sanitation rapidly deteriorated. This is why by 1988 about 30 Africa countries had to adopt structural Adjustment Programmes with the support of the IMF and the World Bank. Moreover the mid 80's coincided with the global resurgence of conservative economic and political philosophy and the final act of communism; a period dominated by Margaret Thatcher and Ronald Reagan. The slogan then was and still is less government in business. What this means is privatisation of many government economic establishments which as has been rightly argued, are best left to the business class. If the former Soviet Union can now be talking of practising a free market economy, the Babangida regime must have right in refusing to get involved with unsequential commercial ventures. It was correct to see its role as that of maintaining law and order and thereby create an enabling environment that would protect investment and encourage productive planning on a sustained basis.

One of the unavoidable consequences of SAP is the economic strain it brought on the middle and lower classes who had to pay higher rates and utility prices arising first from the liberalisation of foreign exchange which devalued the Naira, and secondly the commercialisation of some public parastatals. The government realised the human dimension and the need not to marginalize the greater majority of the population. Babangida was aware that weaker segments of our populace could perish under the yoke of the emergence of a free market regime hence the various ameliorative policies and programmes that they pursued. The President promised that deliberate efforts will be made to ensure that those reform measures that have been put in place to cushion the difficulties at both the urban and rural communities are fully implemented. It was this concern for the welfare of the masses that brought about the establishment of programmes such as the Directorate of Foods, Roads, and Rural Infrastructures DFFRI, People's Bank, Community Bank, National Directorate of Employment and Better Life. Details of the manner of operation and effects of these establishments which have now become established aspects of our national life will be found in the volumes of this project. They constitute what can be described as the "Human Face of SAP" and to a considerable extent

an unconscious implementation of African alternative framework to structural adjustment programmes for socio-economic recovery and transformation as advocated by the United Nations Economic Commission for Africa ECA.

The manner and style of Foreign policy implementation is one area in which the Babangida regime distinguished itself from its predecessors. While still retaining the essentially Afrocentric focus there has been a clear emphasis on the need to relate foreign policy to the domestic economic situation. The adoption of Economic diplomacy as the policy thrust meant that issues related to trade and investment came into sharp focus. While still placing emphasis on block unity, efforts were made to strengthen economic links with Africa and the diaspora. The volume on foreign policy will show that foreign policy is one area in which it will be extremely difficult to contest Babangida's claim to success. His performance and achievement as ECOWAS and OAU Chairman, and elections into the top positions at both the Commonwealth and United Nations are among the visible proofs. The technical aid corp programme (TAC) Introduced by the regime has brought so much goodwill to Nigeria in the receiving countries. There is virtually no programme that has ever positively projected Nigeria among the ordinary people in foreign countries. The positive contribution of TAC to the economic and social life of the receiving countries has reinforced Nigeria's image as the mecca for all black people and a country which means for all the black people what Israel means to the Jews.

The elaborate political transition programme is predicated on the belief that the Nigerian situation as at August 1985 was directly attributable accountability. Democracy as practised by absence of politicians of the first and second republics could not be described as the government the people, for the people. The administration pledged itself to the establishment of a new political order in which not only the letter but also the spirit of the constitution would be adhered to. There was the realisation that for the dreams of SAP to be realised, a stable political order was a necessity, "Our strategy" said General Babangida "has been to pursue a co-ordinated and multi pronged approach to our developmental problems. Our

economic problems also have their political under currents. You cannot solve one without the other"

In seeking to create the new political order, there was a clear obsession with getting the system rooted with the majority of Nigerians. Right from the establishment of the political bureau to the inauguration of the constituent assembly, the creation of new local governments and the elections held into the local governments, state and national assemblies, there was this apparent preference for power to be seen to be derived from the people. It was in reaction to the often repeated allegation that the essence of people's power was often lost in the irregularities that feature in the manner in which electoral votes were cast and counted, that the regime opted for the controversial open ballot system. It was also the desire, to ensure that there is no return to the ethnic politics of the past that the regime decreed the formation of two grass root based political parties after dissolving the 13 political associations formed because they were mere recreations of the first and second republics. With the two parties controlling an almost equal number of states and with neither of both parties having a two thirds majority at the national assembly. it is reasonable to expect that the politics of the third republic will be one of consensus and compromise since no side would be able to go it alone.

It is tempting to regard a publication of 7 years of IBB by the DAILY Times as a mere government propaganda. Such an attitude is understandable given the fact of the government's control of majority shares in the company. The editors and contributors of the present volume are aware of the fact that the sheer weight and volume of activities that took place within the past seven years are such that would normally attract observation and comments particularly after the regime might have handed over. This is not an attempt to whitewash the Babangida era.

What we have tried to do has been to present the facts and analyse them as rationally as possible. We believe that whatever criticisms one may have against the regime will have more to do with implementation than the formulation of policies.

It will be difficult to fault the objectives of SAP. It was the only rational option considering the state of Nigeria's economy in 1985. The fact that 30 African and third world countries are implementing structural adjustment policies attest to the inevitability of the programme given our circumstance. The human face of SAP were the ameliorative programmes such as DFFRI, Better Life, NDE, People's Bank, Community Bank. Like all other aspects of SAP the manner of operation of some of these projects could have been better if not for the inconsiderate ambition and greed on the part of some Nigerians. The reckless manner in which loans were dispensed at the People's Bank, the unsubstantiated claims of DFFRI, the general attitude that government money is there for the taking limited the success of the implementation of some of these otherwise well-conceived programmes.

The chapter on DFFRI, while emphasising the revolutionary nature of the concept in articulating a national programme of rural transformation acknowledged the fact that actual implementation of the programmes had been flawed on several fronts and plagued by several implementation failure. But this, does not rule out the fact that DFFRI, established 25,000 ton storage facilities in selected urban locations, facilitated the procurement and distribution of fertilisers, constructed hundreds of thousand of feeder roads, and executed water supply projects. Despite its shortcomings DFFRI brought some of the good things of life to some elements of the rural community. The same goes for the much criticised Better Lifer for Rural Women Programme. The proposal to get it incorporated within the ambit of the National Commission for Women has the potential of depersonalising the programme and detaching it from the families of state and national political leaders. Whatever might be its shortcomings, the programme has launched 7,635 cooperatives, 997 cottage industries, 1,751 new farms and gardens, 1187 new shops and markets, 419 women's centres and 163 social welfare programmes. Perhaps of more importance is its success in arousing the social and political consciousness of Nigeria's womenfolk. The award of the prize for the sustainable end of hunger to the first lady in August, 1991 accorded the programme the international recogni-

tion and justification that it deserves.

It is obvious that the downturn in the economy which is a world wide phenomenon has resulted in the decline of the quality of social services e.g health and education. Teaching hospitals despite some of them having been designated centres of excellence lack necessary equipments. Some Nigerians have since been in the habit of going abroad to receive medical treatment, Critics of the Babangida administration are inclined to emphasis only this aspect of health sector but will carefully ignore or refuse to mention the fact that the government has been quite successful in its primary health care programme which emphasises the provision of essential medical and health facilities to the community. The primary health care programme deals with diseases and ailments that afflict the majority of Nigerians who live in the rural communities. The teaching hospitals deal mainly with the diseases of the affluence. One is not attempting to justify or rationalise the decline in the quality of health care. What is being said is that the government had tired to focus more on the requirements on the wider populace within the limits of resources available.

The chapter on education makes it clear that the sector took some beating during the Babangida era. But as the editors and contributions of these volumes have pointed out, some the problems which the regime faced and which tended to ignrite negative feelings were inherited. The politicisation of university education by which every State Governor wanted to be Visitor started during Shagari era. The Babangida regime regrettably did not arrest the trend. Even State governments that have Federal Universities located in their territories did not feel satisfied until they had their own. Then there came universities of technology and agriculture despite the existence of faculties of engineering and agriculture in the existing ones. Meanwhile the decline in the value of the Naira coupled with the army of competing demands made it difficult for the government to meet its obligation to the universities with regards to funding. Nigeria's best brains left their natural habitat (campuses) either for the private sector or "checked out" to other countries.

With the proliferation of merchant banks and the ease with which less educated Nigerians made money, the value and virtues in reading took a drive. It took a spirited and most constructive industrial action by Dr. Jegale Academic Staff Union of Universities to get the government agree to improve conditions of service of teachers and fund universities adequately.

The important thing is that by agreeing eventually to ASUU demands, the Babangida regime has laid a foundation for the survival of the country's university system. The drift from the country's universities to the other sectors is beginning to cease. As the opportunities for easy money begins to decline, the educated man is likely to get the appreciation that he deserves from the society. It may take some time before the impact of the agreement reached between ASUU and government is felt. This may perhaps be one of the positive effects of the Babangida administration that will take some time to manifest itself on the society.

The Babangida regime had its shortcomings. The situation in the mid 80's till now is such that no regime could do without. In confronting the situations that it met the regime exercised sound judgement particularly in the selection of personnel to face the challenges. With Olikoye Kuti in Health, Jubril Aminu in Education, Ajibola at the Justice Ministry, Kalu Idika Kalu in Finance, Babangida picked those who on paper seemed most qualified for the job. This is not to say that this attitude permeated every section of the public service. But with ministerial appointments Babangida seemed to have been a stickler for quality. As a systemsman, he left most of the implementation to his ministers who on some occasions even initiated policies. Some of the confusions that occurred in some national sectors such as the changing of school calendar, implementation of second tier and fuel distribution are more attributable to the ministers even though as President Babangida takes all the praises and blame.

It has not been an easy seven year period. The problems inherited were formidable. But equally formidable were the determination and resolve not only to overcome the problems but also to lay the

foundation for a greater tomorrow. The editors and contributors have attempted to present the problems and analyse efforts made to confront them. Whatever may be one's individual attitude to the personalities, it will be necessary to remember the magnitude of the problems which were largely inherited before one can be in a position to estimate the success of the efforts made to combat them. There is also the fact that because the regime chose to act with an eye for the distant future and plan for generations yet unborn, the effects of some of the measures it took are not yet discernible. The regime like all others before it will have to wait for the judgement of history.

Prof Ade Adefuye
Nigerian High Commission
London . 1993.

PREFACE AND ACKNOWLEDGEMENT

It was ambitious in conception. Seven Books on Seven Years of President Ibrahim Badamasi Babangida, each having seven chapters, looked like an impossible order, especially when then Managing Director Chief Tola Adeniyi also directed that it be completed within four months.

The idea of the books had occurred to Chief Adeniyi, in London, early in 1992. Before he returned from that trip, his first as "Sole Administrator" of the Daily Times of Nigeria PLC, he had discussed the idea extensively with Professor Ade Adefuye, Deputy Nigerian High Commissioner to the United Kingdom. Extensive notes had been made, suggesting book subjects and chapters, as well as book editors and chapter writers. Professor Adefuye was, naturally appointed General Editor of the series. The first announcement of the project was made in the *Sunday Times* on March 1992.

I became involved in the project, when Chief Adeniyi, in a memo, asked me to take charge of the project. After discussions with our then Books Editor, Mr. Paul Akegwure, it was agreed that we needed to mobilise more fully the considerable intellectual power that resides in our Editorial Department, if the task was to be accomplished. A committee that included the Editor, *Daily Times* and most members of the Editorial Board, as well as the Books Editor and the Editor Times Home Studies, was set-up.

Then followed, in consultation with the General Editor, a somewhat drastic revision of book chapters, to cover more areas of the Babangida Revolution, and of Editors and writers on the basis of interest and ability to deliver. Then commissioning and re-commissioning, when some who had accepted failed to deliver. The Managing Director's fascination with the figure 7 was to prove somewhat problematic. But the committee persisted, cajoling contributors and Editors to submit copies, and looking for, and persuading new contributors, on the many occasions we had cause to re-commission chapters.

Co-ordinating this project has been a most educative experience for me. For that, I want to thank Chief Tola Adeniyi, Chairman/Chief Executive of Daily Times of Nigeria PLC for the opportunity. I should also thank our General Editor, Professor Adefuye for his keen interest and advice at every stage of the project. My thanks too to our contrib-

utors, and especially our Editors who had to attend several meetings in Lagos in the process of producing this series. His Excellency General Yakubu Gowon, at our request, wrote the Foreword. I thank him.

But perhaps this project might have been as impossible as it looked at the beginning without the exemplary commitment of members of the committee. Their enthusiasm was touching. So I must thank specially: Gbenga Odusanya and Dayo Alao who oversaw the production of the books; G. G. Darah, Omar F. Ibrahim, Ayo Olukotun, who wrote, edited and constantly revised theirs, and other contributors' copies; Tunji Okegbola, our brilliant and indefatigable Librarian who not only compiled the compendium, but also the indexes of all the books; Mallam Kabir for the cover design, staff of the Times Books & Periodicals Department, for industry and the numerous other colleagues who offered advice, suggestions and sometimes, sympathy.

For all of us who have participated in this project, this has been, I believe, a worthwhile experience. Believing that a good deal of the truly revolutionary programmes of the Babangida administration were either misunderstood or under-appreciated, we had set out to record and analyse the achievements of this period, in an attempt to place them in their proper perspective. It is perhaps indicative of the enthusiasm which developed, that we ended up with eight Books — The Seven Books, plus a Compendium.

It should, however, be stressed here that this is not a government information project. Although government officials, like many other citizens, knew about what we were doing, no government official asked for, or read any part of the series before they were published. Fully conscious that the debate about Babangida's place in history will rage for many years after the man has gone, we made efforts to invite contributors to write on subjects about which they are knowledgeable. What the contributors and the Editors have written represent, I believe, their observations and objective assessment of a period in Nigerian history, about which no patriot can be indifferent. This is our contribution to the prospective debate. I am assured by the General Editor, that Editors and contributors are prepared to bear sole responsibility for all errors of fact and judgement in this publication.

Onyema Ugochukwu,

Chairman,

Co-ordinating Committee.

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Introduction

INTRODUCTION

Rural development is a multi - dimensional process. Problems of rural areas are equally multi - faceted. Even though attempts at solving these problems must of necessity take multivarious approaches these need not appear as the blind men s anxiety to know what the elephant was like - they must be co - ordinative.

After remaining in the forest with a dimly lit touch light for over thirty years, the Nigerian nation under the Ibrahim Babangida Administration took a hard look at the rural areas and started to put in place programmes aimed at addressing neglected rural majority.

This book examines these programmes - their objectives, strategies, achievements and what should be done in future.

In Chapter One Retired AVM Larry Koiyan discusses the establishment, goals and objectives as well as the organisation and achievements of DFRRI. The chapter sees the DFRRI approach to rural development as a major means of addressing the deficiency in previous rural development policies. The author takes time to analyse the concept of "DFRRIisation", and using data from the field, elaborates on what DFRRI has achieved since 1987. The kernel of the chapter is that DFRRI is the most significant departure from the past and the most conscious plan by any government in Nigeria to promote rural development, in terms of focus and targets.

In Chapter Two Dr (Mrs) Toyin Phillips discusses the Better Life Programme for Rural Women. According to her, until the programme was established the Nigerian Women were largely underprivileged, neglected and denied their rightful place in the scheme of things. In particular, she notes that, the various socio - cultural obstacles in the development of women - denial of access to land, institutionalised credit facilities and some times education had been on the increase until the programme was established.

The Better Life Programme introduced in 1987 by Nigeria's first Lady, Dr(Mrs) Maryam Babangida was targeted at addressing the

problems encountered by women in development. The main objective included conscientization of women towards self consciousness, stimulation, motivation, education and mobilization of the Nigerian women for greater socio - economic achievement.

According to the author, the Better Life Programme has greatly facilitated the integration of women in development. It has permeated different aspects of the socio - economic life of rural dwellers during the last five years. In enunciating this assertion the author meticulously analyses the impacts of the Better Life Programme in the areas of health, education, agriculture, industrialization, trade and social welfare, and recreation. The paper notes the facilitating role played in these achievements by MAMSER, DFRRI, NDE and the People's Bank of Nigeria.

Unlike the situation typical of Nigeria, only very few difficulties and problems attend the BLP, according to the author. This has encouraged her to chart the future direction for the programme and to conclude that the Better Life is a remarkable different approach to rural development - a programme which has not only fixed old windows, but also open new doors without breaking a neck or a back.

In chapter Three, Mrs. Maria Sokenu discusses the problem of rural poverty and how the IBB administration has addressed this through the establishment of the People's Bank of Nigeria.

The paper assert that 75% of Nigerians are poor (even though poverty is not defined). It goes on to analyse the potentials and qualities of the poor Nigerians which have been lying waste over the years. Even though there has been 746 rural branches of conventional commercial banks by 1990, access to these banks by the poor was very limited.

The People's Bank for the poor was set up to provide credit facilities to the bottom poor with no collateral securities. It is a non - traditional banking system for those who are not covered by the existing orthodox banking system.

Tracing the origin of the People's Bank the author analyses its aims and objectives, operational structure, and delineates its fifteen unique features. The paper discusses the types of activities which could be supported by the Bank and presents the achievements and impacts of the Bank on various sectors of the economy since its establishment.

In Chapter Four Mawela M. Buti examines the Nomadic Education programme. The paper traces the genesis of the programme and establishes the need for a specially designed educational programme for the nomads in view of their peculiar socio - economic and environmental conditions.

The Nomadic education Decree and Blueprint are discussed. The author analyses the issues, problems and prospects of the nomadic education today in relation to the objectives and functions of the commission established for the programme.

Achievements of the programme are noted in the area of enlightenment campaign, curricula development, personnel development and research. The author discusses several problems and constraint to the programme.

Even though notable among these constraint are the "skepticism and cynicism of the elites and implementers of the programme", the readers would have wished to know how the observed apathy among the nomads themselves has contributed to the impact of the programme.

The author notes that the Nomadic Education Programme, when extended to the fishermen of southern Nigeria, will go a long way towards addressing the problems of the rural marginal groups during the IBB administration.

Chapter Five examines the Primary Health Care services in Nigeria. The paper starts by reviewing the history of health services in the country prior to the inception of the Military Administration in 1985.

It was the IBB administration which provided the vigour in support of the primary health care. Dr. Edozien goes on to analyse the

components of the Primary Health Care, its goals, organisational structure and operational strategies. The author prefers some suggestions towards the improvement of the PHC system. The paper concludes by acknowledging the fact that the PHC scheme has been very successful in checking infant mortality through the control of hitherto common epidemics.

In chapter 6, Lizzy Ikem discusses the topic of Social Mobilisation which she defines as the involvement of the citizens in harnessing available and limited resources of their nation to bring about progress and achievement. She sees social mobilisation as a *sine qua non* to development and justifies this assertion by delving into the historical experiences of some countries like Japan, China, America and Russia.

In Nigeria, effective Mobilisation started with MAMSER. Before MAMSER Nigerians were largely noted for their laxity, dormant consciousness, indifference and lack of commitment towards the achievement of National goals and objectives. The low rate of development in Nigeria since Independence despite the oil boom, is attributed to these negative attitudes.

The IBB administration established MAMSER in 1987 and imbued it with the tonic and articulated goals for the enhanced development of the nation. The paper discusses the objectives of MAMSER, its strategies for mobilisation and its operational and work programmes.

She posits some criticisms against some of MAMSER'S *modus operandi* and later analyses the impact of MAMSER on the Nigerian political and social development.

In chapter seven, Professor Joseph Uyanga takes a look at the rural scenario in its totality. After delineating and characterising the Nigerian rural problems, he examines the past policies and their impacts since Independence. The common features of these policies according to the author was that the approaches were discrete and rarely comprehensive. Most schemes were successors to earlier, invariably unsuccessful and often prematurely aborted programmes. Besides obvious fragmentation of programmes, there was an appar-

ently uncontrollable urge to publicise, as much as possible what the government was doing for the people in total neglect of what the people wanted or can do for themselves.

The chapter acknowledges the significance of DFRRRI in rural development and indicates where major failures have been recorded.

The paper prefers a suggested futuristic approach to rural development based on institutional building and comprehensive national policy formulation to focus on mobilisation, participation and popular grassroot involvement.

This book, a compendium of information and facts on recent programmes on rural development in Nigeria is recommended for all who love the rural man, adore wholesome rural environments, administer and plan for the improvement of the social and economic status of the neglected majority. The book is an attestation of what an administration can do for the grassroot population within seven years.

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Chapter I

Rural Development Planning The DFRRI Approach

By

AVM Larry Koinyan (rtd.)

INTRODUCTION

The President, Commander - in Chief of the Armed Forces, General Ibrahim Badamasi Babangida in his 1986 Budget speech announced the establishment in his office of a Directorate of Food, Roads and Rural Infrastructure (DFRRI) with a mandate for Rural Development. By January 1986 an 8 man Board with an Executive Chairman has been appointed to oversee the work of the Directorate. The Board was formally inaugurated on 7th February 1986 by then chief of General Staff Commodore Ebitu Ukiwe, with a mandate to come up "With Programmes that will stand the test of time". This is sequel to the promulgation of Decree No. 4 of 6th February, 1986.

Functions of the Directorate

Subject to this Decree, the Directorate is to be charged with the following functions, that is-

- (a) to identify, involve and support viable local community organisations in the effective mobilisation of the rural population for sustained rural developmental activities, bearing in mind the need for promoting greater community participation and economic self reliance of the rural community;
- (b) to identify areas of high production potential for the country's priority food and fibre requirement and to support production of such commodities along agro-ecological zones within the context of one national market with unimpeded inter-State trade in farm produce;

(c) to formulate and support national rural feeder road network programme involving construction, rehabilitation, improvement and maintenance especially in relation to the nation s food self-sufficiency programme as well as general rural development;

(d)to formulate and support a national rural water supply programme together with a national on-farm storage programme with emphasis on full initial involvement of local communities and Local Government personnel to ensure sustained maintenance of built infrastructures;

(e)to identify and promote other programmes that would enhance greater productive economic activities in the rural areas as well as help to improve the quality of life and standard of living of the rural people;

(f)to encourage contribution of labour, time and materials by local communities to be complemented by a system of matching grants from the Directorate, Local and State Governments;

(g)to support the development of an information gathering, maintenance and evaluation of culture in rural development programming with emphasis on utilization of existing agencies with demonstrated competence in the area of management information systems in agriculture and rural development, rural infrastructures, agronomy, agricultural extension, including the continuous generation of basic data on rural infrastructures in each of the Local Government Areas in Nigeria;

(h)to commission and support studies and research projects that will facilitate the execution of the functions of the Directorate;

(i)to determine within each Local Government Area the community basis of rural productive organisation as a means of mobilising food and other products for more effective service delivery, infrastructural development and enhanced productivity;

(j) to identify and involve local community leaders and organisations in the effective mobilisation of the rural population for sustained development activities, bearing in mind the need for promoting greater social participation and economic self-reliance in the community.

(k) to liaise with Federal Government Ministries and Agencies in the design and implementation of programmes and projects in the field of food production and processing, rural water supply, road construction and maintenance and the provision of rural infrastructures, and any other rural development activities;

(l) to define, encourage and support any activity calculated to enhance food production, road development, rural water supply, the provision of other infrastructures to rural areas, and any other rural development activities;

(m) to encourage the implementation of physical development phase at the community level in order to increase rural productivity and improve rural accessibility;

(n) to prescribe the criteria and determine the level of corresponding financial grant which will adequately stimulate the expansion of food production and processing, rural water supply, road construction and maintenance of rural roads and the provision of other rural infrastructures;

(o) to establish an efficient, expeditious and accurate system of financial disbursement to rural communities;

(p) to supervise and monitor on a continuous or regular basis the entire range of rural development activities carried out or supported by the Directorate pursuant to this Decree;

(q) to develop a system of statistical and non-statistical reporting relative to local communities in order to measure the achievements of the Directorate in the area of food production, rural water supply, road construction and repair, rural infrastructural development and other rural development activities; and

(r)to do all such other things as will enable the Directorate more effectively perform its functions under this Decree.

Special functions of the Directorate

7 -(1) The Directorate was also directed to gear all its efforts towards the development of the entire rural areas of Nigeria in order to improve the quality of life of the rural dwellers.

(2) For the purpose of achieving the objectives in subsection (1) of this section, the Directorate shall use its best endeavour to:-

(a)encourage and organise increased agricultural and any other activities toward an increased earning power of the rural dwellers;

(b)encourage increased agricultural and any other activities in the rural areas to provide agricultural and industrial raw materials;

(c)Undertake the construction and repair of roads to facilitate communication and distribution of agricultural products;

(d)liaise with the appropriate Federal, State and Local Government Councils for the provision of water, health facilities, electricity, means of communication and such other things as the Directorate may determine within the rural areas.

(e)enlighten the rural communities in order to give them a sense of belonging to the country.

Finally The Directorate was mandated to encourage communities to form their own village, community or town improvements development unions or association under their own democratically elected leaders to serve as the apex organisation for mobilising their communities for the successful participatory implementation of all rural development programme as initiated by the Directorate, each tier of

Government or by the communities themselves.

The above functions naturally raises a number of questions. How, in concrete terms, can you alleviate rural poverty? Is it enough just to enhance the quality of rural life through Rural Development or could Rural Development, in the process, be used to build a solid foundation for nation building and national development?

These questions lead one, naturally, to other contingent questions; Here are a few of these favourite questions:

(a) What, in concrete terms, does this Administration's cardinal objectives of economic reconstruction, self-reliance and social justice or human rights mean to the citizenry in general, and particularly the rural people?

(b) What are the connotations of and conditions of living that would indicate the existence of a free and democratic society, a just and egalitarian society, a united, strong and self-reliant nation, a great and dynamic economy, a land of bright and full opportunities for all citizens, as our National Development Plans eloquently extol?

(c) What, in concrete terms, would the Constitution's Fundamental Objectives and Directive Principles of State Policy mean to the citizenry, in general, and the rural people in particular.

(d) Why is life so qualitatively better for those in the developed world and so much more difficult for us in the developing or under-developed world?

(e) Even more fundamentally, what constitutes growth and development? What are those things that distinguish the developed and the developing or more accurately, the under-developed world?

PHILOSOPHY OF RURAL DEVELOPMENT

Understandably the formulation and subsequent execution of

Rural Development policies and programmes would certainly be helped by a clear and correct perception of the meaning of development and the related essentials of Rural Development. This conceptual issue is important because a jaundiced understanding of development would certainly produce ineffective and superficial policies and programmes which, to my mind, characterised policy formulation and execution in the past.

As such, one of the first tasks of the Directorate was an indepth study of the meaning and content of development. From the perspective of the Directorate, development has to do with the fundamental transformation of a nation's mode of production so as to bring about qualitative changes in the living conditions of the people. Central to this process of transformation is the creative capacity of the people themselves to produce goods and services from the natural resources of their environment, through the imaginative and practical application of their productive talents and labour power. In other words, labour, resources plus appropriate technology constitute a powerful productive and production force to transform the natural resource base. It is this effective and self-reliant effort that constitutes real development.

It is important to observe that the development process is greatly facilitated by well designed socio-political structures for mobilising popular participation. Indeed, the critical problem in the development process is how best to effectively bring together the critical forces of production to form an efficient and productive activity pattern. It is through a well designed and widely acceptable co-ordinating mechanism that the various element in production are brought together and welded into something coherent. In other words, there is the special inherent challenge of putting in place an efficient and effective socio-spatial organisation of our productive forces.

In addition to this challenge of socio-spatial organisation of productive forces, there is the powerful material force of mental conceptions of the world around us. The activity of production incorporates a certain knowledge of the concrete environment.

Indeed, each mode of production must evolve a specific science, a 'knowledge system' appropriate to its distinctive physical and social needs. To borrow and apply irrelevant 'knowledge systems' which were designed to suit different environmental and social settings is certainly inappropriate and a waste of time and vital resources. If we are to achieve genuine development in Nigeria, we must then generate useful and supremely relevant 'knowledge systems' about our own environment. This, again, constitutes another challenge to policy formulation.

Fortunately, research has revealed that our rural people constitute a great reservoir of indigenous technical knowledge, acquired through centuries of concrete experiences in appropriating valuable goods from their environments. The richness and productive relevance of this stock of indigenous technical knowledge often goes un-recognised and untapped or even worse despised. Surely, to continue to neglect this stock of useful knowledge and the processes whereby rural people can assimilate, adapt, process, and create knowledge, is as inefficient as it is wasteful. How do we find the ways and means of mobilising this huge stock of useful knowledge to facilitate rural growth and development? Herein lies another challenge for the Directorate.

Thus, when all the above challenges are taken together, it became a logical conclusion, that the Directorate's new thrust in rural development must be deeply rooted in the conviction that nations are built through the creative, productive and innovative hardwork of the people themselves. This is in the Rural Development involves much more than directing capital investments into the agricultural sector. The new thrust emphasises the mobilisation approach to rural development, which involves the creation of self-sustaining local communities which, by virtue of their effective organisation and the strength of their own internal momentum, are capable of solving their production and general development problems. This new emphasis derives from our conviction that Rural Development should essentially mean a fundamental transformation of our mode of production, using our expertise, our skills, our talents, our creative abilities, our raw materials, our indigenously developed tools, equip-

ment, machinery and processes. Essentially, therefore, the new approach views Rural Development as an integrated process designed to raise the quality of life of the rural population on a self-sustaining basis, through an imaginative transformation of the rural mode of production, along the lines stated above. This integrated approach implies a comprehensive programme for Rural Development in which all relevant sectors are conceived as interlinking elements in a system, with the elements being capable of mutually reinforcing each other. Rural Development is also seen as the foundation for National Development.

THE OBJECTIVES OF RURAL DEVELOPMENT

18. Arising from the above conception and philosophy of Rural Development, the key objectives of Rural Development, as perceived by the Directorate, are: .

(a) To improve the quality of life and standard of living of the majority of the people in the rural areas, for example:

(1) By substantially improving the quality, value and nutritional balance of their food intake.

(2) By raising the quality of rural housing, as well as the general living and working environment in the rural areas.

(3) By improving the health conditions of the rural people.

(4) By creating greater opportunities for human development and employment, particularly self-employment, and consequently enhancing rural income levels.

(5) By making it possible to have a progressively wider range and variety of goods and services to be produced and consumed by the rural people themselves as well as for exchange.

(b) To use the enormous resources of the rural areas to lay a solid foundation for the security, socio-cultural, political and economic growth and development of the nation by linking the growth and development activities of the rural areas to those of the Local Government Areas, the States and the Nation.

(c) To ensure a deeply rooted and self-sustaining development process based on effectively mobilised mass participation starting from the grassroots and encompassing the entire nation.

How do we design programmes that will help achieve the above objectives? This brings us face to face with the challenges of programme formulation.

PROGRAMME FORMULATION

Programme implementation is greatly facilitated by a realistic and well thought-out programme design. However, programme design involves a lot of creative thought which usually means a huge expenditure or brain power. Given this daunting reality in the formulation of good programmes, what has often happened in the past is for policy makers to 'throw money at problems', with the hope that huge sums of money might drive the problems away. Of course, nothing like that has ever happened. Indeed, if anything, the problems have been hopelessly compounded in the process of programme implementation, as most times the expenditure of the money became the focus of attention and not necessarily satisfactory programme completion. It is, therefore, of vital importance that programme packages are well thought out and properly designed so as to facilitate implementation.

Furthermore, for Rural Development to be meaningful and lasting, it must be a total package which is comprehensive, composite and integrated, with each part of the package singly important as well as mutually reinforcing to the other parts. It would have been

preferred, for impact, that all programmes to be implemented simultaneously, but this is physically and financially impossible. So, some building block approach would have to be employed, so, that ongoing programmes can grow from a natural and logical base on which in-coming programmes can grow from.

DIRECTORATE'S PROGRAMMES

Arising from the philosophical base enunciated above and the Rural Development objective arising therefrom, the Directorate decided on the following areas for specific and progressive programme formulation and implementation, directly or in collaboration with other Government organs - and with the people, all through:

- a.Organisation and Mobilisation.
- b.Food and Agriculture
- c.Rural Housing
- d.Rural Health
- e.Education and Manpower Development
- f.Rural Industrialisation
- g Rural Technology Development and Promotion
- h.Rural Infrastructures Development
- j.Grassroots Sports Development and Promotion
- k.Socio-Cultural and Recreational Activities
Development and Promotion.
- i.Grassroots Political Development, Community and
Social Mobilisation

m. Performance Monitoring and Evaluation.

What then are the specific challenges of each of these programme packages and how has the Directorate tried to grapple with the challenges?

ORGANISATION

The Directorate is strongly of the view that (a) for integrated Rural Development programmes to achieve the desired objectives, appropriate local organisational structures would have to be created and properly put in place in each Local Government Area in the country.

(b) No genuine and self-sustaining rural transformation is possible without an effective and efficient socio-spatial organisational rural communities. Indeed, to a very large extent, differences between developed and less developed countries can be assessed in terms of the ways in which territorial space is organised for efficient production, distribution and consumption. Historical evidence from most developed economies strongly confirms that a national design of a nation's economic landscape is crucial to its sustained economic growth and development.

Therefore, if we wish for genuine rural development in Nigeria, we must pay serious attention to the existing territorial organisation of communities with which rural producers are familiar with a view to transforming such organisational structures into virile, viable and conducive systems for mobilising and directing developmental efforts at the community level. This issue of proper community organisation for effective resource mobilisation for rural development is crucial because "It is the people who build nations". This is the challenge of organisation that needs tackling.

There are two aspects of the effort required to meet this

challenge of organisation. The first aspect concerns the institutional organisational arrangement required to undertake the rural development task, nation-wide. This was tackled as follows:

a. The establishment, in the office of the President, of this Directorate to give central focus and national leadership to Rural Development; the careful selection of its Board Members; the setting up of the Directorate itself; the Board's formulation of policies and strategies and the Directorate's implementation of these policies and strategies, etc.

b. The establishment, in each state, of the equivalent of this Directorate in the office of the State Government, under the Chairmanship of the Governor himself; the appointment of members to the State Directorate; the institutional arrangements for carrying out Rural Development programmes in the state, etc.

c. The establishment of Rural Development Committee in each Local Government Area of the Federation; the institutional arrangements for the implementation of the Directorate's, the State's and the Local Government Area's own Rural Development programmes; the necessary liaison with and motivation of the people to initiate and execute self-help development projects.

