



**Thesis**  
**By**  
**OLANIPEKUN,**  
**Samson Olayede**

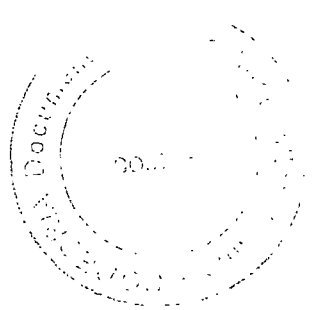
**FACULTY OF**  
**ADMINISTRATION**  
**OBAFEMI A WOLOWO**  
**UNIVERSITY**  
**ILE - IFE**

**A study of the rural development  
programmes of the ogun-oshun river  
basin development authority**

---

**1991**

14.04.02  
CLA  
4898



A STUDY OF THE RURAL DEVELOPMENT  
PROGRAMMES OF THE OGUN-OSHUN RIVER  
BASIN DEVELOPMENT AUTHORITY (O-ORBDA)

Programme de Petites Subventions  
ARRIVEE  
Enregistré sous le no 780  
Date 30 JUIN 1992

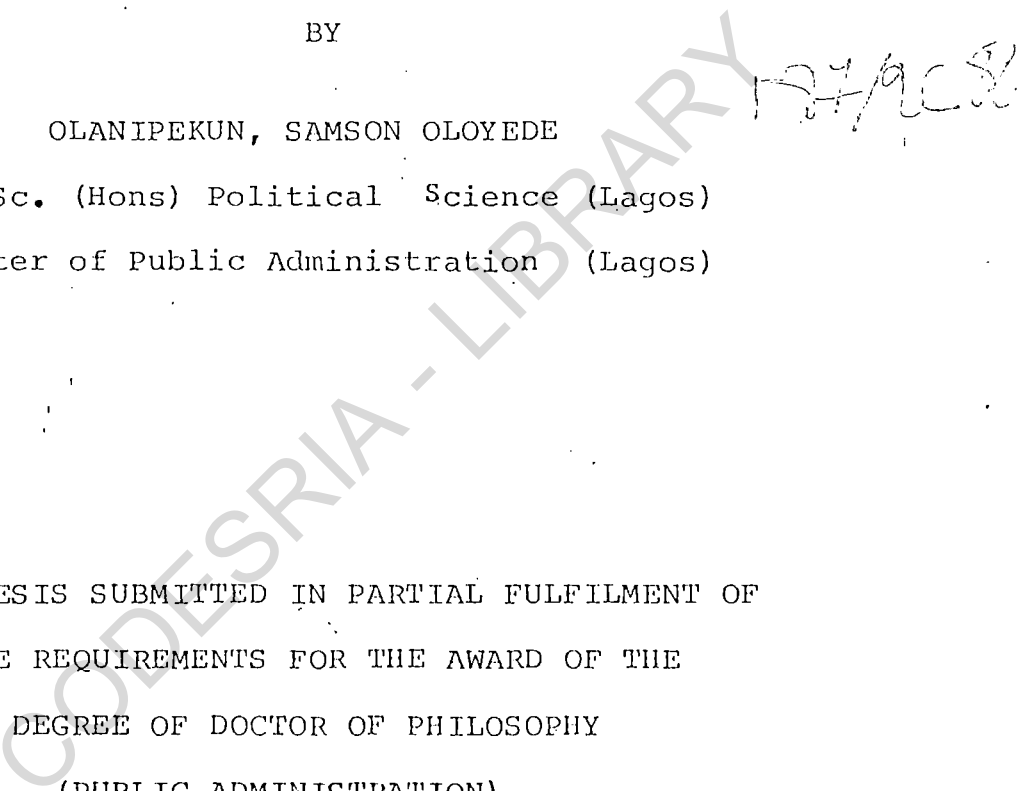
BY

OLANIPEKUN, SAMSON OLOYEDE  
B.Sc. (Hons) Political Science (Lagos)  
Master of Public Administration (Lagos)

A THESIS SUBMITTED IN PARTIAL FULFILMENT OF  
THE REQUIREMENTS FOR THE AWARD OF THE  
DEGREE OF DOCTOR OF PHILOSOPHY  
(PUBLIC ADMINISTRATION)  
FACULTY OF ADMINISTRATION  
OBAFEMI AWOLowo UNIVERSITY

ILE-IFE

1991



AUTHORISATION TO COPY

AUTHOR: OLANIPEKUN, SAMSON OLOYEDE  
TITLE: A Study of The Rural Development  
Programmes of the Ogun-Oshun River Basin  
Development Authority (O-ORBDA).  
DEGREE: PH.D (Public Administration)  
YEAR: 1991.

I, Olanipekun, Samson Oloyede, hereby authorize the Hezekiah Oluwasanmi library to copy my thesis in whole or in part in response to request from individual researchers or organisations for purposes of private study or research.

Date 27th May, 1991

SIGNATURE

Samson Oloyede

CERTIFICATION

I certify that this work was carried out by Mr. Samson Oloyede OLANIPEKUN in the Department of Public Administration, Faculty of Administration, Obafemi Awolowo University, Ile - Ife under my supervision.



-----  
SUPERVISOR

PROFESSOR MUYIWA SANDA,  
FACULTY OF ADMINISTRATION,  
OBAFEMI AWOLOWO UNIVERSITY,  
ILE-IFE.

ACKNOWLEDGEMENTS

First and foremost I remain eternally indebted to Almighty God, the creator of heaven and earth and to His only begotten son Jesus Christ, the Author and finisher of our faith, who made this achievement possible.

I am most grateful to my supervisor, Professor Akinade Olumúyiwa Sanda, an eminent and virtuous personality for his invaluable direction, useful discussions and particularly for his encouragement without which this may have remained an unfinished task. I derived immense benefits from his detailed comments on drafts and 'drank a lot from his cup of knowledge'. I am also full of thanks to Dr. C.A.B. Olowu, the Head, Department of Public Administration of Obafemi Awolowo University and a prolific academic who provided immeasurable guidance to me at different stages of this work. Not to acknowledge the various assistances of Dr. Bamidele Ayo of my department of study is to be ungrateful.

A multitude of thanks also go to the General Manager of Ogun-Oshun River Basin Development Authority, Engineer Jide Fatokun and the entire staff of the Authority particularly Messrs O.O. Mafolasire of the Training department, J.K. Adeyemi of the Planning department and Layi Alaka an Agricultural Engineer all of who assisted me with various items of source material. It is difficult to express my thanks to the beneficiaries who were interviewed for their cooperation.

I gratefully acknowledge the financial support for the Council for the Development of Social and Economic Research in Africa (C.O.D.E.S.R.I.A.) based in Dakar, Senegal for this research.

I am greatly appreciative of the sustaining love and genuine concern of my father Chief Morohunranti Olanipekun, a retired Assistant Commissioner of Police and a Justice of the Peace and my mother Mrs. Esther Olanipekun. They understood my plight and provided all the necessary support I needed to see me through. I also

appreciate the moral support of my brothers and sisters.

The level of commitment of Brother Dele Bolaji of Gulf Oil Company, Soji Bodija of NAL Merchant Bank, Ibadan, Tony Ogunmola of Honeywell Group Ibadan, Akinsola Alaba Agagu and Tony Ogunbiyi both of Ogun State College of Education, Ijebu-Ode and indeed of Dr. Dele Gege my colleague at Ife to help me out of the doldrums will forever remain in my memory. I have in fact formed an impression that God used them all to bail me out from what could have been an unrealisable hope.

I also wish to express my gratitude to a host of my friends including Qamardan Olaleye a former student of mine at the Ogun State College of Education, Ijebu-Ode and Messers Sehinde Adeyemi Odusina, Tosin Coker, Biodun Ojo and Babs Ogunyemi all of the Ogun State College of Education, Ijebu-Ode, Adekunle Oladeji, an Assistant Registrar in charge of the Ibarapa Programme of the College of Medicine, University of Ibadan and to Gboyega Aderogba of N.N.P.C. for their special individual interests in my progress.

The inspiration provided by colleagues at the National Population Commission is also highly appreciated. The colleagues include Mrs. Kunbi Adeleye, Mike Sangodapo and Mr. Fatai Adegoke Bolaji who are fellow Comptrollers, Iyiola Boladale and Bisi Omiyale both of the Personnel Department. The moral support they provided contributed immensely to the successful completion of the research.

I am indebted to the administrative staff in my department of study for their various levels of assistance. They include Messers T. Abifarin, P.T. Okoh, Ojuade, Ijidipe, Mrs. Elufidipe and Flora.

Finally, my deepest gratitude goes to my wife Oluranti Adebola Ayoka and our children Olatoun, Kutuola and Abiola all of whom I am endeared to. They were a source of moral support as the five of us were forced by circumstances of my search for knowledge to endure so many things.

OLOYEDE OLANIPEKUN.



TABLE OF CONTENTS

	<u>PAGE</u>
TITLE .. ..	i
CERTIFICATION .. ..	ii
ACKNOWLEDGEMENT .. ..	iii
DEDICATION .. ..	vii
TABLE OF CONTENTS .. ..	vii
LIST DIAGRAMS .. ..	xi
LIST OF FIGURES .. ..	xii
LIST OF TABLES .. ..	xiii
ABSTRACT .. ..	xviii
<u>CHAPTER ONE:</u> INTRODUCTION .. ..	1
1.1 Background of the Study .. ..	1
1.2 Objectives of the Study .. ..	13
1.3 Research Questions .. ..	15
1.4 Significance of the study .. ..	16
1.5 Scope and Limitation of the Study .. ..	20
<u>CHAPTER TWO:</u> THEORETICAL FRAMEWORK .. ..	22
2.1 The Goal-Attainment Model .. ..	22
2.2 The Systems Model .. ..	33

	<u>PAGE</u>
2.3 The Nature and Concept of Rural Development ..	.. 42
<u>CHAPTER THREE: LITERATURE REVIEW</u> ..	52
3.1 Objectives and Strategies of Rural Development ..	53
3.2 Concept of Project Monitoring and Evaluation ..	56
3.3 Evaluation of the River Basin Approach to Rural Development ..	63
3.4 Appraisal of the Literature ..	71
<u>CHAPTER FOUR: RESEARCH DESIGN AND METHODOLOGY</u> ..	76
4.1 Research Design ..	76
4.2 Methodology ..	78
4.3 Population and Sample ..	80
4.4 The Instruments ..	84
<u>CHAPTER FIVE: ORGANISATION AND MANAGEMENT</u> OF OGUN-OSHUN RIVER BASIN DEVELOP- MENT AUTHORITY ..	.. 87
5.1 The Establishment and Objectives of O-ORBDA ..	.. 87

	<u>PAGE</u>
5.2 Farm and Fam Projects of O-ORBDA ..	97
5.3 Organisation Structure and Management ..	105
5.3.1 The Systems Model and Goal Achievement in O-ORBDA ..	108
5.3.2 Hinderances to the Achievement of O-ORBDA'S Goals ..	118
 <u>CHAPTER SIX: DATA ANALYSIS AND DISCUSSION</u>	
OF FINDINGS ..	126
6.1 Philosophy and Objectives ..	126
6.2 Financing of O-ORBDA ..	135
6.3 Socio-economic Background of Respondents in Project Areas ..	142
6.4 River Basin involvement in food production ..	155
6.5 Water Resources development ..	159
6.6 Socio-economic change in Project Areas resulting from the operation's of O-ORBDA ..	162

	<u>PAGE</u>
6.7 Perceptions on O-ORBDA as a Rural Development Agency ..	172
6.8 Nature of Coordination Among Developmental Agencies in O-ORBDA'S Coverage ..	190
 <u>CHAPTER SEVEN: CONCLUSIONS AND RECOMMENDATIONS</u>	
7.1 Conclusions ..	193
7.2 The River Basin Development Authority as a Rural Change Agency ..	198
7.3 Implications for Planning Rural Development Programmes ..	206
BIBLIOGRAPHY ..	209
APPENDICES ..	225

LIST OF DIAGRAMS

<u>DIAGRAM</u>	<u>PAGE</u>
1. Diagram showing the area of coverage of Ogun-Oshun River Basin Development Authority ..	236
2. Location Map of Ogun-Oshun River Basin showing the component basins ..	237
3. Ogun-Oshun River Basin Development Authority-Location of Projects ..	238

LIST OF FIGURES

<u>FIGURE</u>		<u>PAGE</u>
1.	The Evaluation Process	.. 23
2.	System Characteristics	.. 34
3.	Inter-relationship between monitoring and evaluation in project planning and implementation	.. 58
4.	Schematic view of evaluation activities	.. 62
5.	The components of Nigeria's agricultural development programme	.. 75
6.	Ogun-Oshun River Basin Development Authority's Organogram	.. 109

LIST OF TABLES

<u>TABLE</u>	<u>PAGE</u>
1. Rural poverty (% of the rural population living below the poverty line) ..	14
2. Imports by standard trade classification sections 1980-1988) (Nmillion) ..	17
3. Net livestock product imports, Nigeria 1970-1980 ('000 tonnes) ..	19
4. Analysis of respondents per project ..	83
5. Ogun-Oshun River Basin Development Authority (O-ORBDA): Number of participating farmers per project ..	101
6. Ogun-Oshun River Basin Development Authority (O-ORBDA): Summary of small-medium earth dam construction ..	104
7. Borehole drilling activities of O-ORBDA ..	106
8. Deficiencies in O-ORBDA's organisation and management ..	112

LIST OF TABLES (Contd.)	<u>PAGE</u>
9. Ogun-Oshun RBDA: Summary of equipment as at June 1984	.. 113
10. O-ORBDA: Training Centre activities 1983-1987	.. 116
11. O-ORBDA Food Crop Production Statistics (1978-1987) yield in tonnes	.. 117
12. Federal Government allocations, estimated land area and estimated population: River Basins Development Authorities, Nigeria.	.. 120
13. Restraints to O-ORBDA'S goal realisation	... 123
14. O-ORBDA: Scope of projects and administrative capabilities	.. 130
15. Methods of partaking in O-ORBDA benefits	.. 132