Listing and Codification of Communities

The other aspect of organisation concerns the actual creation of the appropriate local organisational structures at the grassroot community level that would enable the people participate in the implementation of Rural Development programmes. To facilitate this socio-spatial organisation of communities, the Directorate, working in close co-operation with the States and Local Governments, has compiled a comprehensive listing of all Nigerian communities. We now have, for the first time in this country, a codified listing of all communities in Nigeria. We consider this to be a very sound beginning. At least, we now know the totality of the communities

that are expected to take part in this huge effort at Rural Development. When one realises that by last count, there are over 97,000 communities, one can then fully appreciate the dimension of what Government is trying to do.

Organisational Framework for Rapid Development. Having listed and codified all communities, the Directorate has furthermore written and disseminated detailed proposals/ guidelines on how to make every community in this country, however small, a positively productive unit for the rapid development of itself and the country.

Model/Demonstration Villages. To demonstrate, practically, what Integrated Rural Development is all about, the Directorate has asked for and most of the States have since nominated two rural communities from each Local Government Area to serve as models or demonstration communities for others to emulate. The idea is to show how a developed rural community should look like, if all possible rural development programmes are executed in it.

SELECTING AGRICULTURAL PROGRAMMES

In spite of Government's best efforts all these years, the price of even basic food still remains exceedingly high for the common man. The challenge of the nation's agricultural policy execution, therefore, is to ensure self-sufficiency in food production and a balanced diet as well as to ensure that what has been produced is easily available and at prices affordable for the common man. It is also legitimate to aspire to export food.

To get agriculture and food production moving along the above lines, the Directorate has identified a number of critical programmes, such as massive production of improved seeds, cultivation of fruit trees and vegetables, aquaculture, livestock production, etc.

a. Improved Seed Production. This is a 23.64m programme for improved seed production to help bridge the big gap between improved seed supply and demand. This is a key programme to attain food self-sufficiency. Some of the seeds involved include cow pea, sorghum, millet, wheat, rice, maize, soya beans, cassava, yam, potatoes, etc.

The objective of this programme is to ensure the sustained Provision of adequate quantities of high yielding and improved seeds to farmers throughout the country. Our research institutes, with the National Seed Service as pivot, the Technology Transfer Stations, the States' Ministries of Agriculture, etc., are busy now producing the breeder seeds, foundationseeds and the certified seeds required for distribution to farmers. Indeed, the National Seed Service has started moving large quantities of seeds to States enroute to the farmers for the current planting season.

b. Fruit Tree Cultivation . (Horticultural Programme) This is a 37,085m programme to cultivate 50 million fruit trees, and an equally massive quantities of vegetables, to provide the minerals and vitamins required to balance the Nigerian diet,. This programme also has export potential and the creation of more self-employment opportunities. Various research institutes, with NIHORT as pivot, and the States are working hard to get the planting materials ready for this year's planting season. Some of the fruit trees and vegetables concerned include citrus, mango, pineapple, paw paw plantain/banana, irvingia gabonensis (African mango or ogbono/akpon), pepper, tomatoes, onions, okro, amaranthus and celosia, etc.

c. Aquaculture Programme. The Directorate in 1986 started an aquaculture programme to further boost the protein content of our diet by making fish available and affordable through widespread fish farming. There is export potential and creation of more self-employment opportunities here also,. So far, the appropriate research institutes have been

given the resources to provide 13.5 million fingerlings. Efforts are going on to get fish feeds produced locally and in sufficient quantities (about 40.500 tonnes) and the pelleted form. The States will next be involved to produce a target 50 million fingerlings. This will increase the fish feed requirement to about 180.00 tonnes. Private fish feed millers are being involved.

d. Livestock Programme. The Directorate's Livestock programme to provide more protein for the Nigerian diet as well as attempt to bring the price of meat down, involved, as a pilot livestock programme, the multiplication of good breeding stocks of small ruminants (sheep and goats) in four centres of the country.

e. Oil Seeds. The Directorate continues to push the multiplication of high performing certified oil seeds and improved seedlings as its contribution towards the greater production of oil seeds. The targetted oil seed crops include groundnut, oil palm, sunflower etc.

f. Assistance to States and Farmers. Assistance is offered to the States, Local Government Areas, and participating farmers and communities to take up and actually cultivate all the planting materials being prepared for them. Other areas the Directorate will look into is the current low ratio of extension workers to farmers.

g. Agricultural Panels. Four panels were convened to recommend implementation plans/ guidelines for:

- (1) Bringing more land under immediate cultivation in each Local Government Area and ecological zones on the country as well as in many rural communities as possible.

- (2) Improving the yield of each unit of land under cultivation.

(3) Ensuring an effective system of storage, preservation, processing, transformation and utilisation of all agricultural produce and raw materials.

(4) Establishing an efficient and effective marketing and distribution system for agricultural produce and raw materials as well as agricultural inputs for the country.

PRODUCTION OF IMPROVED BIOLOGICAL MATERIALS

The areas covered are the provision of:

- (i) improved arable crops seeds
- (ii) improved oil crops seeds
- (iii) improved horticultural crops
- (iv) aquaculture
- (v) livestock.

Arable Crops Seeds

This programme was embarked upon in support of an on-going nation-wide programme to bridge the shortfall between the demand and supply of improved seeds. The crops of intervention are rice, wheat, maize, millet, sorghum, soyabeans, cassava, yam and potatoes.

Participating Agencies:-

The following agencies are participating in various capacities:-

- a. All States and the Federal Capital Territory, Abuja for the production, procurement, processing distribution of certified seeds.

b. The Federal Agencies such as NSS (National Seed Service) IAR&T (Institute of Agricultural Research and Training) both at Ibadan, IAR (Institution of Agricultural Research) Samaru, ZARIA NRCRI (National Root Crop Research Institute) Umudike, NRCRI (National Cereals Research Institute) Badeggi for the production of foundation and breeder seeds and certification of seeds nationwide by NSS.

Achievements:-

As at December, 1990 States and participating agencies recorded the following efforts:

- a. 3,095.48 tonnes of assorted crops seeds.
- b. 887,330 bundles of cassava cuttings.
- c. 705,939 seed yams.
- d. 88.5 tonnes of Irish potatoes.
- e. 5,591 bundles (100 each) of sweet potato vines
- f. 1.5 million was realised from sales.
- g. 20.632 million was expended on the programme.

Oil Crop Seeds and Seedlings

The programme took off in 1988. The crops of interest are oil palm, sunflower and groundnuts. As usual, the participating agencies include all the States and FCT Abuja in crops for which they are ecologically suited as well as Federal Agencies for foundation and breeder seeds production and certification. The Federal agencies include IAR Samaru IAR&T Ibadan, NSS AND NIFOR.

Achievements:-

- a. 3.2 million oil palm seedlings out of a target of 6.2 million were produced in 123 nursery sites by 16 participating States;
- b. 895.15 tonnes of groundnuts out of a target of 1,570.3 tonnes;

- c. 7.55 tonnes of sunflower seeds out of the target of 7.59 tonnes;
- d. A sum of 5.5 million has been expended to date;
- e. Revenue figures are not yet available because sales are still in progress under the 1989 cropping season for oil palm, while the returns in respect of the other crops are still incomplete.

Horticulture

The main focus is on the production of high performing fruit crop seedling namely -citrus, mango, pineapples, plantain/banana, irvingea, cashew, guava, and vegetable seeds namely:- amaranthus, solanum, tomatoes, corchorus, okro, cabbage, carrots, etc.

Participating Agencies

The following agencies are assisting the Directorate in the implementation:

- a. All States and FCT Abuja for fruit seedlings and vegetable seeds production and distribution as well as establishment of progeny gardens/orchards and market gardens.
- b. Federal agencies including NIHORT, NSS, TTS (Technology Transfer Station) Ubiaja- Bendel and Ugwuoba-Anambra, IAR Samaru TTS Dan Hassan in various capacities such as vegetable seeds and seedlings production, orchard certification, establishment of tissue culture laboratory, etc.

Achievements:-

As at June 1989, the programme was fully operational in all the States and FCT Abuja The following efforts have been recorded so far:-

- a. 13.2 million assorted fruit seedlings out of a 2 years target of 24.25 million.
- b. 14.7 tonnes of assorted vegetable seeds produced.
- c. 75.25 Ha of progeny gardens established in 37 sites in 15 States.
- d. Establishment of 223 nursery sites in 198 Local Government Areas.
- e. 61, 050 extension guides were produced and distributed.
- f. Establishment of a tissue culture laboratory in NIHORT is nearing completion.
- g. 0.777 million realised from sales of seeds and seedlings.
- h. 18.3 million has been expended so far.

Aquaculture

The programme also effectively took off in 1987 in all the 21 States and the Federal Capital Territory. The main components of the programme include:

- a. The promotion and production of high quality fingerlings.
- b. The promotion and the production of high quality fish feeds.

c.The strengthening of aquaculture extension staff and technical services.

d.Mobilisation and organisation of the Citizenry for effective participation in the programme.

Participating Agencies

The States and FCT Abuja are to establish two hatcheries each for the production of two million fingerlings each year. The Federal agencies comprising ARAC (African Regional Aquaculture Centre) Aluu-PORTHARCOURT, LCRI (Lake Chad Research Institute) Maiduguri, NIFWFR (National Institute For Fresh Water Fisheries Research) New Bussa, are to produce fingerlings. NIOMR (Nigeria Institute For Oceanography and Marine Research) Lagos, in addition, is to compound fish feeds, render extension services and conduct training workshops for fish farmers.

Achievements

Since 1987,

a.12 hatcheries have been established by the Research Institutes.

b.43 hatcheries are in various stages of completion in the States and Federal Capital Territory Abuja.

c.3.5 million fingerlings have been produced.

d.32.5 metric tonnes of fish feeds produced out of a target of 45 tonnes.

e.126,000.00 realised from fingerlings sales.

f.5.5 million has been disbursed to participating agencies.

Livestock

The following activities were embarked upon to rapidly multiply large quantities of improved livestock breeds:-

- a. Sheep and goat foundation stock.
- b. Grand-parent pig multiplication.
- c. Multiplication of rabbit weaners.
- d. Manufacture of Vaccines.
- e. Provision of earth dams and boreholes for watering points.
- f. Pasture seeds productions.
- g. Livestock and veterinary extension services.

Participating Agencies:-

- a. All States and FCT for breeder stock multiplication and strengthening of extension services.
- b. Federal agencies such as NAPRI (National Animal Production Research Institute) Shika-ZARIA, FLD (Federal Livestock Department) NVRI (National Veterinary Research Institute) Vom - Plateau State, and NIFOR (Nigerian Institute for Oil Palm Research) Benin for activities such as production of foundation stock, watering points vaccines and grazing reserves.

Achievements:-

The following efforts have been recorded in all the States of the Federation even though the degree of implementation varies from State to State.

a.127 hectares planted under fodder seeds.

b.5,177 sheep and goats foundation stock.

c.Each of the former 304 Local Governments benefited from the following allocations:-

N1.1,000.00 for the purchase of drugs.

N2.5,000.00 for the purchase of veterinary clinical equipment. .

N3.3,000.00 for the purchase of refrigerators for the preservation of veterinary drugs and vaccines.

N 4.500.00 for the purchase of field coolers for vaccine transportation for field operations.

d 150 million doses of vaccines produced.

e. N 3,034,821.00 realised from the sale of vaccines.

f. 4 dams in Katsina, Bauchi Plateau and Sokoto States constructed.

g. N 4,000 rabbit weaners produced.

INDUSTRIALIZATION.

The list below shows the publication undertaken by the Directorate for the promotion of industrial technology in the country:

a.DFRRI Technical Series No. 1 December 1986

Technical Guidelines for the Construction of Ventilated improved Pit (VIP) latrines.

b.DFRRI Technical Series No, 2. February 1987

Training Course in Geophysical Investigation - Lecture Notes.

c. DFERRI Technical Series No. 3, March 1987

Technical Specifications, Drawings and Guidelines for the Manufacture of RUWATSAN Tripod Drilling Rig- Model 80.

d. DFERRI Technical Series No. 4, April 1987

Operational Manual for the RUWATSAN Tripod Drilling Model 80.

e. DFERRI Technical Series No. 5, April 1987

Technical Specifications, Drawings and Guidelines for the Manufacture of RUWATSAN Deep Well Hand Pump.

f. DFERRI Technical Series No. 6, May 1987

Operational Manual for the RUWATSAN Deep Well Hand Pump.

g. DFERRI Technical Series No. 7, August 1987

Technical Specifications, Drawings and Process Technology for the Manufacture of Leather Buckets for the RUWATSAN Deep Well Hand Pump.

h. DFERRI Technical Serial No. 8, October 1987

Technical Specifications, Drawings and Guidelines for the Manufacture of a Borehole Plastic Slotting Machine.

j. DFERRI Technical Series No. 9, October 1987

General Policy Guidelines on the National Rural Water and Sanitation Programme.

k. DFERRI Technical Series No. 10, October 1987

Project implementation Procedures and Specifications for the Nation Wide Rural Water and Sanitation Programme.

i. DFERRI Technical Series No. 11, March 1988

Technical Specifications, Drawings and Guidelines for the Nation-Wide Rural Water and Sanitation Programme

m.DFRRI Technical Series No.12, June 1988
Technical Specifications, Drawings and Guidelines for the Manufacture of a Wood Lathe.

n.DFRRI Technical Series No. 13, June 1988
Technical Specifications, Drawings and Guidelines for the manufacture of a Brick Moulding Machine.

p.DFRRI Technical Series No,14 August 1989
Technical Specifications, Drawings and Guidelines for the Manufacture of a Tar Boiler- spreader.

q.DFRRI Technical Series No.15, August 1989
Technical Specifications, Drawing and Guidelines for the Manufacture of a Road Roller.

r.DFRRI Technical Series No.16 February 1989
Technical Specifications, Drawings Guidelines for the Manufacture of Watering Tank.

s.DFRRI Technical Series NO.17 March 1989
Technical Specifications, Drawings and Guidelines for the Manufacture of Tractor Pulled Road Grader.

The Directorate's intervention Programmes of Engineering and Technology for the support of DFRRI Programmes on the Provision of infrastructures, rural transportation, food and agriculture, skills development, rural industrialization, etc. have been published, as usual, in simple readable forms. The following programmes are covered in the exercise.

a.Rural Water Supply Programme

- 1.The RUWATSAN Hand Pump
- 2.The RUWATSAN Leather Buckets
- 3.Plastic Pipe Screen Setting Machine.
- 4.The RUWATSAN Drilling Rig.

b. Rural Feeder Roads Programme

- 1.Tar Boiler/ Spreader
- 2.Tractor Pulled Road Roller
- 3.Tractor Pulled Road Grader
- 4.Mobile Watering Tank
- 5.Aggregate Spreader

c. Rural Housing

- 1.Rural Housing
- 2.Brick Moulding Machine
- 3.Clay Processing Machine

- Plate Crusher
- Clay Pan Mill
- De-airing Pug Mill
- Brick Firing Kiln

d.Rural Transportation

- 1.Manual Tricycle
- 2.Motorised Tricycle

e.Food and Agriculture

1.Fruit Juice Making Equipment

- Fruit Juice Making Equipment
- Fruit Juice Extractor
- Fruit Juice Machine
- Fruit Juice Mixer.
- Fruit Juice Pasteuriser

2.Feed Pelleting Machine

3.Technology and Equipment for Manufactur-

ing Flour from Grains.

4. Equipment for Village Processing Centre

- Cassava Peeling Tool
- Bio-gas and Organic Fertilizer Production.
- Frying Stove
- Cassava Chipping and Slicing Machine
- Dried Cassava Milling Machine
- Maize Sheller
- Grain Thresher Flail
- Groundnut Sheller
- Rotary Drier
- Cassava Pelleting Machine

f. Skills Development Equipment

1. Wood Lathe
2. Wood Circular Saw
3. Wood Planer
4. Wood Join
5. Wood Radial Saw.

g. Equipment for Promoting Rural Industries

1. Oil Fired Crucible Furnace.

PERFORMANCE MONITORING AND EVALUATION

Right from its inception; DFRRI took a very deliberate decision, not to be involved with the direct execution of programmes. The logic of the decision was very simple. If DFRRI got involved in direct execution of programmes, who will monitor the DFRRI. Secondly, why create bureaucracy? Besides, DFRRI wanted to avoid the usual situation where the award of contracts, rather than actual performance, becomes the over-riding interest. So others execute and DFRRI monitors and evaluates performance.

The Performance Monitoring Evaluation System of the Directorate was therefore established from the beginning to facilitate performance monitoring and evaluation. Each programme or project officials sponsor is set up in measurable/ quantifiable terms. The organisation then works out the funds needed to execute the project or programme.

After full discussions with implementing Agencies, usually state Governments, the organised disburses some funds up-front for them to commence execution. Subsequent drawings on total funds allocated usually depend on actual work done as confirmed by in-house reports.

When an implementing Agency says it has completed all requirements for a project, a Final Comprehensive Inspection (FCI) Team is assembled and sent to the State to conduct, as the name implies, a very comprehensive final inspection of work done. As was earlier indicated, every aspect, every detail of the work done is physically and comprehensively inspected to ensure not only judicious use of funds but also satisfactory completion as regards the original target set (quantum, quality, technical specifications, etc.) The FCI Team Leaders, as also earlier indicated, are eminent citizens in their own right and usually outside Government and they go with terms of specialists and media personnel to physically inspect and make pronouncement on all that a state claims to have accomplished.

The decision for us not to be directly involved with programme implementation but rather to set up a system of Performance Monitoring and Evaluation has served us and the country very well. Uncompleted Projects are the exception rather than the rule. Besides, since the over-riding idea is to ensure satisfactory project completion rather than negative fault-finding, usually every encouragement is given to implementing Agencies, without compromising strict accountability, to execute their programmes successfully.

Another benefit of the FCI system is that it enables people, who normally would not have had the opportunity, to find out first hand, what Rural Development is all about, as well as make their own

useful contributions. Indeed FCI Team Leaders have the most useful comments, observations and recommendations. Besides, their Comprehensive Reports, apart from helping implementing Agencies and us to improve our individual performances, they are also of memorable help to researchers on Rural Development.

Chapter 2

THE BETTER LIFE PROGRAMME FOR RURAL WOMEN (BLP)*

By Dr. (Mrs.) Toyin Phillips

INTRODUCTION

A total of 49.5 per cent of Nigeria's population is female with 70 per cent of them residing in the rural areas. At least 40 per cent of rural women are full-time farmers while others are engaged mainly in agro-allied pursuits. Nigerian women thus play a leading role in agricultural output and in rural development. Male migration from the rural to the urban areas, particularly in the 1970s during the oil boom era has further accentuated women's role in the rural setting. Nigeria represents a country of female farming "*par excellence*". Even women in purdah engage in poultry farming, food processing and grain milling, among other things. Female labour on the farms however is considered an extension of women's role as daughters, wives and mothers. Little or nothing is paid for such labour.

Women in general, encounter some obstacles which undermine their contribution to economic development. Some of the obstacles include restricted access to institutionalised credit (because of inadequate collateral, need to get husband's permission, male-dominated banking system etc.); and socio-cultural obstacles (in some areas women do not own land, more boys than girls are educated, high bride price reinforces the notion of women being chattels etc.). Available information from the Federal Ministry of Education indicates that female enrolment at the Secondary school level was below 40 per cent up till 1984. It was 42.2 per cent in 1987 and is still below 50 per cent to date.

The Federal Government since 1985 has stepped up measures to fully integrate women into the development process and it has moved away from a piece-meal approach to a coordinated and purposeful one. Specifically, the Better Life Programme for Rural Women (BLP), initiated and developed by Nigeria's First Lady, Her Excellency, Dr. Mrs. Maryam Babangida was introduced to improve the quality of life of rural dwellers, the majority of whom are women, by encour-

aging them to undertake activities that would improve their living standards and that of their families, as well as enhance rural productivity, income and development.

THE OBJECTIVES OF THE BLP

Introduced in September, 1987 by Nigeria's First Lady, the objectives of the BLP are:

- (i) To stimulate and motivate women in rural areas towards achieving a better and higher standard of life as well as to sensitize the general populace to the plight of rural women;
- (ii) To educate women on simple hygiene, family planning, the importance of child-care and to step-up the literacy level;
- (iii) To bring women together and closer for a better understanding and resolution of their problems through collective action;
- (iv) To mobilise women for concrete activities towards achieving specific objectives, including seeking leadership role in various spheres of national life.
- (v) To raise the social consciousness of women about their rights as well as social, political and economic responsibilities;
- (vi) To encourage self development, particularly in the areas of education, skill acquisition and small-scale businesses;
- (vii) To encourage recreation.

ACTIVITIES AND ACHIEVEMENTS OF THE BLP

The BLP has tended to concentrate on five major areas. These are:

- (i) Elimination of the obstacles that negate women's contribution to development. The observed obstacles include lack of access to social, economic and infrastructural facilities, low level of awareness on the opportunities available to women and generally low incomes.
- (ii) Identification of communities' needs and provision of assistance to ensure that these needs are met. Women are encouraged to go into relatively high-income productive ventures such as small-scale manufacturing.

(iii) The integration of women into Primary Health Care Programme aimed at

(a) *expanded programme on immunization (EPI),*

(b) *oral rehydration therapy (ORT),*

(c) *basic communal sanitation and rural drinking water and*

(d) *family health and planning.*

(iv) The encouragement of women to develop and /or utilise indigenous technologies.

(v) The encouragement of self-help rural development organisations, cooperatives or groups.

The basic strategy of the BLP is the sensitization of the rural communities through the three tiers of government - Federal, State and Local.

At the Federal level, the First Lady coordinates the entire programme. At State level, governor's wives as the States' chairpersons, coordinate BLP activities. At the Local Government level, Local Government Chairmen's wives or Local Government chairpersons coordinate the programme. Sources of fund for the BLP are grants (from Federal, State and Local governments) and contributions from corporate bodies, institutions and individuals.

The BLP has greatly facilitated the integration of women in development. In the past five years, it has permeated different aspects of the socio-economic life of rural dwellers. Although different communities place more or less emphasis on certain aspects of communal life, depending on their socio-economic circumstances and preferences, all the states of the Federation experienced the beneficial effects of the BLP in the areas of health, education, agricultural activities, small-scale industries, social welfare, commerce and trade and increased awareness about opportunities to improve living standards. A lot of evidence abounds to indicate the success of the programme in mobilising rural women. In a paper of this nature, it is not possible to give all the details. Highlights of the programme will therefore be presented with some examples.

HEALTH

The activities have centred on primary health care, family planning, personal hygiene, health-care delivery and child welfare. Many Traditional Birth Attendants (TBAs) have been trained in different communities to promote safe delivery. For example, in the Federal Capital Territory, Abuja, many TBAs have been trained under a programme jointly funded by UNICEF, the Department of Health and the BLP in the state. TBAs are trained about the basics of child delivery and about how to detect cases for referral to the hospitals. The BLP ensures that delivery kits are purchased and given to TBAs, who in turn are supervised by the Departments of Health. Most communities have posters on hygiene and environmental sanitation.

More mothers, thanks to the BLP, now patronise the hospitals for Oral Rehydration Therapy (ORT) and for the Expanded Programme on Immunization (EPI) to immunise their children against the six killer diseases - measles, polio, tuberculosis, diphtheria, tetanus and whooping cough. In Katsina for example, immunizations increased from less than 100,000 in 1986 for each killer disease to 232,806 for measles, 369,360 for DPT and 361,400 for polio in 1989. The BLP in Imo State provided some ambulances (e.g. for Abiriba Hospital) while some states have embarked on pilot projects on child nutrition with assistance from UNICEF.

When Nigeria met with other countries in 1978 at Alma Ata to set a goal to achieve Health For All in the year 2,000, through the adoption of Primary Health Care, among other things, the modalities for achieving the goals were not too clear. With the introduction of the BLP along with other programmes aimed at mobilising the rural communities, the achievement has been remarkable. Components of Primary Health Care in which the BLP has been active include:

- (i) awareness campaigns on the importance of adequate food supply and nutrition,
- (ii) programmes and projects aimed at basic sanitation and Safe Water supply,
- (iii) provision of immunization facilities (EPI),

- (iv) provision of facilities to improve Maternal and Child Health (ORT, family planning and general maternal health), and
- (v) care of the handicapped.

In the area of providing health for all in the year 2,000, states and local governments have used innovative means to reach their people. For example, many states and local government areas have introduced immunization days. In Benue State for example, the BLP chapter sent out people to track down village-by-village, babies and expectant mothers and to bring them for immunization. In Kano, as in most other states, the ORT is widely accepted. For example, in Kano, reported deaths from diarrhoea dropped from 474 in January 1989, to 157 in June 1989. In an impressionistic survey conducted by the Central Bank of Nigeria, it was observed that not less than 100 maternity centres, 116 family planning centres, mini pharmacies and 15 vasico-virginal fistula (VVF) clinics were set up under the BLP in 1991. Numerous activities of the BLP are also given in newspaper reports⁴. For example, in Ini Local Government, (Akwa Ibom State) the BLP donated drugs worth thousands of naira to the Health Centres at Ikpe Ikot Nkon, Ogu, Itu Mbonuso, Ibam and Mbiabong Ikot Udofia during a cholera outbreak in these communities in 1992. Other activities of the area of health include fund raising by BLP chapters in aid of the sick (e.g. in former Bendel State, over 3.5 million was raised in 1990 for the sickle cell anaemia centre project), provision of potable drinking water (e.g. Imo State BLP provided the micro-water scheme to 7 communities), the setting up of Mini-pharmacies (e.g. in 1990, 22 and 15 mini-pharmacies in Ondo and Rivers States, respectively), construction of VVF centres in Sokoto and Kaduna and donation of materials and money to improve rural health generally.

³Primary Health Care is defined as essential health care, based on simple, scientifically sound and socially acceptable methods and technology, which is made universally accessible to individuals and families at affordable costs.

EDUCATION

The BLP has in conjunction with other institutions set up or equipped some adult education centres. BLP activities cover most areas of adult and non-formal education. Often times the emphasis is on functional literacy. There are also Women Education Centres set up by the Federal Ministry of Education, which officials of the BLP use for organising adult literacy classes to expose rural women to the importance of western education. The result of the educational activities under the BLP are far-reaching because many rural women who had only marginal interests in education now create time to get some education. They also encourage their children or wards to be educated.

Examples abound in all the States of the Federation of educational activities which involve the BLP. Anambra State for example had in 1990, 605 Adult Education Centres with an enrolment of 13,000 and with officials of the BLP, actively involved in promoting adult literacy. Also in many states, career counselling and guidance were taken up by BLP officials to guide the youths.

Courses offered in the Women Centres are mainly **Basic Literacy** (Reading, writing and Arithmetic) **Business Studies** (Typing, Short-hand, Book Keeping, Office Practice, English) and **Home Economics** (Food and Nutrition, Clothing and Textile, Home Management and Handicraft). Some BLP chapters donate items such as bicycles, sewing machines, crochet hooks, embroidery materials, typewriters and furniture to the Women Centres. Others introduce innovative approaches to make educational activities attractive to rural dwellers. The BLP chapter in the FCT for example sponsored a programme **Rural Kitchen** to educate on improved means of enhancing traditional dishes. Traditional rulers and community leaders in most of the states have assisted the BLP in diverse ways (donating buildings, for example) to promote rural development through enhancement of the status of the rural people.

AGRICULTURE

Agricultural activities of rural women have received a significant boost since the introduction of the BLP. The various chapters of the

BLP ensure that agricultural inputs such as fertilizer, seedlings and herbicide are distributed to women farmers. Under the BLP, tractor services and extension services on modern farming techniques are also provided. For example in the 1988/89 planting season, the Plateau BLP collected and distributed 272 bags of fertilizers to rural women. In 1989/90, substantial achievement was recorded with 3,000 bags (150 metric tonnes) distributed to the rural farmers at subsidized rates.

In all the states, the BLP has made its mark in agricultural output by providing support services in cash and kind for various agricultural pursuits including fish farming, piggery, poultry, oil plantation and food crop farming.

Women are encouraged to form groups/cooperatives and seek agricultural loans. By 1992, the Forum Women Group in Plateau State received not less than N10,000 for their piggery and fish pond experiment while the Mighili rice farmers in Lafia Local Government Area obtained N7,000.00 from the BLP Secretariat in Jos. In Ondo for example, the BLP encouraged the cultivation of 11 hectares of land planted with UNICEF donated oil palm, cassava and soya beans.

In general, all the state chapters of the BLP obtain assistance from the state governments, DFRRI, UNICEF and other bodies to make access to farm inputs easier for women and to ensure that women farmers are encouraged in every way to increase the yield on their farms as well as their income.

SMALL SCALE INDUSTRIES

The BLP has been extremely useful in the promotion of the development of cottage or micro enterprises, and of small businesses. A lot of evidence abounds to indicate the success of the programme in mobilising rural women. Many cooperatives have since been formed as a result. For example, in Etinan Local Government in Akwa Ibom State, the BLP, known in the local dialect by the rural women as "NKA UFORO IBAN" has enabled the women, who were allocated land by the government to establish on their own, a palm oil

processing factory. The extraction of palm-fruits, formerly labour-intensive is now mechanised to the level that the women can understand and manage. The women in Etinan have also modernised the fish pond located between Ikot Udo Idia and Ikot Esue villages. This has enabled them to increase fish supply for neighbouring areas as well as to increase their income and improve their living standard. A Home Economics Training Centre was also established in Etinan under the BLP. The Centre provides facilities to improve women's skills at handwork, knitting, weaving, catering and laundry. In Okrika Local Government, the women, through the BLP have designed a local oven, "CHOKOR" which is estimated to have cost 10,000. The oven is a time-saving device for smoking or drying fish and it also produces better quality dried fish.

In Ondo State, mat-making has gained international recognition because there is an order of over 2,000 "OGOTUN" bags weekly. The Ford Foundation of America, through the country Women Association, has provided a revolving loan of over 230,000 naira to the rural women in Ondo State. Under the BLP, weaving looms and wrapping drums valued at 40,000 naira were given to the rural women of Ogotun-Ekiti, Owo, Ise Ekiti, Ado Ekiti and Emure.

In Abuja, the BLP chapter has carried out feasibility studies for the establishment of a pottery and ceramic industry at Jigo - a resettlement area, and soap and pomade making industry at Karshi. Also, the FCT Chapter of the BLP distributed manual maize sheller to Bwari community, a gari processing machine to Jiwa community, a rice huller to the Yaba Community, gari processing machine to Rubochi community and numerous tools and implements to the Gwagwalada Area Council to assist women in their industrial activities. These are by no means all what has been done in the FCT under the BLP to promote the growth of indigenous technology. Moreover ALL the states are involved in this exercise. Nation wide, the BLP has provided funds to women cooperatives to undertake various activities such as soap and pomade factories, pottery, cassava and rice milling, snail farming, cloth weaving, aso-oke weaving, mat-making, fish smoking, goatry, cosmetics and toiletries, tie-dye and many others.

The former Bendel State Chapter of the BLP succeeded in promoting (as at July 1991) 59 state and local government BLP projects. Most of the projects were completed and commissioned and handed over to BLP cooperatives to manage, while the BLP secretariat maintained general supervision of their use and maintenance. Examples of such projects include local gin processing in Okpe LGA, small-scale oil mill, cloth weaving and pot making in Ika Local Government Area, and soya bean processing project in Oshimili Local Government Area. In 1990, the number of cottage industries set in different states were many with the following examples: Kwara 56, Ondo 79, Oyo 18, Akwa Ibom 58, and Kaduna 8. Also, in 1990 some cottage industries received a boost and include:-

Fish and fish smoking	-Lagos, Rivers, Cross River, Kwara, Bendel and Borno States.
Salt processing	-Plateau and Benue
Cosmetics and Soap Making	-Anambra, Plateau, Bauchi and Lagos.
Piggery	-Bendel and Anambra
Animal Fattening Industries	-Sokoto, Bauchi, Gongola, Borno and Niger.
Black-smithing	-Anambra

These examples are only a guide of what was achieved under the BLP.

TRADE, AND SOCIAL WELFARE

A major achievement of the BLP is the promotion of cooperation among the womenfolk such that more and more cooperatives are formed to achieve common goals. In the FCT for example, there were no registered cooperatives before the BLP. By July 1990, there were 27 registered women cooperatives. The number of women cooperatives increased from 3,150 in 1990 to 5,479 in 1991 with membership of 377,628 persons in 1991. A co-operative is a voluntary association formed by people with common interests, problems, and goals for the overall benefits of the group.

The BLP promoted commerce and trade through the **Better Life Shops** and **Sunday Markets** set up in various LGAs. In these shops

and markets, arts and crafts, food items and household goods are marketed. An example of a Sunday Market is the Ogba Sunday Market in Ikeja, Lagos State, launched by the First Lady in July 1989. The markets and shops are assisted by companies which sell their products directly to the BLP outlets. National Trade fairs were held in Lagos under the BLP, while other fairs were held at state levels.

The BLP participated in trade exhibitions in Atlanta, Georgia and Houston Texas (USA), Berlin (Germany), and in Burkina Faso and Mali. In all these fairs and exhibitions, the expertise of the rural women in arts and crafts has been effectively projected while the country's image has been further illuminated by the resourcefulness of these women.

In the area of social welfare, the BLP has been at the forefront to attend to cases of **child abandonment, unfair treatment of widows, destitution and motherless babies**. Chapters of the BLP, in conjunction with the NDE have helped in some cases to cater for some women with large families but little income. The BLP has taken on the problems of widows to ensure that they are not maltreated and that they are appropriately catered for.

Despite the initial skepticism about the realisable objectives of the programme, there is no doubt that the **difference** is clear in terms of what the BLP has achieved in reducing poverty, in empowering women to be more resourceful and in creating a greater awareness about the opportunities for women in the development process.

RECREATION AND PUBLIC ENLIGHTENMENT

Under the BLP, recreational activities are also encouraged to attune women to the need for exercise and relaxation as a means of reducing the strains and stresses of everyday life.

The BLP has also organised workshops, seminars and conferences among others, to enlighten the public about its activities. Various chapters of the BLP have used the news media to sensitize the general public about the scope and achievements of the programme. In both the rural and urban areas, the BLP is a household word.

DIFFICULTIES/PROBLEMS

The programme however encountered some difficulties which inhibited its implementation in a few areas. These problems varied in intensity from community to community. Some of them are discussed below.

- 1. Inadequate Funds:** Adult education and some of the other BLP programmes lack adequate funding. Hence, the right instructors/teachers were not always attracted to some of the communities.
- 2. Lack of Adequate Materials:** Such as text books, typewriters etc. This affected the pace of BLP educational activities in many communities.
- 3. Lack of Cooperation** from some husbands in allowing their wives to attend evening classes. Luckily, this was not widespread.
- 4. Inadequate Support** from some women elites, who were unprepared to render selfless service. Again, this was only in some instances.
- 5. Poor Infrastructural Facilities:** Mobility was restricted because of poor infrastructural facilities, particularly in some riverine areas.

It is important to point out that the effects and benefits of the BLP are sometimes intertwined with those of institutions and agencies, set out to implement some of the objectives common to that of the BLP. Such institutions include MAMSER, DFRRI, the NDE, the People's Bank of Nigeria and UNICEF. Invariably, all these institutions have contributed towards making the path to development more accessible and the factors for achieving it, more manageable.

These problems notwithstanding, the indefatigable drive of the initiator of the programme, Her Excellency, Dr (Mrs) Maryam Banbangida and the commitment of those who implement the programme, particularly the wives of state governors and their able lieutenants, make the BLP widely acceptable and enable it to achieve the major objectives for which it was set up.

The contributions of the royal fathers and community leaders are important under the BLP while the rural women must be commended for their readiness to accept new ideas and cooperate on all fronts. The urban women have also played a major role in the design and implementation of appropriate programmes for the rural women. It is gratifying to note that the National Commission For Women has

been set up to handle the issues pertaining to women in the development process and to take on BLP activities. This would ensure that issues pertaining to women would continue to be treated in a coordinated fashion and not on an ad-hoc basis.

FUTURE DIRECTION

Successive governments should consolidate the achievements made so far under the BLP in order to promote rural development and enhance the quality of life of rural dwellers. The BLP through the National Commission For Women and in conjunction with other relevant institutions and bodies should step up efforts in:

- (1) data collection on a gender-specific basis to make planning easier;
- (2) further reducing health problems of women and children, particularly maternal and child mortality;
- (3) promoting educational activities to reduce illiteracy by helping the rural and urban people; and
- (4) increasing access to credit facilities by the disadvantaged group.

Finally, in the words of President Ibrahim Badamosi Babangida "the development of a nation should be carried out in partnership with the women and no one gender should be seen as either the senior or junior partner in the relationship". To many people, the BLP could mean a number of things. To a great deal of the rural and urban populace, it is a remarkably different approach to rural development. It is a programme that breaks new ground without breaking a back or a neck. It is not about fixing old windows, it is about opening new doors.

PROJECTS EXECUTED BY THE BETTER LIFE FROM INCEPTION TO 1992
IN THE FORMER 21 STATES

	CO-OPERATIVES BEFORE BLP	CO-OPERATIVES AFTER BLP	CO-OPERATIVES TOTAL	COTTAGE INDUSTRIES	SHOPS	MARKETS	WOMEN CENTRES	SOCIAL WELFARE PROJECTS	EDUCATIONAL PROJECTS	CROPS FARM	VEGETABLE GARDENS	TECH LEISURE FARMS
1. AKWA IBOM	81	118	200	36	3	-	11	30	16	11	50	6
2. ANAMBRA	38	62	100	150	129	2	150	29	29	10	21	6
3. BAUCHI	8	20	300	28	23	2	2	2	20	8	460	25
4. BENUE	-	668	669	77	4	-	3	10	5	7	31	4
5. BEND	-	1025	1025	140	8	13	11	11	26	10	14	9
6. BORNO	1	229	500	32	25	-	27	-	-	8	450	24
7. CEBER	4	184	160	46	2	-	5	-	-	11	29	-
8. CONGO	1	449	500	5	3	2	21	1	21	7	84	12
9. CONGO	39	557	635	6	3	4	5	20	5	7	5	14
10. DMO	30	570	600	30	4	-	3	4	4	20	14	7
11. KADUNA	1	459	460	65	10	118	4	-	8	14	14	-
12. KANO	-	242	242	55	5	-	-	1	20	5	46	10
13. KATSINA	-	186	200	155	-	15	14	2	28	7	20	20
14. KWARA	14	374	375	48	11	13	10	1	23	8	42	28
15. LAGOS	1	212	215	13	4	1	5	1	5	3	2	1
16. NIGER	9	391	400	74	-	12	13	9	8	14	-	10
17. OKUN	9	288	314	122	5	14	25	2	31	7	20	5
18. ONDO	26	476	538	154	43	15	10	35	42	8	30	5
19. OYO	62	290	340	150	2	5	8	5	3	8	27	15
20. PLATEAU	40	361	364	20	2	5	4	5	3	8	22	7
21. RIVERS	7	600	600	4	15	-	37	37	-	5	29	3
22. SOKOTO	-	340	340	160	15	7	-	-	-	-	-	37
23. TARTALAI	-	914	942	1435	308	187	426	195	323	1531	250	185
GRAND TOTAL	378	9114	9442	1435	308	187	426	195	323	1531	250	185

PEOPLE'S BANK OF NIGERIA

By Mrs. Maria Sokenu

POVERTY

Poverty knows no bounds its affliction transcends all known partitions and groupings of mankind.

Man has made great strides in many fields of endeavors, however, these achievements seem to be beclouded by tremendous human deprivation, want and subjugation, co-existing with these physical development.

According to United Nations statistics, over 1 billion People live in absolute poverty in the developing world distributed as to Asia 64%, Africa 24% Latin America and Caribbean 12%. The Africa situation paints a gloomy picture. The number of Africans below the poverty line rose by 67% in 1980.

In the case of Nigeria, 75% of the population are poor. Most of these people live in the rural areas. In order to achieve any appreciable development at the grassroots level, the need to rescue this low income segment of the society is imperative. These people struggle to exist, they are unable to accumulate capital to change their economic situations, they have limited access to credit, it is difficult for them to get adequate food and clean water, they are at the mercy of low crop yields, their choices are limited, they will remain in this situation unless some positive changes in their lives occur.

As a result major policies of the past often relegated the poor to the background. However, one crucial quality which the poor possesses which has been unharnessed until when the People's Bank was established is that they are honest and anxious to protect their name and family reputation.

They are bankable and if given opportunity, would definitely excel the unenviable credit records of the customers of the conventional banks. The People's Bank's experience in the last three (3) years has proved this.

THE NEED FOR PEOPLE'S BANK

The Federal Government's decision to establish **People's Bank of Nigeria** as part of the 1990 Budget provisions is consistent with existing policy designed to improve access to banking and financial services by a large segment of the economy currently excluded from or inadequately provided with such services. Since it is believed that overall development will be fostered by wider spread of financial services, the authorities had in the past used a variety of strategies to promote the diffusion of banking institutions. To this end, government has sought to extend these institutions to the "**Excluded section**" through the use of at least three banking ideas. The first is perhaps the **Rural Banking Programme** under which largely urban based, **nationally-targeted Commercial banks** were required to set up rural branches. The implementation of three phases of that programme in the last 12 years has resulted in the establishment of 746 rural branches as of January 1990.

In spite of this admirable effort, it appears that a sizeable segment of the economy has still not been reached or perhaps cannot be reached by the traditional banking sector, given their orientation. This view is supported by the Report of the National Agricultural Credit Study carried out by the Central Bank, following which Government approved an alternative banking strategy as a means of delivering banking services to the excluded segments of the economy.

These alternative banking ideas show Government's concern with fostering development through improved access to banking services for roughly the same economic and social group which broadly include the rural sector, urban informal sector, micro-enterprises and disadvantaged groups such as women, etc.

The **People's Bank** like similar institutions elsewhere is in concept expected to focus its services on the economically weakest groups.

In other words the **People's Bank** or **BANK FOR THE POOR** is a target-group-oriented credit institution set-up to provide loans to the bottom-poor without collateral securities and to improve their quality of life. It is a non-traditional banking system for those who are not covered by the existing orthodox banking system.

The **People's Bank** is modelled after the **Grameen Bank** of Bangladesh which was initiated in 1976 by Professor Muhammad Yunus, a professor of Economics at the Chittagong University, whose ideas it was to experiment an action research in Jobra Village, close to the University, in the wake of the 1974 - 75 famine. Under the patronage of the Bangladesh Krishi Bank "BKB", the pilot project tested the hypothesis that "if the poor are provided with credit, they can generate production and self employment without external assistance". The result was the birth of the **Grameen Bank**.

The success of the **Grameen Bank** of Bangladesh prompted several other sister countries to borrow and implement the idea. Similar scheme has been introduced in Malaysia, known as *ikhtia* Malaysia, Sri-Lanka, the Philippines, Arkansas, Canada and South side of Chicago, USA.

People's Bank of Nigeria coming in the wake of the down turn in the nation's economy coupled with the desire of the Federal Government to cushion the effects of the **Structural Adjustment Programme, S.A.P.**, President Ibrahim Badamasi Babangida approved the proposal to be experimented as a pilot project in eight selected states: **Anambra, Benue, Cross-River, Lagos, Niger, Oyo, Sokoto and Kano State**. And so on October 3, 1989, Nigerians witnessed the birth of a novelty in the banking industry with the official commissioning of the pioneer branch at **Ajegunle, Lagos** by the President and Commander-In Chief of **Armed Forces, General Ibrahim Badamasi Babangida**.



**IBB COMMISSIONING AJEGUNLE
BRANCH, ON OCTOBER 3, 1989**

The pilot phase which was for a period of 3 months, October, 1989 to December, 1990, saw the establishment of 20 branches in these eight states.

To propagate the objectives for which the Bank was established, the Government set-up an 8 member Task Force comprising the following members:

Dr. Tai Solarin	-	Chairman
Maria O. Sokenu (Mrs)	-	National
		Co-ordinator
Dr. Bata Musa	-	Member
Mrs. A.N. Igwe	-	"
Mr. M.A. Fatade	-	"
Alhaji Suleiman Uban	-	"
Alhaji Abubakar Jika	-	"
Mallam Mohammed Haruna	-	"

Encouraged by the success of the pilot phase which recorded an impressive repayment rate of 98% with about ₦13.6 million loan disbursement, the Government transformed the project into a specialised bank for credit to the rural and urban poor in January '90.

AIMS AND OBJECTIVES

1. The extension of credit facilities to the less privileged members of the society who cannot normally benefit from the services of the conventional banks.
2. Provision of opportunities for self-employment for the vast unutilised and under-utilised manpower resources.
3. Complement government efforts in improving the productive base of the economy.
4. Inculcate banking habits at the grass-root level and reduce rural urban migration.
5. Cushion the painful effects of the Structural Adjustment Programme on the depressed sectors of the economy.

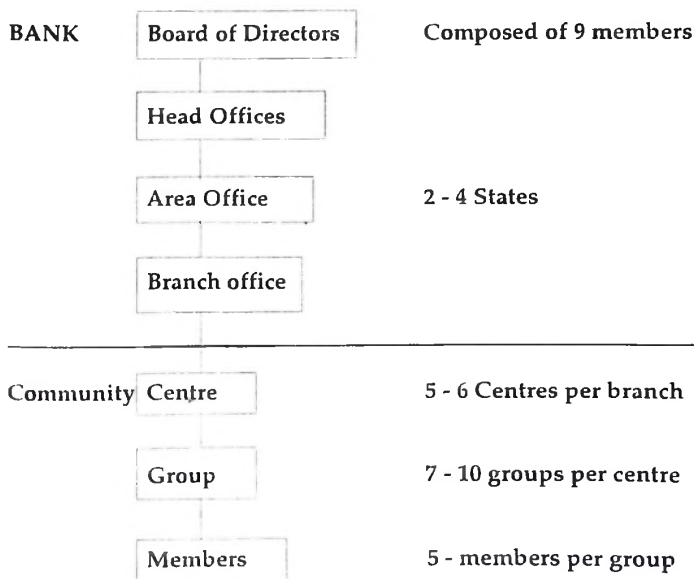
In addition to the above the bank also has as its objectives. The activities of the Bank are organised along front-tier administrative structure: Centre Office, Branch Offices, Area Offices and Head Office.

6. To reverse the age-old vicious-circles of "low income, low savings, low investment, low income" into an expanding system of low income, credit, investment, more income, more credit, more investment, more income for the disadvantaged people.

OPERATIONAL STRUCTURE

At the apex of the organisational structure of the **People's Bank** is the Board of Directors headed by a Chairman. The Managing Director is the Chief Executive Officer of the Bank. The activities of the Bank are run under the general direction of the Board of Directors which consist of 9 members all of whom are appointed by government.

OPERATIONAL STRUCTURE AT THE OFFICIAL AND FIELD/ COMMUNITY LEVEL



The Board of Directors of the Bank currently comprise the following:

Chief E. A. O. Oyeyipo	-	Chairman
Mrs. Maria-O. Sokenu	-	MD/Chief Executive
Mrs. Emily Aig-Imoukhuede	-	Member
Alhaji Nuhu Sa'ad	-	"
Alhaji Mohammed Tori	-	"
Dr. (Mrs.) Fransisca Obasi	-	"
Alhaji Awwal B. Shehu	-	"
Mr. John O. Ezenwafor	-	-Representing (Federal Ministry of Finance and Economic Development)

THE UNIQUE FEATURE OF PEOPLE'S BANK

1. Exclusive focus on the bottom poor
2. No. priority to any particular sex but women have proven to have a better credit discipline
3. Credit delivery system is specially designed to meet the development needs of the poor
4. Borrowers are organised into small homogeneous groups of similar socio-economic status
5. Centre as basic transaction unit for loan proposal and group training
6. Group participation
7. No collateral
8. Very small amount of loans
9. Repayment in weekly installments repayable over 50 weeks with a two week's grace period.
10. Eligibility for subsequent loans upon repayment
11. Individuals are free to choose their income generating activities
12. Close supervision
13. Credit discipline through:
 - i. Peer pressure
 - ii. Group solidarity
14. transparency in all bank transactions; no secrecy
15. Receiving system interlinked into a delivery system ("Poor do not come to the bank, bank goes to the poor").

HOW MUCH CAN BE OBTAINED BY ANY INDIVIDUAL

- Minimum ₦500.00
- Maximum ₦10,000.00
- Collateral Required - None
- Interest Rate - Nil
- Administrative fee - 15% on loan obtained
- Period of grace - 2 weeks moratorium for trade loans, variable for agricultural and industrial credits.-

BASIC PROCEDURE FOR TAKING LOANS

1. Formation of group
2. Consolidation of membership
3. Contact with the nearest People's Bank Centre
4. Meetings and consultation between Bank's field officials and group members.
5. Determination of the amount required at group meetings as well as the selection of the first set of beneficiaries by the group.
6. Bank worker will visit place of business of each prospective customer with a view to ascertaining individual request for credit facilities.
7. Disbursement of loans directly to the individual loanee and not through an agent or group leader
8. Monitoring of proper utilisation of loan by field worker.

GROUP SIZE

The group size is 7 - 10 members

The idea is to achieve highly mobilised and cohesive groups. Composition of Group Members.

	SIZE OF 7	SIZE OF 10
Members	5	8
Chairman	1	1
Secretary	1	1
TOTAL MEMBERS	7	10

Loan is disbursed to members in rotation on the basis of group member. In considering a Group of Seven (7) members. The poorest four (4) members as recommended by the group are the first to benefit. After 8 weeks of satisfactory repayments by this group. The Chairman and Secretary benefit last so as to ensure a continuous peer pressure, group discipline, and solidarity.

The cycle continues when the first four (4) members have completed their repayments, they are given the second loan, then the last three (3) comprising of the Chairman and Secretary get their second loan. The third and subsequent loans follow these pattern.

With the conclusion of the first loan, the Bank would have been able to establish the credit history of the clients. Larger amounts can be approved for them depending on their credit requirements and rating



Photograph of Training

GROUP FORMATION AND TRAINING

Like minded individuals within the same socio-economic status form group of 7 members. The members must be those who live within the same location and know themselves to the roots. They elect a Chairman and Secretary. Then they identify themselves with the nearest centre office of the People's Bank. At this first point, the centre staff perform some quick test on this group to determine whether they fall within the target group, the tests are:

- i Income base
- ii Working capital should be within the credit ceiling of People's Bank loans.

If they fall within the target group the Field Staff will go further to explain the Modus Operandi of the People's Bank Scheme. He holds meetings with beneficiary and he reports his findings to the bank. At the branch the Programme Officer will follow up the training, visits and inspects the group. If he is satisfied, he recommends the group to the Manager. The Manager must verify to ensure that:

- i The Clients falls within the target group
- ii That there is sufficient cohesion and solidarity among the members

Upon satisfaction of the tests, the group is recognised and registered. Recognition of a group is done by the Branch Manager in the presence of the Field Worker and Branch Programme Officer.

TRAINING PERIOD FOR A GROUP

The minimum training period for a group is 3 weeks from the date of identification with a Centre Office of the Bank. This goes for groups that are well formed and fully mobilised. For groups that are improperly formed for one reason or the other, the training period can extend beyond 3 weeks. After recognition of the group, loans are disbursed within the 5 days.

UTILISATION OF LOANS

Loans must be utilised within one week of disbursement and the Field Worker supervises that loans are being utilised judiciously for the intended purpose. The second week of the grace period is to enable the beneficiary organise his activity and generate some cash flows.

REPAYMENT

Repayment period of loans is 52 weeks (this includes the 2 weeks moratorium). The Bank having been convinced of the constant repayment of the loans by the first set of beneficiaries makes arrangement for the disbursement of loans to the next set of loanees. The group leader and the Secretary would be included in the last set of the loanees.

Fresh loans could be taken as soon as the first loan is repaid by every beneficiary

EXPANSION IN COVERAGE

The presence of the People's Bank is conspicuous in the districts of its operation. By August, 1992, the Bank had over 210 branches 508 satellite centres, 38 mobile banks. Over ~~N~~246 million loans have been disbursed to some 552,400 beneficiaries. The repayment rate achieved by the bank as at June 30, 1992 is 92%.

PROJECTS/PROGRAMMES AND PRODUCTS

PRODUCTS/SERVICES

Since the inception of the bank in 1989 the following products have been introduced:

1. Credit to the rural and urban poor
2. Mobilisation of savings and cultivation banking habit
3. People's Emergency Deposit Scheme (PEDS)
4. People's Bus (Transport Operations) Loan Scheme
5. Assisting target clientele in distress
6. Agricultural Credit Loans
7. Small-scale group enterprise loans
8. Assisting disabled Nigerians to be economically self reliant

ACTIVITIES FINANCED BY THE BANK

The sectorial lending of the bank can be categorised into six major sectors namely: Petty-trading, Vocational trades, farming, Agro-processing, Handicrafts, mass-transportation and other services. From the beginning of 1990, credit has been extended to several groups consisting of a number of loanees collective enterprises which have expanded rapidly since 1991. The details of the bank's sectorial lending is rendered as follows:

i PETTY TRADING

General buying and selling of, food stuff, cosmetics, beverages and inclusive of other sundry productive menial activities of the informal sector.

ii SUPPORT FOR THE VOCATIONAL TRADES

- i Mechanics and Vulcanisers
- ii Carpenters and Electricians
- iii Barbers
- iv Sewing centres and hair dressing saloons
- v Nursery and day-care centres
- vi Repair services for radio, vehicles watches etc.

iii HANDCRAFTS

- | | |
|-------------------------------|-----------------------------|
| i Weaving | ii Tatting and Knitting |
| iii Poultry | iv Wood works |
| v Dyeing | vi Tailoring |
| vii Pomade and soap making | viii Black smiths |

iv FARMING

- i Small scale farming such as grains. tubers plantain, cultivation, etc.
- ii Sheep and goat rearing
- iii Piggery and Poultry keeping

v AGRO-PROCESSING

- i Cassava processing
- ii Fish Processing
- iii Oil processing
- iv Grains processing
- vi **MASS TRANSIT (PEOPLE'S BUS SCHEME)**
 - i Transport operator's loan

DISBURSEMENT OF LOANS BY SECTORS 1990-92

Sectors	1992 AMOUNT of loan % = ₦ = m	1991 AMOUNT of loan % = ₦ = m	1990 AMOUNT of loan % = ₦ = m
Agriculture & Forestry	49.20 20	31.30 18	19.72 21
Processing & Forestry	9.84 4	3.48 2	2.82 3
Processing & Manufacturing	51.66 21	34.78 20	16.90 18
Trading & Shopkeeping	61.50 25	45.21 26	37.56 40
Transport & Other services	36.90 15	43.48 25	9.39 10
Collective Enterprise	36.90 15	15.65 9	7.51 8
All sectors	246.00 100	173.90 100	93.9 100

PEOPLE'S BANK IN AGRICULTURE

Agriculture is the bedrock of the Nigerian economy. Seventy-five percent (75%) of food production in the country are produced by the poor who live in the rural areas. People's Bank's involvement in agriculture is informed by its belief that a well nourished nation is a healthy nation and that the involvement of the mass populace in direct food production will contribute to reduction in the cost of living of the citizenry. People's Bank Nigeria's loans to Agriculture has been on the increase in absolute terms.

In 1990, some ₦19.7 million was disbursed to the Agriculture sector. This increased to ₦31.3 million in 1991 and ₦49.2 million in 1992.

Under the Agric-loan scheme, small loans are granted to farmers who are engaged in Agriculture, fishing, Poultry, animal husbandry, etc. Unlike loans to other sectors, the moratorium period for Agric loans ranges from 3 months depending on the gestation period of the crop concerned.

Repayment starts at the commencement of harvest and this is arranged in such a way that it can be completed within one year.

The loans are planned in such a way that the farmer have other side crops with varying maturity dates to enable him generate additional cash flow to meet their repayment obligations. Lending to fish farmers has also to a large extent enriched the nutrition of the populace.



FISHING

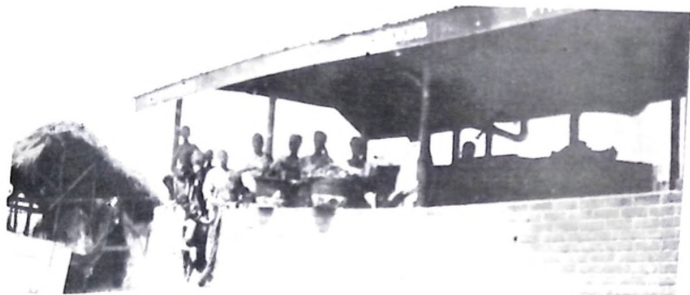
PEOPLE'S BANK IN INDUSTRY

The poor are very ingenious, they have skill and drive. Industry under the people's Bank of Nigeria's loan include: Small scale arts and crafts, small scale processing, like cassava grading, garri processing, carpentry, black smith, cane weavers, block making, etc.

Mrs. Maria Sokenii



Prior to the establishment of People's Bank, many of these one-man enterprises were going into oblivion due to the effect of the Structural Adjustment Programme (SAP). But with the injection of credit to this sector, most of them are now flourishing again while new ones are being introduced.



There has been an appreciable rise in loan disbursement to this sector by the Bank. In 1990 the sum of ~~N~~16.9 million was disbursed while this figure increased to ~~N~~34.78 million in 1991 and ~~N~~51.66 million as at June 30, 1992.

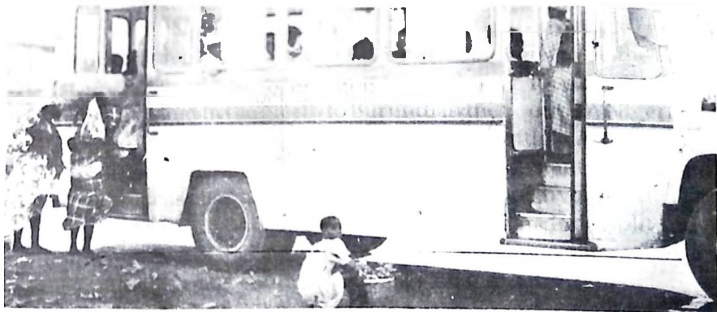
Loans under this sector represents 21% of aggregate loans disbursed as at June 30, 1992.

PEOPLE'S BANK IN COMMERCE

By June 30, 1992 the sum of ₦61.5 million representing 25% of the aggregate loan disbursement has been disbursed to petty traders and shop keepers by the People's Bank.

These beneficiaries are actively engaged in the chain of distribution of goods and services to the doorstep of the populace at the grassroots. Many of the Bank's beneficiaries are hawkers, a large number of whom are now graduating to be permanent shop owners.

The activities of these clients in the commercial activities of the nation cannot be under estimated. With credit from the People's Bank many able-bodied men who hitherto were unemployed or underemployed have resuscitated their trades and can now generate income for themselves and increase their stock of wares.

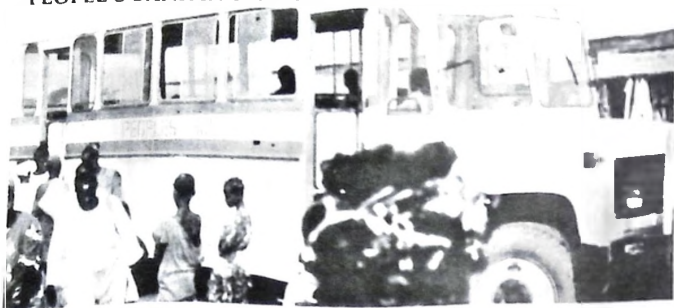


Hawker



Loan under this scheme are always very successful. the beneficiaries are able to quickly turnover their wares, generate additional income and capital.

PEOPLE'S BANK IN TRANSPORTATION



People's Bus Scheme with some passengers

The transport situation in Nigeria is very pathetic. Not only has the urban population increased geometrically, the number of commercial vehicles on road continue to reduce geometrically too due to the effect of the current depressed economy.

Nigerians wait endless hours at bus stops for vehicles which, never come, Some much man hour which would have been utilised for productive work are often lost in the process.

As a bank that cater for the 'have nots' the underprivileged, the People's Bank introduced the transport loan in December 1990 under the product name of 'People's Bus' to alleviate the sufferings of the masses in moving from one destination to another and in the transportation of their produce from rural farms to nearby markets.

The scheme is also designed to train the poor to be good entrepreneurs and Managers and/or owners of Vehicles. The scheme is operated by registered group of transport operators/owners who are given the buses as loans on a hire purchase. Daily repayment are made by these operators to the People's Bank until the loans are fully

liquidated. The loan is for a maximum period of 2 years. Upon successful repayment, the vehicle revert to the beneficiaries. Loans under this scheme are effectively monitored by the Bank. Branches are given the responsibility of monitoring the buses in their States of operation. Defaulters are penalised by having their buses withdrawn without notice. As at June 30, over 180 buses have been acquired by the Bank with over ₦57 million disbursed as loans. Some of the beneficiaries have completed full repayment of loans received under this scheme, while the Bank is working out a programme for the transfer of ownership of the buses to these customers.

PEOPLE'S BANK OF NIGERIA AND WOMEN IN DEVELOPMENT

Women have for long been deprived, marginalised and disadvantaged even though they play the most vital role in the society. They are responsible for the feeding and upkeep of the home, responsible for the provision of water, purchase of food and household items, cooking, fetching of firewood, purchase of gas or kerosine as the case may be, and cleanliness of the home and surroundings yet they do not contribute to the formulation of policies affecting all these day to day activities.

In the rural economy, the role of women span the spectrum of food production to vital activities in rural cottage industries development. They constitute more than 70% of the farm labour force. Within the traditional division labour along the gender line in the rural areas. Women are primarily responsible for food production, processing, marketing and storage, while the men are mainly involved in the production of cash crops.

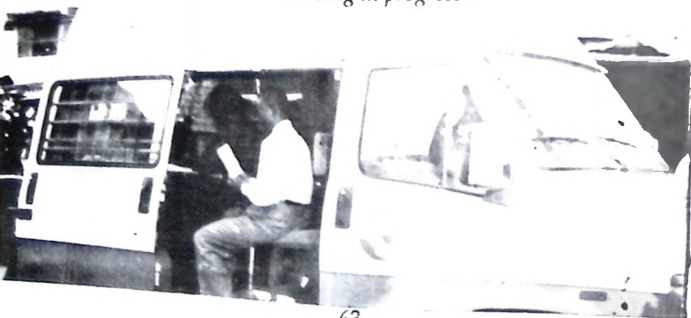
In spite of the visible roles of women in food production, utilisation, family raising and upkeep, they are faced with a lot of constraints in terms of access to resources needed for efficient agricultural production and minimal drudgery in household cares. The women lack production resources, such as land, credit, new technologies, extension services, machineries and other productive assets.

People's Bank of Nigeria has been deeply involved in the provision of credit to women for improved trading capability and has been giving credit for agricultural production and supporting agro-processing. Credit has also been given to the women through the Better Lifer Programme (BLP). Over (BLP) to women.

Credit is given for the purchase of machine for garri processing, oil processing and other machineries to alleviate the drudgery associated with agro-processing. Apart from this, the same groups are also given credit for the building of processing sheds. People's Bank of Nigeria has also been giving credit to the women for the setting up of day care centres. People's Bank of Nigeria intends through its newly created Women Development Unit to pay more attention to the credit and training needs of the women in order to ensure that their earning capability is increased and they can afford improved diet and good medical care.



Weaving in progress



The experience of the People's Bank Scheme have revealed that women have a higher credit discipline. They are judicious in loan utilisation and religious in repayments. The coverage of women in the Bank's loan Scheme has been on the increase. In 1990, women accounted for 45% of total members of beneficiaries and 40% of June 1992, this has risen to 85% of members and 65% of cumulative amount disbursed. This rate is expected to rise.

MOBILIZATION OF SAVING AND CULTIVATING BANKING HABITS



Customers transacting banking business at a branch of PBN

As part of the services rendered to its numerous customers, the People's Bank mobilises savings. The scheme is simplified in such a manner as to make both the literate and illiterate to save. Only a sum of ₦10.00 is required to open a savings account with the Bank. The bank has been able to mobilise the sum of ₦424 million under the savings scheme through its branches Nation wide. More products are being introduced by the Bank to boost the savings of the Bank. According to the Central Bank of Nigeria (CBN) estimates, over 45% of money supply are outside the banking sector. They cannot be accounted for by the banking institutions, these funds are in the hand of the poor, in the rural and urban areas.

These are hidden away under their pillows, in their pots and even in pits. To channel these funds to the banking sector, the Bank introduced the "banking on wheels" known as the People's Emergency Deposit Scheme (PEDS)

PEOPLE'S EMERGENCY DEPOSIT SCHEME (PEDS)



Customers utilising the services of People's Bank mobile Bank under the PEDS Scheme

The People's Emergency Deposit Scheme was introduced in October 1991 to take banking to nooks and crannies at the grassroots, on wheels

It is the traditional savings system well known to the rural populace. Its name vary from one geographical region to the other viz Esusu, Adashe, Ajo, etc. The objectives of the scheme are:

- i To imbibe savings culture in the masses
- ii To pool financial resources form small savers and manage such resource on their behalf.
- iii Invest the pooled resources in approved investment outlets in order to achieve a high level of returns for the benefit of the account holder
- iv To stimulate the development of the Nigeria capital market through mobilisation of role funds and channelling such funds into the market through viable investment outlets.
- v To enable account holders maximise returns on investment at a minimal risk through portfolio diversification

A lot of benefits are derived from the PEDS scheme. It enables participants to make care of emergencies relating to:

- i New product line
- ii Increase stock level
- iii Unexpected farm hazards
- iv Payment of School fees or settlement of hospital bills
- v Unexpected increase in cost of books
- vi Repairs and rehabilitation of broken down equipment
- vii Repairs and renovation of dwelling houses et.

One interesting advantage of saving under this scheme is the ability of savers to get the bank's loan without federating into groups. As the customer begins to save daily or weekly under this scheme, the bank will be able to evaluate his credit history. Worthy customers could benefit as much as 200% of their balances standing in their accounts as loans under the scheme.

Savings scheme of the bank is now making the under privileged masses aware of the services derivable from the banking institution. Those who never thought they could walk into a bank before now enjoy the services which the bank carries directly to their doorsteps, using the mobile bank. The result of this pioneering work of the Bank, its orientations and the training and awareness which it has given its numerous customers now motivate conventional banks to open branches in areas which hitherto they regarded as unviable eg Balogun, Idumota, Apogbon in Lagos are now thriving grounds for many commercial banks.