TABLE	LIST OF TABLES (Contd.)	<u>PAGE</u>
16.	O-ORBDA: Oogi farm projects - 1984 farmers' expenditure account on maize ..	134
17.	Deficiencies in the overall objectives of O-ORBDA ..	136
18.	Yearly budgetary allocations and actual fund releases to the Ogun-Oshun RBDA 1976 - 1989.	138
19.	Total allocation and actual disburse- ment to river basin development authorities (Nm) 1981 - 1988. ..	140
20.	Main occupation of respondents ..	143
21.	System of land ownership in project areas ..	146
22.	Educational attainment of respondents ..	147
23.	Respondents' membership of socio- economic groups ..	149

TABLE	LIST OF TABLES (Contd.)	<u>PAGE</u>
24.	Mode of transporting crops from farms	.. 151
25.	Family size of respondents	.. 153
26.	O-ORBDA: Input supplies of farmers 1978-1987.	.. 154
27.	Appropriateness of O-ORBDA'S involvement in farming activities	.. 158
28.	Socio-economic development resulting from O-ORBDA'S presence	.. 171
29.	Nigeria: 1975-80 allocations to rural life enhancement programmes	173
30.	Perceived benefit from O-ORBDA	.. 175
31.	Road Construction programme of the O-ORBDA	.. 177
32.	Staff perception on infrastructural facilities for project areas	.. 179

TABLE	LIST OF TABLES (Contd.)	<u>PAGE</u>
33.	Rice importation, import prices and wholesale prices for milled rice in Nigeria (1965-1978) ..	181
34.	Ogun-Oshun RBDA: 1986 farmers' revenue account on maize at the Ilero farm project ..	182
35.	Perceived advantages and disadvantages of O-ORBDA projects by respondents ..	184
36.	Beneficiaries assessment of O-ORBDA's rural development activities ...	185
37.	Staff perception on the degree of O-ORBDA's success in rural development..	189
38.	Degree of effectiveness of O-ORBDA's machineries for project monitoring and evaluation ...	197
39.	Beneficiaries' perception of project presence with respect to individually owned lands ..	199
40.	Perception of rural dwellers on the removal of agricultural production activities ..	200

ABSTRACT

This work appraised the impact of State intervention in the management of rural development programmes through the institution of River Basin Development Authorities with particular reference to Ogun-Oshun River Basin Development Authority (O-ORBDA) which covers Lagos, Oyo and Ogun States. The work examined the extent to which the Authority was able to improve the socio-economic environment of the rural communities through its programmes and services. Such programmes included agriculture improvement schemes and water resources development activities. Furthermore, in view of the transfer of its agricultural production activities to other agencies like the Directorate of Goods, Roads and Rural Infrastructure (DFRRI), this study explored the range of functions left for OORBDA.

In contrast to the high level of success associated with the River Basin strategy in some countries such as the famous Tennessee Valley Authority (TVA) in the United States of America (USA), the achievements recorded by the OORBDA fell below

expectation. This low performance level could be explained in terms of the peculiar problems confronting the River Basin Authority. The problems included government policy reversal and those of inadequacy of funds and technological expertise which the River Basin Authority would require for effective performance.

The methodology adopted is impact study with a focus on an appraisal of the stated goals of the organisation. Preliminary data on the Authority's activities were gathered from its headquarters. This provided background information which stimulated further investigations. A questionnaire was administered on management and project staff of the Authority. They were also interviewed on issues relating to the successes and failures of the programmes of the Authority. Another questionnaire was used to ferret out information from 2,850 inhabitants of project area. This figure included 1,040 or 62% of the 1,653 participating farmers and 1,810 other beneficiaries of the Authority's programmes.

The study discovered that the Federal government had reviewed its involvement in the sustenance of high - cost irrigation projects. This resulted in the existing array of uncompleted projects in O-ORBDA's jurisdiction. Furthermore, the study showed that the Authority could not provide rural infrastructures to any significant extent as it was not fully equipped to perform that role. O-ORBDA recorded greater success in its agricultural production activities (now expunged from its schedule) more than it did in the provision of good roads, housing, electricity or health care delivery. This was due to the inadequacy of resources available to it.

A major implication of the findings is that OORBDA cannot be totally relieved of participating in agricultural production activities as it now provides irrigation water. Besides, it is important that the Authority relates with the farmers to enable the latter accept its role and consequently patronise it. This patronage would in fact make the O-ORBDA viable and be less dependent on the Federal government's financial support.

## CHAPTER ONE

### INTRODUCTION

#### 1.1 Background to the Study:

Mabogunje (1980) looked at rural development in all its ramifications and said it is concerned with the improvement of the living standards of the low-income population living in the rural areas on a self-sustaining basis through the transformation of the socio-spatial structures of the productive activities.

In the achievement of these aspects of rural development, successive Nigerian governments have instituted programmes, in varied dimensions, aimed at not only halting the decline in agriculture but which are also directed at improving the socio-economic conditions of the rural dwellers. Various strategies that were supposed to transform the socio-spatial structures of the rural dwellers were thus evolved. In fact 'rural development' has continued to receive attention to a great extent in the development literature and on political platforms with a view to achieving the goal of transforming rural conditions. Successive administrations at the centre have also developed national

plans that did not leave out the rural areas in the package of national development. For instance in 1963 the then Western Regional Government issued a 'white paper' on integrated rural development with four major dimensions namely, farm settlements, co-operative tailoring societies, a spinning mill and rural boradloom weaving programme. (Idachaba, 1980).

The ultimate goal of the white paper under reference was to evolve measures that would cause the development of the rural areas thereby reducing the rural-urban drift. Moreover, settlement schemes were instituted in the East and West of the country and there were established Farm Training Institutes in the North all in the hope of transforming the rural areas.

Scholarly work on agricultural improvement schemes and rural development are also noteworthy. Their rural change models included the following:

- (a) Badeku Pilot Project and
- (b) Kwara Rural Development Project both by the University of Ibadan:



- (c) Okpuje Project by the University of Nsukka:
- (d) Rural Change Project by the Ahmadu Bello University, Zaria: and
- (e) Isoya Project by the University of Ife (now Obafemi Awolowo University, Ile-Ife)<sup>1</sup>.

With the programmes of development under review, a lot of programmes which were not in tune with the Nigerian rural culture were adopted by government in evolving the rural development strategies. A case in point was the establishment of farm settlement schemes with Israeli orientation. This project met with certain problems which included basically the fact that the socio-economic background of the Israelis was not

---

1. Olayide, S.O. "Stimulating Integrated Rural Development Through Research", Rural Development Paper, No. 18, Department of Agricultural Economics, University of Ibadan, April, 1975. See also William, S.K.T. "Rural Poverty to Rural Prosperity: A Strategy for Development in Nigeria", Inaugural Lecture Series, 15, University of Ife (now Obafemi Awolowo University) Press, Ile-Ife, 1973.

identical with what was in practice in Nigeria.

Besides, there were other fundamental problems which included administrative difficulties, land tenure and the problem of getting the right type of settlers for the 'new' scheme<sup>1</sup>.

In spite of the problems that faced and thwarted the efforts of government on rural development, the fact remains that Nigerian rural areas have the basic ingredients and at least, some capital. All that is needed is an adequate mobilisation of these resources to effectively reduce poverty and improve the quality of rural life<sup>2</sup>.

According to former President Nyere of Tanzania and the President of the World Bank, there are certain

- 
1. Olatunbosun, D. "The Farm Settlement: A case Study of an Agricultural Project in Nigeria", Bulletin of Rural Economics and Sociology, 6(1), Department of Agricultural Economics, University of Ibadan, 1971.
  2. Okorie, F.A. & Miller, D. "Esusu Clubs and their Performance in Mobilizing Rural Savings and Extending Credit", Technical Report, AETR/76, Department of Agricultural Economics, University of Ibadan, January, 1976.

development ingredients which must be incorporated into a rural development strategy<sup>1</sup>. The contention is that where these are lacking the transformation is either not likely to take off at all or that if it took off, it may not succeed at the end of the day. The first of these ingredients is that the strategy should encourage a fuller development of existing resource including the construction of infrastructures such as roads, irrigation works and the introduction of new production technology. These, as supporting institutions, are to enable a smooth administration of the development strategy. Another ingredient is the modernisation and monetisation of the rural society to ensure its transition from traditional isolation to integration with the national economy. This is necessary in view of the fact that some rural dwellers engage in

- 
1. (a) Mc Namara, "Address to the Board of Governors" Nairobi, Sept., 1973, Washington D.C. The World Bank.
  - (b) Nyerere, J.K. "On Rural Development", Lecture delivered to the World Conference on African Reform and Rural Development, Rome, 13th July, 1979.

socio-economic activities that are not in tune with what is obtainable in the urban areas. If they are to be incorporated therefore, it is essential that this sort of integration takes place. Again, there is also the need for political decisions which involve wealth re-distribution and power structure. The need for this arises as fighting poverty is not just a question of production techniques and capital investment but the taking of political decisions. Moreover, there is the question of land reform which is primarily necessary for achieving rural development objectives. For instance, a well implemented land reform legislation will ensure that the small-holder farmers have access to land. The importance of the land reform ingredient should be stressed because of the socio-economic background of the country. The land in Nigeria was controlled by a small group which did not need the land for immediate use while the small-holder farmers who needed them did not have access. With the land use decree control powers on the country's land mass was vested in the State.

The other ingredient recommended Nyerere and others included the establishment of rural industries for farmer to process their produce, provide employment opportunities

and a fundamental change in whatever is the existing approaches to development. More importantly however, the rural dwellers have to be involved in the structuring of rural development programmes and also in their implementation. The rural dwellers should be given the opportunity to make their needs, want and desires felt by the government. Finally, and as Nyerere specifically noted, a policy of rural development must be seen as a policy of national development and not as an addition to other policies of government, if rural development is to be given the impetus it deserves.

The efforts which could be described as the Nigerian rural development strategies were responses to the deteriorating food situation in the country and they have been in stages. One of these, the farm settlement schemes, has been discussed but the conclusion has been that it did not realise its objectives.

Another was the marketing boards system which Ogunseye (1965) saw as a relevant strategy for rural development<sup>1</sup>. The major reason according to him for establishing these institutions was to stabilize producer prices of export crops like cocoa and groundnuts. Price instability did not only have negative effect on the farmers' incomes it did not place these crops on an enviable pedestal in the international market. The strategy of marketing boards was to ensure that the rural dwellers who tilled the soil were adequately rewarded. An evaluation of that strategy however reveals that it did not meet with success. Rather, it has led to the establishment of other institutions like the Commodity Boards. The failure reflects in the fact that the incomes of the farmers and prices received by them for what they produced remained unstable<sup>2</sup>. In fact, less than half was paid to the farmers over a decade.

- 
1. Ogunseye, A. "Marketing Boards and the Stabilization of Producer Prices and Incomes in Nigeria", Nigerian Journal of Economic and Social Studies.
  2. Adegeye, A.J. "Establishing River Basin Development Authority as a Strategy for Nigerian Rural Development", Journal of Agricultural Administration, 9, 1982, pp. 301 - 311.

Yet another of such strategies was the 'Operation Feed the Nation' campaign launched by the Murtala/Obasanjo Administration. This campaign which Adegeye (1982)<sup>1</sup> called an 'awareness programme' became imperative because more than twenty percent of the country's value of total imports was on food. The programme was therefore to call the attention of the Nigerian people to the worsening food situation and to increase government participation in the agricultural sector such that food would become more abundant. The result of the effort of government in this direction was not encouraging and it created negative perception in a cross section of the beneficiaries. This negative perception of the programme held by its evaluators including students, workers, and farmers who are supposed to be the beneficiaries implied that the programme's target was not achieved.

Financial assistance was also given to farmers through the Agricultural Credit Guarantee Scheme which was inaugurated by Decree 20 of 1977. Under the scheme commercial banks were to grant loans to farmers at a generous lending rate for agricultural activities. Such loans were to attract between four and six percent

interest rate. It will be recalled that at that time the banks' lending rate on loans was between eight and eleven percent. On the surface, this scheme seemed a way out of the problem of rural development since all that an average Nigerian farmer needed to complement the available vast land and abundant labour was capital which was however scarce. A cursory look at the details of that scheme however reveals that not much success was achieved through the approach. This was due to the fact that the following were required as collateral for acquiring the loans:<sup>1</sup>

- (a) a charge on the farmer's immovable property:
- (b) a life insurance policy:
- (c) stock and shares certificates: and
- (d) land (only lands with certificate of occupancy were acceptable).

A great percentage of the peasant farmers in Nigeria who produced most of our agricultural products were not

---

1. The Federal Republic of Nigeria, Agricultural Credit Guarantee Scheme Decree No. 20, 1977, Government Printers, Lagos.



well off enough to meet these requirements. The end-result is that since the inception of the financial assistance scheme, the loans have not gone to many of the peasants but to people who could be described as parti-time farmers.

Some State Governments, in the seventies, also established Agricultural Credit Corporations to boost crop and livestock production. It will be too sweeping to write off those bodies. While some States are actually recording some success in achieving the goal of enhancing food production through the programme of the Corporations, others have had such institutions bedevilled by bureaucratic red-tapism.

The land use decree was adopted by the civilian administration and thus dubbed the Land Use Act. It is noteworthy that not much success was achieved in meeting the stated objectives. Despite the Act's existence there were still land suits in courts.

Other strategies included the National Accelerated Food Production Programme (NAFPP) and the Green Revolution Programme. These programmes like their 'Operation Feed-the-Nation' counterpart were established to improve the food production efficiency with a view to achieving the goal of self-reliance in food.