SOME KEY FACTORS TO THE SUCCESS OF THE BANK

The People's Bank is a novelty in credit programme that has achieved positive changes in the lives of poor people of Nigeria, through its philosophy for poverty eradication. It has been a concerted effort to answer the question of poverty. The philosophy is hinged on the following foundation:

- 1 People's Bank concept of the poor
 - To recognize and treat the poor as human beings with dignity
 - To recognize poor people as productive factors and not as labourers as in economic theories
 - To give credit to achieve self employment, People's Bank understands that the poor have the following potentials:
 - Memory
 - Drive to survive
 - Physical ability
 - Willingness to develop and
 - Appreciable credit discipline which makes them bankable

2. Credit:
 - People's Bank considers the credit system as:
 - Means of production through revolving money
 - Employment of poor in two ways
 - Socially, to achieve human dignity, self independence, self confidence and control of destiny

- 3 Target group:

The target group is the bottom poor 66% of the population (in the first stage, the bottom 25%).

 - The criteria for determining who is poor for entitlement of the credit include:
 - Use of the means method: Whereby a realistic and honest assessment of the prospective loanee is examined, and reliance on information supplied by the Bank Officials, Community leaders, and other members of the group.

- 4 Group Responsibilities: Group, Centre office and Branch Office as basis of activities.
 - The group is responsible for repayment of members through peer pressure which compensates for lack of collateral for the poor people.
 - The ordinary citizen, remains honest and anxious to protect his or her name and family reputation.

Other distinguished features are; Training, Cost Recovery System, Insurance and security, Monitoring and Evaluation, Banking Workers, Branch Requirement.

SOCIO-ECONOMIC IMPACT

The effectiveness of a mass-oriented programme like the People's Bank's is always a question of its relationship with its various customers. The poor has demonstrated the capacity to repay loans inspite of operating at the subsistent level. They have also shown the ability to generate productive capabilities when given access to credit. Consequently, they have experienced increase in production methods and produce. The bank's operation have direct impact on poverty alleviation, credit market, capital, accumulation by the poor, employment generation, rural-urban migration and capacity building by the poor.

IMPACT ON INCOME AND POVERTY

Although accurate estimation of income of our target clients are difficult because they do not keep accurate records of their business, the findings of a recent survey conducted by the bank in Lagos, Imo and Niger States have shown that the bank's loan have direct impact on income. Table 2 shows the perception on their economic conditions.

TABLE 2

Stated Reasons Behind the improvement in Economic Condition.
after joining People's Bank

PRIMARY REASONS

Reasons	Male %	Female %	Totals %
1.Free from the clutches of money lenders	19	8.20	13.4
2.Accumulation of Capital	52	36.0	48.0
3.Increase in Wage rate	2.0	3.50	2.70
4.More Investment in Vegetable and fruits growing	1.0	0.5	0.65
5.More Investment in Agriculture	5.60	9.8	7.40
6.Additional employment in productive work	6.4	34.0	20.20
7.Employment of more hands	14	2.0	7.65
TOTAL	100	100	100

IMPACT ON CAPITAL ACCUMULATION

The most direct impact of the bank's credit is on accumulation of capital, both working and fixed.

The bank's loan is repaid in small installments every week. So, it is easy for the loanees to pay the instalment from the income. Leaving his capital intact. At the time of taking a second loan, the loanees should have a larger volume of capital than the amount he had prior to his becoming a customer of the Bank. Also since subsequent loans are relatively larger, it is possible for the loanee to divert a part of the loan or his incremental income for making medium and long term investments such as the purchase of cattle, acquisition of machinery, tools, equipment and even for his personal development.

IMPACT ON EMPLOYMENT

The stated objectives of People's Bank is to extend credit facilities to poor men and women for creating opportunities for self employment to the vast unutilized and underutilized manpower resources of this country. The bank has addressed two types of employment

- i generating of new employment for the previous unemployment
- ii and generating of additional employment for the previous unemployed.

The Bank has given direct employment to over 2,500 Nigerian working in its offices, nationwide. Employment has also been generated for those who hitherto had no productive occupation. Many of the bank's client have added additional labour force in their employment activities. Some customers of the bank interviewed gave the following response.

Mr. Chris Oti, a Secondary School Leaver applied for a loan in 1990 to set up a cane chair factory. He obtained his first loan of ₦2,000.00 within two months of joining the scheme. Now two years later, Mr. Oti employs five people in his operation. He has improved the life of his own family. By providing employment, he has brought more

economic security to five other families. Many more beneficiaries of the bank's loan have increased their work force in their chosen trades and vocation.

IMPROVEMENT IN HEALTH AND NUTRITION

With increase in the disposal income of the bank's clients, the beneficiaries of the bank's loan are now able to afford some basic necessities of life. They can now feed and cloth their families since their households no longer depend on one earning member. Other impact of the bank's programmes include, improvement in education and social status of the bottom poor.

OTHER SOCIAL CONTRIBUTION OF PEOPLE'S BANK

People's Bank of Nigeria is the common man's bank, when it was launched on October 3, 1989, by Mr. President remarked "dis na una bank o! make una use am - well o".

The bank has in its products and programme always strive to secure a good quality life for the down-trodden masses of this country and has come to their aid in times of need. A typical case is during the Maroko demolition exercise of July 1990. Most of the ejected occupants were given resettlement loans by the bank to enable them secure residential accommodation.

PROSPECTS

The need for the services for People's Bank to the poor in the nation is quite evident but financial and resource constraints have more or less curtailed it to this present operational level.

The bank is one of the institutions holding the key to empowering the poor of this country to be able to improve their lot. To reach out to a larger number of the poor, the bank plans to take banking to all the nooks and crannies of this country through the establishment of more branches and in the acquisition of more mobile vans.

In order to achieve these objectives, we are in touch with the National Boundaries Commission and the north-East Arid Zone, both of whom share our vision along this line.

The bank has the potentiality of imbibing banking culture into the Nigeria poor. It is the plan of the bank that if its numerous clients are given proper orientation and made to imbibe credit discipline, after obtaining loans in four cycle from the PBN, they should move into self - reliant status and be in a position to contribute to the growth of the country.

PBN AS AN AFRICAN MODEL

At the just concluded internationally Conference, participants resolved that the People's Bank of Nigeria model should be adopted as the African model. There are great prospects that the bank will be charged with the responsibility of helping other African nations and developing countries worldwide to establish their own scheme. It is no longer a mere claim that the People's Bank project is now an International programme. The Bank is working in close collaboration with the ADB and other International organisations like UNICEF, FAO, IFAD, UNDP who are looking into possible areas of using the bank to channel their resources to the poor.

With this International awareness of its programmes, it is expected that many international agencies are likely to come forward to give the bank financial assistance towards achieving its training, research, and development goals. We also hope that these agencies will be willing to contribute towards poverty eradication by providing loanable and outright grants.

Moreover, many African countries are already sending invitations to the Bank to come and help them establish a People's Bank. Invitations have been received from Sudan and Ethiopia. Also recently, Republic of Benin authorities sent a powerful ministerial delegation to the People's Bank of Nigeria to study its operations for adoption by the government of that country.

CONCLUSION

When the Federal Government established the People's Bank three years ago, many Nigerians were quick to dismiss the initiative as merely another expensive publicity gimmick. The fear was that the bank though it had been successfully operated in other third World nations would however, degenerate into another public sector drain pipe gulping huge public funds without commensurate social returns.

However, over three years for which the bank has been in operation, it has emerged as an authentic success story, providing the much needed bridge between the legitimate but cash starved business aspiration of the poor and their perennial needs for set up funds.

Long shunned by the traditional banking sectors stringent demands for collateral, these less privileged but no less determined members of the private sector had therefore, been compelled, either to seek employment or to subsist perpetually on the harsher margin of the economy.

The successful operation of People's Bank has now begun to change the cheerless scenario. Thousands of peasants, artisan and other small-scale business men and women have received loans on very favourable terms from the bank and have thus been enable to make more meaningful contributions to the national economy and has been recording an impressive repayment rate of over 92% which is significantly higher than what obtain in the orthodox banks.

Although, the People's Bank of Nigeria is recording success for its set objectives, it is no where near achieving 100% success at eradicating poverty among the 63.75 million Nigerians adjudged to be below the poverty line. There is therefore, need for the Federal Government to strengthen the Bank, resource-wise. It must be noted that PBN is uniquely poised to cater for the poor of this country and alleviate their poverty and in fact remove them from it.

This is because PBN with its network of branches, is mass oriented yet centrally controlled. It also provides standardised operations while catering for all Nigerians. PBN is not a conventional bank but provides specialised banking services to the grassroots which it was designed and infact is one laudable scheme by this Government to improve the well-being of the populace. With the provision of needed funds by the Government, the PBN would be able to provide more credit to the needy and gradually increase their wealth. Trade will prosper, while employment increases. Poverty and crime will reduce, Health Management skills and practices will improve and development of the nation stand guaranteed.

Chapter 4

NOMADIC EDUCATION IN NIGERIA

By Mawela M. Buti.

INTRODUCTION

Who are the Nomads? "They are members of a group that move from place to place with no permanent settlement, they migrate with their cattle in search of pasture and water, they are particularly noted for their affinity to their cattle, they consider their animals as part of themselves" (Ezeomah, 1993).

In Nigeria, there are two categories of Nomads; the pastoralists and the fishermen. "The pastoralists consists of four major ethnic groups, namely; the Fulbe, Shuwa Arabs, Zedima (Buduma), and the Kwayam. The Fulbe are the most predominant in terms of population and geographical spread. The Shuwa Arabs, Buduma and Kwayam are predominant in Borno State. The estimated population of nomads in Northern Nigeria is 6.4 million and their literacy rate is 0.2% (Ezeomah et al 1982). The Fulbe also happens to be the single most populous ethnic group in Africa, always found wandering from Mauritania in the North to Burundi in the South. In Nigeria the Fulbe own 95% of the estimated 15 million cattle. All the ethnic groups share the delimiting characteristic of constant migration in remote inaccessible area in search of means of livelihood. Two patterns of movement are predominant, these include split movement. Here part of the family usually the young men, their wives and children and some younger relations take greater number of the family herd to seek pastures in other areas mainly during the dry season.

This constitutes the migratory group. The migratory group leave behind the base - camp group, which usually consists of the older people and a few young people. Some cows are also left behind for their sustenance.

The second pattern of movement involves total movement. Here the entire nomadic family, both old and young, wander from one location to another with their entire herd in search of pasture and water. "The pattern of movement of the nomad is dictated by the

investment by UNESCO/UNDP and the Nigerian Government. The only settlement of note in Wawazange Bauchi State for sixteen families does not contain a school of more than 24 children. According to Raay (1974) apart from the earlier attempts in what was tagged "the floating school system of 1924" made by the colonial administration and the well meaning but un co-ordinated and sporadic efforts of Borno, Plateau and Kano Governments to educate the nomads during the UPE in 1976, not much has been on a national scale to educate the nomads.

NOMADIC EDUCATION TODAY

Nomadic Education as we have it today, started as a national programme in November, 1986 when a National Workshop was held at Yola to "identify the problems connected with providing nomads with suitable education and to suggest ways and means of making such educational provision possible." The participants at the workshop included practicing educators, researchers in the Universities, the clan heads and nomadic groups and members of Miyetti - Allah - Cattle Breeders Association. At the end of the workshop the participants agreed that the nomads deserve a "fair deal" through the provision of education and other social amenities to reciprocate their contribution to national building as well as to prepare the young nomads for greater contribution towards individuals, community and national development through the acquisition of relevant skills, competences and desirable attitudinal change (Stenning 1959, Hopen 1958).

The result of the workshop was the development of a BLUE PRINT ON NOMADIC EDUCATION which has since become the main instrument for implementing the programme.

Some of the recommendations in the "BLUE PRINT" include;

1. Establishment of a National Commission for Nomadic Education.
 2. Creating Nomadic Education Centres in some Universities.
 3. Drawing - up a suitable Curriculum based on the life style of the nomads for their education.
 4. Making a special school arrangement for the nomads.
- Most of these recommendations have been implemented while others are

at an advanced stage of implementation. For example Decree 41 of December 12, 1989 which established the National Commission for Nomadic Education (NCNE) and three University Centres at University of Jos, Usman Dan Fodio University Sokoto and University of Maiduguri gave Nomadic Education a legal backing and had helped in realizing some of the goals of the programme.

On 1st November, 1988 a thirty-one member Advisory Committee on Nomadic Education was constituted to help the Honourable Minister of Education, by way of advice, to run the Nomadic Education programme. The terms of reference included:-

- a) to evolve concrete measures to sustain continued and increased mass support for the programme.
- b) to examine and adopt different, relevant and appropriate Nomadic School models that may work out in different pastoral communities,
- c) to assess educational and other related needs of Nomadic Communities and bring them to Government attention,
- d) to assess Nomadic Education projects in the States,
- e) to map out concrete schemes for peaceful co-existence between the nomads and settled farmers,
- f) to decide on criteria for material and financial aid to States.

The Committee was headed by retired Colonel Bello Kaliel and Mr. N.O. Okonkwo was the Secretary. The Committee lasted till 1989 when the Commission was established by Decree 41 mentioned earlier. Within the brief period of its existence the Committee sat twice in 1988 and thrice in 1989. Some of its achievements include:

- a) setting up a National Secretariat in Kaduna
- b) constituted itself into five visitation panels and visited all the States that run the programme,
- c) wrote five volumes of report on the status of Nomadic Education in Nigeria,
- d) recruited a core - staff to help in the take-off of the programme.

With the promulgation of Decree 41 of 1989 the committee was replaced

by the Commission, and Professor Chimah Ezeomah was appointed the Executive Secretary. The Commission has a Board and the Chairman is retired Colonel Bello Kaliel. Other members of the Board are drawn from the following ministries and bodies:

- a) Education
- b) Information and Culture
- c) Internal Affairs
- d) Agriculture, Water Resources and Rural Development
- e) The Armed Forces of the Federation
- f) The Directorate of Food Road and Rural Infrastructures
- g) One person each to represent States of the Federation having Nomadic influence or to represent such other States as the Minister may consider necessary for the effective implementation of the Decree,
- h) five persons to represent other diverse interests to be appointed on individual merit, and
- i) the Executive Secretary of the Commission.

OBJECTIVES AND FUNCTIONS OF THE COMMISSION

The objectives of the Commission are to :

- a) formulate policy and issue guidelines in all matters relating to nomadic education in Nigeria,
- b) promote nomadic education through the following :
 - i) *the research and personnel development for the improvement of nomadic education in Nigeria,*
 - ii) *the development of programme on nomadic education,*
 - iii) *equipment, other instructional materials (including teaching aids and amenities) construction of classrooms and other facilities relating to nomadic education,*
- c) arrange effective monitoring and evaluation of the activities of agencies concerned with nomadic education,
- d) establish, manage and maintain primary schools for nomadic children.

In addition to the above objectives, the Commission shall also;

a)implement guidelines and ensure geographical spread of Nomadic Education activities and targets for the nomadic people who cross State boundaries.

b)liaise with the livestock Department of the Ministry of Agriculture, Water Resources and Rural Development, the Directorate of Food, Roads and Rural Infrastructure and with the State Governments, to form an effective inter-Ministerial Committee that will carve out reserves, settlements, grazing areas and dams for the nomadic people.

c)establish schools in the settlements carved out for nomadic people,

d)co-operate with other participating ministries and agencies including:

i)The Ministry of Health

ii)The Ministry of Agriculture, Water Resources and Rural Development,

iii)The Ministry of Information and Culture and

iv)The Ministry of Internal Affairs.

e)ensure effective inspection of nomadic education activities in Nigeria through the sections in Federal and State Ministries of Education performing duties relating to nomadic education,

f)collate, analyse and publish information relating to nomadic education in Nigeria and obtain from the States and from other sources, such information as are relevant to the discharge of its functions under the Decree,

g)determine standards of skills to be attained in nomadic schools established by the Commission and review such standards from time to time.

h)prepare reliable statistics of nomads and their children of schools age,

i)act as the agency for channeling all external aid to nomadic schools in Nigeria.

j)receive block grants and funds from the Federal Military Government or any agency authorised in that behalf, particularly the National Primary Education Commission and allocating them to all nomadic schools in accordance with such formula as may be laid down by the National Council of Ministers,

k)ensure effective and equitable management of funds accruing to the Commission.

l)disburse funds for all authorised expenditure including:

i)payment of emoluments and overheads,

ii)procurement of equipment and all other materials required by the Commission,

iii)contribution towards provision of settled or mobile classrooms and instructional materials,

iv)contribution towards the acquisition of sites for the establishment of schools and supporting grazing reserve,

v)all other payments relating to the performance of its functions under the Decree and

m)undertake any other action desirable for the promotion of its responsibilities for nomadic education including soliciting for funds and other activities, organising activities to promote peaceful co-existence between the nomadic people and settled farmers and formation of inter-disciplinary and sectoral committee with Ministries, agencies and communities.

NOMADIC EDUCATION CENTRES

The Decree establishing the Commission made provision for the establishment of four University centres that is:

- a) one at the University of Jos
- b) one at the Usman Dan Fodio University Sokoto
- c) one at the University of Maiduguri and
- d) one at such other place as the National Council of Ministers may determine.

The University Centres are responsible to the Commission.

FUNCTIONS

1) The Centre at the University of Jos shall conduct research into nomadic life-styles including their occupation, role of women, economic activities, migrator patterns and their demographic distribution, relationship with sedentary community, populations and attitudes to education, experimental educational methodologies and evaluate programmes relating to nomads.

2) The centre at the Usman Dan Fodio University Sokoto shall receive from the centre at the University of Jos and from any other sources such data as may be required by it to develop:

- a) The curriculum for nomadic education;
- b) Reading and teaching materials;
- c) Teacher training programmes;
- d) Outreach programmes including electronic and
- e) Resource materials.

3) The centre at the University of Maiduguri shall receive from the centre at the University of Jos and from any other sources, such data as may be required by it to:-

- a) develop, maintain nomadic education teacher training programme, and

b)to develop and maintain nomadic education outreach programmes, including electronically mediated ones, and to do this in collaboration with other centres as well as other institutions such as the National Teachers Institute (NTI) and the National Educational Technology Centre (NETC).

The question to ask now is, what has been achieved in Nomadic Education in Nigeria today. In order to answer the question properly, it is necessary to look at the aims and objectives of the programme.

AIMS AND OBJECTIVES OF NOMADIC EDUCATION

The aims and objectives of Nomadic Education are derived from New National Policy on Education (1981) whose broad objectives are,

- i)the inculcation of National Consciousness and National Unity.
- ii)the inculcation of the right type of values and attitudes for the survival of the individual and the Nigerian society.
- iii)the training of the mind in the understanding of the world around him (i.e. training the scientific and critical thinking),
- iv)the acquisition of appropriate skills, abilities and competences, both mental physical, as equipment for the individual to live in his society and to contribute to its development.

However, the nomads are seen as special group with significantly different ways of life which requires special approach in terms of type and method of providing them with the right type of education. It is therefore accepted that the specific aims and objectives of nomadic education should be classified into the following short and long term objectives.

1. Short Term Objectives:

Acquisition of basic functional literacy and numeracy. In practical terms these should mean for the nomads the ability to do the following:-

- a)read with comprehension those things that affect their occupa-

tional roles like useful directions, tax (Jangali/Haraji) receipts, instruction on health and animal treatment and manufacturers' instruction relating to animal husbandary and agriculture,

b) reading and understanding national papers and magazines to know what is happening around them. Functional literacy will enable them read simple instructions, for example voting instructions in order to make independent choices on those to govern the nation.

c) write legible and meaningful letters to friends, relations, veterinary, agricultural and livestock officers on how to improve their herds, poultry, and crops. Write to government officials on the needs of the clans,

d) do simple calculations and keep records relating to the number of their herds, cost of land returns from investment on improved herds and grazing, distances covered on seasonal movements, interest charges on credits and rental on lands, measurements of land and buildings to hold family and herds, birth and death statistics.

e) develop scientific outlook, positive attitudes and self reliance to deal with problems such as reporting outbreak of diseases to government agencies,

f) improve their relationship with immediate neighbours sedentary farmers, and government authorities and agencies.

2. LONG TERM OBJECTIVES:

a) Acquisition of knowledge and skills to enable them improve their income earning capabilities through mixed farming, land acquisition and consequent development of grazing reserves and settlements, proper grazing management including effective use of good variety of fodder (grass and legumes improvement) modern scientific livestock breeding and scientific treatment of animal diseases,

b)improvement of livestock products such as milk, meat, butter, hides, and skins by applying modern technology,

c)better marketing of their products including progressive economics of export,

d)appreciations of the need to use modern savings and Bank Credits facilities which will enable them integrate better within the dominant national culture.

e)appreciation of the aims and functions of co-operatives. By so doing, they will participate better in the national economic life,

f)production of skilled Fulbe professionals and administrators such as doctors, nurses, teachers, veterinary or livestock officers, pasture agronomists, lawyers and law-makers for effective management of the Fulbe affairs and constructive contribution to the larger society,

g)acquisition of functional knowledge and skills for raising healthy, well adjusted families and for operating happy households. Such skills will ensure the protection of family health, good child care, nutrition, sanitation, cultural and recreational activities.

ACHIEVEMENTS

1. Enlightenment Campaign

The Nomadic Mobilization Campaign, from States to Local Government Areas led to the acceptances of the programme by nomads as well as some States which were initially skeptical about the programme. As a proof of their support for the programme for example, out of the 180 schools established in the first year of the programme (1989) the nomads established 22 in Niger, Sokoto, Katsina and Gongola States. In addition Ardo'en and other leaders of nomads have built schools single-handedly

at Manta, Mazzat Ropp, Vom, Paiko and Agyaragu. Demands for schools by the nomads has continued to grow. By the end of the 1990 there were 341 schools in which were enrolled 26,130 children being taught by 499 teachers. The acceptance of educational provisions for them and their demand for more schools is borne out of their belief that education will improve their overall lifestyle. According to Ardo Jalaru Julde one of the leaders of the nomads "the greatest impediment to the progress of the nomadic Fulani is the inability to use the pen" (Ezeomah, 1978).

2. PRODUCTION OF CURRICULA AND OTHER READING MATERIALS

Having carried out all the ground-work for Nomadic Education in terms of research, creating awareness, establishment of schools, provision of Welfare facilities, the next thing to do is to produce reading materials. Towards this end, a meeting of Co-ordinators and Directors of Nomadic Education centres was held in June 21, 1990. After the meeting Usman Danfodiyo University Sokoto centre was commissioned to undertake the project of adapting existing curricular in Primary Science, Mathematics, English Language and Social Studies, bearing in mind the peculiar needs, life-styles, work-roles and environment of nomads. The centre organised a curriculum development workshop at Sokoto from 10-13 July, 1990. The draft of the adapted material they produced were subjected to critique by experts in the subjects areas and those with adequate understanding of Fulani culture and ways of life. The critique started on 21st of October, 1990 and lasted till December. The curricula in the four subject areas have since been approved by the National Council on Education (NCE) after the initial approval by the Joint Consultative Committee (JCC). Draft curricula in Fulfulde and Islamic Religious Knowledge (IRK), have been submitted by Usman Danfodiyo University Sokoto and the two have just been submitted to the JCC for its approval before sending it to the NCE at a latter date.

3. TRAINING WORKSHOP FOR NOMADIC TEACHERS

A training workshop was organized for serving nomadic school teachers based on the adapted curricula from 21st - 27th January, 1991. The workshop was opened by the Honourable Minister of Education Professor Aliu Babatunde Fafunwa. A total of 700 teachers, 16 State Co-ordinators and 22 Resource persons attended the workshop. During the one week workshop teachers were trained on how to use the newly adapted curricula materials and how to assemble and dismantle the mobile collapsible classroom structures. The workshop afforded the teachers, co-ordinators and staff of the Commission the opportunity to exchange ideas on common problems affecting Nomadic Education and how to solve them.

4. MOBILE COLLAPSIBLE CLASSROOMS

A major characteristic of the nomads is that they are constantly on the move in search of pasture and water for their animals. To ensure that they receive education as they move, the commission has in conjunction with the Federal Science Equipment manufacturing centre, Enugu designed and produced proto-type mobile collapsible classrooms structures which are being pilot-tested in Borno State. The focus is on the extent to which the structures can be packed and easily carried on back of animals and the extent to which the structures are resistant to harsh weather conditions. If the structures meet these conditions, they will be produced in large quantities for distribution to all the States including Abuja that run the programme at the moment.

5. PAYMENT OF TEACHERS' SALARIES

Teachers play a pivotal role in any educational programme, - the fulcrum on which the system revolves. Lack of proper care for teachers has been responsible for the failure of many well intended educational programmes. Given the peculiar nature of nomadic education, especially the working environment of

teachers, it is necessary for the teachers to be properly catered for to ensure the success of the programme. Hence the Commission decided to take over the payment of teachers salaries and allowances from the States and the Local Government Areas. The Commission took over the payment of teacher's salaries and allowances in September, 1990, paying through the (PSMBS). With the dissolution of these bodies arrangements have been concluded to pay teachers through the Nomadic Education Units in the State Ministries of Education.

6. CONSTRUCTION OF CLASSROOMS AND FURNITURE

a) The ultimate aim of nomadic education programme is to settle the nomads, so that they can integrate and play their part in the national life. To this end, permanent classroom structures are provided by the Commission to semi-settled and settled nomadic communities. The Commission has since completed six-three classroom blocks at Kurmin-Biri (Kaduna State) Wase (Plateau State) Mambilla Plateau (Taraba State) and Futuru (Bauchi State) Individual States also have permanent structures in semi-settled communities.

b) Furniture. Following the outcome of 1990 monitoring exercise which revealed that most of the schools lack furniture (see table 1) the Commission delivered furniture to 86 out of 96 schools that did not have desks or mats. The furniture were produced in sets of 15 benches and desks per class, which can accommodate 45 pupils. Plans have been completed to provide the remaining schools with furniture and to take stock of other schools that do not have and to expand classes.

7. STATISTICAL SURVEY OF NOMADS IN THE SOUTHERN STATES

The Nomadic Education Centre, University of Jos is currently conducting a statistical survey of nomads in the southern

States. This survey will complete a similar study conducted in the then 10 Northern States which was completed in 1988, the survey will give an overall picture of the number of pastoral nomads in the country as to their clan clusters and migration trends to aid proper planning of their education and settlement.

8. TRAINING WORKSHOP FOR SUPERVISION OF NOMADIC SCHOOLS

The University of Maiduguri Nomadic Education Centre (NEC) in pursuit of its role of Teacher training and other outreach programmes successfully organized a workshop for nomadic education supervisors. The Workshop lasted from 24th - 27th February, 1992 and was aimed at providing the supervisors with the necessary modern methods and competences necessary for them to carry out their tasks successfully. On the whole about 85 supervisors were involved on an average of three per State including Abuja of the 26 States that are currently running the programme.

9. SCHOOL INCREASE, PUPIL ENROLMENT AND TEACHER RECRUITMENT

One of the greatest achievements of Nomadic Education Programme, is in the manner the programme has been embraced by the nomads, States and Local Government Areas. This is reflected in the rapid expansion of schools, pupil enrolment and the number of teachers recruited. At the end of the 1991 monitoring exercise, our records show that, there are 610 schools in which are enrolled 42,386 pupils taught by 1,872 teachers of varied qualifications (see tables attached). Of this number 356 are locally trained Arabists (LTA) while 161 are Higher Islamic Studies Certificate holders.

10. STRENGTHENING RELATIONSHIP WITH ARDO'EN AND NOMADIC COMMUNITY LEADER

To consolidate its relationship with the Ardo'en (Nomadic Community Leaders) and thus ensure greater awareness and patronage at the grassroots level the Commission held series of meetings at Ibadan, Owerri and Kaduna, with the Ardo'en, sheikhs and members of the Miyetti - Allah Cattle Breeders Association of Nigeria (MACBAN). The meeting lasted from July 14, 1990 to February 3, 1991.

OBJECTIVES OF THE MEETINGS

The main objectives of the meetings are:

i)to find out the reactions of the Ardo'en to the educational and welfare programmes started for them in the past two years.

ii)to acquaint the Ardo'en with the progress made so far in Nomadic Education.

iii)to identify problem areas in the implementation process and to suggest ways of improving them. The meetings came out with many suggestions and recommendations which have helped in no little measure in the present implementation strategies. Some of the recommendations are:

a)The Ardo'en should be contacted when new schools are to be sited in their areas of jurisdiction

b)Those nomads constantly on the move should be provided with education using appropriate mobile and distant learning facilities.

c)The curricula developed for the education of nomadic people should reflect their culture and occupation to improve their socio-economic and political development.

d) Children with nomadic background should be selected and trained as teachers.

e) Similarly, children of nomads should be selected and trained as health workers.

f) The consultation between the Commission, Co-ordinators and Ardo'en should be a continuous one.

Thus, through the shared responsibility between the commission on one hand, and the States, Ardo'en and other community leaders on the other remarkable progress has been made in the area of schools location, pupil enrolment and teacher recruitment.

11. PROVISION OF HIGHER EDUCATION TO CHILDREN OF NOMADS

One of the objectives of nomadic education is to "assist the nomadic child to develop himself rapidly and fully, both physically and intellectually, to cope with the demands of the contemporary world." Therefore, it has become necessary to encourage the nomads through the skills and competences they have acquired as a means of developing the essential staff to help their communities to handle some of the essential services related to their lifestyle. To meet this need the Commission is sponsoring two categories of nomadic children in higher institutions.

i) University Education

Seven young men of nomadic origin who had gone through primary, secondary and remedial courses are now pursuing courses in Medicine, Pharmacy, Veterinary medicine, Accounting and Education at the University of Jos, Ahmadu Bello University Zaria, University of Maiduguri and Kaduna Polytechnic.

As a follow-up on the demands of the Ardo'en during the meetings with them, that some of their educated children be trained in animal health and husbandry, the Commission sponsored 48 nomadic Fulani children for training at the National Veterinary Research Institute Vom. The Certificate course will last nine months while the OND will last for two years. It is hoped that when these young men complete their courses they will go back and serve their communities.

12. ASSISTANCE TO MIGRANT FISHERMEN
CHILDREN'S EDUCATION

"At the 37th Meeting of the National Council on Education (NCE) held in Kano, 22nd - 23rd March, 1990, Council approved a National Programme for the education of the children migrant fishermen in the affected riverine States. Council also felt that it was not necessary to set up a separate National Agency to oversee the education of children of migrant fishermen. As a result, council decided that the National Commission for Nomadic Education should be charged with the responsibility of handling the affairs of the migrant fishermen for now." (NCNE 1990)

Since the above referenced council meeting and the decision taken thereon one of the affected States, the Government of Rivers State of Nigeria, requested that in view of the plight of the children of migrant fishermen and in view of the grave limitation of their resources, the Commission should come to their aid. Based on this request, the Honourable Minister of Education directed that the Commission by the powers conferred on the Minister in part two, section six of Decree No. 41 of 1989, "to make appropriate provisions for handling the operational problems of the education of the children of migrant fishermen for now."

As a result of this council decision, and the directives of the Honourable Minister, the Commission paid the salaries and allowances of teachers in the eight (8) schools established for

children of migrant fishermen for September - December, 1990. No further assistance and salary has been paid to any school for children of Migrant fishermen since the proposed amendment to Decree 41 of 1989 to formally incorporate them in the nomadic education programme has not been effected.

CONSTRAINTS

As a new programme the educational provision for nomads is confronted with many problems. Some of the problems include:

a) the demand for educational facilities outstripping the available resources. The nomadic pastoralists are now aware of the benefits of education for their children. They are therefore, demanding schools for every clan and homestead. There is every need to develop various effective approaches - mobile and distance educational approaches - to reach more nomads and maintain a continuity in teaching and learning.

b) settlement programmes are lagging behind educational provisions. Efforts must be made at clan, local government and State levels to develop settlement facilities to ensure steady settlement of nomads.

c) the dissolution of the National Primary Education Commission (NPEC) has been a major stumbling block to the Commission since most of the grants from the Federal Government used to come through it. This has made it difficult if not impossible for the Commission to execute its major capital projects such as school buildings, Book production and other reading materials, welfare facilities among others.

d) lack of a clearly defined relationship between the Commission, States and Local Government Areas, whereby the Commission can properly channel its resources, at the same time for the States LGAs to carry out their tasks without depending entirely on the Commission.

e)skepticism and cynicism of elites regarding the ability, sincerity and commitment of the present implementors of the programme at the national level.

FUTURE PLANS

a)Selection and/or development of teaching/learning materials.

b)With the development of curricula in Fulfulde and Islamic Religious Knowledge, efforts will be geared towards developing such in other subject areas especially in Health and Crafts.

c)Development of quality and relevant instructional materials for use in nomadic schools.

d)Development of instruments for the evaluation of the programme in order to determine the extent to which the aim and objectives of the programme are being achieved.

e)The Commission is considering the payment of salaries and allowances of non-teaching staff such as Teacher Aids, messengers and night guards so as to create a sense of uniformity in the implementation of the programme.

f)Initiating the formation of inter-ministerial committees at both the Federal and State levels.

g)The Commission in conjunction with other agencies such as the National Commission for Mass Literary Adult and Non-formal Education, Departments of Adult and Non-formal Education in the Ministry of Education at the Federal and State levels and other interested bodies will work out an adult component to the programme since experience has shown that, the more enlightened the parent, the more willing he will be to send his children to school.

h)The States and Local Government Areas will be encouraged to hasten the development of grazing reserves so as to provide the nomads with the necessary means to settle in order to contribute their quota to the development of the nation.

- i) Train teachers and supervisors for the effective implementation of the programme.
- j) Develop paper - based self-instructional materials to be used in schools and also in distance education.

CONCLUSION

Although an initial success has been recorded within the very short period of the commission's existence, it is important to intensify efforts in providing various teaching/learning materials, mobile collapsible classrooms etc. This will ensure that the nomads are reached with education in the present crusade of education for 'All by the year 2000 AD' and that a continuity is maintained in the learning process.