The widely held opinion on them however was that there were no significant results to show. For instance, the Operation-feed-the nation programme was used to enrich party stalwarts at the centre thereby further creating more problems for the already dislodged economy.

The government also encouraged the establishment of food production companies which produced tree crops such as cocoa, rubber, oil-palm as well as food crops on a large scale. Examples include the establishment of State Agricultural Development Corporation some of which embarked on the production and sale of agricultural products (e.g., Apoje Oil Plantation owned by the Ogun State Agricultural Development Corporation). The government also launched the Agricultural Subsidy, Credit and Storage Scheme. All these were to ensure that the rural areas from where these products were derived had their fair shares of the benefits accruing to agriculture. However, the rural dwellers who are at the centre of things did not benefit adequately from the programmes of government. The rural areas thus remained undeveloped. This assertion was corroborated by a Food and Agricultural Organisation research on how development strategies benefit the rural poor. As shown on Table 1, Nigeria, as at 1984 was one of the eight countries in which between 51% and 60% of its population lived below the poverty line.

It is in light of this that the Federal Government of Nigeria came up with the idea of making use of the River Basin strategy for rural development through the development of both surface and underground water resources for multipurpose use. The Federal Government adopted this strategy in view of the fact that it would give the government the opportunity to interact with the people in the rural development process. More importantly it enabled the government to institute a multi-dimensional approach to rural development.

The Ogun-Oshun River Basin Development Authority (O-ORBDA) is one of eleven such institutions established by Decrees number 25 and 31 of 1976 and 1977 respectively to perform the role stated in the preceding paragraph.

#### 1.2 Objectives of the Study:

The central objective of this study is to examine the operations of the Ogun-Oshun River Basin Development Authority (O-ORBDA), evaluate its performance and assess its impact. It is to determine the Authority's success and failure in rural transformation.

This broad objective is further broken down into:

- (a) A critical examination of the objectives, organisational structure and operations of the Authority.

TABLE 1

Rural Poverty (% of the rural population  
living below the poverty line)

35-50	51-60	61-80	80
Cameroon	Botswana	Sierra-Leone	Rwanda
Mali	Chad	Benin	Malawi
Niger	Ghana	Ethiopia	Burundi
Madagascar	Kenya	Somalia	
	Lesotho	Zaire	
	Nigeria		
	Tanzania		
	Zambia		
4	8	5	3

Source: Food and Agricultural Organisation,  
How Development Strategies Benefit the Rural  
Poor, Rome, 1984.

- (b) An evaluation of the relevance of the institution for rural transformation.
- (c) An appraisal of the performance, and impact of the projects with respect to the incomes of participating farmers and the development of socio-economic and institutional facilities in the project area.
- (d) An attempt to make recommendations on how to make the River Basin Authority more relevant to the needs of the rural dwellers.

### 1.3 Research Question:

In order to achieve the stated objectives, this study addresses itself to the following questions:

- (a) How effective are the departmental units of the Authority in the achievement of the goal of rural development?
- (b) What impacts have the Authority made on the lives of inhabitants of project areas in terms of transforming their socio-economic conditions.

- (c) To what extent can one regard socio-economic change as being the resultant effect of the operations of the Authority and not those of other rural development agencies operating in the project area such as the Directorate of Food, Roads, and Rural Infrastructure (DFRRI)?
- (d) Is there any significant relationship between the success of river basin development as a strategy for rural development and the socio-cultural values of the society and its economy?
- (e) What factors, in general terms, hinder the realisation of the goals of the Authority?

#### 1.4 Significance of the Study:

A lot of money was spent on the importation of food into the country apparently to make up for what was needed but could not be produced locally. Table 2 shows a breakdown of imports by standard trade classification sections between 1980 and 1988. Within that period alone a total of N13,561.8 million was spent on the importation of food and live animals. Another sum of

TABLE 2  
IMPORTS BY STANDARD TRADE CLASSIFICATION SECTIONS 1980-88 (N Million)

	1980	1981	1982	1983	1984	1985	1986	1987	1988	T O T A L
0 Food and Live Animals	1,437.5	2,151.1	1,755.6	1,341.2	1,052.1	1,199.8	802.1	1,873.9	-1,948.5	13,561.8
1 Beverages and Tobacco	12.1	17.7	10.8	8.8	7.0	9.4	14.5	30.8	86.0	197.1
2 Crude materials/minerals	156.7	201.9	172.3	167.6	143.5	350.5	193.9	799.7	667.0	2,853.1
3 Mineral Fuels	154.8	176.4	150.8	132.3	111.3	61.2	42.2	76.5	254.6	1,160.1
4 Animals and Vegetable Oils & Fats	115.0	123.1	129.3	97.0	84.9	71.1	124.8	65.8	82.7	893.7
5 Chemicals	913.5	1,255.7	1,012.5	963.4	852.3	1,108.3	1,039.0	3,016.6	4,838.0	14,999.3
6 Manufactured Goods	1,981.5	2,640.5	2,164.8	1,928.0	1,241.7	1,614.7	1,237.1	4,488.8	5,650.2	22,944.3
7 Machinery and Transport Equipment	3,650.4	5,406.7	4,652.9	3,665.5	3,256.6	2,414.4	2,277.8	6,828.1	10,282.5	42,434.9
8 Miscellaneous Manufactured Articles	645.1	953.2	710.7	582.3	418.3	224.5	246.3	680.2	1,080.2	5,540.8
9 Miscellaneous Transactions Unclassified	29.0	29.3	10.8	17.6	10.6	11.7	5.9	5.3	10.7	130.9
T O T A L	9,095.6	12,955.6	10,770.5	8,903.7	7,178.3	7,062.6	5,983.6	17,865.7	24,900.4	104,716.0

SOURCE: Central Bank of Nigeria, Annual Reports and Statements of Accounts, 1980 - 1988, C.B.N., Lagos.

N893.7 million was expended on the importation of animals, vegetable oils and fats. This has some serious political and economic implications. This is more serious when it is realised that the items imported even as far back as 1978 included fish, rice, sugar, milk or even beef (See Table 3). The Ogun-Oshun RBDA has therefore been chosen to determine what efforts it had made and what roles it should continue to perform to stop this trend. Besides, agriculture could be successfully employed to bring about rural development. It is noteworthy that a resultant effect of rural neglect is rural-urban migration and such migration poses a two-pronged problem (Adegboye, 1979). First, the urban areas become over-populated socondly it allows the resources of the rural area to waste away untapped.

This study provides ingredients for policy formulation moreso with the present economic situation in Nigeria. Land improvement techniques offered by the O-ORBDA would not only boost food production, it would stimulate the economy and provide job oppprtunities for inhabitants of rural areas.



TABLE 3

Net Livestock Product Imports,  
Nigeria 1970-1980 (a) (100 tonnes)

YEAR	MEAR (b)	MILK (c)
1970	.067	21,615
1971	.011	22,291
1972	.020	15,731
1973	.018	12,266
1974	.496	12,345
1975	1.131	27,009
1976	16.029	23,228
1977	41.057	23,000
1978	50.530	33,500
1979	45.300	20,000
1980	35,400	53,000

NOTES: (a) Net livestock product import is defined as gross imports less gross exports.

(b) Meat includes fresh, frozen, chilled, dried, smoked, salted.

(c) Milk includes powders, evaporated, fresh and condensed.

SOURCE: Food and Agricultural Organisation Trade Yearbook, 1970-1980.

Moreover, it is expected that this work would be very useful in providing a data base for future and more detailed evaluation studies of the operation of the Ogun-Oshun RBDA and other institutions of its kind.

Finally, this study constitutes a feed back to the Authority on its level of performance in the discharge of its programmes and services.

#### 1.5 Scope and limitations of the study:

The activities of Ogun-Oshun RBDA cover three States of the Federation with projects located in different parts of these States. A sample of eleven out of the twenty projects was selected for study. Even though this is sufficiently representative, different environmental situations in other projects not studied might lead to variations in results.

There are also certain limitations on the data used in this study. First, there is the reliance on data from the projects of the Authority. It should be noted that one has little control on the validity of such data. Second, most of the respondents could neither read nor write and since they were not capable

of keeping reliable records, they resorted to memory recall of events to answer most of the questions. This is most likely to give rise to large margins of error.

There was the problem of no-availability of certain details on current activities of the Authority in its library at its headquarters.

Finally not all the project and other officials of the Authority were liberal enough in offering information on the activities of the Authority just as a few of the beneficiaries who were approached for interview were uncooperative.

## CHAPTER TWO

### THEORETICAL FRAMEWORK

The basic framework on which the entire study is founded could be discussed under the sub-headings of the theoretical models of (a) goal attainment and (b) systems analysis. The choice of these models is informed by their usefulness to the entire process of programme evaluation. These models are more rewarding in the evaluation process as they provide a background for synthesizing empirical data for maximum clarification and unification. Besides, what is undertaken in this study is to determine how far the various sub-units of the O-ORBDA have succeeded in achieving set objectives.

#### 2.1 The Goal-Attainment Model:

Figure 1 shows the evaluation process as a circular one. Of primary importance in the evaluation process is the formation of values. Suchman (1967)<sup>1</sup> postulated that evaluation activities begin

---

1. Suchman, E.A. Evaluative Research: Principles and Practice in Public Service and Social Action Programs, New York, Russell Sage Foundation, 1967.

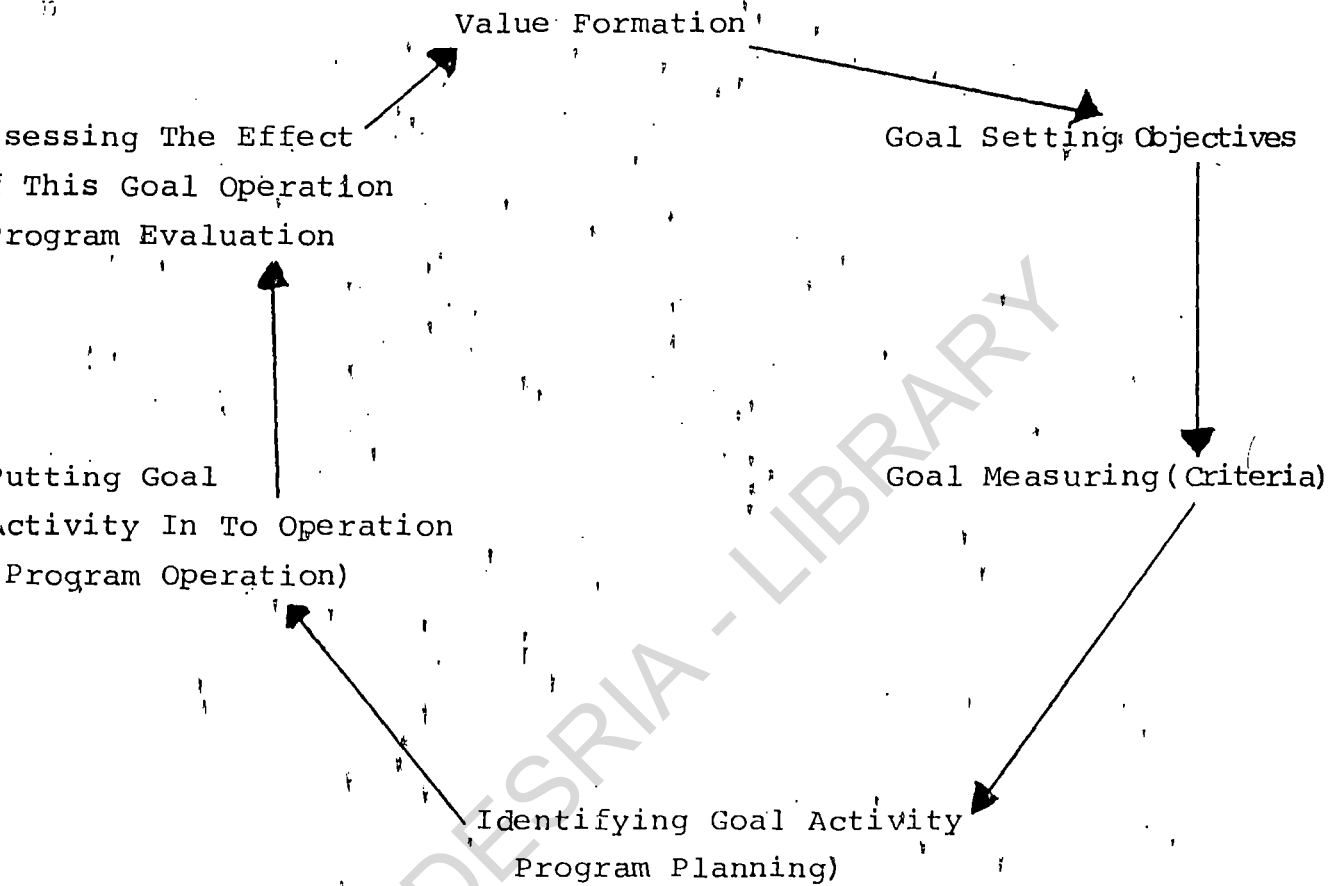


Fig.1: The Evaluation Process

Source: Suchman E.A. Evaluative Research: Principles And Practice in Public Service And Social Action Programmes; New York, Russel Sage Foundation (1967).

with the formulation of either explicit or implicit values. For the purpose of this study the value is that it is good to live a comfortable life no matter whether one lives in the rural or the urban area.

Based on this a goal is then formulated derived from that value. The value in this circumstance is that the rural dwellers should have access to the basic necessities of life. Having set that goal, the next step in the process is to evolve a means of discovering the extent to which rural physical and social infrastructures are put in place. With the determination of that extent, goal-attaining activity is then put into operation. This implies setting up of institutions to provide the amenities for the rural dwellers. It thus becomes necessary to know if the operating program has achieved the pre-determined objectives that were initially based on the values. A judgement is then raised by way of an assessment which could lead to a new value or a re-affirmation of the existing value. In some other cases it could lead to a re-assessment or redefinition of the existing value.

Based on the foregoing, one of the most critical

phases in the evaluation of programmes is the clarification of the objectives of a programme. The management in any organisation is expected to organise its work to make a realisation of goals possible. Some of the primary responsibilities of management according to Bottral (1981) are summarised as:

- (i) setting objectives;
- (ii) directing the (annual) planning and budgetary process;
- (iii) directing the detailed programming of work (work scheduling);
- (iv) supervising the execution of the agreed programme; and
- (v) monitoring project performance against objectives and staff performance against agreed work targets (and using the results as the basis for the next round of planning programming).

The emphasis under the goal-attainment model therefore is to place accomplishments in terms of programme impacts side-by-side with objectives and

expended resources and measure the degree of success or failure encountered by the programme in reaching pre-determined objectives.

Knutson (1961)<sup>1</sup> further distinguished between evaluating progress towards intermediate goals and evaluating the achievement of final objectives. According to him, the former is conducted during the course of the programme while the latter is conducted when the programme is expected to have produced results. By that exercise, a determination could be made, of not only how well but also a stage-by-stage how far?

A marriage of the views of Bottrall and Knutson as they affect this study offers a framework for determining the compliance of the Authority's management with laid down procedures for the achievement of the objectives of its programme. Furthermore, this framework provides a guide for assessing the performance of the Authority against the background of set objectives.

---

1. Knutson, A.D. "Evaluation for What?". Proceedings of the Regional Institute on Vekrologically Handicapping Conditions in Children at the University of California, June 18th-23rd, 1961, p. 65.



It is also the view of James (1962)<sup>1</sup> that goal attainment evaluation process is a circular one. According to him, such evaluation starts with initial goal setting, proceeds to determine the measure of the goal, collects data and appraises the impact of the goal and then modifies the initial goal on the basis of the data collected.

Gerd-Michael Hellstern (1986)<sup>2</sup> asserts that it is common among scholars to take it for granted that evaluation measures the extent to which a program realises certain goals. He also pitches tent with Suchman (1967) when he admits that

"Technically speaking the evaluation process assigns a value to some set objectives and determines the degree of success of a policy action or program in terms of the achievement of those objectives".

Where it is considered therefore that a goal is the point

- 
1. James, G. "Evaluation in Public Health Practice" American Journal of Public Health, 52, 7, July, 1962 pp. 1145-1154.
  2. Hellstern, Gerd-Michael "Assessing Evaluation Research", in Kaufmann, F.X., Majone, G., and Ostrom, V. (Eds.) Guidance, Control, and Evaluation in the Public Sector, Walter de Gruyter, Berlin/New York, 1986. pp. 279-312.

toward which effort is directed, the terminus that one is striving to reach or the desired result of an ambition, then evaluation could be conceived as a basis for acquiring technical knowledge. This is possible because it informs on goal achievements and provides evidence of the successful introduction of innovations.

A management strategy in which great emphasis is placed on goal-attainment is the Management By Objective (MBO). The MBO strategy considers the setting of organisational goals as the first step in strengthening the motivational climate and improving performance (Beach, 1985).<sup>1</sup> Under the MBO strategy what are to be organisation's goals are developed by mutual agreement between the superior and the subordinate. The superior thus coaches, counsels and in fact leads the subordinate towards the attainment of these goals.

Based on this therefore and as Suchman (1967)

---

1. Beach, D.S. The Management of People at Work, 5th Edition, New York, Macmillan Publishing Co., 1985. p. 221.

also asserted, the most identifying feature of evaluative research is the presence of some goal or objective whose measure of attainment constitutes the main focus of the research problem. This implies that evaluation cannot exist in a vacuum. In broad terms, it is a tool to assess the worth and effects of programmes (Dunn et al, 1981).<sup>1</sup>

In seeking to evaluate the goal attainment model as an approach in evaluative research Hellstern G.M. (1986)<sup>2</sup> notes that an evaluation based on goal achievement could be faced with the problem of conceptualisation. The problems include:

- (a) identifying and gaining access to goals;
- (b) multiple goals for people, programs and groups;
- (c) whose goals are to be represented (client demand, official goals, leader values, etc.);
- (d) change in goals over time or change in priorities over time.

Hellstern however recommended that these problems could

- 
1. Dunn, W.N., Mitroff, I.I., & Deutch, St. J. "The Obsolescence of Evaluation Research" Evaluation and Program Planning, 4/3: 207-218.
  2. Hellstern, G.M. Op. cit. (1986). p. 295.

be overcome where the right goals are established for the institution.

However Deutscher (1976)<sup>1</sup> suggests that in evaluative research, evaluators should avoid goal-trap in which all that is addressed are the official goals of institutions or programmes being assessed. He suggests three ways to avoid the trap namely:

- (a) Placing less emphasis on the input-output model and taking due cognisance of the process. This is a shift away from the past tense of "What happened?" to the present progressive of "What is happening?" This allows the evaluator to consider the prevailing social situation in analysing the system with respect to the achievements of the organisation.
- (b) Paying attention to the unintended. When we now ask "What is happening?", the corrolary questions are "What is happening that was intended?", "What is happening that was not

---

1. Deutscher, Irwin "Toward Avoiding the Goal-trap in Evaluation Research", in Abt, C.C. (ed.) The Evaluation of Social Programs, Sage Publications Incorporated, U.S.A., 1976. p. 180.

intended?" and "What unintended consequences of the programme were also unanticipated?" This broadens the findings of the researcher rather than restrict his attention to intended goals.

- (c) Negotiating a scenario. This implies ensuring that the interested parties (people, practitioners or administrators) in institutions confess their goals. This enables the evaluator to determine achievement on the basis of right goals. It infact fosters an interaction between the evaluator and all interested parties in the evaluation exercise.

Based on these views, the relevance of the goal attainment model to this study is not in doubt. It offers an analysis of the procedure for evaluating an institution's programmes against that background consideration of what constitutes a goal. It elucidates how the right goals are established for evaluation purposes. It also cautions on over-reliance on official goals to the detriment of operative goals which is a

statement of current happenings within an institution.

The Ogun-Oshun RBDA has some goals set for it in the enabling decree and other legislations which delimited its functions. The values formed by government on the basic necessities of life indeed informed the goals set for the River Basin Authorities. In the pursuance of those set goals the Authority was thus expected to organise its men, and materials in such a way that those goals would be accomplished. The goal-attainment model becomes relevant in the evaluation process as it enables one to determine the level of success achieved by the Authority. This becomes possible because the evaluation process assigns a value to some set objectives. Land and water resources development are core objectives of the River Basin to which this study assigns a value. The study therefore evaluates the attainment of these objectives. In an attempt to avoid goal-trap the evaluation is based not only on official but operative goals. This goes on to suggest that what is addressed is not only "What is happening" but "what is happening that was either intended or not intended". Based on the foregoing the

goal-attainment model thus constitutes a viable tool in the evaluation of the rural development programmes of the Ogun-Oshun RBDA.

## 2.2 The Systems Model:

Various descriptions have been made of the concept of a system. The Oxford English Dictionary defines a systems model as having to do with the knowledge about a complex whole, about a set of connected things or parts or a department of knowledge or belief organised as a whole. Figure 2 describes a systems model as a knowledge of a relation between an input to a process and its output. That is, there is a flow through a system - of information, energy, or matter - which can be described as an input-output relationship (Chadwick, 1971). The systems model shows that there are general principles holding for systems, irrespective of the the nature of the component elements and of the relations or forces between them.

Hall and Fagen (1956)<sup>1</sup> described the system as a

- 
1. Hall, A.D. & Fagen, R.E. "Definition of Systems, General Systems: Yearbook of the Society for the Advancement of General Systems Theory", Vol.1, 1956 pp. 18-28.

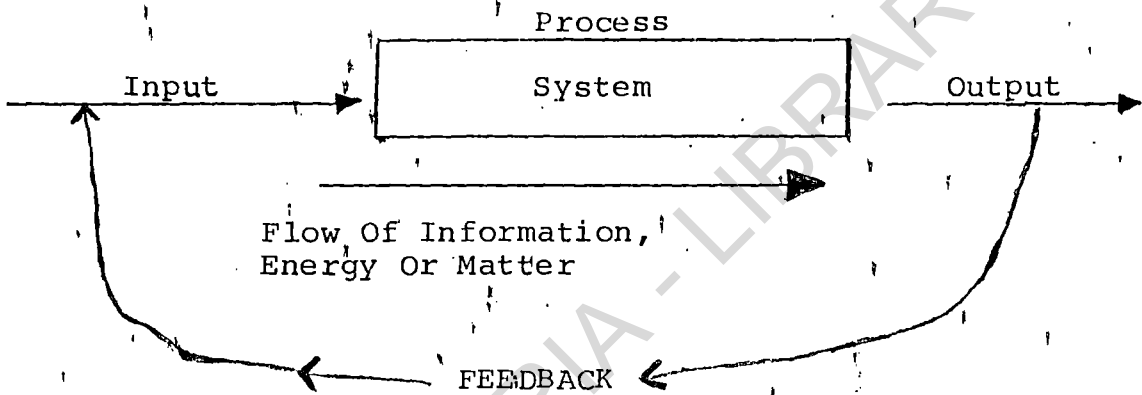


Fig. 2 System Characteristics

Source: Hall, A.D. & Fagen, R.E. Definition Of Systems,  
General Systems: Year Book Of The Society For The Advancement Of  
General Systems Theory, Vol.1, pp. 18-28.



set of objects interacting within the framework of a relationship. They went further to assert that there is also a relationship between the objects and between their attributes. For the purpose of clarity they defined "objects", "attributes" and "relationships" thus:

"objects are the parts or components of a system which are unlimited in variety . . ."

"attributes are properties of objects"

"relationships are those that 'tie the system together'".

The Ogun-Oshun RBDA is made up of many departmental units. Each of these is assigned particular tasks. However, the sum total of the tasks of all constituent units is directed at the realisation of the broad goals of the Authority. This is the contention of the systems model because it is not initially concerned with the programme's goal as it is the case with the goal attainment model. Rather, it tends to establish a working model of a social unit which is capable of achieving a goal. It takes cognisance of the fact that the social unit is a part of a whole which cooperates with other

units to achieve a common purpose.

Etzioni (1960)<sup>1</sup> argues that the systems model is concerned with:

- (i) effective coordination of organisation sub-units;
- (ii) the acquisition and maintenance of necessary resources;
- (iii) the adaptation of the organisation to the endowment and to its own internal demands.

The key question in Etzioni's system model which applies to this study is

under a given set of conditions, to what extent does the organisation realise its goals?<sup>2</sup>

The systems model is perhaps more demanding although more thorough because instead of simply identifying the goals of the organisation and proceeding to study whether they are attained, the model requires a determination of what is considered a highly effective allocation of means.

- 
1. Etzioni, A. "Two Approaches to Organisational Analysis: A Critique and a Suggestion". Administrative Science Quarterly, 5, 1960, 257-278.
  2. Etzioni, A. Ibid.

That is, programme evaluation entails looking at the performance of an organisation or institution not in isolation of the prevailing conditions under which the institutional arrangement functions.<sup>1</sup>

Another concept in the broad field of systems model that is relevant to our study is the feedback mechanism. This is an arrangement through which an organisation receives information on its actions which are in turn compared with desired performance.

Apart from giving the necessary guidance as regards what data to collect, the systems model according to Schulberg and Baker also has the utility for determining the factors associated with effective or ineffective integration of the findings.<sup>2</sup>

According to Dent and Anderson (1971)<sup>3</sup>, the concept of systems analysis has continued to be relevant to studies in organisational evaluation. They contend that it has gradually emerged into an accepted body of

- 
1. Schulberg, H.C. & Baker, F. "Programme Evaluation Model and the Implementation of Research Findings", in Caro, F.G. Readings in Evaluation Research, New York, Russel Sage Foundation, 1971. p.115.
  2. Ibid.
  3. Dent, J.B. & Anderson, J.R. (ed.), Systems Analysis in Management, Australasia, John Willey & Sons, 1971.

theory. A system implies a complex of structural units. It implies that a relationship exists between them and that an isolated study of parts of the system will be inadequate to the study of the system. The Ogun-Oshun RBDA under study has that complexity. No structural units of the institution could be successfully evaluated in isolation of the other constituent parts.

Closely linked with the idea of Dent and Anderson is that of Gordon (1969) who defined systems analysis as the technique of solving complex decision problems by following the changes over time in a dynamic model of a system. So that apart from enabling us to study the interrelatedness of parts in a system, the systems analysis technique also assists the Authority in arriving at solutions to decision problems. This is made possible by the fact that the whole exercise presents a full picture of the operations of the organisation.

Much more importantly, systems analysis makes it easier to identify in operational terms, major problem areas. This is the contention of Harbison (1967). Most organisational problems emanate from particular units

and in the event of such units being identified, efforts are made to nip the problem in the bud. In addition to this, systems analysis approach enables, or better still, compels the analyst to examine the critical interrelationships between the various programmes of the institution. This provides a logical starting point for building a strategy for improving institutional performance. In other words, the systems analysis approach enables us to identify the weak spots or the areas of distortion in the management process consequent upon which corrections of these anomalies are made.

Cognisance was also taken of the influence of the environment on the functioning of the River Basin Development Authority under study. This relationship between the institution and the environment is noteworthy because it is expected that a two-way flow of effects exists. That is, while the environment affects the performance of the institution, the institution on the other hand was established in the first instance to make some impacts on the environment. But as Hunt (1972) notes, the possibility that an organisation will have a major effect on the environment is less than the

possibility of the environment having an effect on that organisation. If however the impact or effect of the institution is not felt by the target population then the purpose for which it was established has been defeated.