Furniture Distribution in Nomadic Primary Schools in the States 1990

Table 1

NO	STATE	No. With Desks/ Benches	No. With Inadequate Desks/ Benches	No. with Mats	No. without any
1	Abuja	1	-	-	-
2	Anambra	2	-	-	-
3	Bauchi	24	-	-	11
4	Benue	4	5	-	9
5	Borno	17	16	3	9
6	Cross-River	1	-	1	1
7	Gongola	10	2	-	36
8	Imo	1	-	-	-
9	Kaduna	1	2	-	3
10	Kano	19	15	14	9
11	Katsina	10	5	3	1
12	Kwara	9	2	-	-
13	Niger	7	-	-	3
14	Ogun	-	-	-	-
15	Ondo	4	-	-	1
16	Oyo	5	-	-	-
17	Plateau	13	6	-	8
18	Sokoto		-	30	-
	TOTAL	128	53	51	96

Table 1

**Summary Table No. of Schools by State
and Type of Structure**

Distribution of Teachers by State and Qualification

No	STATE	NO OF SCHOOLS		PS		SP		TS		UTS		MCS	
		1990	1991	1990	1991	1990	1991	1990	1991	1990	1991	1990	1991
1	Abuja	5	2	5	2	-	-	-	-	-	-	-	-
2	Anambra	2	2	2	1	-	1	-	-	-	-	-	-
3	Bauchi	55	45	10	7	3	4	22	15	-	19	-	-
4	Benue	18	26	-	-	-	-	18	26	-	-	-	-
5	Borno	45	17	6	8	-	8	35	38	4	18	-	3
6	Cross-Rivers	3	8	3	6	-	-	-	2	-	-	-	-
7	Gongola	48	81	13	13	-	-	32	66	3	2	-	-
8	Imo	1	1	1	1	-	-	-	-	-	-	-	-
9	Kaduna	12	22	2	-	-	2	10	6	-	7	-	-
10	Kano	59	70	10	22	-	-	47	37	2	11	-	-
11	Katsina	19	60	16	47	-	-	3	2	-	11	-	-
12	Kwara	12	24	4	5	2	1	1	10	5	8	-	-
13	Niger	15	65	6	11	3	7	6	10	-	35	-	-
14	Ondo	5	6	4	5	-	-	1	-	-	1	-	-
15	Oyo	8	5	4	5	-	-	-	-	-	-	-	-
16	Plateau	27	55	10	9	-	-	17	21	-	25	-	-
17	Sokoto	30	66	0	15	17	10	13	36	-	5	-	-
TOTAL		341	810	97	154	25	33	205	269	14	142	-	3

Table 2

Nomadic Education

Distribution of Teachers by State and Qualification

S/N	STATE	NO OF TEACHERS	CATEGORIES OF TEACHERS -1991							
			NCE	DIP	GII PASS	GII RF	HIS	GCE	LTA	FSLC
1	Abuja	11	-	-	2	1	-	6	2	-
2	Anambra	2	-	-	-	2	-	-	-	-
3	Bauchi	151	3	6	60	45	-	11	26	-
4	Benue	55	-	2	20	-	-	33	-	-
5	Borno	151	-	-	25	54	9	2	61	-
6	Cross-River	17	-	-	13	2	2	-	-	-
7	Gongola	327	10	10	82	99	36	51	39	-
8	Imo	10	-	-	6	-	-	-	4	-
9	Kaduna	76	2	2	25	22	4	3	19	-
10	Kano	180	-	-	36	66	7	6	62	3
11	Katsina	306	4	1	75	134	23	3	63	3
12	Kwara	71	1	-	14	18	-	16	14	8
13	Niger	126	6	2	42	34	15	2	25	-
14	Ondo	20	3	-	9	5	-	1	2	-
15	Oyo	22	-	2	10	-	-	10	-	-
16	Plateau	210	3	1	103	50	33	5	15	-
17	Sokoto	137	-	-	12	62	32	2	24	5

Table 3

Enrolment in Nomadic Primary Schools by State 1990-91

NO	STATE	NO OS SCHOOLS		ENROLMENT	
		1990	1991	MF	MF
1	Abuja	5	2	26	70
2	Anambra	2	2	70	66
3	Bauchi	35	45	2247	3166
4	Benue	18	26	1001	1924
5	Borno	45	72	2420	3279
6	Cross-Rivers	3	8	503	544
7	Gongola	48	81	3204	4514
8	Imo	1	1	50	50
9	Kaduna	12	22	668	1930
10	Kano	59	70	2715	4796
11	Katsina	19	60	4875	11316
12	Kwara	12	24	430	937
13	Niger	15	65	782	2185
14	Ondo	5	6	733	266
15	Oyo	5	5	378	70
16	Plateau	27	55	4579	4733
17	Sokoto	30	66	1422	2540
TOTAL		341	610	26130	42386

Table 4

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Chapter 5

PRIMARY HEALTH CARE

By Dr. F. U. Edozien

INTRODUCTION

A healthy individual is one who is generally well and is by this condition able to attend and to function all his senses. It does not mean absence of disease, but by the same token he should not be suffering from any disease.

Health is therefore so important to the individual, the nation and to the world at large since without it, the individual will not function optionally, the nation will have generally low productivity and the world will be a sad place to be in.

One of the United Nation Agencies is therefore appropriately the World Health Organisation [WHO] which has the responsibility monitoring health trends throughout the World and for advising member governments on issues pertaining to world health. There have been several trends in the care in the world, generally. There is in every nation a traditional system which the people used. There were people consulted and who proceeded to attend to the health needs of individual in their communities. Some of these were helpful while others were injurious or even tended to jeopardise the health of their confidants.

The scientific era brought with improvements in the management and health care of individuals. It introduced yardsticks for determining the properties of health remedies, their best methods of use, the injuries they can cause and where they must not be used. The various diseases in the world were indentified, their causes, prevalence, methods of prevention and treatment categorised. Thus, it was possible to adopt proper strategies to health care of each nation in the world.

The Alma Mata Declaration in 1978 was therefore of significant note. It stated :

"Primary Health care is essential Health care based on practical, scientifically sound and socially acceptable methods and technology, made univer-

sally acceptable to individuals and families in the community and through their full participation and at a cost that the community and country can afford to maintain at every stage of their development in the spirit of self-reliance and self-determination. It forms an integral part both of the country's health system, of which it is the central function and main focus, and the overall social and economic development of the community. It is the first level of contact of individuals, the family and the community with the national health system, bringing health care as close as possible to where people live and work and constitutes the first element of a continuing health care process."

2. PREVIOUS HISTORY.

There is therefore a need to trace the history of the introduction of Primary Health Care in Nigeria. It has long been realised that the rural areas of the country are underserved and in some areas not served at all by medical services. Both the second and third national development plans therefore budgeted for building and equipping of Basic Health Clinics in the states of the Federation.

In 1976-7, N500,000 was released to each state for building basic health clinics while N250,000 was released for training in school of Hygiene and Nursing. In 1978 another N300,000 was released for Basic Health Services. Actually by April of this year, i.e. 1978 a total of N1.8million had been released by the Federal Ministry of Health to each state in the Federation for the Basic Health Services Scheme. It was therefore imperative to take stock and ascertain the extent to which success had been achieved. This stock taking showed that few states had established standard basic health services. Some of them embarked on gigantic structures which could not be fully equipped. Also very little training had also proceeded. There was a wrong conception needed, the equipment required and the necessary institutional arrangements and the size of the community to be covered by the Basic Health Scheme in each community. Thus the nineteen states had proceeded then to build 375 health clinics only 43 PHC centres and 5 comprehensive health centres. By 1979, 219 health clinics, 19 PHC centres and 3 rural comprehensive health centres were completed. In addition, there were no clear decisions on attempt to establish a referral system in the country.

3. THE PROCESS TO ESTABLISH PHC IN NIGERIA.

The 1975-80 Third National Development Plan included the building of 285 Basic Health Units in all the Federation. The Ministry and the government agreed that the Federal Government should contribute only the capital expenditure to the tune of 70%, the states would be responsible for 25% and the Local Government Authority 5%.

In 1976, the government decided that each State should receive N4.0m for one pilot Basic Health Centre. This was later reviewed to N1.8m per State for 20 Health Clinics or their equivalents in Health Centres and Clinics in combination.

In addition the University Teaching Hospitals were given the duty of community Health Officers Training Programme. The local arrangements was supposed to involve collaboration with the related Medical School and also, if desirable, the Ministries of Health. For this each of the nine participating teaching hospital boards received N150,000 [N80,000 for development of physical facilities and N70,000 for recurrent expenditure]. Thus there arose two main institutions for training basic health personnel, the teaching hospitals training the Community Health Officers and the Schools of Health Technology which belonged essentially to the States. Each School of Health Technology had a practice area for its students.

The 1979 Constitution of the Federal Republic of Nigeria not only emphasised health care as an essential part of the socio-economic development but also placed it on the concurrent list. The Constitution was specific on the point that health policies should be directed towards developing a comprehensive health care system that would cover all citizens, particularly the under privileged. The government therefore regarded the provision of adequate health care not only a constitution duty but also a priority. The budgetary allocation for health capital projects in the 1981 - 5 fourth plan period was N1.2 billion out of which N101.0m [8.4%] was for Primary Health Care. This may look a small figure but the magnitude of this step in 1980 becomes clearer when it is seen that the expenditure on PHC for 1975 - 82 was N163,863,000 while that for 1979 - 82 was N104,023,000. President Shagari's administration therefore recognised the right of

every citizen to better health. The health policies of the government were directed towards providing equal opportunity for all citizens to obtain good health care. The Primary Health care Scheme was the cornerstone of the health sector development. Primary Health care was considered a National, not a federal programme. It was community-based and involved active community participation for effective implementation. The scheme incorporated provision of adequate physical and infrastructural facilities, training of appropriate health manpower, and application of level of technology available locally for the delivery of comprehensive health care.

However, the government primarily considered PHC a state affair, in collaboration with their local government authorities and only believed in genuine collaboration with the state governments in implementation of the programme. Therefore, the expenditure of N103,900 stated above by the Federal Government included N44 million to each state for :

(a) Construction of Health centres & clinics	N3,950,000
(b) Purchase of drugs and medical supplies	N200,000
(c) Improvement of Training Facilities	N150,000
(d) Purchase and Maintenance of mobile clinics	N100,000

At the inception of the administration it was therefore necessary to take stock and ascertain the success so far. The reports showed that eight(8) states incurred higher financial commitments, but only four(4) states, Bauchi, Borno, Lagos and Ogun spent the Federal grant completely. Some of the Health clinics built collapsed or were not handed over because of non-payment of contractors, others were even turned to schools or used as Local Government Headquarters or offices. Also, there were serious problems concerning installation of equipment in the Health centres because almost all the states concerned built them not in accordance with the specifications for mechanical and electrical services as provided by the Federal Ministry of Health or sometimes due to lack of infrastructures like electricity and water supply.

The reports also indicated that 37 comprehensive Health centres 78

primary Health clinics, and 519 Health clinics, were completed. The Ministry also undertook to equip in each state primary Health care units(Health centres and clinics) built by the state but fully financed by Federal Government to the equivalent of one comprehensive Health centre, 4 primary Health centres and 20 Health clinics. The ministry therefore had disbursed equipment for 16 comprehensive Health centres and 683 Health clinics to the states.

The report also stated that there were 9 participating teaching hospitals, training the community Health officers, 26 Schools of Health Technology in the then 19 states of the Federation training community Health Aides, Assistants and Supervisors and in some cases community Health officers as well.

In addition to these the civilian administration also had embarked on

1. Establishment of a National Training Centre at Yaba.
2. Eleven(11) Teaching Hospitals were financed to establish 22 community Health practice areas for the provision of primary health care services and the training of medical students and community health workers in rural community medicine.
3. Specialised but appropriate training programmes in the University Teaching Hospitals were also financed.

Thus the number of community Health officers trained by the 9 participating Teaching Hospitals and who were successful in the examinations organised by the National Community Health Practice Examinations Board increased from 97 in 1980 to 375 by June 1982, the number of successful community Health Assistants trained by the 26 schools of Health Technology increased from 478 in 1979 to 2,882 by June 1982 and the number of successful Community Health Aides increased from 520 in 1979 to 2,970 by June 1982. No Community Health supervisors were trained. This then was the trend and state of affairs until the inception of the Military Administration in 1985. This administration then proceeded to give even more vigorous support to primary health care.

4. COMPONENTS OF PRIMARY HEALTH CARES

According to the National Health policy these include

- (i) **Health Education :-** Nigerians should be fully educated concerning prevailing health problems and the methods of preventing and controlling them.
- (ii) **Nutrition :-** There shall be in place effective processes to promote food supply and proper nutrition.
- (iii) **Water and sanitation:-** This is a very important requirement which is multisectoral in provision. Adequate supply of safe water and maintenance of sanitary surroundings fall within the monitoring duties of health Ministries but these Ministries must work with other Ministries such as Works and Housing as well as Agriculture to make sure that these are provided.
- (iv) **Maternal and Child Health Care including family planning:-**

Family planning refers to the services offered to couples to educate them as regards the family life encouraging them to achieve their wishes such as

- (a) Preventing unwanted pregnancies.
- (b) Securing desired pregnancies.
- (c) Spacing of pregnancies and
- (d) Limiting the family size according to their socio-economic status

It is important to stress that the methods offered to families must be compatible with their culture and religious beliefs.

- (v) Immunisation against common infectious disease.
- (vi) prevention and control of locally endemic and epidemic diseases.
- (vii) Appropriate treatment of common diseases and injuries.
- (viii) Provision of essential drugs and supplies.

proposed:

1. Integration of emergency preparedness and response programmes. This will include mapping out risk factors in each LGA, education of the community on this and having in place a mechanism for community response to the emergencies that can arise.
2. Mental Health:- A mental health policy has been proposed and is being processed.
3. Oral health:- An Oral Health Policy has also been proposed.

The National Health Policy has insignificant guidelines on these and so the adoption of strategies to ensure the goals of these is necessary.

5. GOALS OF THE PHC SYSTEM IN NIGERIA

In 1987, the President of the Federal Republic of Nigeria, General Ibrahim Badamasi Babangida, launched the Primary Health Care (PHC) programme in Nigeria as the strategy to achieve health for all Nigerians by the year 2000. In 1987 a ministerial committee was set up to develop PHC objectives and indicators to measure progress in the attainment of those objectives. Ten objectives were identified as follows:-

- (i) By the year 1990, 80% of children will be fully immunised with BGG, BOPT, Bpolio, measles, by their first year
- (ii) By the year 1990, 50% of pregnant women will be fully immunised with 2 doses TT by 8th month of pregnancy
- (iii) By the year 1990, at least 90% new borns will have a minimum birth weight of 2500g
- (iv) By the year 1990, 90% of children 0 - 3 years will have a weight for age over 3rd percentile
- (v) By the year 1990, 70% of deliveries will be attended by a health worker or trained TBA
- (vi) By the year 1990, 10% of women in reproductive age-group, will use modern family planning methods
- (vii) By the year 1990, 80% of the population will live within 5km or ½hour travel time of a health facilities or VHW
- (viii) By the year 1990, 40% of the population will live

- within 200 metres of a source of portable water
- (ix) By the year 1990, 60% of the population will live within 50 metres of a pit latrine/toilet
- (x) By the year 1990, 80% of VHWs/Health facilities will have 80% appropriate essential drugs available continuously

These goals were for constant monitoring by the Department of Primary Health Care of the Federal Ministry of Health.

6. DEPARTMENT OF PHC OF FEDERAL MINISTRY OF HEALTH

This department was created in 1988 during the Civil Services Reorganisation and its first Director appointed, Dr. Sorungbe.

This decision was informed by the following set of events. Before this date, PHC existed in Ministry as a unit reporting directly to the Permanent Secretary. This unit did not attend to all the components of PHC since some of the components were functioned by Departments such as Public Health Services thus making it difficult for effective coordination.

Since coming to power, the Babangida administration showed a strong commitment to programmes which cover large proportions of the community especially including the rural areas.

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7. Organisational structure PHC

This is fully explained by the organogram of PHC. Director is responsible to the Director-General and Hon. Minister. He has four deputy directors and four zonal coordinators reporting to him. The branches and sections are made to reflect the various function of PH system.

As however explained earlier, the constitution of the Federal republic and the health policy gave federal government jurisdiction over tertiary health services, the state government secondary health care and the local governments primary health care. All the federation state departments are therefore geared towards providing, training,

state departments are therefore geared towards providing, training, logistics, monitoring and evaluation and policy formulation and implementation for local governments who have the statutory control for the PHC centres. This brings us squarely to the model PHC approach/LGAS.

In 1986, each of the then 19 states selected a LGA where it would develop the PHC programme. In similar manner, a school of health technology in each state and a college of medicine wherever it was present selected a local government area where they would stimulate the development of PHC. In all, there were 52 LGAs in that year who therefore pioneered the development of PHC in the country. Each of the 52 LGAs collected data on their health problems as well as the important contributing factors. They also surveyed the resources within and outside the LGA to solve them. Based on these data, each of them wrote a plan for their area in a workshop.

The plan was to make PHC service available to everyone where they lived, worked and brought up their children at a cost the LGA, the community and the individual can afford. In providing these services, it was imperative that the community would participate fully in the planning, implementation and evaluation of the services. The workshop was attended by the Chairman and health counsellor of the participating LGAs, the PHC Zonal Coordinators, the colleges of medicine and schools of health technology and the State Directors of PHC. Soon after the plans were written, a grant of half a million naira was made to each of the 52 LGAs to implement it. After about 3 months no LGA had stated the implementation. Another round of workshops were organised to introduce them to step by step implementation process. By July 1989, 113 of the 303 existing LGAs and had received the grant.

On July 1989 with the creation of more LGAs, the 113 became 172 while another 169 LGAs joined voluntarily as "Willing LGAs" and these received N275,000, PHC grant each. The third and final batch of 112 LGAs were awaiting their grants when more LGAs were created on August 27, 1991.

The preliminary steps of PHC implementation are as follow:-

- (1) Divide the LG into health districts, autonomous communities or wards where there were none
- (2) Select a health centre in each district to be developed as the referral point for village services in the district.
- (3) Set up LGA district and village health committees.
- (4) Number all the houses in every village to facilitate follow-up of patients in their homes and channelling of services to them also in their homes.
- (5) The Village Health Committees start to select persons to be trained as village health workers and manage the village health care services.
- (6) Train VHs and set up VHS to be provided by VHWs.

8. PERSONNEL WORKING IN PHC

Basically all medical doctors can be usefully involved in PHC. The curricula of training of medical students in Nigeria and most other countries in the world have been revised to re-orient doctors to the practise of PHC. Thus there is need for adequate training of all personnel needed in the area. It should be borne in mind that PHC entails working with the community rather than institutions or hospital services.

Other health professions such as Radiographers, Physiotherapists, Pharmacists and Technologists also now want to work at the PHC level. This in itself is good, but like the doctors have done, the roles they intend to play at the primary level must be well thought out and defined so that community approach is not inadvertently converted to institutional services.

As earlier stated, the proposed National Oral and Mental Health Policies as well as the Health Sector EPR will include steps to integrate both oral health and mental health into Primary Health Care using trained and retrained personnel and clearly defined strategies. The community participation is crucial to success of PHC. Therefore the VHC must be able to direct the VHWs who should be responsible to it. Products of the Schools of Health Technology and

the Schools present in the Teaching Hospitals will remain useful for the continuing education of the VHWs and monitoring of their performances.

9. USE OF NYSC MEMBERS

The World Health Organisation is collaborating with five LGAs for the purposes of accelerating processes towards HFA 2000 by means of Primary Health Care. These LGAs are Ijebu-Ode (Ogun), Idah (Benue), Chanchago (Niger), Ukwa (Imo) and Maiduguri Metropolitan (Borno). Recognising the great potential of National Youth Service Corps (NYSC) for harnessing the knowledge, skill, energy and enthusiasm of young people to promote national development, the WHO Office in Nigeria requested the NYSC Directorate to arrange for the posting of NYSC teams to each of the LGAs. The teams are made up of a doctor and a statistician responding to the need for an information oriented health activities at the LGA level. The WHO Nigeria Office thereafter arranged a review meeting for these NYSC teams. This review meeting had the following objectives:

- (1) To provide the NYSC teams with knowledge about the main steps which would be taken by each LGA to strengthen Primary Health Care.
- (2) To provide a forum for the NYSC teams to share their observations of the processes of strengthening PHC at the level of the LGA to which they are assigned.
- (3) To introduce the NYSC teams to the concepts of disease surveillance and emergency preparedness activities at the local level.
- (4) To communicate NYSC responsibilities in supporting disease surveillance and emergency preparedness activities at the local level.
- (5) To prepare the NYSC teams to support key areas of integrated service delivery by providing knowledge on growth monitoring, oral dehydration therapy and village health worker programmes.
- (6) To introduce the NYSC teams to the principles of supervision and training for PHC at LGA level.
- (7) To communicate NYSC responsibilities in the supervision and training for PHC at the LGA level.
- (8) To provide NYSC teams with knowledge about FMOH Monitor-

(8) To provide NYSC teams with knowledge about FMOH Monitoring and Evaluation System and the WHO Rapid Survey Approach to local level monitoring of programmes towards HFA 2000.

(9) To communicate to NYSC teams their responsibilities in providing support to LGA level PHC monitoring activities.

(10) To enable each NYSC team to adhere to the benefit of the VHs office, their experiences in settling down in their LGAs of posting with regard to welfare and logistic issues, so as to facilitate adequate briefing of subsequent NYSC teams.

(11) To facilitate each NYSC team setting objectives for the remainder of their LGA posting, so as to maximise their contributions to strengthening PHC in the LGA and their own personal learning and provision-of-service experiences. This briefing has been edited and printed and is hereby recommended for further reading.

10. EQUIPMENT FOR PHC

Since PHC entails appropriate use of local technology and is the first tier of the health system, one would expect that lack of equipment would not be a problem as is the case with the secondary and tertiary levels but sadly this is not so. However with the resolve of government most of what is needed has been always available. The equipment listed here will include those required for village health and district health centres up to the stage of the Comprehensive Health Centre. The quantities required will depend on the type and how busy the centre is. Each is described to provide specifications and therefore depict the standard required.

(1) Waiting Ward

Wheel, chair, adult, stainless steel frame, retractable foot rest, braked wheels, seat with approximately 35mm, foldable. The wheels should have solid non-staining tyres. disinfectable back and seat. Trolley, patients, Tubular stainless steel frame, 4 braked casters, upholstered washable top complete with drip stand, gas cylinder rack and detachable sides able to achieve the position of Trendelenburg quickly and simply.

(2) Treatment Area

Couch, examination, gynaecological/obstetric - metal tubular frame, 3 sections to. The back and leg sections must be adjustable and leg section

removable. Leg and hand supports should be available and the mattress should be of 3 sections. The overall dimensions should 1700mm length, 700mm width, 800mm height. Sims Vaginal Speculae, small, medium and large stainless steel. Coscos Vaginal speculae, small, medium and large stainless steel.

Dressings forceps, box, jointed, stainless steel, 260mm Dressing scissors, straight, pointed, blunt ended 150mm, stainless steel. Circumcision set - Stainless steel mosquito artery forceps straight, 2 fine probes 150mm stainless steel, fine scissors also stainless steel 140mm.

Cord Ligation set, scissors, 2 pairs 150mm straight artery forceps box jointed, 2 pairs, all stainless steel. Approximately 170mm umbilical tape. Stool - mobile, adjustable, round swivel, no back, washable padded seat Instrument Trolley/Simple Dressing Trolley, two shelved stainless steel on 4 castors with 2 drawers, retractable flap, approximate dimension 450 x 750mm: 800mm Sphygmomanometer, mercury column with adult arm band with velcro fastening and all accessories, the scale to be graduated in mm of mercury up to 300mm, the unit mounted on 3 castors non-clog and non-staining. Stethoscope - binaural, hand frames with swivel arms and large ear pieces, plastic tubing and chest piece two additional ear pieces and diaphragm.

Instrument cupboards - cabinet and door frames constructed from enamelled sheet steel, the top surfaces with stainless steel and the four support legs fitted with recessed glass panels and the cabinet supplied with 5 toughened glass shelves. Overall dimensions, length 1000mm depth 300mm, height 1200mm.

(3) Dressing and Injections

Instrument Tray - stainless steel, small approximately 300 x 400mm Couch examination with steps and paper towel dispenser. Tubular steel frame, non-marking non-slip feet and upholstered washable top Instrument/simple dressing trolleys Refrigerators Freezers Nurses stool Thermometers - clinical, metric calibration long bulb Stich scissor, 125mm, 115mm, str, blt Dressing forceps, 125mm, str/blt Dissecting forceps, toothed/non-toothed Scissors for cutting

adhesive tape Measures, medicine, polypropylene Jug,
1 litre approx Bowl, lotion, polypropylene, small 150mm me-
dium 200mm, large 250mm Kidney Dish, Polypropylene, small
150mm medium 200mm, large 250mm Gallipots, assorted sizes,
polypropylene.

(4) Male and Female Toilet, separate

Plastic dust bin with lid, capacity 45 litres easy to clean Toilet brush
and holder to withstand disinfectant Toilet - VIP- Water Closet

(5) Plaster Room

Couch with leg rest - stainless steel with padded top, detachably
attached to an examination couch Surgeons stool - adjustable round
swivel, no back with washable padded seat Plaster trolley - stainless
steel with 4 castors Shelves - shelves with drawers with fold down
additional work surfaces, small and large Saw, plaster electric
reciprocating type Apron- plastic full length with ties Bender Jug
Boots - surgeon types, small, medium, large Shears Scissors
- plaster type various in stainless steel Plaster knife - stainless steel
Ring cutter Plastic sheeting

(6) Special Procedure Area

Examination couch Surgeons stool Instrument/dressing trolley
Drug/instrument cupboard Sphygmomanometer

(7) Autoclave and Pack Room

Autoclave - manual operation, with fast cycle. All electric with built
in steam generator, chamber size approximately 300mm x 400mm
General Purpose Trolley - with two shelves and stainless steel
construction. Overall size approx. 800mm x 400mm Surgeons Stools
Mobile Work Tables - Metal frame mounted on casted plastic lami-
nated top working surface approx. 800mm x 450mm, height 86cm
Gloves - heat proof for handling materials Bins - plastic bin with lid

(8) Records/Clerks Room

Cabinets filing drawer lockable with hanging filing pockets for A4
paper Files Charts Cards

(9) Main Entrance

Wheel Chair - Seating chairs - Wooden or padded Steel benches sitting 5 - 10 persons

(10) Reception

Instrument/dressing couches, Examination couch, Receptionist Desk and Chair

(11) Staff Room

Cushioned chairs

Centre Table

Refridgerator

Electric Kettle

Cupboard

Tea sets/coffee sets

Teaspoons

Drinking glasses

Plastic silver trays

(12) Laboratory

Laboratory stool - tabular steel with 330mm diameter seat upholstered in vinyl shave enamelled, Extractor fans Refridgerator - domestic type, Water bath - stainless steel, 6 hole size approximate 330 x 230 x 100mm, 750m heater and constant water device complete with rings and automatic, Macroscope, with optics 4 x 10 x 40 and 100 mirror and condenser, Slides 75 x 25mm, thickness 10, Balance, tripplebeam, capacity 2500gms, Bean calibration 10 x 0.11g, 500 x 100gm, 100 x 10g with stainless steel plastic without fare Scoop, stainless for above balance, Rocks - Test tube, for 20 test tubes Brush - for bottles, pure nylon, spiral minimum brush length 300mm Brush - for test tubes, as above but with minimum length 250mm Bunsen Burner - suitable for butane gas, operation 13mm diameter burner tube, air regulator and hypass tube Haematocrit centrifuge, capacity 24 disposable micro capillary tube, Reader - haematocrit capillary tube, Westergren blood sedimentation table - overall length 300mm with top zero graduated to 200mm at the jet wastergan tubes Stand for westergren tubes, Haematocrit, sedimentation tubes, overall length 50mm with top zero graduated in mm to jet, BHS Haemoglobinometer, Compurator lovinbond - for (i) oxyhaemoglobin (ii) blood sugar (iii) urea (iv) cells Colorimeter with digital read out and filter disc Standing glass trough for tea slides with loose fitting cover and grooved tray Incubator anhydric electrically heated - range 30 - 70 degreecentigrade thermostatically controlled, alluminium interior Retort

stand base - metal size 200x160mm cast iron stove enamelled Rods - alloy 600mm Clamp, cock lined jaws Rings, with bass head 75mm Tripod stand, 120mm diameter to be compatible with burnsen burner Mats - gauze, heat resistant approximate 200x200mms Stirrer, magnetic with spare Wall thermometer, alcohol, scales in centigrade Inter timer, variable 15 seconds to 2 hrs complete with buzzer spring level motion Beaker 200cm glass, 400cc glass, Boiling flasks, flat bottomed, 100ml, 250ml, 500ml, 1,000ml Specimen collector, graduated to 500ml glass for urine Test tubes, 125x15cm diameter, Test tube tongs Alcohol lamp burner, Test tube rack, metal to hold 12 test tubes.

I would also want to bring into focus here that laboratory services constituted one of the major problems identified during a district planning workshop in Ijebu-Ode, Nigeria, 23 - 28 July, 1989. The workshop was unable to formulate any systematic plan with regard to laboratory services in the LGA area due to lack of information and know-how. It was therefore agreed that WHO should undertake technical collaboration with one model LGA for the development of LGA - wide laboratory services, including referral systems, as part of the LGA /PHC System, using technologies appropriate to the various levels and facilities at an affordable cost.

- (i) The LGA health authorities and PHC Management Committee should be involved in such a way that this would be their own plan of action.
- (ii) The plan of action and its implementation will allow and incorporate the necessary changes e.g. training curricula, management, laboratory practice, etc.
- (iii) There is commitment to implement in the other LGAs of Nigeria the positive experience obtained i.e. provide the necessary space, manpower equipment and supplies, running costs, etc.
- (iv) All relevant units of the Ministry of Health, especially Disease Control, will be involved, including the Institute of Medical Laboratory Technology and Nigerian Manufacturers. A WHO team, chaired by Professor Deji Femi-Pearse was therefore assigned to visit Kogi State with the following Terms of Reference: To assess:

1. Infrastructure

- (i) Laboratory facilities at State Hospitals in the LGAs to act a place

- (i) Laboratory facilities at State Hospitals in the LGAs to act a place of referral
- (ii) Training facilities at the Schools of Health Technology
- (iii) Infrastructure/facilities at Primary Health Centres in the LGAs
- (iv) Accessibility/accountability to users
- 2. Personnel
 - (i) State Hospital
 - (ii) Schools of Health Technology
- 3. Political Will
 - (i) at State level
 - (ii) at Local Government level

The report of this visit and their suggested Action Plan should serve as further reading to any interested reader.

(13) Store

- Trolley with stationery storage and compartment for distribution of items, 4 (four). Shelves, double sided and also possessing 1 pigeon hole section, all mounted on (4) four castors - Trolley, linen distribution, tubular metal frame on castors, 3 shelves removable approx. 450mm designed to carry, clean and folded linen - Pillow couch - Bed Sheets - Pillow Cases - Sheets - cot - Draw Sheets - Nylon Bags for soiled linen - Bath Towel - Blanket, cellular cotton - Counterpanes, cotton, bed - Patient pyjamas - Patient Night dresses. - Surgeons operating gowns/dresses - Surgeons Operating gowns/dresses - Surgeons Caps - Surgeons Operating sub, large, small - Mayo table cover - Theatre Towels - Instrument tray covers Tables, metal, wooden Chairs, metal, wooden Stools, metal, wooden Kitchen knives - vegetable - butchers Tin opener Plates Bowls - soup, desert Sauce pans - all sizes Cups, plastic, tea, coffee Saucers Basins, plastic, aluminium etc Jugs measuring, 2, 3, 4 litres, heat resisting material

(18) Vehicles

Wheel chair adult, stainless steel frame retractable foot rest, braked wheels, seat width approx. 500mm foldable, two wheels should have solid and non-staining tyres. Disinfectable back and seat - Bicycles - Scooters/motorcycles - Ambulances, 504 peugeot or VW types - Pick-up vans - Land Cruiser

It should be noted that in the equipment listed here, no attempt has been made to state quantity since they apply across the community, village and district stations of PHC.

11. ESSENTIAL DRUGS FOR PHC

One of the important achievements of the present administration is the Essential Drugs Decree, (Decree 43, 1989) which limited importation of drugs to only those which are based on the generic names and which have been found useful in treating ailments usually found in the country. Such drugs must be subjected and passed both for safety and in the contents by their country of origin and often by the FDAC Department of the Federal Ministry of Health. The project is World Bank assisted and is of two components, the Federal component in which the Department of Hospital Services and Training is involved and the State component where 7 pilot States (Kwara, Kogi, Cross River, Edo, Delta, Adamawa and Taraba States) are involved as well as the Primary Health Care Department. The Department of PHC has been able to train village health workers to treat simple ailments in their communities using simple drugs. Thus the Essential Drugs List 1991 has a chapter on drugs which are used at the PHC level. The ones used by village health workers are listed here for emphasis.

1. Acetylsalicylic Acid - Tablet (NOT FOR CHILDREN) (Aspirin)
2. Paracetamol - Tablet/Syrup
3. Multivitamins - Tablet/Syrup
4. Chloroquine - Tablet/Syrup
5. Levamisole - Tablet
6. Pyrantel - Tablet/Syrup
7. Ferrous Sulphate - Tablet
8. Folic Acid - Tablet

9. Sulphadimidine Tablet
10. Phthalysnlphalhiazone - Tablet
11. Oral Contraceptives - Tablet
12. Condoms - Barrier method
13. Calamine lotion - Lotion
14. Benzyl Benzoate - Emulsion
15. Menthyl Salicylate - Ointment
16. Whitfield's ointment - Ointment
17. Eusol - Solution
18. Iodine - Tincture
19. Methylated Spirit - Solution
20. Absorbent Gauge - Dressing
21. Cotton/Crepe Bandages - Dressing
22. Cotton Wool - Dressing
23. Zinc Oxide Plaster - Dressing
24. Clinical Thermometer
25. Surgical Blades
26. Plastic Aprons

It is therefore significant that on-doctors or para-medical staff, have been given the skill to treat minor fevers and other problems that can arise in the community. These village health workers have also been

given a check list which will inform their quick referral of problems to better equipped & trained health personnel. This naturally leads to the important issue of monitoring and evaluation.