Systems analysis is therefore quite a useful tool in the evaluation of an institution since its primary focus as already noted are the interdependencies within an institution and between the institution and its environment. To corroborate this is the assertion by Emery and Trist (1969) when they noted that:

... in a general way it may be said that to think in terms of systems seems the most appropriate conceptual response so far available when the phenomena under study at any level and in any domain display the character of being organised and when understanding the nature of interdependencies constitutes the research task.

In conclusion, systems analysis is useful in making an integrated examination of all the major constituent elements in an institution. Apparently, this enables one to identify the in-built problem generating structures in the institution and consequently the pressing problems facing the management of the River

Basin Development Authority as in the case of this study. (Harbison, 1967).

The Ogun-Oshun RBDA is a system made up of many departmental units. All the units are assigned tasks which are directed at the realisation of the goals of the Authority. The systems analysis model provides the background for examining the Ogun-Oshun RBDA in terms of how it has used the resources made available to it for executing its programmes. By extension the model assists in determining the effectiveness of the units of operation in the discharge of their functions. With the systems model it is established that with the ineffectiveness of any unit, the performance of others stood affected. For instance for the planning department to hold on to any operational information is to create problems for the other units which cannot be effective without the information. Moreover, the emphasis in the systems model on environmental influence is also relevant to this study. The influence of the environment on the performance of the Ogun-Oshun RBDA is not in doubt. For instance landowners in different environmental settings have different opinions on

landownership. While some landowners in Oyo North readily made their lands available for O-ORBDA projects those in some parts of Ogun State were against the method of land occupation by O-ORBDA. The Ogun-Oshun RBDA also has in-built feedback mechanism which enables it to assess its performance on the projects in its area of coverage.

A consideration of the two models shows that they complement each other. For the purpose of this study however, the goal-attainment model constitutes the major framework. The systems analysis model has the utility of determining the extent to which each unit of the system attains set objectives. This implies that both models are supposed to achieve the same target of evaluating the goals attained although in different ways.

### 2.3 The nature and concept of rural development:

Attempts have been made at defining the concept of rural development. One of such attempts is by Williams (1973, 1978) who first defined "rural" and later, "rural development". His definition of "rural" is



"an area in which people depend mostly on primary industries for their living and in which most of the modern amenities are lacking".<sup>1</sup> It is against that background that he sees rural development as

... a set of policies or goals with two main ends: to encourage and promote the well-being of the rural majority, and to ensure the production of a surplus of a size and nature that will enable the fulfilment of a reasonable part of those natural development requirements that are not exclusively rural.<sup>2</sup>

He further asserted that rural scheme succeeds where it combines

... active participation of the people concerned with the establishment of an efficient institution and of administrative facilities supplying communication at all levels.<sup>3</sup>

A consideration of the two definitions shows that the concept of rural development could be seen from different perspectives. However is seeking to establish frameworks for rural development the participation of the rural dwellers is of great importance.

- 
1. Williams, S.K.T., Rural poverty to rural prosperity: A strategy for development in Nigeria, Inaugural lecture series 15, Obafemi Awolowo University Press, Ile-Ife, 1973, see also Williams S.K.T. Rural Development In Nigeria, Obafemi Awolowo University Press, Ile-Ife, 1978.
  2. Williams, S.K.T. Ibid.
  3. Ibid.

This assertion is relevant when one considers the fact that development could also be urban - oriented.

Lewis (1955) propounded a two-sector model in explaining the existing socio-economic conditions and recommended an urban oriented development approach for developing countries. He postulated that society could be categorised into two sectors, namely (a) the rural/traditional and (b) the urban/modern. With reference to the rural/traditional sector, the society is characterised by absence of savings/capital, surplus labour and technology. Essentially therefore, the rural sector according to him is at best subsistence and unproductive. The urban modern sector on the other hand was identified by Lewis as the capitalist sector because there is dynamic technology, huge savings and high growth potential.

Lewis further considered the growth potential of these two sectors and advised that governments should not invest in the rural sector because it has no growth capacity or potential. Thus according to him, to develop the rural areas implies a waste of the resources of the state. He therefore recommended that the

government in the developing countries should concentrate its efforts on developing the urban sector since doing so would result in an increase in resources owing to the potentiality of that sector. This urban-oriented development strategy was imbibed 'hook, line and sinker' by most developing countries and so development efforts were concentrated on the modern industrial/urban sectors of their economies which Lewis tagged as "high growth" potential sectors. The resultant effect of that was a neglect of the rural traditional sector.

The effect of this neglect included rural-urban migration and the abandonment of land resources useful in agricultural production activities. This decline in agriculture implies a decline in food production and which is not in the best interest of urban dwellers.

Olayide (1975) noted that the rural development enterprise only succeeded when certain variables were successfully manipulated to effect a continual maximisation of welfare. Such variables included the rural population, employment, income, resources inputs, productivity, landscape, e.t.c. In achieving this it

was necessary that a means should be developed by which some of the wealth produced in the richest economic sectors are transferred to the poorest and rural areas. Rural development is therefore a strategy designed to improve the economic and social life of a specific group of people - the rural poor.

The Ogun-Oshun RBDA did not limit its activities to the rural areas alone. The water resources development programme of O-ORBDA for instance took cognisance of the water needs of the urban areas. Besides, the design of its dams was such that duly considered the fact that the urban needed more supply of electric power. This demand it was observed could not be efficiently and effectively met solely by the National Electric Power Authority.

The concept of rural development is a valid integral part of a wider concept of social and economic development. Thus the objectives of rural development extend beyond any particular sector. It is a process of transforming the rural areas such that those who seek livelihood there will have their poverty alleviated and their productivity and incomes increased through integrated programmes. Rural development thus encompasses improved productivity, increased employment

and indeed higher incomes for the rural dwellers as well as the availability of balanced food, quality shelter, standard education and health care delivery. The rural areas will, as a result of these, have access to the facilities that are enjoyed by urban dwellers. A national programme of rural development should include a mix of activities including projects to raise agricultural output, create employment, improve health and education, expand communications and improve housing.

Coombs and Ahmed (1974) took a broader look and asserted that rural development is:

.....the far-reaching transformation of the social and economic structures, institutions, relationships and processes in any rural area.

In their contribution, they attempted a broader view of rural development in asserting that it transcends increased agricultural production and economic growth. Rather, rural development implied more equitable distribution of income and land, increased rural employment, improved health, housing, education and general living conditions for all rural people. Besides, a rural development scheme, according to them, should be able

to recognise the voice of the rural people in the running of their own affairs and narrow the existing social and economic gap between the urbanites and rural dwellers. Coombs and Ahmed suggested that a means to achieve the goal of development is to ensure that non-formal education of appropriate kinds is given in the appropriate places and are properly tied to complementary efforts. This constitutes an indispensable and potent instrument of rural development.

While not taking a position radically different from those earlier identified, they went a step further by highlighting the relevance of education to any attempt at rural development. Moreover, they emphasized the need to recognise the people's voice in the task of rural development if it is to succeed.

In the same vein, Raja Massoor Ahmed (1979) asserted that it is not enough to provide facilities to aid the development of the rural areas. He views rural development as being synonymous with organising villagers for 'corporate action' and the 'upgradation of their skills' in the management of their own affairs. He contended that any programme of development by

government will succeed if only it creates certain confidence in the villager. Such confidence makes him an active participant in rural development activities. Ahmed's assertion is illustrated by the experience of the Authority under study. This is to the extent that the Authority acquired land and manpower resources when it was involved in agricultural production activities. It faced some problems in the process of that acquisition despite the existence of a land use decree as rural dwellers did not fully understand why they should release their land for use by the Authority. It is in light of this that the Authority adopted a system whereby it incorporated representatives of segments of the communities including Baales (traditional heads of quarters), community leaders, chiefs and school headmasters before it embarked on its projects.<sup>1</sup> Despite this approach, there is a particular example in the Odo-Otin Local Government of Oyo State where a court case was instituted by a group claiming ownership of the land

---

1. This information was gathered during the interview with Authority's officials and was corroborated during the survey.

occupied by the O-ORBDA against another group. It is noteworthy that the Authority had installed all necessary infrastructures including houses, roads, water and electricity. The court prevented the Authority from carrying on its activities even with all the infrastructures<sup>1</sup>. This goes on to show that local organisations should be actively involved in any rural development scheme since by so doing the rural dwellers see projects not as government projects but as "our projects". Implied in that assertion is that rural development should not just be concerned with developing the 'place' but it should extend to the development of the minds of the rural dwellers. Rural development is supposed to be a comprehensive mode of social transformation which recognises that national development must involve all elements of the population. It is a socio-economic process which seeks to bring about a more equitable distribution of resources such that there develops a socio-economic restructuring in favour of the rural population.

---

1. Ibid.



The river basin development approach is a rural improvement strategy which the Nigerian government makes use of as part of its production programme. Integral parts of the production programme include the establishment and promotion of cooperative farms, construction of dams and irrigation schemes to mention but a few.

CODESRIA - LIBRARY

## CHAPTER THREE

LITERATURE REVIEW

Varied ideas have been expressed on what should constitute the objectives and strategies of rural development. In evolving a general theory of economic growth and human development, a major focus has been the concept of rural development. Towards this end some have tended to equate rural development with improvement in agricultural practice. This thought is underlied by the fact that a basic factor for development is an accelerated development of agricultural production. However, there is a line of distinction between increased farm output and rural development. While rural development in fact includes increased farm production, it also means a continuous social and political process among rural people working towards a better living condition. This therefore informs the decision on what should be the objectives of and means for achieving rural development.

The Ogun-Oshun RBDA was established to make it possible to develop and utilise the country's land and water resources. Moreover, with the development of

water resources potential, it is hoped that more hectares of land can be usefully cultivated. This would also allow for double cropping or all year agriculture. In this process, the rural areas are expected to benefit from the programme of development just as the urban areas.

It is however not enough to establish institutional frameworks like the O-ORBDA, it is equally important that the progress in terms of the achievement of set targets are monitored. This could be done not only by internal but by external mechanisms.

### 3.1 Objectives and strategies of rural development:

Most of the people in the less developed countries (LDC) of Asia and Africa live in the rural areas where conditions of deprivation are prevalent. The rural areas have remained underdeveloped owing not only to basic defects but also manpower shortage and in some cases, political pressure. The central objective of the Authority under study is socio-economic improvement through water resources development. We can however decipher between the official and the operative goals. It is infact the variance between

these two sets of goals that constitutes an evaluation of the activities of the Authority.

A Commonwealth secretariat workshop on the integrated approach to rural development identified a number of basic objectives of rural development. These objectives are not too different from those earlier identified in chapter two. They recognise the fact that the rural areas themselves possess some resources and consequently high potentials for development. All that is required is the development of those potentials and their fruitful use while at the same time preventing the rural areas from being drained of its resources. The basic idea here is that the goal should not be to merely extract resources from the rural areas without compensations. The rural development objectives should give adequate protection to the resources that are available in the rural areas and transform those areas.

The overall central objective therefore is that rural development must include ways of inducing funds, labour, and time to be invested in physical environmental changes. This will help to increase the output and

indeed the built-up wealth of the rural communities. Integrated rural development could only be said to have occurred when the quality of life of the rural majority has been raised.

The programmes of Ogun-Oshun RBDA are aimed at improving the quality of life of the rural as well as urban dwellers. When socio-economic conditions in the rural areas are such that make those areas inhabitable, the inhabitants become encouraged. Where effectively and efficiently implemented therefore the programmes of the O-ORBDA are capable of bringing about rural change.

It has however been asserted that rural development projects in Nigeria in particular and other African countries in general are more of a response to the needs of the urban political economy than a response to the yearnings and aspirations of the rural people. That is, whatever strategies were employed for rural development were designed not because of the felt need to improve the rural areas but to solve certain specific problems. Common examples of such identified problems include urban unemployment, the need to stop massive rural-urban drift, the need to

increase rural food production so as to meet the shortfalls in urban supplies among others.

### 3.2 Concept of Project Monitoring and Evaluation:

It is not enough to establish projects and programmes of rural change, it is equally important that the progress of such programmes is monitored at every stage and evaluated to ensure that 'target', in terms of stated objectives, are met. Where effective, the monitoring of implementation approaches offer an early warning on potential problem areas within an organisation.

Monitoring and Evaluation are commonly used inter-changeably but a distinction is necessary to clearly bring out their meanings for the purpose of our study.

Monitoring could be explained as the continual but periodic assessment of the functioning of a project, in terms of inputs, activities and outputs, it provides current information to the management of such organisation and the funding agency(ies).  
Secondly, monitoring is a useful tool for providing

information for on-going evaluation.

Evaluation, on the other hand, is a situation where the inputs, activities and outputs of a project are analysed and judged against set targets to be met. That is evaluation is a measurement of the extent to which project goals have been realised.

There is however a linkage between monitoring and evaluation. For instance in Figure 3 below there is a link between what is called ex-ante evaluation (or after-project evaluation). Each of these sub-phases are linked to the relevant project process such as project formulation and planning processes which also has a linkage with ex-ante evaluation and so on. Monitoring and evaluation activities could therefore be seen as structural units of a complex whole with both working towards achieving the same goal.

Attempts have been made to distinguish between these three stages of evaluation depending on which stage the evaluation is done. Ex-ante evaluation involves determining developmental needs, potentials of the target group and an assessment of project hypothesis. This is what is commonly referred to as

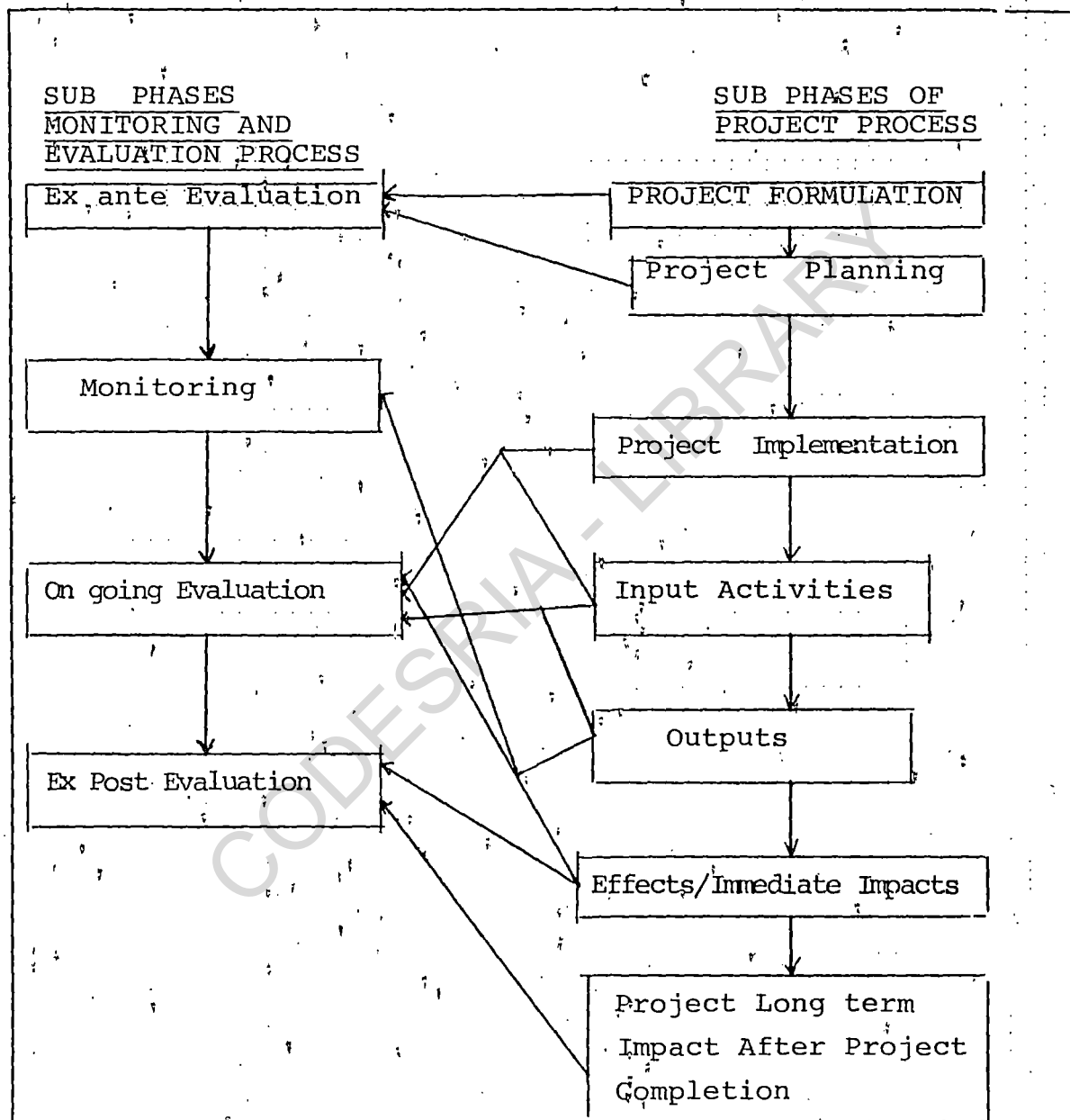


Fig. 3: INTER RELATIONSHIP BETWEEN MONITORING AND EVALUATION IN PROJECT PLANNING AND IMPLEMENTATION

SOURCE: United Nations Department of Economic and Social Affairs, Systematic Monitoring and Evaluation of Integrated Development Programmes: A Source Book ST/ESA/78 New York United Nation, 1978.



feasibility studies. The second type is the on-going evaluation which is conducted at the stage of analysing project effects and impacts to enable an adaptation of project to the environment or the overall development goals. It also provides an early signal about project deficiencies and an immediate design of intervention strategies. The third type is ex-post evaluation which is to enable the evaluator to determine three things namely:

- (i) the effectiveness of the project in achieving its stated objectives;
- (ii) its contribution to the achievement of sectoral or national planning targets and development goals; and
- (iii) the self-sustaining character of the changes, resulting from the project.<sup>1</sup>

In the same vein, project evaluation is an important aspect of the investment decision process.

It is in fact an aid to that process. It helps to

---

1. Deboek, G.J. "Systems for Monitoring and Evaluation of Nutritional Interventions", Rural Operations Review and Support Unit, Agriculture Department, The World Bank, Washington, D.C., 1979. p.45.

assess benefits against the background of the resources committed. One has to bear in mind that it is not enough to commit resources to a project but also that the benefits accruing from it depends on the efficiency with which the project is executed and managed. Therefore, the two dimensions that constitute the primary focus in project evaluation include (a) the assessment of the chances of successful implementation of a particular project and (b) the appraisal of the contributions of the project to given goals.

Havens (1981) also shared the same view when he asserted that the process of programme evaluation is an effort to judge the extent and efficiency of accomplishment and to find ways to improve it. This assertion is relevant when one considers the fact that the common purpose for the establishment of a programme involves making some changes in the real world.

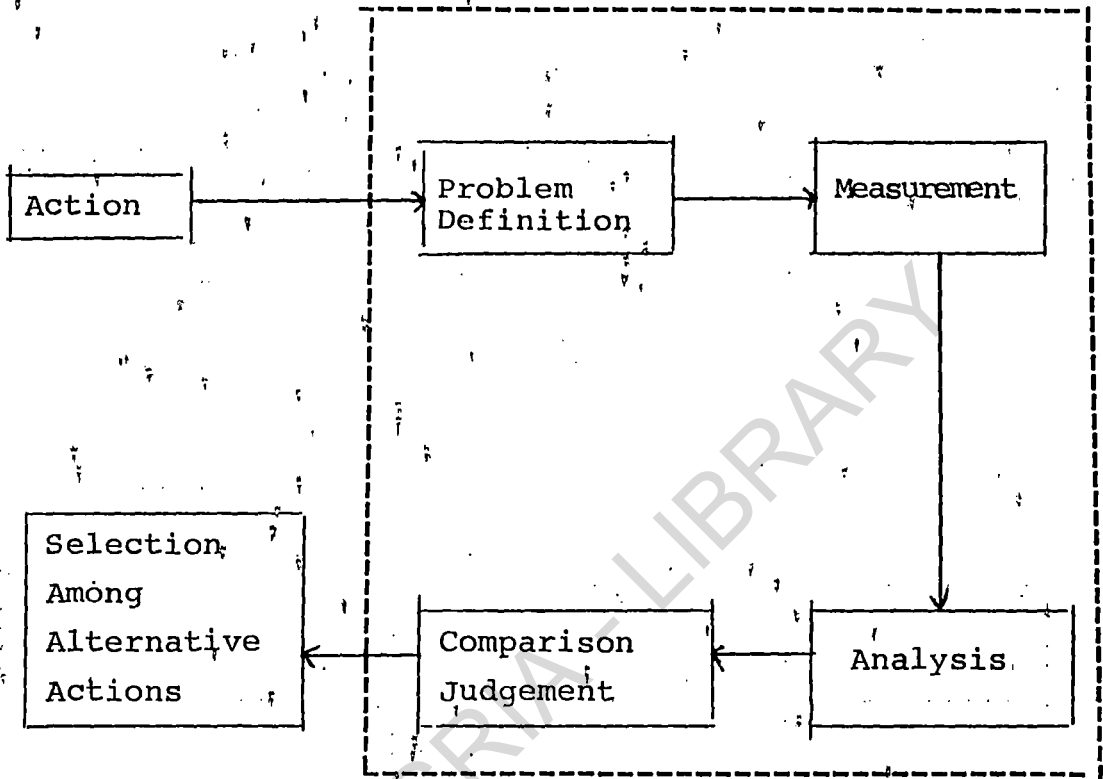
Figure 4 below further gives a schematic view of evaluation activities. As a background information to the illustration, it is important to note that

monitoring and evaluation is an action that follows a circular process. The process highlights the essential elements of the evaluation process namely, problem definition which is a statement of the objectives of evaluation or measurement. This is a stage at which data on relevant issues are collected. The data analysis stage is that at which a review, categorisation and tabulation of data are undertaken. The circular process in question ends with the selection of the most relevant among alternative actions during project implementation.

A Regional Workshop on monitoring and evaluation of rural development projects in East Asia and Pacific which held in Kuala Lumpur, Malaysia in December, 1979 identified three broad aspects of monitoring and evaluation namely:

- (a) the Managerial;
- (b) the Technical; and
- (c) the Institutional.

On the Managerial, monitoring is recognised as an important management tool to provide timely information on the progress and problems of a project in the



**FIG4: SCHEMATIC VIEW OF EVALUATION ACTIVITIES**

**SOURCE:** United Nations, Department of Economic and Social Affairs, Systematic Monitoring Evaluation of Integrated Development Programmes: A Source Book ST/ESA/'78, New York, United Nations, 1978.

process of implementation. The Technical aspect of monitoring and evaluation has to do with the manpower and financial resources allocated for that exercise. It also has to do with data collection, its processing, and its reporting format. The third broad aspect has to do with the institutional aspect. This is the adaptation of monitoring and evaluation units to the specific institutional and administrative framework of the country. It is the conclusion of that workshop that both monitoring and evaluation should be of a broad technical economic character (apparently to ensure a judicious use of manpower and financial resources) and should assess and report on the reaction of the project beneficiaries to project inputs and activities.

### 3.3 Evaluation of the River Basin Approach to rural development:

Previous attempts have been made at evaluating rural development agencies in Nigeria. The broad goals of such evaluation, have included an examination, among others, of the motivation strategy employed by the management of such agencies to encourage total participation of project beneficiaries. It is also

aimed at ensuring proper monitoring and evaluation of projects, institutional cooperations and collaborations, and staff training and development. Where this evaluation of O-ORBDA is different is that it applies these variables among many others to the specific circumstances of Ogun-Oshun RBDA.

Ogunsola (1985)<sup>1</sup> for instance in his assessment of the Niger River Basin Development Authority listed three assessment criteria namely:

- (i) an evaluation of delivered services against the background of the huge sums of public money expended on them;
- (ii) the level of performance vis-a-vis the consequences on the system; and
- (iii) the degree of fit between the means employed and ends sought.

He identified a goal achievement strategy called the "loan-in-kind" through which farmers were assisted with fishing equipment and other facilities.

---

1. Ogunsola, J.O. "An Assessment of the Niger River Basin and Rural Development Authority", An unpublished M.P.A. Thesis, University of Ife (now Obafemi Awolowo University), Ilé-Ife, April, 1985. p. 28.

In another study Gana (1987)<sup>1</sup> examined the activities of the Upper Niger River Basin and Rural Development Authority and concluded that the Authority did not justify the resources expended on it by government. He listed the problems which have adversely affected the performance of River Basins as including:

- (i) inadequate manpower, machinery, tools and basic water resources data;
- (ii) very high initial financial outlay for implementing water resources projects;
- (iii) the inability of the river basins to pay the appropriate and adequate compensation for economic crops and land acquired for development;
- (iv) the problems of land acquisition where infrastructural facilities have been provided;

---

1. Gana, S.T., "Management of a River Basin Development Authority: A Case Study of Upper Niger River Basin and Rural Development Authority (UNRBDA), Minna", An unpublished M.P.A. Thesis, University of Ife (now Obafemi Awolowo University), Ile-Ife, March, 1987. p.39.

- (v) the problem associated with the land use decree.

As noted by Gana, the problems identified notwithstanding, the River Basins have made some achievements such as the reclamation of lands, provision of access roads as well as the resettlement of flood affected victims. However, all the River Basins could not be said to have similar stories of success to tell.

Oyatoye (1982) identified a lack of congruence between the size and scope of operation of each of the River Basin Authorities and their individual administrative capacities. Thus, financial allocations to the Authorities have often been inadequate. This could be seen as one of the valid reasons by government for the reduction in the functions of the River Basin under study. Oyatoye was of the opinion that rather than divest the River Basins of agricultural production functions, it would have been more appropriate for government to expand their administrative capabilities to match the magnitude of their assignments. In recommending the retention of agricultural production functions, Akiyosoye (1984) took cognisance of the fact that



. . .planners of the River Basins realise that agriculture is by far the most dominant occupation in the rural areas of Nigeria, and that any plan to raise rural income must raise farm productivity and incomes.

This further explains the concept of farmer-based projects as understood by the River Basins.

In evaluating the prospects of the River Basin Development approach to rural development, Bamisaye (1988) noted that it is effective if it is well administered. According to him it is effective for mobilising peasant farmers and for combating food emergencies. The River Basin approach also has the utility for improving the lots of rural dwellers whose major occupation is agriculture. This is due to the fact that they received farm inputs from the River Basins.

It is noteworthy that many rural development agencies operate within the same zone. Even where the agencies have the same goals, the method for achieving those goals could be different. It is in light of this

- 
1. Akiyosoye, V.O. "River Basins Development Authorities and the Nigerian Food Economy: An Overall Assessment", NISER Agricultural Policy Research Report, December, 1984. p. 86.

assertion that Akinyosoye identified the need for coordination among the various rural development instrumentalities operating within the same zones.<sup>1</sup> This is also the contention of Ekong (1988) who asserted that:

. . . coordination reduces waste and in a nation where finances are very scarce and where all facets of human existence cry out for attention from a common source, it is only expedient to avoid undue duplication of efforts in a single direction.

Implied in these assertions is that as many agencies as possible could function effectively within the same jurisdiction. The important thing is for them to perform in such a way as to allow a series of quantitative and qualitative changes to occur among the rural people.