12. MONITORING AND EVALUATION

It is necessary to define what is meant by Monitoring and Evaluation. As stated earlier, the Ministerial Committee set up in 1987 developed the objectives of PHC as well as the indicators to measure progress in the attainment of those objectives. The committee went further to develop appropriate data collection formats. These were for the four (4) major levels of operation, namely -

- (i) The Home
- (ii) The Community
- (iii) The Health Facility
- (iv) The LGA

Towards doing this effectively, the Federal Department of PHC under the auspices of WHO Programme Coordinators developed a Monitoring and Evaluation Manual which provides the strategies for Monitoring and Evaluation of PHC within the National Monitoring and Evaluation Systems. The National Health Policy requires that efforts be made to collect simple data from even the most peripheral levels of the healthcare system. This is what the PHC monitoring and evaluation system does, since it begins at the level of the community by collecting data from volunteer village/neighbourhood health workers. With the introduction of the National PHC programme the right approach was used. Before the programme began, baseline data were collected at each of the model PHC LGAs. The objectives, targets and indicators were set at the National down to the LGA levels individually. The programme of continuous monitoring which was developed to collect data on the way resources were being used and the activities carried out is now the subject of our present

discourse.

Monitoring: This is the continuous follow-up of activities to ensure that they are proceeding according to plan. This means following the programme activities in terms of the all the

- inputs
- outcomes and outputs
- staff movement including utilization
- supplies, drugs, equipment
- funds, expenditure, how cost effective in terms of resources available so that corrective and other measures can be taken in time

Evaluation: This is the judging or assessing of health programme achievements in terms of or relation to defined service objectives.

Feedback: During monitoring or during evaluation, it may become obvious that a part of the programme is not making the targets and so that the reasons should be corrected or in fact that the whole programme is lagging behind and so that the efforts have to be intensified or indeed that the whole programme has to be reviewed or the targets modified. The provision of feedback to the entire team is therefore crucial so that the programme can be re-ordered whenever indicated.

There are several ways of doing this, e.g., monthly meetings, etc. The objectives of the PHC Manual were therefore to:

1. Introduce the health staff to the various reporting formats and explain to them how to collect sample health information.
2. Assist the health workers at all levels to use the collected data to monitor their activities and strengthen the management of their health programmes.
3. Illustrate simple methods of visual summarisation of the collected data.

The manual therefore has a set of complete objectives of PHC, the indicators to be in monitoring them and sources of data to be used. This is shown in Annexe 5.

The following are also the PHC monitoring records:

1. Home Based Records -
 - (a) The PHC Child Health Record
 - (b) The Personal Health Record

2. Community Based Records -

The basic tool for collecting information at the community level is the village health worker's Record of Work which is a booklet with pictorial tally sheets

3. Health Facility Based Records - Each health facility should collect information on its activities on a daily, monthly and annual basis. In this way, the health facility will monitor its performance as well as the health trends in its area of operation. For this purpose, the Federal Ministry of Health also designed special forms. The following are the key six areas for information gathering:

1. Out-patient Attendance and Tracer Diseases
2. Maternal Health Care
3. Family Planning
4. Immunization
5. In-patients
6. Environmental Health Activities

Thus, there are six (6) booklets used at this level

4. LGA Level Records - At the LGA level, the monthly and annual records of all health facilities in the LGA are collected and summarised in the LGA monthly and annual forms.

Ideally, there should be a Health Information Officer at the LGA Office to do this. In all, there are seven (7) booklets used at this level.

Thus, the Booklets are as follows:

1. Book 1 - Monthly and Annual Records of Work By Village Health Workers Supervised by Health Unit
- Book 2 - Tally Sheets, Monthly and Annual Records of Tracer Diseases and Out-Patient Attendance at the Health Unit Level
- Book 3 Tally Sheets, Monthly and Annual Records of Maternal Health and Pregnancy Outcome of the Health Unit

Level

Book 4 - Tally Sheets, Monthly and Annual Records of Family Planning at the Health Unit Level

Book 5 - Tally Sheets, Monthly and Annual Records of Immunization at the Health Unit Level

Book 6 - Daily/Monthly and Annual Records of In-patients at the Health Unit Level

Book 7 - This represents the compilation at the Health facilities

Book 8 - Diary, Monthly and Annual Records of Environmental Health Activities at the Health Unit Level

Book 1A - Monthly and Annual Records of Work by Village Health Workers in the LGA

Book 2A - Monthly and Annual Records of Tracer Diseases and Out-patient Attendance at LGA level

Book 3A - Monthly and Annual Records of Maternal Health and Pregnancy Outcome at the LGA Level

Book 4A - Monthly and Annual Records of Family Planning at the LGA Level

Book 5A - Monthly and Annual Records of Immunization at the LGA Level

Book 6A - Monthly and Annual Records of In-patients at LGA Level

Book 8A - Monthly and Annual Records of Environmental Health Activities at the LGA Level

These books contain all the charts for use of the VHWs Book I and Books 1A - 8A, who are supervised by the Health Units. The other sets being Books 2, 3, 5, 6 and 8 showing all the charts which are for use at the Health facilities.

Those lines of communication and supervision are shown clearly in Annexe 6.

13. POSSIBLE ADDITIONS TO THE PHC STRATEGIES

Following the short discourse above on Monitoring and Evaluation, it is now appropriate to review briefly what have been sugges-

tions of sectors other than the PHC sector to improve the impact of PHC on the Health of Nigerians.

A close review of the National Health Policy quickly identified three important aspects of our health which was not given enough emphasis by this Policy. Some of these, such as, Mental Health and Oral Health Care are adequately referred to at the sectors dealing with Secondary and Tertiary Health Care (Sections 5.5, b and c) the issue of Emergency Medical Services and Health Sector Emergency Preparedness and Response have only vaguely attended to in the issue of treatment of common accidents. It has been recently identified that these three aspects of our health need to be brought into our PHC strategies.

Health Sector Emergency Preparedness and Purpose

The Department of Hospital Services and Training of the Federal Ministry of Health has for several years now advocated a concerted National Plan towards a Health Sector Emergency Preparedness and Purpose to disasters, caused by disasters, chemicals or technologically induced or natural caused. These factors occur and start varying stages of emergencies demand quick responses from the Health Systems of the nation.

The damage done can be enormously controlled if there is already in place a response mechanism which can be equally urgently called into state of the decisions of a World Health Organisation published recommendation on Intersectoral Cooperation:

Many different agencies and various professional bodies need to be involved in the prevention of preparedness for and response to chemical accidents. it is recommended that:-

(1) The process of Emergency Preparedness and Response should be intergrated with the Primary Health Care which is based on local community involvement and awareness.

{2} There should be established a National Emergency

{2}There should be established a National Emergency Preparedness and Response Coordinating body which should have its disposal facility for chemical safety e.g. Poison Control Centre.

{3}Emphasis should be made to obtain political commitment for Emergency Preparedness and Response in order to Formulate policy, establish coordinating agency and develop the coordination process.

{4}Technical training which involves different sectors should be conducted at different levels.

Mental Health Policy

Mental health problems deserves special consideration. This is because of the magnitude of the problems in the society. For instance, it has been suggested that close to 20% of persons in the outpatients clinics such as PHC centers, present psychiatric symptoms, while severely impaired persons variously described as vagrant psychotic roam the street of the major towns and cities in the country.

An awareness of the need to address in greater detail and in the context of the national health policy the plight of the mentally ill, prompted the Hon. Minister to set-up a national committee. The committee was charged with the responsibility of bringing health into focus, and of describing the existing mental health programmes, identifying the problems underlying the delivery of Nigeria mental health care as well as reviewing the draft of Nigeria Mental Health Act. This committee whose membership was from a wide range of disciplines/professions met from June to July 1989 and since submitted its recommendations.

The draft mental health policy has been approved by the National Council on Health and after approval of government will be implemented. The PHC Department is gearing up to implement the PHC components while the Department of Hospital Services and Training will implement the secondary and tertiary health aspects.

Oral Health Policy

The Oral Health Services in Nigeria have revolved through a series of historical developments including a succession of policies and plans which had been introduced by previous administrations. The Oral Health Services are judged to be unsatisfactory and inadequate in meeting the needs and demands of the public as reflected by the low state of oral health of the population.

It is not possible to presently make an accurate assessment of the oral health situation of the Nigeria population. This is because as stated before, there is no accurate installed system of data collection also for common and non-common oral health problems.

The only reliable indications can be obtained from scattered studies from the University College Hospital, Ibadan, the surveys undertaken by the intercountry centre, for oral health, a WHO training centre, established by the Federal Ministry of Health and other studies by individuals over the years in the country.

Thus, the Nigerian Dental Association has been pressing for a National Oral Health Policy. This policy like the National Health Policy into which it rightly should be integrated is based on Primary Health Care Approach. Its declared goals are therefore:-

- 1) To make oral health care available closest to the people the primary, secondary and tertiary levels of our Health Care System.
- 2) To educate individuals and make them aware of oral health as part of general health through voluntary care, self reliance, proper diet and maintenance of proper oral health hygiene habit.
- 3) To prevent common oral diseases in our rapidly changing socio-economic environment.
- 4) To produce suitable oral health personnel at all levels of the Oral Health Delivery System.

14. ESTABLISHMENT OF PHC AGENCY

Considering the Nigeria situation and the ease with which very

good programmes can be tossed aside by new administrations, the sustainability of the PHC system and the consolidation of the gains so far become issues of great concern to the present administration.

Definite strides taken so far by the administration although taken without the PHC as the main interest but the open door policy system of government, its desire for equity and for making the impact of the progress ushered it to reach the rural community actually directly furthered the interest of PHC. Such programmes as Directorate of Food, Roads and Rural Infrastructure (DFFRI), Movement for Mass Mobilisation for Social and Economic Recovery (MAMSER), Better Life for Rural Women were crucial but the biggest stroke in favour of PHC was the government's directive that States should release money meant LGAs to the local Governments and its subsequent increase in the allocation to LGAs and follow-up by releasing such monies now direct to the LGAs.

Finally, however, the vulnerability of the PHC Department was also considered. It was also thought that was now clearly a statutory of the LGA having a Department for PHC may become unnecessary once the system is properly installed. The need for the continuous monitoring of the system and ensuring training was considered very crucial. It was therefore decided to start a Federally Controlled Parastatal whose duty will be clearly defined in the area of PHC. This informed the Ministry to take a memo to Government for the Establishment of the National Primary Health Care Development Agency and its governing Board. The government has agreed to this and draft decree for the creation of this Agency is now being considered by the Ministry of Justice and it is hoped will soon be promulgated by the Federal Government. This Agency will be based in and supervised by the Federal Ministry of Health.

15. FUNCTIONS OF THE AGENCY

This Agency will not replace the PHC Department. As earlier stated, the Department of PHC has clearly defined functions within the Ministry. So also the Agency will have clearly defined functions. It is however expected that with the establishment of the PHC

It is however expected that with the establishment of the PHC Agency, there should be at the Ministry's Headquarters a nucleus which can be within a Department such as, Disease Control and PHC Department, to attend PHC and Disease Control functions at the Federal level. The proposed Draft Decree stated the functions of the Agency as follows:

The functions of the Agency shall be:-

(a) to provide support to the National Health Policy by:

(1) reviewing existing health policy particularly as to their relevance to the development of primary health care and to the integrated development of health services and health manpower and propose changes when necessary;

(2) preparing alternative proposals for decision makers at all levels based on scientific analysis, including proposals for health legislation; and

(3) assisting the translation of policies into relevant and feasible strategies, based on research evidence wherever appropriate;

(b) to provide technical support to the planning, management and implementation of primary health care by:

(i) stimulation and assisting States and Local Government Areas to initiate or accelerate primary health care development where none is taking place or is at very low level in the planning, reviewing and re-planning of their health programmes;

(ii) promoting the participation of women in all levels of primary health care planning, management and implementation particularly at the Local Government Area level;

(iii) conducting studies on health plans for primary health care at various levels to see whether they are relevant to the National Health Policy, feasible and multi-sectoral;

(iv) promoting the monitoring of plan, implementation at various levels;

(v) stimulating the technical development by primary health care on an equitable basis in all Local Government Areas;

(vi) providing strategic technical support to the implementation of selected primary health care components as may be required to enhance orderly development and improve upon or introduce new skills required for health services or to integrate new components into them;

(c) to mobilize resources, nationally and internationally, for the development of primary health care in support of the programmes of the Agency and to conduct or commission studies on resource mobilisation for health and issues of cost and financing on equitable basis;

(d) to provide support to the monitoring and evaluation of the National Health Policy by:-

(i) monitoring the development of the Primary health care programmes to ensure that it keeps as much as possible within the guidelines set out in the National Health Policy;

(ii) development guidelines and designing frameworks for periodic within evaluation of, primary health care at the various levels; and

(iii) checking the monitoring and evaluation process nationally, with particular respect to the developing of capabilities to analyse and make use of monitoring decision-making at Local Government Levels;

(e) to promote health manpower development by-

(i) providing technical support to the preparation of health manpower policy, including manpower projections to enhance development of primary health care manpower plan;

(ii) providing advocacy and support for the orientation of medical undergraduate education and the education health professionals, towards primary health care;

(iii) identifying the orientation and continuing education needs of primary health care manpower, including medical needs and by organising programmes to meet those needs, using the Schools of Health Technology as a resource; and

(iv) supporting directly the strengthening of the Schools of Health Technology;

(f) to provide support to the village health system by-

(i) paying special attention and providing maxima support to the training, development, logistic support and supervision of the village health workers and traditional birth assistants, and to the relationship between those workers and their communities and the mechanism which link those workers to the other levels of the health system;

(ii) paying special attention to the involvement of women and grass-roots women's organisation in the village health system,

(g) to promote health systems research by

(i) promoting and supporting problem-oriented health system research as a tool for finding better ways for the provision of essential care as a component of health for all and, in particular, by introducing health systems research in the Local Government Area health system and supporting the other levels in this effort;

(ii) undertaking or commissioning health systems and operations researches into the functioning of the primary health care programmes; and

(iii) responding to requests from Government and other agen-

cies in organising special studies and mobilising experts who will respond rapidly and in-depth to guide legislative and administrative actions;

(h) to promote technical collaboration by-

(i) stimulating Universities, non-Government organisations and international agencies to work with local Government Areas in nurturing their capacity for problem solving;

(ii) encouraging Local Government Areas to seek technical collaboration from other Local Government Areas and other bodies in developing and implementing their primary health care programmes;

(iii) promoting collaboration with other sectors at all levels in the development and support of the local Government Area Primary Health care systems;

(iv) monitoring the collaboration of primary health care between the International Agencies and Governments all levels;

(v) promoting and organising the sharing of experience of the Agency with the world community through publications, report, visitors and other means and the collection of all relevant information from other countries and international organizations and disseminating such information to all interested parties; and

(vi) promoting maximum support for all its efforts by networking and creating formal and informal collaboration with relevant Nigerian and international institutions;

(i) to promote primary health care by-

(a) advocacy at the level of community leaders, through the mass media and non-Governmental Organisations to promote primary health care and by making particular efforts to ensure that elected and party officials are continually oriented towards Primary Health Care and health for all;

(ii) re-orientating other health professionals towards primary health care by means of conferences, seminars and other meetings;

(iii) supporting the documentation of primary health care through commissioning of case-studies, reviews, books articles, newsletters and other media productions, as appropriate;

(iv) establishing resource centres to serve as national and zonal depositories of information on Primary Health Care implementation;

(v) organizing seminars, reviews and other meetings to promote primary health care and share experiences in implementation with a view to strengthening the primary health care system in Local Government Areas;

and

(vi) providing annual reports which are widely disseminated on status of primary health care implementation nationwide; and

(j) to perform such other functions as may, from time to time, be assigned to it.

CONCLUSION

1. Development of Managerial Process and Community Participation.

In most LGAs, there now exist LGA PHC Committees, District PHC Committees, and village PHC committees. These committees at the various levels, have taken boldly the challenge of PHC. Their efforts have resulted in massive community participation in health on a scale never before witnessed in the history of the country. Individuals in many LGAs are no longer satisfied with being mere onlookers on the health programmes. They are volunteering their time for village health work donating money to execute PHC programmes, and they are participating in taking decisions and actions that would make them live useful and productive lives.

2. Improvement in Coverage with Basic Services

One major achievement of our PHC efforts is the improvement in

coverage recorded with basic health services in the population. For example, we were able to achieve the universal coverage of 80% fully immunized of children 12-24 months by the end of 1990 in our expanded programme on immunization. In EPI, the number of static facilities giving immunization increased progressively from 600 in 1985 to 12,000 in 1990. So did outreach sites increase in the same programme from 2,000 in 1985 to 24,000 in 1990. Oral Rehydration Therapy is now available and given prominence in almost all health facilities in the country; and even family planning services that was once a taboo subject for discussion has recorded a coverage improvement from 1.5% of all eligible women age 15 to 45 years in 1987 to 4.5% prevalence in 1990. Please see figures 3.1 for progressive immunization coverage 1986 to 1990.

3. Reduction in Morbidity and mortality.

one of the greatest killers before the PHC programmes was diarrhoea. A visit to any paediatric ward in any of our hospitals previously would reveal drip stands competing for space. Today, the drip stands for rehydration have almost vanished from these hospitals. We also have evidence that our infant mortality is on the decline - thanks to PHC. With support from some non-governmental organizations, we are planning to wipe out polio from our country very soon.

4. Establishment of an Essential Drug and Drug Revolving Fund. The problem of out-of-stock of drug in our health institutions was one major problem which the PHC programmes had to contend with at its inception. This was further compounded by that fake and adulterated drugs. Today, we have succeeded in establishing a national drug formulary, an essential drug programme and a decree to back the essential drug list up.

Perhaps, most importantly in this regard, an increasing number of LGAs have received large consignments of drugs under the Federal Ministry of Health essential drug programme and the Bamako initiative programme. In conjunction with an essential drug grant of 100,000 given to each LGA in 1988 many LGAs have firmly established their drug revolving

fund and also have a very good stock of essential drugs.

5. Increase in No. of Community Health Workers. There has been an increase in the number of trained community health workers for the primary programme as follows: Community health officers have increased to 2,659, community health supervisors 3,539, senior community health extension workers 15,955 and junior community health extension workers 13,310.

6. Decentralisation to LGA and Capacity Building at LGA Level. The process of decentralisation of PHC is now well under way in all the states with the final transfer of both PHC staff and facilities to the local level. To strengthen the LGAs to assume full responsibility for PHC, FMCH PHC Department has placed a very high premium on the development of planning and managerial skills at the LGA level. This development has been in the form of workshops and Federal technical facilitation visits paid continuously to these LGAs. More recently, decentralisation has progressed beyond the LGA headquarters to the district and village levels.

7. Attraction of Donor Support

Donor - UN agencies, multilateral and bilateral agencies have turned out to be very supportive of the PHC programme. Virtually, all the donors have increased their support to PHC related programmes. For example, UNICEF programme of support increased from about \$60m in the 1985 - 1989 country programme to \$120m in the 1991 - 1995 programme cycle. So did UNFPA increase its support for MHC/FP from \$13 to 35m in about the same period. USAID, on its own part, has an ongoing \$67m for family health services in Nigeria in addition to its CCCD and other related programmes. WHO is also providing technical and material support to the development of our model PHC LGAs. All these are evidence of vote of confidence in our Primary Health Care efforts.

8. Improvement in Co-ordination Amongst Collaborators Agencies connected with the development of PHC no longer go their way uncoordinated. With the period meeting initiated by the Honourable Minister, information is now shared so that one agency knows what the

Minister, information is now shared so that one agency knows what the other is doing. This has avoided a lot of duplication and waste and has also fostered equity in the spread of support amongst the States and LGAs.

9. Increased Rate of Routine Reporting

When we started the PHC programme in 1986, there was no PHC reporting system in place. With the development of such system in 1987 and its subsequent approval by FMOH, 19 of the initial LGAs were providing regular and complete data. By August 1992, all 589 LGAs would have been trained to use and be supplied with reporting forms village.

SUMMARY

The PHC programme has reached every LGA in this country. The progress recorded in many LGAs have been more rapid than in others. Some of the factors facilitating or inhibiting progress include the followings:

State support for PHC has been very crucial for PHC progress in the LGAs where SMOH has taken active interest and facilitated the LGAs, more progress has been recorded. The commitment of LGA leadership to PHC is a very important determinant of whether PHC will progress in that LGA or not. We have seen LGAs where the leadership has stifled initiative from health workers thus putting the PHC programme in jeopardy.

ACKNOWLEDGEMENT

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NATIONAL CONSTRUCTION PROGRAMME OF NIGERIA									
STATE OF NIGERIA	HEALTH CLINICS		PRIMARY CENTRES		HEALTH CENTRES		RURAL HEALTH UNITS		URBAN COMPREHENSIVE CENTRE
	Completed	To be completed	Completed	To be completed	Completed	To be completed	Completed	To be completed	
ANAMBRA	22	1							
BAUCHI	19								
BENUE									
BENUE	20								
BORNO	73								
CROSS RIVER									
CROSS RIVER	20								
CONGO									
IMO	3	11							
KADUNA	9	10							
KANO									
KWARA		20							
LAGOS									
NIGER	12	11							
OGUN									
ONDO		11							
OYO									
PLATEAU	18	22							
RIVERS	2	9							
SOKOTO	12								
TOTAL	219	135	19	24	1	2			

Table 1

FEDERAL MINISTRY OF HEALTH AND SOCIAL WELFARE PROJECTS : HEAD 214, SUB-HEAD 94196 A.I.E. RETURNS - 19%177 10 1978/79				NATIONAL BUILDING OF BASIC HEALTH SERVICE SCHEME- CAPITAL	
STATE OF NIGERIA	VALUE 4 AIES ISSUED DEC 76 - DEC 78 (A) N	VALUE OF AIES UTILISED AS AT 31/3/78 (B) N	1978/79 COMMITMENTS ON BUILDING ON BHTI		
			TOTAL AMOUNT NOT UTILISED AS AT 31/3/78 C=A-B N	VALUE OF AIES ISSUED AT NOV 78 (D) N	BALANCE OF PER STATE PAID (E=C-D) N
ANAMBRA	1,800,000	1,279,501.18	520,498.82	350,000.00	170,498
BAUCHI	1,300,000	1,800,000.00	350,000.00	350,000.00	-
BENDEL	1,800,000	127.50	1,799,872.50	799,872.50	1,000,000
BENUE	1,800,000	1,109,125.00	690,875.00	350,000.00	340,875
BORNO	1,800,000	1,280,500.00	519,500.00	-	169,500
CROSS RIVERS	1,800,000	1,195,711.00	604,288.04	-	254,288
GONGOLA	1,800,000	1,376,500.00	423,500.00	-	73,510
IMO	1,800,000	1,658,821.00	141,178.97	141,178.97	-
KADUNA	1,800,000	152,129.80	1,647,870.00	647,870.20	1,000,000
KANO	1,800,000	-	1,800,000.00	800,000.00	-
KWARA	1,800,000	733,622.00	1,066,378.00	500,000.00	566,378
LAGOS	1,800,000	82,677.00	1,737,323.00	737,323.00	1,000,000
NIGER	1,800,000	-	1,800,000.00	800,000.00	-
OGUN	1,800,000	1,784,472.00	15,527.97	5,527.97	-
ONDO	1,800,000	129,600.00	1,670,400.00	670,400.00	1,000,000
OYO	1,800,000	42,134.00	1,757,865.85	757,865.85	-
PLATEAU	1,800,000	1,101,850.20	698,149.80	350,000.00	348,149
RIVERS	1,800,000	532,005.00	1,267,995.00	500,000.00	767,995
SOKOTO	1,800,000	22,013.00	1,777,987.00	777,987.00	1,000,000
TOTAL	34,200,000	14,260,789.05	20,289,210.95	9,595,025.40	10,691,184

Table 2

CATEGORY OF COMMUNITY HEALTH WORKERS	APPENDIX 3 NUMBER SUCCESSFUL IN THE EXAMINATION BY NATIONAL COMMUNITY HEALTH PRACTICE EXAMINATION BOARD.			
	1979	1980	1981	1982 (JUNE)
Community Health Officers	-	97	183	95
Community Health Assistants	478	788	1,022	594
Community Health Aides	520	658	1,193	599
TOTAL	998	1,543	2,398	1,288
				6,227

Table 3

NOTE: Each LGA should set their own level of attainment for the objectives, based on their health problems and resources

1. ** Coverage with EPI	By the year 1990, 90% of children will be fully immunized with BCG, 3rd dose of measles by their first birthday	% of children fully immunized at their first birthday	No. of children < 1 yr fully immunized x 100 Total No. of children born	Per year:	*M/E forms • population count (children 0-11 months = 4% of population)
2. ** Ante natal care coverage	By the year 1990, 90% of pregnant women will be fully immunized with 2 doses of TT by the 8th month of pregnancy	% of pregnant women fully immunized with 2 doses TT	No. of pregnant women fully immunized with TT x 100 Total No. of pregnant women	Per year:	*M/E forms • population count (pregnant women monthly = 5% of population) • survey of home-based adult recordar
3. Nutritional status of pregnant women	By the year 1990, at least 90% of new borns will have a minimum birth weight of 2500gms.	% of new borns with weight above 2500 gms.	No. of children with birth weight above 2500 gms x 100 Total No. of children born	Per year:	*M/E Forms on pregnancy outcomes • survey of home-based health cards
4. Nutritional status of children 0-3 years	By the year 1990, 90% of children (0-3 yrs) have a weight for age cover 3rd percentile	% of children with weight for age above 3rd percentile	No. of children (0-3 yrs) above 3rd percentile on child health chart x 100 Total No. of children (0-3 yrs)	Per year:	*M/E growth monitoring form • survey of children on child health chart on child health card. (children 0-3 = 15%)

**Fit present it is not possible to measure M/E attainment of immunization objectives by means of routine data collection at health facility level, but only by means of special surveys

Table 4

Evaluation of	National objectives/ targets	National indicators	Calculation of indicator	Source of data
5. Health care coverage to pregnant women at delivery	By the year 1990 70% deliveries will be attended by a trained worker or trained TBA	% of deliveries attended by a trained health worker of trained TBA	No. of deliveries by health worker or trained TBA $\times 100$ Total No. of deliveries	*M/F from on pregnancy outcome population census (deliveries 5% population) *VHW records *coverage survey
6. Acceptance of FP methods coverage FP	By the year 1990 10% of women in reproductive age group (WRA) will use modern family planning	% of women in reproductive age-group (WRA) who are using modern family planning	per year No. of WRA (15-44 yrs) using FP $\times 100$ Total population (15-44 years)	*M/F from on family on planning activities population census (WRA-20% population) *VHW records *coverage survey
7. Physical accessibility of health services to the population/coverage health services	By the year 1990 80% population will live within 5km of 1/24-hour facility of a health facility or VHW	% of the population living within 5km of 1/24-hour facility of a health facility or VHW	No. of people living within 5km of 1/24-hour facility of a health facility or VHW $\times 100$ Total population	*coverage survey *M/F from on health facilities/VHW in relation to population
8. Physical accessibility of water supply/coverage safe water supply	By the year 1990 8% of the population will live within 20metres of individual water	% of the population living within 200 metres of a source of a potable water	No. of people living within 200 metres of a source of potable water $\times 100$ Total population	*coverage survey
9. Physical accessibility of latrines to population/coverage with latrine toilet	By the year 1990 80% of the population will live within 50metres of a pit latrine toilet	% of the population living within 50 metres of a pit latrine/toilet	No. of people living within 50 metres of a pit latrine/ toilet $\times 100$ Total population	*coverage survey
10. Availability of essential drugs	By 1990 80% of VHW/Health facilities will have 80% appropriate standard drugs available continuously	% of VHW/Health facilities with drug available continuously	(a) No. of health facilities with 80% drugs available continuously $\times 100$ (b) No. of health facilities with 80% drugs available continuously $\times 100$ Total No. of health facilities	Essential Drug programme monitoring forms surveys

Table 5

ORGANOGRAM OF THE PRIMARY HEALTH CARE DEPARTMENT

FEDERAL MINISTRY OF HEALTH & HUMAN SERVICES

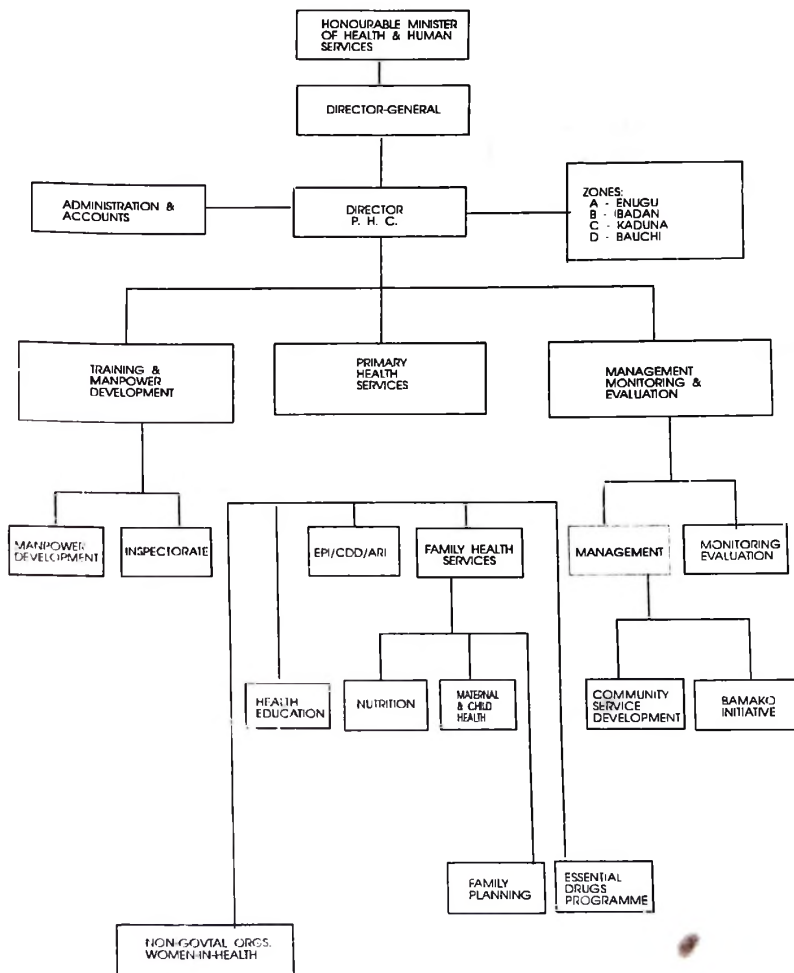


Table 6

CHANNELS OF INFORMATION

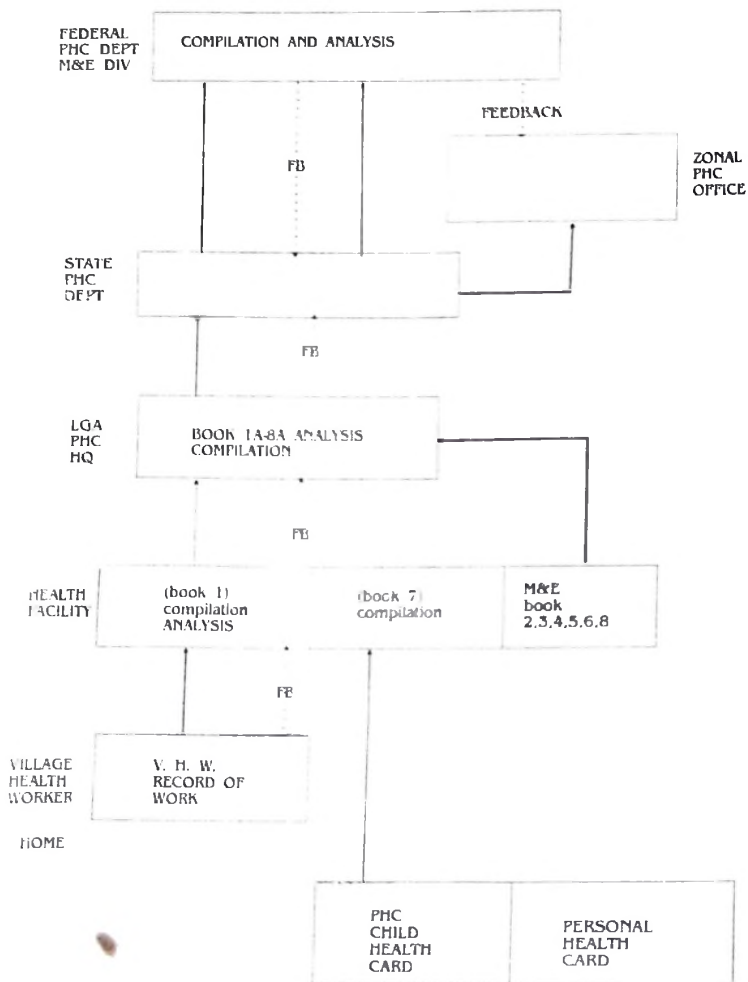


Table 7

18 ENDNOTES

- 1.The Third National Development plan
- 2.The Fourth National Development plan
- 3.The Rolling plan
- 4.The National Health policy and strategy to achieve Health for all Nigeria, FMOH, Lagos, Nigeria, oct. 1988
- 5.Statistics prepared by Dr. B.A.A. Dada, Chief Consultant (Medical statistician) FMOH.
- 6.Briefing manual for NYSC members posted to strengthen primary health care at the model -LGA level.
WHC, Nigèria, Lagos 1989 by Dr. S.N. Brew-Graves
WHO, Representative in Nigeria.
- 7.Essential drugs list, federal Republic of Nigeria, second edition 1991, published by the Federal Ministry of Health (1991)
- 8.Primary Health care monitoring and evaluation manual 1989, Federal Ministry of Health PHC department.
- 9.African workshop on technological disasters, Addis Ababa, Nov.26-30, 1991.
World Health Organisation, Publication.
10. The integration of mental edited into primary Health care in Nigeria edited by J.O.A Mekanjuola, A.O. Odejide and A.O. Erinsho, department of planning, research and statistics, Federal Ministry of Health, Lagos 1990.
- 11.Development of local government area primary health care Laboratory systems (LGA/PHC/LAB), Nigeria plan of action

12. Proposed National policy and strategies to achieve oral health for all Nigerians

Intercountry centre for oral health for Africa (in collaboration with WHO), old bukuru road, Jos, Plateau state.