It is pertinent to note that the success of a rural development programme rests primarily on the effectiveness of the use of administrative and financial resources. This was the contention of Bottral (1981) in a comparative study of irrigation projects when he identified the resources as including supporting

---

1. Akinyosoye, V.O. Op. cit.

services such as transport, communication, finance and personnel. It is not enough that these resources were available, what is more important is their efficient and effective use.

In assessing the results of a particular rural development programme, Aziz (1978)<sup>1</sup> developed three criteria which include the economic elements, the social, political and administrative criteria.

The economic elements according to him include the utilization of available manpower in the rural areas and the means of improving agricultural technology. It also includes uniform access to improved technology by every farmer in a given area and the availability of agricultural inputs.

Besides, it includes the capacity of the rural community to attain a sustained increase in rural incomes and rural consumption. Thus could be achieved through larger agricultural production and diversified activities such as fisheries, forestry, animal husbandry and especially rural industries.

---

1. Aziz, S. Rural Development: Learning from China, London and Basingstoke, Macmillan Press Limited, 1978. p. 106.

The social criteria should also determine the extent to which a particular rural development programme expands employment opportunities which not only absorbs the existing rural labour force but also future additions to the force. Other elements of the social criteria include improvements in income distribution in rural areas, the provision and improvement of health, education and other necessary social services. Another key element for consideration is the gradual process of social development in which each member can begin to have a sense of participation, dignity and self-respect as a part of dynamic social organism.

The political and administrative criteria seek to assess the capacity of the system to provide leadership and guidance from above while at the same time encouraging local participation and initiative. Other elements of the criteria include the creation of organisational and institutional links which will relate and integrate the rural economy with the national and provincial goals, targets, policies and programmes and the impact of the overall planning

apparatus and economic policies on agricultural and rural development objectives and policies.

#### 3.4 Appraisal of Literature:

Available literature on the evaluation of the impact of rural development programmes, some of which are discussed in the preceding sections offered various approaches. All the approaches put together clearly point to the fact that the rural development strategy aims at improving the living standards of the mass of the low-income population residing in rural areas. This entails revamping agricultural practice, restructuring educational opportunities, adequate provision of health and nutritional facilities, rural electrification and the formation of co-operatives. The Ogun-Oshun RBDA has one programme or the other which addressed each of the issues in a rural development package. As Ahmed (1979) noted for instance, the rural dwellers are better mobilized as members of cooperatives. The programme of the RBDA encouraged such formation as farmers who benefited from the agricultural programme

were settled in groups. While not equating these groups with cooperatives, they constituted themselves into links between the Ogun - Oshun RBDA and the rural dwellers.

The focus of attention of the Ogun-Oshun RBDA is the rural dweller. It has been identified that human development is a major component of rural development. In developing the rural areas therefore due cognisance is to be taken of the development of the human resources potential of the areas.

It is important to note that the Ogun-Oshun RBDA could not be regarded as a response to the needs of the urban political economy considering most of its programmes of development. The objectives of the institution at inception is clear, developing the land and water resources of the area of coverage. However, the problems which accompany programmes of urban political economy orientation could also be identified in appraising the impact of the Ogun-Oshun RBDA.

Evaluation studies already made some of which have been highlighted in the review identified some

problems. These problems could be general to River Basins. The gap between those earlier studies and this present one is that those problems regarded to be peculiar to the Ogun-Oshun RBDA are looked at into more detail. For instance the issue of coordination between Ogun-Oshun RBDA and other agencies operating within the States covered by the River Basin is addressed taking into consideration peculiar socio-political situations.

However, studies in evaluation are perhaps better conducted within the framework of the criteria as developed by Aziz (1978). It affords a global view of the components of the rural development package. The economic elements enable one to determine how much the income level of the rural dwellers have been affected as a result of the development programmes. The social, political and administrative criteria also make it possible to evaluate the extent to which the rural dwellers are guaranteed steady employment, basic social services, effective leadership and efficient policies and programme.

This work is premised on these various ideas emanating from past research experiences which were applied to the specific circumstances of the Ogun-Oshun, RBDA.

This is better explained by the fact that the planning and implementation of rural development involve diverse fields, namely agricultural production, road construction, irrigation system and social services. For instance as shown in Figure 5, the agricultural development programme of the Federal Government of Nigeria has the broad objectives of self-sufficiency in food and fibre, improvement in the socio-economic welfare of the rural people, and the reduction in the rate of food price inflation among others. These multiple factors have often called for the inauguration of special bodies to coordinate the activities involved and bring about overall settlement and development. Such institutional designs include the Agricultural Development Council, Agricultural Development Projects, Agricultural and Cooperative Banks, et-cetera.



# AGRIC DEVELOPMENT PROGRAMME

## OBJECTIVES

- Self sufficiency in food and fibre
- Improvement in the socio Economic welfare of rural people
- Reduction in the rate of food price inflation
- Diversification of source of foreign exchange earning
- Production of raw materials for agro industries
- Sustenance of the country's agricultural resource base through conservation of soil, water and forest resources

## POLICIES

## PROGRAMMES

### Policies to accelerate agricultural production

- Subsidy policies (input/output)
- Production of large scale Agriculture through joint Govt./Private ventures
- Guaranteed minimum price policy
- Farm mechanization policies
- Extension service policies
- Development of rural infrastructures

### Policies to reduce imports and promote exports

- Tariffs
- Regulations
- Abolition of taxes and duties on agric exports
- Tax holidays for investors in agriculture

### Marketing and Distribution policies

- Policies for procurement, storage and distribution of agric commodities
- Agricultural processing
- Policies to procure, store and distribute agric. inputs

### Institutions Designs

- Est. of the agric Dev. council
- Est. of ADPs, ADAs
- Est. of RBDAs
- Est. of production marketing and distribution companies
- Est. of Agric and coop Banks
- Est. of Agric Credit Guarantee scheme
- Units Agric service cen.
- Est. of model farms

### Research and Development

- Strengthening of Research Institute
- Manpower Dev and Training programme
- Dev of Agric information systems
- Dev of improved varieties of planting materials

### Provision of infrastructures

- construction of roads, Dev of communication network
- Construction of Dams and Irrigation scheme
- Est of grains Dept
- Rural electrification
- Provision of Rural Health facilities

### Production Programme

- Est of large scale farms
- Est and promotion of coop farms
- RBDA Production activities
- Livestock production programme
- Fisheries prod. progr.
- Reforestation prog.

FIG 5 THE COMPONENTS OF NIGERIA'S AGRICULTURAL DEVELOPMENT PROGRAMME

SOURCE: Federal Min. of Agric. Lagos. Information Bulletin on Nigerian Agric. JANUARY 1984.

## CHAPTER FOUR

### RESEARCH DESIGN AND METHODOLOGY

#### 4.1 Research design:

In examining the involvement of Ogun-Oshun RBDA in rural development activities, cognisance was taken of the fact that we have eleven of such institutions across the country. The case study approach as a research design was employed. In the course of the research, relevant data were collected on the activities of the Ogun-Oshun RBDA on (a) the focus of the activities of the Authority in terms of the stated objectives and operative goals; (b) the past experiences of the Authority; and (c) the environmental forces influencing the performance of the Authority.

This design enabled me to make a detailed observation of what existed at the time of study. It further helped in diagnosing some of the problems faced by the organisation thus helping in recommending measures to remedy those problems.

A first step in that direction was analysis of informations which were extracted from the records

of the Ogun-Oshun RBDA. This did not only give an insight into the historical past of the institution but also its current activities. This in fact provided required information on why the organisation was either able or unable to achieve desired results in some of its activities. It is noteworthy that the design was a useful guide because most of the information needed for corroboration had been documented at the headquarters of the Authority. For instance documented are informations on the extent of the extent of the involvement of the organisation in direct agricultural production, water resources development activities, road construction programme to mention a few.

The use of the case study design was not without its problems. Some of such problems identified included:

- (a) the inadequacy of relevant documents and
- (b) reluctance of officials to release the documents even where they were available. The effects of these problems as they affected this research work is looked at into more detail elsewhere in this report.

Information was extracted from the intended beneficiaries of the programmes of the Ogun-Oshun RBDA. Information so gathered assisted not only in determining the achievements of the Authority but also the hopes and aspirations of those being serviced by the organisation.

#### 4.2 Methodology:

In an attempt to map out an effective data collection strategy, a preliminary investigation was adjudged necessary. In view of this some publications relating to the Authority's activities were reviewed. This was with the express approval of the Chief Training Officer. Although these documents do not say much about the current activities of the Authority, they however provided the relevant background data on the activities of the agency.

This methodology required an intimate knowledge of the underlying political, economic and social structures as well as the general policy environment within which project sponsors must operate.

One limitation to this methodology is that it is value laden. However, "even what appears as

scientific objectivity is loaded with ideology and since there is hardly any science without ideology"<sup>1</sup>, this limitation can not be ignored.

In employing the methodology, the focus has been to evaluate the extent to which the Ogun-Oshun RBDA has been able to:

- (a) improve agricultural practice through the offering of agro-technical services to farmers;
- (b) cause a sustained increase in rural incomes by diversifying agricultural practice;
- (c) expand employment opportunities to cater for the existing labour force and future increases;
- (d) develop a gradual process of social development in which each member of the society can begin to have a sense of participation, dignity and self respect; and

---

1. Idachaba, F.S. "Integrated rural development in Nigeria, Lesson from Experience" in FACU Occasional Paper, No.3, Federal Agricultural Coordinating Unit, Ibadan, Nigeria, 1985, p. 13.

- (e) create an atmosphere which leads to an integration of the rural economy with the national economy.

#### 4.3 Population, and sample:

Discussions on the population and sample studied during this research would be divided into two namely;

- (i) as it affected the choice of the projects studies;
- (ii) the selection of respondents in the administration of questionnaires;

On the first issue, namely, the choice of projects studied, the simple random sampling method was employed. One of the basic procedures in simple random sampling namely, the "lottery method" was used. There were twenty (20) projects spread across the area of coverage of the River Basin Development Authority. These twenty projects were established in the following units:

- (a) Lower - Ogun River Basin
- (b) Middle-Ogun River Basin
- (c) Upper-Ogun River Basin
- (d) Lower-Oshun River Basin
- (e) Upper-Ogun River Basin

(f) Yewa River Basin

(g) Upper Sasa River Basin

The name of each of the projects within each of these units was written on small pieces of paper and folded. The pieces of paper were mixed well and a sample is drawn depending on the number of projects located within each of the units. A sample each was drawn from units where there were only two projects. On the other hand, two samples were drawn from units which had either three or four projects located within them. On the whole a total of ten (10) projects were selected. They included Mokoloḡi, Oyan, Sepeteri, Ofiki, Iḡbonla, Eyinwa, Eniosa, Iwo, Oke-Oḡan and Oogi. However, Ikere Gorge dam project was also included even though it had no farm project. Ikere Gorge project is so important because by its design it was expected to provide irrigation and domestic water for use in quite a number of locations within the coverage of the Oḡun-Oshun RBDA. (see table 4).

On the second question, that is, the selection of beneficiaries as respondents, the cluster sampling method was employed. All the villages and towns in

the coverage of sample projects selected were listed. Four (4) villages or towns from each project coverage were thus picked using the simple random sampling method. In determining the respondents in selected villages and towns, people of eighteen (18) years and above in ten (10) houses were selected. To supplement the cluster sampling method, the judgement sampling method was also used. This was to ensure that certain people such as community leaders, direct beneficiaries, elected officials of cooperative societies etc. were included in the sample. Under this arrangement a total number of two thousand, eight hundred and fifty (2,850) respondents had questionnaires administered on them. This comprised of one thousand and forty (1,040) direct beneficiaries and one thousand, eight hundred and ten (1,810) other beneficiaries. The rationale for including non-direct beneficiaries is that the focus of this research work transcended the direct limited benefits of agriculture which accrued to those inhabitants of project areas who came under the 'direct beneficiaries' category.



TABLE 4

Analysis of Respondents Per Project

S/N	PROJECT	BASIN SUB GROUP OF PROJECT	O:ORBDA PARTICI- PATING	OTHER BENEFI- CIARIES FARMERS	TOTAL NUMBER OF RESPONDENTS PER PROJECT
1.	Mokoloka farm project	Lower-Ogun	86	200	286
2.	Ikere Gorge Dam	" "	-	120	120
3.	Oyan Farm and projects	" "	7	330	337
4.	Sepereri Farm and Dam projects	Upper Ogun	267	300	583
5.	Ofiki Farm and Dam projects	" "	283	300	583
6.	Igbonla Farm project	Lower-Oshun	26	50	76
7.	Iwo Farm Project	" "	110	110	210
8.	Eyinwa Farm project	" "	22	40	62
9.	Eniosa Dam and Farm Projects	Upper Oshun	65	60	125
10.	Oke Odan Dam and Farm projects	Yewa	107	250	357
11.	Ologi Farm Project	Upper Sasa	67	60	127
	TOTAL		1040	1810	2850

SOURCE: FIELD SURVEY.

#### 4.4 The Instruments

The questionnaires used in this research were useful to obtain facts about past, present and anticipated events, conditions and practices and to make enquiries concerning attitudes and opinions on the activities of Ogun-Oshun RBDA. A separate questionnaire was administered on the officials of the Authority (and this included project officials) to elicit information among other things on:

- (a) sources of funds of the Authority;
- (b) the relevance of management structure and techniques to the achievement of the goals of the O-ORBDA;
- (c) the extent of provision of infrastructural facilities;
- (d) the different components and operations of Authority's projects, to open up the rural areas;
- (e) the officials' perception of the factors militating against the Authority's goal realisation; and

- (f) their position on the reversal on the roles of the Authority.