13. National primary health care development Agency Decree, 1992

Decree NO.....

(Draft from FMOH 1992).

19 APPENDICES

1. National Basic Health service programme construction of Basic Health Units, Nigeria situation as at Dec. 1987

(Dept. of planning, FMOH).

2. Capital projects, National Basic Health service scheme, Federal Ministry of Health and social welfare

A.I.E. Returns 1976-9 (Dept. of planning, FMOH)

2. Category of Community Health Workers (Dept. of planning, FMOH)

4. Organogram of primary health care department, (FMOH & HS)

5. Chart showing PHC objective, e.t.c.

6. Channels of information.

Chapter 6

SOCIAL MOBILIZATION

By
Lizzy Ikem

Introduction

One of the well known human capital advocates, Harbinson, did emphasize once that "human resources, not capital, nor income nor material resources constitute the ultimate basis of the wealth of a nation. This thesis embedded in the concept popularly referred to as Human Capital attributes the wealth of a nation to the development of a nation's human resources. It is not a surprise then, that every nation seeking real development like Nigeria, must pay serious attention to the integration of its citizens in development.

In more practical sense the history of national development abound with evidence buttressing the fact and the reality of developmental theories that indeed "nations are built by the creative, productive and innovative work of the people themselves". In particular, the wealth of experience from the more developed and advanced nations of the world attest to the benefit of a culture of participation, whereby a nation's citizenry knows quite well and accept complimentary roles that "government can facilitate, energize and formulate conducive policy environment but only the people can bring genuine development into being". The bottomline of all propositions on national development are replicate of a call for the mobilization of a people or society, tagged social mobilization, as the inevitable prerequisite for an actual and viable national development.

What this implies, therefore, is the real involvement of the citizens in harnessing available and limited resources of their nation to bring about remarkable progress and achievements. And such must be visible and attested to.

A few historical experiences will suffice the above points. Japan for instance, until recently was one of the unknown and poorest nations of the world. Coming from a background riddled with poverty and limited natural resources they naturally fell into the loophole of dependency on other more advanced countries hoping to get developed. Soon it became clear that the task of nation-building lay completely on the Japanese people themselves, not outside. That realization, history tells, compelled the creation of a national machinery that did not only sensitized the people but also

forged actual participation in order to achieve set goals of "Economic Reconstruction, Revival and Self Reliance and the attainment of a just society."

The result of that effort are glaring today. Japan ranks above most developed nations of the world. Her feat in technological advancement is a majorthreat to other developed countries, even the United States of America. It is on record that Japan leads the world in ship building.

China also lends a lesson to nations with problems of population explosion and inadequate resources (material and kind), coupled with moral and inadequate decadence, social injustices and non-patriotic syndrome. The Chinese experience shows that people suffered hardship and untimely death until the birth of the Chinese mobilization process which aimed to arouse "the consciousness of all categories of the citizens to the need for family planning, to their rights and obligations and the need to eschew all vices in both their public and private lives". In addition the targets were to inculcate hardwork, honesty, commitment to social justice and utilization of their energies and natural resources for productive ventures.

Not only have these objectives been reached but China is also regarded as one of the super powers among nations of the world.

Another worthy example is Britain's phased out recovery efforts which started in the ninth century and got to its social revolutionary aspect between 1900-1918. Threatened by the upsurge of competitive industrial nations of Japan and America, the fear of being overwhelmed by the love for "foreign securities", the need to mobilize its citizenry and awaken them to the dangers of being obsolete in a changing world, became imminent. Through mass mobilization however Britons arose to revive and make their country self-reliant in many spheres of life.

A more latent example is presented by the United States of America. That the average American is a proud nationalist and patriotic citizen of his country is one of the gains of a well articulated mobilization programme to promote a set of objectives tagged "The American dream". It sought to move American citizens to build a dream country of their own. To go with that dream was a deliberate effort at stamping out all shades of social injustice through the

encouragement of real talents innovation, hardwork, honesty, patriotism and dedication to their nation's set goals.

Today, America is a success story of a world power (super power) whose achievements would have been stalled, had Americans been left out of the development process.

The greatness of former Soviet Union, before the collapse of Communism, portrays the crucial place of effective mass social mobilization and participation of the Soviets, without which the them agenda of Communism, it is said, would have been unattained.

Furthermore, the story is much the same even in small and medium power nations. In France, Canada, Brazil, South Korean, Italy, Libya and some other countries it is abundantly clear that they witnessed at some point in their history relative measures of mass mobilization efforts to get to where they are today.

What the foregoing expounds for developing nations of the world, particularly for Nigeria, is the integral role of a people in the development of their nation. Thus no nation can seek genuine and viable development without having at some stage embarked on a social mobilization programme.

It is against this background that the rational and journey of Nigeria on a course of social mobilization, 27 years after independence begin to focus. But first let's take a close look at the background and factors that precipitated the mobilization of Nigerians under the programmes of the Directorate for Social Mobilization with a central theme "Mass Mobilization for Economic Recovery, Self Reliance and Social Justice (MAMSER).

Background to Social Mobilization

That the geographical expression called Nigeria is endowed with abundant natural and human resources is undeniable. A nation with a large population (88.5 by 1992 census, a large reserve of crude oil and minerals embedded in its soil can hardly be said to lack the potentials for real development. Yet Nigeria, and ironically too, is a place where nothing seems to work. The right indices - political, economic, social - that make for development have largely eluded this nation for decades, after its independence on 1st of October, 1960.

Researchers, have averred reasons for Nigeria's ability to achieve real development. They have argued that first the dependency syndrome on foreign aids and the impact of external economic forces since independence have constituted part the bane of Nigeria. Advocates of this position argue along the line called "dependency theory of development", which holds that underdevelopment of the Nigerian economy which has continued to deepen and worsen the fundamental problems of economic transformation of our nation. Furthermore, they relate Nigeria's under-development with the grave entrenchment of its economy in capitalist system during the colonial era. For them, therefore a way forward lies in national development backed by self-reliance and a complete break from our slavish past.

Second, is the problem of alienation of people from development process. Critics of our national development have argued that most development efforts, in time past, were usually inspired by government identified objectives rather than be people-centered; such tended to be larely project centered. So unwittingly those projects are seen as government targets which lack due consideration or involvement of those for whom the project was intended. Worse still they allege that attention was never paid to the role the beneficiaries could play in the attainment of such projects.

A third reason usually garnished for the nation's underdevelopment is the absence of a responsive and patriotic political leadership, and the notorious feature of instability in Nigeria's politics occasioned by coups and counter-coups. Proponents of this stance argue that real development is possible if it is founded on "a peaceful and viable political system together with a patriotic, dedicated and honest leadership". And that the solution in this regard is the social and political mobilization of the people.

If these, indeed, were the causes of the nation's slow progress in development, they but explain only in part the problem situation of past independent Nigeria before MAMSER was born.

Prior to the emergence of MAMSER, Nigerians themselves exhibited gross laxity, dormant consciousness, indifference and a lack of committment towards the achievement of national goals and objectives. Neither the desire nor ability to harness the latent forces that could stimulate and accelerate the development of the nation

was present in Nigerians. Furthermore, the spirit of patriotism had no place in their lives and scheme of things. On a large scale Nigerians allowed religious acrimony and intolerance to stunt collective march towards greatness any effort, if any, made to overcome national problem were mis-interpreted and misdirected in favour of sectional or factional interest.

These unwholesome attitudes, parochial and contrary to the dream of nationalism that accompanied the nation's independence in 1960, adversely militated against any real development long after the nation attained the age of maturity.

With each passing year through the oil boom era of the late '60s and 90's into economic recession era social habits both at private and public places degenerated badly, so much that indiscipline increasingly became the order of the day. Good virtues and values gradually found no acceptance among Nigerians. It is often said that Nigerians became more exploitative than the whiteman. The privileged dehumanized the underprivileged. The era of partisan politics did not help matters either. The First and Second Republics witnessed unprogress traits. Thuggery and rigging became inseparable parts of Nigeria's electoral practices. Money politics was rampant. Plunder and looting of the economy became rooted into the nation's system. Regions of origin, sub-nationalism, easily found fitting among a disenchanted populace. Ten percent kickback, award of fictitious contracts and inflation of contract bills, diversion of funds, mismanagement of funds, Nepotisms, gossip, hatred, jealousy, dishonesty, all these were vices that either came with or intensified during the two republics. Other behaviour capable of social disservice became more visible from the mid 1980s. For instance, smuggling, drug trafficking, hi-tech armed robbery and assassin syndrome.

The end of oil boom era, economic recession, political instability, and social menace that plagued the Nigerian nation naturally were signals of insecurity, it was therefore not difficult for Nigerians, who held dear the popular talk of sharing the national cake "to loose hope in the possible survival of their country. This was not unexpected in so far as the majority of Nigerians care only about what Nigeria can do for them and not what they can do for the country. Unfortunately, this trend symbolized the disharmony of

vision between rulers and the ruled. Those fundamental systems of social disorder portrayed the calamitous path the nation was treading before General Ibrahim Babangida's administration, along the line, discovered that a vital link between government and the governed, which could make for real development had largely been neglected. That missing link was the "lack-lustre spirit of mass mobilization and the awakening of collective and individual consciousness to a common cause". That need became imperative particularly at the inception of the Structural Adjustment Programme in 1986.

There was, therefore, the urgency to bridge the gap of vision not by mere rhetorics but by concrete and determined efforts, marshalled through a machinery or agency that could mobilize Nigerians to know that the destiny of their nation rested squarely on them and on no one else. It was reasoned also that through a well set instrument, a medium would have been created through which government could convince, intimate and sentize Nigerians as a whole, irrespective of their social status, to the task of nation building and equally mobilize them to work hard to achieve desirable goals of economic reconstruction, revival, self reliance and the attainment of a just society.

Not long after the take over of power on August 27, 1985, General Babangida set up a Political Bureau headed by Dr. Samuel J. Cookey, primarily to examine the political problems of the country. An inferred secondary assignment entailed fashioning out solutions that would bring about enlightenment and articulated efforts that would bring Nigeria back to the path of rectitude and progress, set new values and attitudes and re-orientate the people towards national goals and objectives. The envisaged agency would be expected to vigorously propagate and instil in Nigerians an enduring political awareness and culture as well as arouse fellowship for the march to self-reliance and economic recovery. These pions of reference, buttressing concern for attitudinal changes that would bring about economic, social reforms and development in the country were the thrust of the Chief Cookey led Political Bureau Debate. Nigerians from different walks of life participated. One strong piont that came forth from the debate was that "A good and stable polity will in turn bring about a virile economy and social justice". The debate also re-echoed the fact that the greatest militating factor against attaining

desirable economic, social and political ethics among Nigerians is IGNORANCE. In its recommendation the Bureau urged that a deliberate effort to mobilize the masses was needed in order to improve their potentials to achieve improved all-round life. The rationale for placing emphasis on the masses the bureau argued, was that "it is the human resources of a nation that ultimately determines the nature, direction and speed of its social and economic development". The Bureau also made some political recommendation that a politically conscious and properly mobilized and motivated population is the greatest deterrent to bad government. Since Nigeria had a background of perennial bad government and a disenchanted populace, the bureau also called for the establishment of a Directorate for political education/enlightenment to arouse the consciousness of all Nigerians to their rights and obligations as citizens of this country. Furthermore, "to inculcate in all Nigerians the value and spirit of civic responsibility, propagate the need to eschew all vices in public life including corruption, dishonesty, electoral and census malpractices, ethnic and religious bigotry. The Bureau, therefore, proposed the carving out of an organ for social mobilization whose objective was in part to create new cultural and productive environment.

It was in the strong belief and desire to witness acceptable attitudinal changes in Nigeria, that President Ibrahim Babangida approved the Bureau's philosophy of social mobilization. And the agency so recommended by Dr. Cooley's Political Bureau was the Directorate for Mass Mobilization, Self Reliance, Social Justice and Economic Recovery, acronymed MAMSER. It was established and empowered as a permanent legal body by an enabling decree No.31 of 1987 and structured as an enduring national body responsible to the President.

The launching of this all-encompassing campaign for social mobilization was performed by the President, Commander-in Chief of the Armed Forces, General Ibrahim Babangida on the 25th of July, 1987. The Directorate itself was formally inaugurated by the Vice-President Augustus Aikhomu, the then Chief of General Staff, on Wednesday, the 2nd of September, 1987. Professor Jerry Gana was appointed chairman of the Directorate.

It was therefore to extricate ourselves from the precarious

✓ situation we had fallen that motivated Babangida's government to establish MAMSER in the hope that its articulated goals would provide the necessary tonic for the survival of our nation.

However, the background story will not be complete should earlier efforts prior to MAMSER go unmentioned. In this respect we recall General Olusegun Obasanjo's Operation Feed the Nation (OFN), the Green Revolution of Shagari era, the War against Indiscipline (WAI) of Buhari's regime and the National Orientation Movement (NOM) which IBB's government initiated at its inception. Unfortunately these organisations lacked the needed dynamism to carry people along. Nevertheless in retrospect they contributed significant informations which were incorporated and integrated into the Directorate for Social Mobilization which serves as their apex organisation.

It is also important to make the point that public input through debates equally helped to mould what emerged later as MAMSER. Obviously it was not for fun that government allowed and encouraged debates on the following (i) the counter trade discussion (ii) the debate on the IMF loan, (iii) the political debate co-ordinated by the Political Bureau which was mandated to identify and collate all contributions on the political problems of the nation (iv) the debate on a new national housing policy (v) the nation-wide discussion on the Structural Adjustment Programme (SAP) (vi) the question of human rights policy and (vii) issue of the Organisation of Islamic Conference (OIC).

Thus with the benefit of these talkshops MAMSER in its goals and objectives reflect a carry over of some earlier aspirations. The section that follows highlights the goals, objectives and strategies of MAMSER.

OBJECTIVES AND FUNCTIONS OF MAMSER

The objectives of MAMSER as embodied in the Decree setting it up states that the Directorate seeks to:

- i) Create a new cultural and productive environment which will promote pride in productive work, self reliance and self discipline.
- ii) Generally awaken the rights and obligations of a citizen to the

✓

- nation.
- iii) Encourage the people to take part actively and freely in discussions and decisions affecting their general welfare, and
- iv) Promote new sets of attitude and culture for the attainment of the goals and objectives of the Nigerian State.

The Directorate also had the following strategic functions to perform, namely to

- i) establish an appropriate framework for the positive mobilization and education of all Nigerians towards economic recovery and development and a new social and political order;
- ii) awaken the consciousness of all Categories of Nigerians to their rights and obligation as citizens of Nigeria;
- iii) inculcate in all Nigerians the value and spirit of civic responsibility, commitment to social justice and economic self reliance through mobilization and harnessing their energies and natural resources into productive use;
- iv) sensitize, induct and equip all Nigerians to fight against internal and external domination of resources by a few individuals or groups
- v) re-orientate Nigerians to shun waste and vanity and to shed all pretences of affluence in their lifestyle;
- vi) promote self reliance and pride in the consumption of home produced commodities;
- vii) prepare the framework for creating the basic institutions and norms of democracy at all levels in the society;
- viii) create consciousness about power and its use and the role of government in serving the collective interest of Nigerians.
- ix) ensure that materials which appear in the mass media, both electronic and the print are in consonance with the national objectives of selfreliance, social justice, human rights, democratic honour, economic recovery and development;
- x) propagate the need to eschew all vices in public life including corruption, dishonesty, electoral and census malpractices, ethnic and religious bigotry;
- xi) propagate the virtues of hardwork, honesty, self-reliance, commitment to and promotion of national integration; and
- xii) inculcate in all Nigerians the virtues of patriotism and positive participation in national affairs.

Apparently, going by these goals and functions expected of MAMSER, the Directorate necessarily possessed a multi-discipline outlook, which were in turn reflected in its programmes. In order to perform and in addition to organise workshops, seminars and resource panels it sought structural use of component organs and schemes. Namely

(1) Integrated Rural Development, through the Directorate of Food, Roads and Rural Infrastructures

(2) Mass employment Programme, through the Directorate of National Employment.

(3) Science and Technology Endowment Fund-to advance the Frontiers of Scientific and Technological knowledge and research in the country and practicalize their results for the benefit of the entire nation.

(4) Primary Health Care Scheme-to bring preventive medicare close to the people at the grassroots in all states of the federation;

(5) National Orientation Movement/New Direction of WAI to instill discipline, inspire patriotism and nationalism in Nigerians and strengthen the love and revival of the Nigerian culture, its promotion, preservation, performance and presentation;

(6) Sports, Endowment Fund/Identification of Gifted children, etc- in order to assist the Nigerian genius to achieve global recognition and acceptance in various fields of human enterprise such as sports, academic pursuits, etc;

(7) Technical Aid-Groups-a new approach in Nigeria external policy initiatives whereby the benefits of Nigeria's educational advancement, development and progress are being extended to our less-endowed African brothers and blacks in the world through highly skilled manpower sponsored by Nigeria to work in various countries in Africa and other parts of the world; and later

(8) The Better Life Programme - which had special focus on improving the well being of rural dwellers.

What this means is that in MAMSER are found 'copies' of other programmes of past and present government, making it a gigantic and ambitious programme unfortunately this factor accounted for one sour point of controversy for MAMSER as will be discussed later in the chapter.

Nevertheless, the targets of the Directorate were explicit, at

least in name. These are highlighted below.

Work Programmes

Because Professor Jerry Gana and his 12-point mandate was mapped out and grouped into three co-related programme areas: MASS Mobilization; MASS Education which targets a literate society by 1992 and Political Education which aims to build a politically conscious, aware and enlightened Nigerians and environment for the Third Republic.

In the area of **Mass mobilization**, the directorate launched the following programmes:

- (1) Operation food first. Launched nation-wide between the 11th and 22nd July, 1988 with the aim of mobilizing small scale farmers to form and operate. Co-operatives and production team. This measure could facilitate marked increase in food production and lead to a self-reliant nation.
- (2) Social justice. The programme aimed at promoting the ideals of social justice through publicising the functions and activities of the public complaint commission. In this regard social justice officers were appointed whose sole duties were to channel complaints from aggrieved citizens to relevant government agencies. It was necessary therefore to co-operate with the Legal Aid Council, the police and the judiciary.
- (3) Armed Forces MAMSER Programme. To facilitate its cause and inculcate the virtue of leadership by example, versions of MAMSER were launched among the armed forces April 26th, 1988 the Nigerian Army launched "Operation Service Alert". The Navy on 26th June, 1988 launched "All Hands on Deck". The Air Force launched "Operation Diligence and Vigilance" on July 21st, 1988. While the Police launched "service with courtesy" on August 24th, 1988.

Under **Political Education**, the second pillar of the Directorate's operation, it aimed at creating a new and positive consciousness among Nigerians. MAMSER's political goal in this respect was to facilitate mental liberation in order to remove "unpolitical" attitudes of apathy and silence among Nigerians. The target was an empowered

- ✓ citizenry prepared for effective and meaningful participation in the process of nation building. The overall goal is the attainment of a national democratic culture powered by a conscious, vigilant and organised masses, and where social injustice, poverty and foreign domination are obliterated.

This of course is informed by one of the Directorate's given mandates: "to propagate the need to eschew all vices in public life, including corruption, dishonesty, electoral malpractices, ethnic and religious bigotry. With the prospect of lifting the ban of political activities MAMSER'S political education programme became imperative.

To do this, it designed a three phase programme. The first called the mobilisation phase focused on mass rallies to mobilise Nigerians to "decisively reject the sectional, divisive and dirty politics of the past for mature, peaceful, orderly and development-oriented politics.

The second and third phases "tagged" Democracy in action involved teaching the people and political skills how to translate their democratic rights into real political power. The messages here are: vote for good candidates with good programme and encourage free and fair, elections at all levels. MAMSER envisaged that through political education the essential ingredients of democracy will emerge. Namely an enlightened electorate, a patriotic and honest leadership formation of popular organisations and the success of the Grassroots Two-Party System.

The Third pillar of the Directorates job is Mass Education. In this strategy, MAMSER sought to liberate a great majority of Nigerians from illiteracy and ignorance which have for long incapacitated the nation. The rationale of this according to MAMSER is that a literate society is a liberated society. The Directorate, therefore, set a target for itself, to raise the level of literacy in the country to at least 70% by 1992.

Added to these main strategies, MAMSER also put in place programme for promoting efficiency and excellence in the Public Service and private enterprise as part of the efforts made towards national development.

But programmes and achievements of set goals are usually

miles apart. Since Programmes by themselves are mere energizers, it is how well, or how far a programme makes the desired impact that matters.

In the next section that follows, we attempt to assess the effect of MAMSERS programmes. It is important to note here also that like any other programme. It is important to note here also that like any other programme criticism are inevitable. Some emerged as the Directorate took strides towards building a new social order.

MAMSER : Impact & Criticism

In assessing MAMSERS impact we are also talking about its effect at achieving set goals. Perhaps a more comfortable way of looking at this will be to take each programme and weigh, and against the Nigeria that emerged.

Under the OPERATION Food First, MAMSER assisted in propagating agricultural policies of government to ensure increase in food for the nation. It also worked in the understanding that the development of national economy can not be guaranteed unless there is agricultural development. The need here is self-sufficiency in food production and enough for the Nigerian population, her industrial needs and surplus for exportation. To this end the Directorate intensified efforts to encourage formation of co-operative societies among small scale farmers. That way they cultivated more acres of land and have easy access to loan. During each growing season emphasis is placed on its Operation Food First. In order to ensure bumper harvest assisted farmers to have access to seedlings.

Some of these efforts also informed the establishment of Peoples Bank. A bank that was initiated to facilitate loans to the co-operatives. Today not only have co-operative ventures become a part of our rural dwellers, the rural folks have acquired new status in the world of banking and loan schemes. In 1989 MAMSER secured N96,000 for farmers in a state. The first two pilot states, Imo and Rivers, recorded over 100 co-operative bodies each. In Imo State for instance about half were made up of only women who are in food production and processing business. Most of these co-operative bodies came alive courtesy of MAMSER and BETTER LIFE for rural women programme.

✓ Just as agricultural produce received attention so did livestock production. Attempts were made to increase livestock resource base in order to improve the nutritional qualities of Nigerians.

Although MAMSER helped to put the above and many more in place, the real impact of this programme on the Nigerian people and economy is yet to be felt. While we agree that the Structural Adjustment Programme (SAP) has taken its toll on virtually all areas of endeavours in our national life, the road to self-sufficiency in food production is still far away. The upward increase in prices of consumer goods, including grains tell the story better that, the nation attained the desired status in agricultural produce and livestock, and are yet to meet the raw materials demand of the nations industrial sector.

One criticism that greeted the Operation Food First (OFF), was the tag of duplicity. It was often said that the existence of various states Agricultural Development Project, River Basin Development Authorities, Agricultural Corporations and lately DFERRI, it was unnecessary for government to saddle MAMSER with the OFF programme.

Nevertheless, the directorate made contributions to the process of economic recovery through substantial work among co-operative societies.

On the programme of social justice, geared to promote social ideals, it appointed social justice officers nation-wide to channel public grievances to appropriate quarters. In 1990 over 500 such complaints were received from the then Gongola State. Furthermore it set up consultative panel for social justice in the states and LGS to help socially oppressed people. Lagos State was one of the first states to enjoy the facility.

With massive use of the electronic media, TV and Radio, Mamser through jingles relayed messages of selflessness, honesty, justice, hardwork and excellence in all aspects of the Nigerian life. To encourage honesty for example, particularly at state levels MAMSER made a point of conferring honour on such worthy persons. One of such recipient is senior lecturer, Prince Michael Omoniyi Jegede of State College of Education, Ikere-Ekiti, who voluntarily surrendered N10,000 forgotten in his car by a businessman

As part of its social justice effort, it caused to be introduced

into school curriculum the subject: citizenship and moral education. It also embarked on school-to-school campaign on the dangers of riotous behaviour. Youth dialogue centers were set-up nation wide to educate youths on the danger of irrational behaviour and wanton destruction of public property. As part of the move MAMSER encouraged talks that could work towards peace on campuses. Furthermore, it was not left out of the campaign against AIDS.

MAMSER no doubt has helped in no small measure to promote social justice. Indeed this singular stance so supported by the Federal Government fuelled human rights activities in the country much more than ever before. Thus the effort of MAMSER in this regard promoted activities of other non-governmental organizations concerned with social justice.

Yet in its campaign for social justice, equity and its attempts to eradicate traits of feudalism in Nigerian society, it made enemies for itself, particularly among traditional rulers. To traditional ruler MAMSER was nothing but a meddler.

But one acid test for MAMSER'S social programme entail asking if the Nigerian society is significantly liberated from social ills? The fairest judgement will be to say that the fruits of such efforts are yet to be seen. Much have been done but desired impact has been drowned in the seed of unabated social ill corruption injustice favouritism, etc.

In discussing the impact of MAMSER'S political education, it is necessary to note that the mantle of preparing the grounds for a successful Transition-to-civil-rule fell on it squarely. Perhaps it is in this perspective that MAMSER could be said to have made its biggest haulmark. It is commonly agreed that without MAMSER the novel idea of government-sponsored two party system would not have gained as much acceptance as it has now. It must, therefore, be credited with taking the new politics to the grassroots and for liberating Nigerian minds from slavish attitudes to politics.

To get this far MAMSER through public enlightenment and various designed activities propagated the new ideals. Through systematic political education, at Local government levels and at ward levels it conducted nation-wide campaign to support two party system.

Voters enlightenment campaigns were carried to all sectors of

✓ the nation including the churches and workshops on voters registers were also conducted. Not only did MAMSER assist in mobilising woman in order to break their apathy to politics and encourage their full participation in politics, it was also involved in teaching youths leadership skills. In Akwa Ibom for example, there were set-ups called youth dialogue, centres.

As part of its contribution to ensuring free and fair elections MAMSER mounted anti-thuggery squad. It recruited and trained able-bodied men to act as symbols of threats to perpetrators of political malpractise.

The political campaign which it carried to all the nooks and corners of states in the federation (30) and the federal capital, Abuja, made more sense because MAMSER also embarked on civic education nation-wide. The purpose was to teach each citizen the basic provisions in the 1989 Constitution of the Federal Republic of Nigeria, and the values of a disciplined society. It is on record that for this reason MAMSER translated the Constitution into Nigerian vernacular languages. On the whole it distributed well over 250,000 copies of abridged, simplified and accurate edition of the 1989 Constitution.

Similarly when controversy arose over the question of similarities in the manifestoes of the two political parties, NRC and SDP, MAMSER took up the responsibility of highlighting the major differences. And it distributed over 10,000 printed copies of the basic differences between the NRC and SDPs manifestoes. That way it fulfilled its central purpose in the transition programme, which is to help create awareness and acceptances for the two political parties.

It is also noted that MAMSER assisted the National Electoral Commission (NEC) to mobilize voters to register for Local government election in 1987, to publicize the guidelines for LG elections and election into the Constituent Assembly. It is to the credit of MAMSER that there is a high degree of political awareness in the country which was heralded by the massive turn-out of electorates at the December, 1987 local government non-party elections.

The progress made from one stage of the transition programme to another in party can be attributed to MAMSERs doing at political mobilization. To drive home the message it introduced cultural perspective to its political mobilization Campaigns. MAMSER

invited and used well known Nigerian artists (e.g. Majek Fashek, Sunny Okosun etc, to orchestrate message as it went round on political education campaign tours, to towns and villages.

Other useful endeavours of MAMSER were its organized work-shops and seminars in collaboration with the Centre for Democratic Studies (CDS) to benefit various categories of politicians. Similarly the Directorate organized political debates for aspirants. The very first came up October 21st, 1989 titled 'ensuring better life in a just society', which way forward'.

While on one hand MAMSER can be applauded for bringing politics to the door step of the majority of Nigerians, on the other its short-comings did not escape the eyes of its observers. MAMSER was constantly accused of being biased. The NRC Chairman, Chief Tom Ikimi, the most aggrieved party, boycotted the political debates that were to precede the December 1990 Local Government election, on the ground that MAMSER was not neutral. Apparently the resignation of 14 MAMSER official from the then Bendel State and their entry into politics in May 1990 placed more doubts on the Directorate's neutrality. By late 1990 MAMSER's credibility had become a big issue. The federal government, therefore, instituted a probe into all allegations, with a view to determining if MAMSER was still relevant.

As the problem of relevance steered MAMSER in the face, different arguments arose. Many argued that MAMSER was a waste having gubbed N217 million between 1987 and 1990, and that it was nothing but mere duplication of other existing key programmes like Better Life, DFFRI etc. What solution then? A significant suggestion from certain quarters was that the Ministry of Information should integrate MAMSER. Of course it did not happen. MAMSER survived to date.

Some have also said that MAMSER achieved 'little or nother' despite its survival. They make quick allusions to the prevailing confusion and strong presence of old political malpractices: corruption rigging, influence of money in electoral process and religious violence. Probably a fall-back for MAMSER in the present context is its hold on the placement of democracy at grassroots.

A further hold for MAMSER is the in-road it made through its MASS Education strategy, which to a large extent has helped to brighten literacy prospect in the country.

Records show that during the first phase of the programme '1.1

✓ million adults were registered nation-wide while about 22,000 qualified instructors were recruited to teach in the 31,709 learning centres established all over the country. Out of the 1.1 million registered learners, 600,000 were successful in the literacy examination.

The Adult-Literacy campaign nation-wide, undoubtedly offered literacy opportunity to the lower strata of the Nigerian society. It was also a practical solution to controlling illiteracy level in the country. More importantly, it paved a new path from fundamental problems of rural dwellers, which arise from lack of information on government activities.

MAMSER also demonstrated concern for a desirable educational system in the country such as will become potent instrument for breeding a new elite that will correct the present social imbalance in the country.

Laudable as these are, MAMSER to some would appear to have usurped the domains of others. And the usual question of multiplicity of effort is evoked against it. Is MAMSER, there, a total let-down?

Conclusion

By and large MAMSER, has played its role of instituting democracy at least with the confines given to it to build a virile society without necessarily acquiring socialist philosophical stance. In my view only a cynic will dispute that the mandate given to the Directorate was an herculean task, too large and too embracing for a single directorate. Consequently, it is natural that it fell a prey for its own gigantism. It has been said perhaps the Directorate should have concentrated more of its energy on aiding the transition programme and on political education.

With the exit of Professor Jerry Gana and what became of MAMSER there after the over-hauling and restructuring process under retired Inspector General of Police Muhammadu Gambo, these are self-testimonial of the collective impact and short fall of MAMSER.

If and should MAMSER in what ever new shape it may take, finally survives the transition into the Third Republic, that alone will be a justification of the timeless relevance of the philosophy of social mobilisation for national development.

Finally probably for once in our experience as a nation-state, Nigeria will inherit a legacy from the military which is capable of marching her towards real greatness after 1992.

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Chapter 7

Rural Development Scenario: What Next?

By

Professor Joseph Uyangwa

Introduction

During the first decade of independence a substantial amount of the country's resources were concentrated on urban industrial development while the rural sector was neglected almost completely. The direct consequence of this neglect was a drastic decline in agricultural output and the resultant inability of the country to feed its teeming population. In addition, the rural areas became qualitatively depopulated and progressively less attractive for social and economic investments.

However, after more than two decades of relative neglect, the rural areas, became since the 1970s the concern of both international and national governments. International agencies like the World Bank and the United Nations Economic Commission for Africa redirected their resources towards improving the productivity and welfare of rural Nigerians.

Nationally in Nigeria, the concern to improve the condition of the rural dwellers has been a topic of discussion among planners, academicians, politicians and the press. At present the slogan 'rural development' has become almost a household word and the subject is so popular that it is sure to be mentioned somewhere in the Nigerian media each day of the year.

Policy makers in the country seem to have now realized that even with the Nigerian oil wealth, rural transformation is still key to the country's growth and development. With about 70 to 80 percent of the country's population living and working in rural areas, there is

no gainsaying the fact that any development strategy which does not involve the mobilization and active participation of rural population for increased output is not only irrelevant to Nigeria but it can hardly succeed. Similarly for any meaningful rural development to be achieved the need for policy makers to have adequate understanding of the type, character and dimension of rural problems cannot be overemphasized.

The purpose of this Chapter is to highlight and characterize the nature of rural problems in Nigeria, trace policy approaches to them since independence, analyse their effectiveness and present the DFRR approach on a comparative basis.

THE CHARACTER OF RURAL PROBLEMS IN NIGERIA

Generally speaking, rural areas of the world, especially in the third world countries are identified by their low level of development compared to the urban areas. Majority of the rural dwellers live in substandard houses, poor environment and unplanned rural communities. Most residents are usually farmers or fishermen but with some others engaged in crafts, mining, trading and rural services. Furthermore, rural residents are mostly poor, uneducated (but with some skills in different fields such as hunting, carpentry, et cetera) and they usually support urban areas in respect of food, and serves as the permanent home of some urban residents after retirement. But perhaps the most striking feature is that infrastructured facilities such as hospitals, schools, pipe-borne water, electricity, industries, and good roads and recreational facilities are generally lacking in most rural areas. Added to this are the problems of rural unemployment, the wide differences in income between the city and countryside, between industry and agriculture and between intellectual and manual labour—all of which in certain cases have reinforced each other to result in massive rural-urban migration, especially of the young productive age group.

The Nigerian rural scene is in a sense not too different from that of most other developing countries as briefly described above. About 80% of the country's population of 85.6 million live in the rural areas, many of these in sub-standard houses and or in environments that are unhealthy, unplanned and subhuman.

The characteristics of rural environments in Nigeria include:

- (a) Dependence on subsistence farming
- (b) Lack of storage facilities for agricultural produce
- (c) Desertion of the village environment by able-bodied persons who have migrated to urban centres in search of paid payment.
- (d) Insufficient infrastructure to aid and sustain the establishment of small scale industries utilizing the local raw materials and indigenous technology.
- (e) Large-scale unemployment.
- (f) The absence of schools and medical institutions and other social infrastructure like cinemas, recreational centres which can hold back enlightened youths.
- (g) The relegation of women to the background by engaging them in menial jobs rather than jobs involving entrepreneurship pursuits.
- (h) Remoteness from urban influence.

Similarly, many studies have revealed that the most important feature of Nigerian rural areas is perhaps that of near-total neglect especially in terms of supply and distribution of social and infrastructural facilities - road, recreation, schools, health centres, etc., as well as job opportunities - which make life not only meaningful but also enjoyable. Not only are rural infrastructures grossly inadequate, there is also gross spatial imbalances and regional disparities in the distribution of the limited available supplies of man's basic needs.

The rural areas of Nigeria have crafts and small scale industries of long-standing origin but they are not making any significant progress because of competitions from imported goods. Similarly, agriculture which used to be the mainstay of the country's economy was relegated following the discovery of oil. As a result of the above, rural incomes are low which in turn means low standard of living. The rural Nigeria diet is rarely balanced. Most of the rural people live on the base of subsistence level. Some of them are incapable of maximum production at work and play. Men, women and children are herded together under conditions which defy all rules of hygiene a condition of life so poor that it prevents the realization of men's potential.

Reaction to rural neglect and undisputed rural poverty are mostly commonly manifested in rural-urban migration especially of able-bodied ruralites who consider the living conditions in rural areas unattractive and strenuous and therefore move with haste to urban centres in search of elusive better living conditions.

A study of the southwest of the country by Akinbode (1978), for example, shows that about 65% of the people who leave the villages do so because of lack of water, electricity, educational and health facilities. Similarly, studies have shown that a significant proportion of rural elements that end up in the country's urban centres come in search of a job or to earn money (Uyanga, 1980).

SPATIAL INFLUENCES ON RURAL DEVELOPMENT

Deducting from several Nigerian local studies Ajaagbu (1976) indicates that in the operation of the urban-rural systems, various interacting processes work in both directions, but the most important of such processes is the way that information on new ideas (i.e. social and economic innovations) is transmitted from the lively or economically active urban centres to their rural hinterlands. Such urban centres constitute the largest single markets and often offer the highest prices for the local products from the rural areas. Thus, the nearer a rural area is located to such an urban centre, the greater is the volume of information and urban influence generally received by the rural inhabitants.

The extent of influence emitted by an urban centre will be related to its size (or hierarchical order) and to its social and economic buoyancy. How far the urban influences go within the hinterland areas will, of course, depend largely on the nature of accessibility, the efficiency of the communication system, and the readiness of the rural hinterland people to accept and adopt innovations. Above all, the influence diminishes with distance (especially time-distance) away from the centre of transmission.

Once reached by the influences which make for economic and social change, the Nigerian rural inhabitants are very rational in their economic

decisions and behaviours and respond particularly favourably to market opportunities for their products. Some groups by now have geared their economies almost entirely to the needs of the urban market centres, and thus have generally achieved greater economic development than the more distant rural areas. Indeed the greatest rural economic development in Nigeria today seems to occur in the immediate hinterlands of the major urban countries, while such development often falls off very markedly with increasing distance away from the centres. Examples of this situation have been identified and described in the rural hinterlands of Lagos (Ajaegbu 1967), Abeokuta (Camara 1969), Kano (Mortimore and Wilson 1965), Zaria (Norman 1967), and several other places in the country. Moreover, the spread of the growth influences of active urban centres, as well as the decreases in the extent of economic development with distance from the centres of transmission, have been reported in several other parts of the world, Schultz (1951).

It is because of this growth influence, exerted by active urban centres on their hinterlands that Nigerian regional planning should be urban-rural oriented. Any investment in urban centres should have due regard to this vital function which they can perform for their spheres of influence. The contiguous urban-rural functional region should be recognized and planned as a unit.

In the more distant rural places in Nigeria, Ajaegbu (1976) suggests that prohibitive effects of distances are experienced in these rural areas located far away from the major urban-market centres. It is also observed that even though some of these rural areas may be more favourably located than others, growth and development is more efficient at the rural areas located near the urban-rural development thrust matrix. This argument could as well be extended to rural areas which could be classified as special project areas such as The Bacita Irrigation Area, The Delta Oilfield areas, and the Tobacco producing areas of Oyo State.

The need thus arises according Ajaegbu for providing several rural centres of information and innovation which will be proximal enough to ensure effective interaction and development. To this end, the

existing rural central places could be identified and equipped with the necessary infrastructures to influence their surrounding areas. This suggestion envisages a network of urbanrural centres and lead to effective regional development. These centres and their immediate zones of interaction would constitute the spatial units for integrated development planning. The argument here premises that the selection of these units should be purposeful and rational, leading down to rural villages at strategic locations. Each will be provided with basic amenities and accessibility. Basic facilities such as primary schools, dispensaries as well as footloose services such as training colleges, and agro-service centres may also be sited there.

RURAL DATA AND INFORMATION NEED

Specifically reliable data are required on rural natural and human resources as well as on human activities such as agriculture, industries, recreation and tourism, transportation, housing and shelter. Each rural development unit should build up its own data bank in such a consistent manner that makes it possible to lay hand on the required information with minimal delay or difficulty. There must be effective coordination of efforts among all groups and individuals involved not only in the rural data generating process but also in the rural development process.

There is also the need to understand one another in order to make their efforts achieve the desired objectives. In other words rural data generating efforts should be geared towards solving income, welfare, population and infrastructural equity problems among various rural communities.

Past efforts in our rural development have not given due attention to the gathering of information on the rural areas and presenting the result in form of data, maps, plans or even sketches. Consequently no systematic planning either long or short term had emerged because the necessary data on land are not available. And no programme for the acquisition of the data had taken off. Rather all the effort had been directed at the mobilization of the human factor. This negligence has therefore affected the results of the present rural development efforts.

Dr. Nnamdi Azikiwe, the Ovwelle of Onitsha once warned that we should resist the urge to urbanize the rural areas so as not to deprive them of their intrinsic character. Because of the lack of information on our rural environment, their true characters are not known before planning the type and nature of the development that should be initiated. Projects are started without planning to satisfy the demand of the people. The results of the unplanned rush are unfulfilled expectations:

roads are opened up without proper planning and the construction is simply epileptic. The result is that the new rural roads turn into gully channels and intractable route during the rains.

Water boreholes are sunk without geophysical and geological surveys to determine at what depth the boreholes would be able to produce the desired water at all seasons. The result is that scarce resources of the government and the community are wasted on seasonal or all season dry boreholes.

Rural farmlands are indiscriminately cleared for a nonexistent rural industries and later abandoned to sheet erosion.

rural electricity lines run through the villages without proper design thereby increasing the cost of the project and destroying of the existing economic trees. Some of the projects are abandoned halfway because the communities or the government do not have the necessary resources to complete the project.

- alien food production techniques are introduced without due regard to the nature of the soil of our rural areas. The defective agrarian policy is a result of inadequate land data. The high crop failures and the reluctance of the rural land to yield bumper harvests of yester-years have scared away prospective investors on large scale food production.

the few existing rural industries are located without regard to plans of the disposal of the wastes that emanate from them. These wastes are now either dumped on agricultural lands or channelled into village streams and springs.

The above sketch of the emerging ugly consequences of an unplanned

of the rural infrastructure and amenities. Reports are daily emerging in our dailies of these negative results. The Chairman of the Nigeria Society of Engineers, Enugu Branch, Mr. Obikwu Okeke was reported to have warned that the successful industrialization of rural areas may lead to environmental pollution(s). He was alerted by the wastes being discharged into streams and the countryside. The Umeze community near Owerri was also reported to have attributed the erosion (in the town) to the construction of the Nkwo-Orie-Mbiere Road which blocked the flood courseway and diverted it to Umeze village. This can be said of most of the recent rural development roads because they were constructed without adequate knowledge of the terrain and the soil structure of the land. The roads instead of bringing the anticipated development to the communities that invested their meagre resources on them, have brought woes and abandonment of their age long habitats. It is therefore our view that the enormous amount of energy and resources already invested in the rural development thrust are unable to produce the anticipated result because first things were not done first. The lands that accommodate the rural area which are to be developed must be first studied and recorded so that the rural data will be employed in any effective rural development strategy.

The problems of rural areas have always been recognised by different levels of government in Nigeria, although government attitudes and involvement in rural development programmes has varied significantly over the years. Similarly, all the nation's national development plans to date have made reference to rural planning as a component of national development planning in the country. Successive development plans in Nigeria have recognised the need to improve the quality of life in the rural areas through the provision of basic amenities and social facilities. The "Ten year plan of Development and welfare for Nigeria" (1946-1956) represents the first attempt in national development planning. A significant proportion of the country's wealth (actual and expected) during the plan period was devoted to the development and improvement of social infrastructures in both the urban and the rural areas. A sizeable amount was spent on the opening up of the country through the building of railway feeder roads and telecommunication facilities. As clearly stated in the plan

many of the development schemes proposed in this ten-year plan, such as water supplies, roads, provision of dispensaries, etc., will assist towards the improvement of these living conditions. The plan also recognised the need for physical development and planning of the country which will enable people to take proper advantage of the various services which will be provided under the schemes within the plan. Town and country planning according to the plan document, is not intended to cover merely the expansion and designing of big towns but will extend to all parts of the country including small villages where the need for reconstruction and the provision of more modern facilities and amenities is a matter of extreme urgency (Nigeria, 1946, p. 4).

Similar commitment to rural development and rural welfare were reiterated in the first, second, third and fourth National Development Plans of 1962-68, 1973-80 and 1980-85 respectively. In all these plans the governments (Federal and States) planned actions to enhance the quality of life in the rural areas through the provisions of basic social amenities, and infrastructural facilities to narrow the disparities in living standard between rural and urban population. Thus, for examples, it was clearly stated in the third National Development Plan that: "Every developing country is now conscious of the need for balanced development. A situation where some parts of the country are experiencing rapid economic growth while other parts are lagging behind can no longer be tolerated. Another aspect of balanced development is the relative development of the rural and urban areas. In the past, the rural areas, lagged behind the urban areas in development resulting in increasing disparity between the standard of living in the rural and urban areas and in mass migration of population from the former to the latter. The present plan aims at checking this movement by specifically promoting the development of the rural areas." (Federal Ministry of Economic Planning, 1978, p. 30)".

During the said Third National Development Plan period, the planned federal and state government expenditures on rural infrastructures alone stood at 707,878 million naira.

OVERVIEW OF TRENDS IN RURAL DEVELOPMENT POLICY

The current poor state of rural development reflects cumulative policy neglect and faulty planning from the colonial period. The British colonial government had no systematic programme for rural development. Its overall 'development' policy was the extraction of surplus from the rural areas to meet imperial priorities. Infrastructural development in rural areas was therefore dictated by the need to penetrate export crop producing areas and evacuate produce from the hinterland to the coastal ports. Rural 'development' in this period was only incidental and therefore not integrated. In most parts, the impact of colonial intervention led to economic dualism and a systematic breakdown of traditional production structures.

With the transition to independence, more conscious steps were taken to promote rural development. Regional governments became the principal agents of rural development, attempting not only to strengthen and diversify the base of the economy but also to improve social welfare and service delivery. However, national development was financed mostly through tax proceeds from the farmer and by the end of the first Republic this urban-based mode of development had effectively marginalised and impoverished the rural areas.

The oil boom in the Third Plan period relieved some of the pressure on rural areas for financing development and allowed the government to increase the volume of large scale investment in agriculture. Yet although a Land Use Decree was enacted to deal with the problems posed by the land tenure system, there was no systematic policy of integrated rural development. Even the Fourth Plan which introduced rural development as a plan category placed more emphasis on raising productivity in agriculture through distributing High Yielding Variety seeds within a general Green Revolution package than on a systematic concern with improving the quality of life and enhancing the economic capacity of the rural areas generally.

Rural development has so far been pursued under four broad programme areas, namely, general support, direct production, re-

gional (area) development and community mobilisation. Research and extension services were among the first rural services to be developed in the country, but their impact has been fragmentary and minimal. Rural access to finance and credit has also been poor and rural development financing has been uniformly low in comparison to other major programmes. Finally, frequent changes in marketing policy have introduced instability in the production system and increased a sense of income insecurity among rural people.

Although the colonial government was averse to participating in direct production, particularly after the failure of the Niger Agriculture Project (in Mokwa, Niger State), subsequent national governments established plantations, ranches, dairies, food processing companies and related enterprises. Most of these projects failed because of imprecise and faulty goal specification, irrational corporate structure, inadequate funding, undue government interference with management procedures, bad management and fraud. Recent moves to privatise and commercialise these establishments is an attempt to restore viability.

In an attempt to transform the general socio-economic environment and enhance the productive capacity of whole regions, government has initiated two basic types of regional development programmes: the River Basin Development Schemes and the Agriculture Development Programmes (ADPs). The later, which began in 1974, sought first to concentrate resources in a few key activities in direct support of small farm production. Although they were expected to fan out from these selected enclaves and increase general access to the Basic Services Packages components such as extensive, input delivery services and rural roads, success was limited because of high project costs. Even the revised ADP schemes designed to cover whole states have been similarly constrained by finance. Further attempts to promote rural development on a broad front were also mounted in the limited scope of some agriculture programmes like National Accelerated Food Production Programme (NAFPP), Operation Feed the Nation (OFN) and the Green Revolution (GR).

These programmes sought to achieve general mobilisation of the broad farming population through specific strategies, and publicity slogans but failed to achieve permanent take-off of agriculture development. They had little impact on global rural development.

The common feature of these policies, was that the areas of policy making - tourism, agriculture, forestry, settlements, communication, resettlements, forestry and other activities were discrete. Policies were rarely comprehensive. They were related only to the definable statutory jobs of the local planning authorities. This surely inhibited integrated planning approach as advocated. Rural areas require integrated planning policies, yet attempts were not made to co-ordinate local authority policies with those of other policy-makers in the overall interest of shaping and designing the countryside.

Most contemporary schemes are successors to earlier, invariably unsuccessful and often prematurely aborted programmes. The previous schemes were themselves devised to avoid the shortage and failures of still earlier programmes.

There is at least one feature in common with these programmes, besides obvious fragmentation of projects, there is an apparently uncontrollable urge to publicise, as much as possible what the government is proposing to do for the rural areas. They also reflect a wide temporal and spatial range in degree of comprehensiveness and levels of national commitment. There is a committed flow of information and propaganda regarding the achievements - imaginary or otherwise - of rural development projects. Initialized and acronymic programmes, slick slogans and bold sign painting are an ubiquitous feature of this repetitive and arguably counter-productive exercise in Nigeria.

The catalogue of publicised rural development strategies since independence is impressively lengthy. Among the most publicised, subsumed under a general slogan of "Back to Land", have been the Farm Settlements, Community and Nucleus Plantations, Model Villages, Agricultural Development Corporations; Farmers' Cooperative Settlements, Tree Crop Subsidy Schemes, Commodity Mar-

keting Boards, the Land Use Decree, the NAFPP (National Accelerated Food Production Project), OFN (Operation Feed the Nation, or Operation "Finish the Naira"), later replaced by the National Council on Green Revolution, ADP (Agricultural/Rural Development Projects), ADA (Accelerated Development Area Programme), Integrated Rural Development Projects, River Basin and Rural Development Authorities, Agro-Service Centres, the Farm Tractors and Implements Supply Scheme, Seed Multiplication and Distribution Scheme, Small Holders Food Production Scheme, the School-to-Land Programme, the Office to Land Programme, the Community Block Farming and so on.

DFRRI

From an indepth analysis of views from the rural areas, and on field investigation, apparently some of DFRRI claims of success are seriously called to question.

In Benue State, for instance, The Analyst and Newswatch magazines, after visiting the state, have discovered that the Directorate claims to have built roads in some local government areas were false. In fact, Newswatch of March 1988 reported that the Federal Resident Monitoring Director of the DFRRI in the state corroborated the above fact when he publicly revealed that "he could not trace the 1,020 kilometres of rural roads that the state's DFRRI said it has constructed". The same Newswatch also reported that at Amaafu, 25 kilometres from Katsina Ala, a borehole was constructed in September 1987, but it could not produce a single drop of water. The borehole provided at Ogobia Village in Otkpa LGA in the same Benue State could not fill a 30 litre bucket with water.

The New Nigerian of March 18, 1988 also stated that the then chairman of Makurdi LGA expressed his dissatisfaction with the shallow wells and manually operated boreholes sunk in the area, because "they could not produce water" for the people. Idah rural communities as The Reporter of April 1988 wrote, denied the state's DFRRI claims of success in their area. The Benue poor performance is a carbon copy of what happened in some other states. In Cross River State, some of the 53 boreholes claimed to have been provided by the state's DFRRI were practically constructed in the State, the

then chairman of Obudu LGA of the state revealed that some of the boreholes were poorly done that they dried up soon that after completion.

Equally, the rural community of Igwo village in the same Cross River State complained that since the commission in 1987 of the borehole, it functioned for only 21 days and has since remained dry. In Plateau State, DFRRI claimed to have reconstructed and built 1,547 kilometres of roads and further provided 198 boreholes and hand pump wells at the end of 1987. But just like in other states of the federation, most claims have defects. For instance, the district head of Kwande in Shendam LGA, described the borehole constructed in his area by the state's DFRRI as "a white elephant project that is as good as nothing" because water is said to have stopped flowing few hours after the borehole was commissioned in December, 1987 (The Guardian March 29, 1988). A similar situation was also recorded at Mararraba Pusi in Mangu LGA where the borehole provided could not serve its purpose.

Likewise an indigene of Akwanga had this to say "some of the DFRRI projects were badly handled because some people were deliberately sabotaging the government's efforts to develop the rural areas". A highlight of DFRRI's performance as given by Ishaq Kurfi of Katsina State Polytechnic can be summarised as follows. Dr Tai Solarin, head of the presidential evaluation committee on DFRRI projects in 1988 rejected the Gozum-Waroh road and other directorate's projects in Plateau State, due to poor execution. As in other parts of the country, increasing evidence on the cheerless achievement of DFRRI have earned it low marks even from some top government functionaries and the national board members of directorate. When the then governor of Kano State was at the helm of affairs in Benue State in 1988, it was reported that he was not impressed with the DFRRI's projects in the state.

Incoming to power in Niger State, the state military governor had shown his dissatisfaction with the state's directorate's activities, and went further to declare it as "nothing to write home about". During one of his visits to Niger State in 1988, Akin Ladipo Mabogunje, the highly respected Professor of Geography and National Vice Chairman of DFRRI

had awarded the state's Directorate "zero for poor performance". Above all, one may hypothesise that it was part of the failure of some states' DFERRI that tempted the National Chairman of the Directorate to declare in the National Concord newspaper of December 4, 1987 that "the problem of this country is not the lack of excellent policy objectives and strategies and well conceptualised and articulated programmes but our inability to convert these (rural development projects) into concrete reality for the benefit of the great majority". What is more, during the last September concluded national conference on integrated Rural Development Policy which took place in Abuja, the National Chairman (AVM) (rtd) Larry Koinyan had shown his disappointment with some states' DFERRI non-performance. According to the Chairman, the National DFERRI is even "considering the disbursement of funds directly to the local government council areas" because of "low response" to implement the Directorate's programmes in the rural areas.

The Chairman further revealed that "some states have been found guilty of diverting funds meant for the provision of basic amenities to the poor rural dwellers. This single act is not only callous, inglorious and a crime against the down-trodden and wretched of the nation, the silent rural majority, but is also deliberate gross sabotage against the cardinal philosophy of the humane and grassroot oriented Babangida Administration. On the genesis of its budgetary allocation of more than 2 billion naira since its inception as revealed by the various CBN reports and its National Chairman recently, DFERRI could have performed much better than its current achievement" the analysis concluded.

In his reaction to DFERRI programme, Kurfi (1990) advised that the rural communities should be well represented from the feasibility studies stage through the planning to implementation stages of community projects. This, according to him, will give the rural dwellers the psychological satisfaction of belongingness and an opportunity to have a say in running the affairs that determine their fate and well-being.

The policy makers should passionately consider the fact that the rural populace would appreciate it more if their views are responsible for the success of any development programme, because for DFERRI to construct a bad road or faulty bore hole, and then hand it over to rural communities

to manage, is definitely not the best.

In response to these types of suggestions, DFRRI recently introduced "The Direct Participation Rural Development Scheme" aimed at involving the grassroot directly in the conception, planning, implementation and management of development projects. The scheme seeks to select the initial participating community on the basis of the level of their "preparedness" for development. This immediately brings in the "Nigerian Factor" into the selection process. We know that the communities to be selected will be those which would in the first instance, have had the right type of elites to push their case at the higher level. The scheme is laudable given its scope, however, the community selection procedure leaves much to be desired. It is hoped that communities will not dissipate more of their energies fighting "selection wars" than in the development process.

WHAT NEXT?

In a comprehensive analysis of various rural development projects in Nigeria (Uyanga, 1980) has shown that past rural projects failed mainly because their objectives were set by people who were not part of the rural community nor share in the aspirations of the rural people. The projects were based on inadequate information on rural settlements, the land as well as of the rural people to occupy the land.

An example is shown by Filani's (1977) remark on the Niger Rural Settlement Project as "a vivid illustration of a mismatch of perceived needs and the total lack of understanding of the structure and attitudes of the basic population for which the project was meant". According to Baldwin (1956) the project symbolizes "the gulf between the world of ideas and practices in which the decisions which led to the development of the Mokwa Rural Settlement project was conceived and totally different world of ideas of the rural peasant whom it was hoped successfully to incorporate in it as settlers" (p. vi). Commenting on some rural projects, Mabogunje (1973, 392) asserted that they fail because "there were no adequate unfreezing of the existing rural societal organisation, only half-hearted attempts were made to move them to new levels and

scarcely anything was done to freeze rural life at the new levels."

As one rural economist has recently written: "Rural development plans have a propensity to dazzle". The fact that a rural plan is mathematically consistent does not in itself ensure that it can be achieved" (Uyanga, 1980 p. 33). As a Nigerian journalist has claimed, in more robust but equally telling terms:

Successive governments in Nigeria have traditionally evinced a shocking degree of helplessness whenever it came to finding ways to provide adequate food and rural development for the nation. Every government has invented one to distinguish its own seriousness from the amateurishness of its predecessors.....it is no reflection on the sincerity of those who invented the slogans that not a single one of them has achieved the goals it sought to achieve. But growing food is not (merely) a matter of sincerity. It is a matter of land and money and unbending determination. And these are things which slogans do not on their own vouchsafe. (Quoted in Uyanga 1988).

According to Professor Mabogunje, since land is basic to the viability of rural life.... comprehensive spatial re-organisation is central to the attainment of an effective rural planning much of the failure of past attempts at rural development planning has been due to the relatively scanty attention paid to the spatial dimension and pattern of rural settlement in developing planning. (Mabogunje, 1980 p. 95).

Spatial reorganisation implies modifying and re-arranging many of the existing spatial elements in the countryside in order to enhance the physical and social access of rural residents to their resources. Mabogunje continues:

It is clear that for most underdeveloped countries, a realistic path to rural development involves a spatial reorganisation based on varying degrees of cooperation relations. The exact nature of cooperation, and the range of activities it can undertake will have to be determined in

each country or region on the basis of national experiences what is important is to strive to be comprehensive both in terms of involving the rural people within the unit of territorial organisation and all units in a country. Such comprehensiveness gives the whole exercise a national visibility and ensures maximum impact on the solution to problems which are likely to arise in the process of rural transformation (ibid p. 96).

The second issue relates to the multiplicity of departments and organisations purportedly engaged in rural development in Nigeria. Alexander the Great is said to have exclaimed in a fit of despair that he was dying from the aid of too many physicians. If the Nigerian rural populations could speak in one voice they might say the same thing. While reaffirming the complexities of rural modernisation and related social changes in Nigeria, we may seriously question the need for so many agencies, with their top-heavy bureaucratic organisation.

The active participation of rural residents in the planning, decision-making and implementation of settlement projects is vital if they are to have any hope of success. Insufficient recognition of the personal aspirations and perceptions of farmers and other rural inhabitants has occurred in the past. Too often, government officials have tended to overlook or to ignore the feelings and expectations of the very people for whom they claim to be devising improved system and patterns of development. An experienced Israeli planner confirms this, drawing attention at the same time to the difficulties of achieving liaison between government and the rural governed.

Policy makers will need to understand the reactions of the rural man; decipher his wishes, and meet his expectations. The difficulty is that an understanding of and even more important, a feeling for the fate of the 'little man' tends to become an abstraction in the usual schedule of government officials in the distant capital, submerged in political manoeuvring, in the inevitable struggle for power and in the daily routine of social obligations and endless meeting. (Uyanga, 1988).

There are thus two basic elements that must be taken into consideration in future planning for rural development in Nigeria.

First, it must be accepted that for the Nigerian ruralite, his economic activities do not consist of discrete and segmental aspects of his life; it is for him a way of life, the totality of existence. To plan to modernise the rural area for instance, means to plan to transform the framework of existence of the rural man.

Second, in terms of the purely technical component of rural modernisation, it must be admitted that we know enough already and that if only we if only we could know as much about "the rural" and how to mobilize them to adopt not only what we know but also what they want. These should form the bedrock of rural development in the years to come. The remaining part of this chapter will examine the problem of institutional building. DFERRI has already shown some interest in this respect and should be constitutionally encouraged to accomplish this in future.



Commissioning DFERRI-assisted project

INSTITUTIONS

Many different public and private institutions are involved in rural development activities operating at various functional and territorial levels. At each of these levels the spheres of interest overlap. The problem is how to rationalise the relationship among them so as to optimise division of labour and minimise areas of uncertainty, duplication and conflict.

Rationalisation of roles requires the establishment of the proper structure of relationships among institutions, thus providing for special tasks to be performed at the various levels of the hierarchy and by the institutions best suited to do them with systematic support from the other cooperating levels and institutions. Yet, while it is important to stress that every development institution, public or private shall pay due attention to rural development, it is even more important to stress that formal government institutions shall emphasise their role in providing general policy and programme direction and initiative, expertise and coordination and in creating an enabling environment. In this regard, increased opportunities should be given to grassroots institutions in the generation of rural communities.

PRINCIPAL RURAL DEVELOPMENT INSTITUTIONS AND AGENCIES

Integrated Rural Development (IRD) shall be a national development goal explicitly conceived and pursued as part of the overall national development strategy, through the following institutions:

- (i) The National Council on IRD:
- (ii) The National Rural Development Commission:
- (iii) State Rural Development Commissions:
- (iv) Local Government Rural Development Committees:
- (v) Ward Rural Development Council
- (vi) Community Development Associations: and
- (vii) Rural Co-operatives.

THE NATIONAL COUNCIL ON INTEGRATED RURAL DEVELOPMENT (NCIRD)

Functions and Responsibilities

The National Council on Integrated Rural Development should be responsible for providing general direction to the National Rural Development Commission and for monitoring the latter's programmes and impact at all levels, with a view to ensuring that the Commission's programmes and activities continuously reflect the nation's rural development priorities and aspirations.

More specifically, the Council's responsibilities should include the followings:

- (i) To help focus the National Rural Development Commission on relevant programmes;
- (ii) To ensure that the Commission has adequate technical and professional advice;
- (iii) To guide and advise the Commission systematically, monitor and periodically evaluate the Commission's programmes, performance and impact, as a basis for further guidance.

NATIONAL RURAL DEVELOPMENT COMMISSION (NRDC)

Functions and responsibilities of the Commission

The National Rural Development Commission should have responsibility for the effective mobilisation of the entire nation for integrated rural development. The functions should include the followings:

- (i) To promote result-oriented programmes that address the felt needs of rural Communities;
- (ii) To facilitate the mobilization of human and resources for national development;
- (iii) To ensure sustainable development;
- (iv) To guarantee continuity of rural development programmes;
- (v) To take growth and development evenly to the grassroots of this country as well as to bring them into the socio-economic mainstream of the country's decision-making and implementation processes;
- (vi) To formulate overall national policy on integrated rural development;
- (vii) To promote, co-ordinate, harmonise and monitor all rural development programmes and activities in the country;
- (viii) To provide technical advice to State, Local Government, Ward and Community Rural Development agencies in the areas of programmes and projects identification, selection, formulation and management;
- (ix) To organise and conduct staff training and the development of human resources for the rural development sector;
- (x) To mobilise, disburse and manage resources for rural development programmes and projects throughout the country;

(xi) To conduct research and ensure effective collection, collation and publication of relevant data for planning and other related activities;

(xii) To collaborate with and co-ordinate the rural development programmes and activities of all Non-Governmental Organisations and of all bilateral and multilateral international agencies, in order to ensure that such programmes and activities are in line with national rural development objectives, priorities and strategies.

THE STATE RURAL DEVELOPMENT COMMISSION

Each state of the Federation should have a State Rural Development Commission and at the Federal Capital Territory (FCT) an FCT Rural Development Commission.

Functions and Responsibilities

The State Rural Development Commission should have the responsibility for the effective formulation, implementation, promotion and co-ordination of integrated rural development programmes in the State. More specifically, the State Commission's functions should include the followings:

(i) To plan, formulate and implement relevant rural development programmes at the State level, in the context of national rural development goals, priorities, objectives and strategies;

(ii) To mobilise and co-ordinate the use of resources for integrated rural development at the State level;

(iii) To collaborate with the National Development Commission, other State Rural Development Commissions, rural development agencies at Local Government, ward and Community levels and Non-Governmental Organisations in the promotion of integrated rural development.

THE LOCAL GOVERNMENT RURAL DEVELOPMENT COMMITTEE

The Local Government has a special role in the rural development process. Each Local Government should have a Rural Development Committee.

Functions and Responsibilities

The Local Government Rural Development Committee should have the responsibility for the effective formulation, implementation, promotion and coordination of integrated rural development programmes in the Local Government. The functions would include the followings:

- (i) To plan, formulate and implement relevant rural development programmes at the Local Government level, in the context of national rural development goals, priorities, objectives strategies:
- (ii) To mobilise and coordinate the use of resources for integrated rural development at the Local Government level:
- (iii) To collaborate with the National Rural Development Commission, the State Rural Development Commission, other Local Government Rural Development Committees: Rural Development agencies at Ward and Community levels and with Non-Governmental Organisations in the promotion of integrated rural development.

THE WARD RURAL DEVELOPMENT COUNCIL

There should be the Ward Rural Development Committee to bring the people and their initiatives to the centre of the rural development process.

Functions and Responsibilities

The functions and responsibilities of each Ward Rural Development Council would be to promote self-development programmes and activities among communities in the ward, to represent the ward to the Local Government Rural Development Committee and to promote the undertaking of largescale programmes and projects which require the collaboration of two more Community Development Associations or two more wards.

THE COMMUNITY DEVELOPMENT ASSOCIATION (CDA)

The existence and importance of Community Development Associations and of other groups formed by the people themselves in the rural communities for their economic, social and political advancement and the life-quality of their members should be encouraged.

In this sense therefore, approaches in rural development should:

- (i) accept the Community Development Association (CDA) as the primary organisation unit for the promotion of action for integrated rural development at the community level;
- (ii) encourage the deliberate use of CDAs and other community-based groups as agencies for the development of rural communities;
- (iii) encourage the membership of the CDSs, while being open to all members of the community, to also reflect the various interest groups within the community;
- (iv) ensure that CDAs are fully involved in the identification, initiation and implementation of integrated rural development

programmes, especially at the ward and Local Government Levels;

(v) support CDSs in their effort to mobilise the people, provide labour where necessary and contribute in other appropriate ways towards the maintenance of projects and facilities in their areas:

(vi) involve CDAs in monitoring integrated rural community levels. Government shall assist CDAs in all appropriate ways in their efforts directed towards the achievement of their objectives.

CO-OPERATIVES

The existence in rural communities of various types of cooperatives should be acknowledged in the development process.

In order to ensure that co-operatives make their maximum contribution, rural development approaches should:

(i) encourage co-operatives to participate fully in the formation and strengthening of the CDAs in their communities;

(ii) give production co-operatives a special role in the integrated rural development process;

(iii) encourage Local Government Rural Development Committees to devote a significant proportion of the funds at their disposal to promoting the economic activities of the people through production cooperatives.

Conclusion

The establishment of DFRRI in this general context was designed to redress previous policy bias against rural areas and to promote meaningful integration of rural areas into the development process.

In the years to come, DFRRI should wrap up and constitutionalise for the first time a rural development package for Nigeria where none ever existed. This should be the National Policy on Integrated Rural Development.

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