A total of two hundred (200) staff questionnaires were duly filled and returned. On the other hand questionnaire was administered on inhabitants of the project areas as reflected in Table 4; The beneficiary's questionnaire was used to extract information from the respondents on:

- (a) occupation;
- (b) mode of transporting farm produce;
- (c) individual and communal benefits derived from Ogun-Oshun RBDA;
- (d) perception on the activities of the institution as a development oriented one;
- (e) position on land acquisition by the organization;
- (f) opinion on the latest action of government to divest the Ogun-Oshun RBDA of its agricultural production functions.

The questionnaires are a combination of open-ended and closed items. This was useful because of the nature of the problem and characteristics of the respondents.

It was intended that respondents should express individual opinions, even when there were official and unofficial records on particular issues.

The technique of observation was also applied to verify the claims by the officials of Q-ORBDA in filling the questionnaires and in the course of interviewing them. The key officials interviewed provided more insight into the operations of Authority. Some beneficiaries were also reached for interview and this was quite useful as information on their person and their environment was obtained and these were valuable in interpreting the results.

## CHAPTER FIVE

### ORGANISATION AND MANAGEMENT OF OGUN-OSHUN RIVER BASIN DEVELOPMENT AUTHORITY (O-ORBDA)

#### 5.1 The Establishment and Objectives of O-ORBDA

A river basin is a geographical term commonly used to describe all land area drained by a major river and its tributaries on its journey from the source to the sea or a major lake.<sup>1</sup> There are many uses to which water could be put and it is in fact one of the major necessities of life. In view of that, it is important that the sources and uses should be effectively managed to ensure optimum utilisation of the resources.

The beginning of river basin Development is traceable to the development of ancient civilisations of Egypt, Mesopotamia, China and India along river valleys. (Van-Loon, 1980). Efforts in this direction in modern times are the Tennessee Valley Authority (TVA) and the Missouri Valley Authority (MVA) both in the

---

1. Olayide, S.O. Et. al: "Perspectives in Benin-Owena River Basin Development", Centre for Agricultural Research and Development (CARD), Department of Agricultural Economics, University of Ibadan, Ibadan, 1979. p. 25.

United States of America. There are also the Jordan Valley Authority (JVA) and the Danube Valley Authority (DVA) both of which were in Europe.

These were regarded as prime movers for regional development and they encouraged the establishment of many similar river valley development authorities apparently because of the positive results they have continued to generate.

According to Selznick (1949), the primary objectives of the river basin development authority in the development process are mainly four, namely:

- (a) Dam construction for the purpose of river control to facilitate flood control, enhance navigation and supply electric power;
- (b) land improvement and demonstration of modern methods of ploughing and planting;
- (c) providing irrigation water as well as adequate water for domestic and non-domestic uses;
- (d) encouraging overall economic progress of the basin through the creation of employment by establishment income generating enterprises,

saving of huge sums of money by the avoidance of flood damage and immense improvement in social conditions in the basin area.

It is in the realisation of these stated goals that the Nigerian governments have also shown keen interest in the institution of the river basins authorities as instrumentalities to bring about changes in the conditions of the rural dwellers.

The first step in that direction by the Federal Government was the establishment during the (1962-68 plan period (precisely in 1964) of the Lake Chad Basin Commission and the Commission's later involvement in the multi-national River Niger Commission. They made such impacts on their immediate environments in the area of land and water resources development which gave the Federal Government the incentive to put up more of them. It was also against this background that the Ogun-Oshun River Basin Development Authority was established along with others.

The Ogun-Oshun River Basin Development Authority (O-ORBDA) is one of eleven such institutions established by Decree number 25 and 31 of 1976 and 1977 respectively.

Moreover, some sections of these decrees were modified in Section 4 of Decree number 87 of 28th September, 1979. Again, the civilian regime of the Second Republic (1978 - 83) also enacted the River Basin Development Authorities (RBDA) Amendment Act number 7 of 1st October, 1981 to further give recognition to the concept of river basin as a development unit.

The O-ORBDA was expected to perform the following functions as spelt out in Section 4 of Decree 87 of 1979 namely:

- (a) "To undertake comprehensive development of both surface and underground water resources for multi-purpose use;
- (b) To undertake scheme for the control of floods and erosion and watershed management including afforestation;
- (c) To construct and maintain dams, dykes, polders, wells, boreholes, irrigation and drainage systems and other works necessary for the achievement of the Authority's functions under this section;



- (d) To provide water from reservoirs and lakes under the control of the Authority for irrigation purposes to farmers and recognised associations as well as for urban water supply schemes for a fee to be determined by the Authority concerned, with the approval of the minister;
- (e) The control of pollution in rivers, lakes, lagoons, and creeks in the Authority's area in accordance with nationally laid down standards;
- (f) To resettle persons affected by the works and schemes specified in the section or under special resettlement schemes;
- (g) To develop fisheries and improve navigation on the rivers, lakes, reservoirs, lagoons and creeks in the Authority's area;
- (h) To undertake the mechanised clearing and cultivation of land for the production of crops and livestock for forestry in areas both inside and outside irrigation projects for a fee to be determined by the Authority concerned with the approval of the minister;

- (i) To undertake the large-scale multiplication of improved seeds, livestock and tree seedlings for distribution to farmers and for afforestation schemes;
- (j) To process crops, livestock products and fish produced by farmers in the Authority's area in partnership with state agencies and any other person;
- (k) To assist the State and local government in the implementation of the following rural development work in the Authority's area:
  - (i) The construction of small dams and boreholes for rural water supply schemes and of feeder roads for the evacuation of farm produce;
  - (ii) The provision of power for rural electrification schemes from suitable irrigation dams and other types of power stations under the control of the Authority concerned;
  - (iii) The establishment of agro-service centres;

- (iv) The establishment of grazing reserves; and
- (v) The training of staff for the running and maintenance of rural development schemes and for general extension work at the village level.<sup>1</sup>

At the inception of Buhari/Idiagbon regime, the RBDAs were increased from eleven to eighteen and they were designated River Basin and Rural Development Authorities (RBRDA). In the process of this re-organisation, the Ogun-Oshun RBDA was split into two and named Lower Ogun-Oshun River Basin and Rural Development Authority (LO-ORBRDA) and Upper Ogun-Oshun River Basin and Rural Development Authority (UO-ORBRDA). The functions under Buhari's restructuring were basically as spelt out in the decrees cited above except that the RBRDAs were to be the implementing agencies for all the field projects of the Federal Ministry of Agriculture, Water Resources and Rural Development in the States.

---

1. Federal Military Government, The River Basins Development Authorities Decree, 1979, Federal Ministry of Information, Lagos, Nigeria, 1979.

All the activities that fell within the sphere of that ministry were therefore transferred to corresponding RBDAs.

Yet another restructuring was embarked upon in 1985 when the Babangida administration reduced the number of the RBDAs to the original eleven and consequently merged the Lower and Upper Ogun-Oshun River Basins to return to the pre-Buhari/Idiagbon regime position. This merger took effect from 8th October, 1986. Under this re-organisation, the RBDAs were divested of their agricultural production functions and were to focus only on the development and management of water resources of their areas of coverage. That action of government was to allow other instrumentalities to take over the agricultural production functions.

The present functions, therefore of the Ogun-Oshun RBDA as contained in the RBDA Decree 35 of 1987 are as follows:

- (a) "To undertake a comprehensive development of both surface and underground water resources for multi-purpose use with particular emphasis

on the provision of irrigation infrastructures and the control of floods and erosion, as well as watershed management;

- (b) To construct, operate and maintain dams, dykes, polders wells, boreholes, irrigation and drainage systems and other works necessary for the achievement of the Authority's functions and hand over all such lands to be cultivated under the irrigation scheme to the farmers;
  - (c) To supply water from the Authority's completed storage schemes to all users for a fee to be determined by the Authority concerned subject to the approval of the minister;
  - (d) To construct, operate or maintain infrastructural services such as roads, bridges linking projects sites, provided such infrastructural services are included in and form an integral part of the list of approved projects;
-

- (e) To develop and keep up-to-date comprehensive water resources master plan, identifying all water resources requirements in the Authority's area of operation, through adequate collection of water resources, water use, socio-economic and environment data of the basin."<sup>1</sup>

The roles assigned to River Basins have therefore been unstable. Political instability at the centre will continue to make those roles unstable if the experience now is anything to go by. Essentially therefore, it will not be surprising if the Authority is asked to revert to its 1979 functions. This assertion is corroborated by Faniran (1988) when he stated that

. . . . experience shows that frequent shift in policy is part of Nigeria's national life, which suggests that current thinking might not always hold . . . .

However now that River Basins, Ogun-Oshun RBDA inclusive, have disposed off their non-water assets, the

---

1. Federal Military Government, The River Basins Development Authorities Decree, 1987, Federal Ministry of Information, Lagos, Nigeria, 1987.

days of their involvement in agricultural could be said to have gone down into history. It is noteworthy that this study covered the period 1978-1988 during when OORBDA was engaged in agriculture and later restricted to water resources development.

## 5.2 Farm and dam of projects O-ORBDA:

The O-ORBDA came into existence in 1977 but started meaningful operations in 1978 with the recruitment of staff and the provision of infrastructural facilities.

In pursuance of its objectives, the O-ORBDA had farm and dam projects located in its area of coverage. The farm projects within each of these sub-divisions are:

- (i) Lower-Ogun River Basin
  - (a) Mokoloki Farm Project
  - (b) Oyan River Farm Project
  - (c) Ikere Gorge Farm Project
- (ii) Middle - Ogun River Basin
  - (a) Ibarapa Farm Project

- (iii) Upper - Ogun River Basin
- (a) Sepeteri Farm Project
  - (b) Ofiki Farm Project
  - (c) Igbojaiye Farm Project
  - (d) Ilero Farm Project
- (iv) Lower - Oshun River Basin
- (a) Eyinwa Farm Project
  - (b) Itòikin Farm Project
  - (c) Igbonla Farm Project
- (v) Upper - Oshun River Basin
- (a) Asa Farm Project
  - (b) Eniosa Farm Project
  - (c) Okuku Farm Project
  - (d) Iwo Farm Project
- (vi) Yewa River Basin
- (a) Oke-Odan Farm Project
  - (b) Lasilo Farm Project
- (vii) Upper - Sasa River Basin
- (a) Oogi Farm Project
  - (b) Ipetu-Ijesa Farm Project



The farmer-based projects were supposed to be agricultural production units in which groups of farmers were settled as owners of irrigated farm plots. However, as at the time of the research only Sepeteri, Ofiki, Igbojaiye, Eniosa and Oke-Odan farm projects had irrigation facilities installed. The farmers' groups paid partly for the captial expenses but fully for other supplies to them and their plots by the Authority. The farmers owned the proceeds from the farm plots. Upon the identification and selection of the project sites direct contact was made with the Obas, Baales, Chiefs and Community leaders of the area individually and collectively to educate them on the objectives of the scheme and the likely benefits that would accrue to the direct beneficiaries in particular and indeed the affected communities (Are, L 19885).

Four principles were applied in selecting the beneficiaries of a scheme, namely, that he/she must:

- (a) be indigenou to the locally;
- (b) possess good health;

- (c) be accredited by the representatives of the chiefs and elders of his community; and
- (d) be willing to make farming a carrer.

Each farmer was allocated four hectares of cleared and developed land, each of the projects had residential buildings, management and supervision, plants and machinery for use at project sites. Seeds, chemicals, water for irrigation (in some cases) and subsidiary services were also provided on each project.

Apart from these, there were other farm projects which were established solely for demonstration and training. These are the Abeokuta headquarters farm complex and the Ibadan area office farm which projects were started in 1979 and 1985 respectively.

As table 5 shows, a total of nine thousand, one hundred and four (9,104) hectares of land was cleared and there were one thousand, six hundred and fifty-three (1,653) farmers participating on those projects that were farmer-based. In some cases, few farmers were organised to occupy a large area of land as it was the case with Sepeteri project which occupied one thousand, five hundred and eight (1,508) hectares

TABLE 5

## OGUN-OSHUN RIVER BASIN DEVELOPMENT AUTHORITY (O-ORBDA)

Number of participating farmers per project

S/N.	P R O J E C T	YEAR STARTED	AREA OF LAND CLEARED (H.A.)	NUMBER OF PARTI- CIPATING FARMERS	PURPOSE
1.	Abeokuta Headquarter	1979	110	Not applicable	Training & demonstration
2.	Ibadan Area Office	1985	10	" "	" "
3.	<u>LOWER OGUN BASIN</u>				
	(a) Mokoloki Farm project	1981	390	86	Farmer-Based
	(b) Oyan Farm project	1983	160	7	For Oyan Dan resettles
		<u>SUB TOTAL</u>	<u>550</u>	<u>93</u>	
4.	<u>MIDDLE OGUN BASIN</u>				
	(a) Ibarapa farm project	1985	95	4	Farmer-Based
5.	<u>UPPER OGUN BASIN</u>				
	(a) Sepeteri farm project	1980	1508	267	Farmer-Based
	(b) Ofiki farm project	1980	1100	283	" "
	(c) Igbojaye farm project	1981	1150	180	" "
	(d) Ilero farm project	1981	700	175	" "
		<u>SUB TOTAL</u>	<u>4458</u>	<u>905</u>	
6.	<u>LOWER OSHUN BASIN</u>				
	(a) Eyinwa farm project	1978	524	22	" "
	(b) Itoikin farm project	1976/77	315	6	" "
	(c) Igbonla farm project	1985	125	26	
		<u>SUB TOTAL</u>	<u>964</u>	<u>54</u>	

TABLE 5 -(CONTD.)

S/N	P R O J E C T	YEAR STARTED	AREA OF LAND CLEARED (H.A.)	NUMBER OF PARTI- CIPATING FARMERS	P U R P O S E
7.	<u>UPPER OSHUN BASIN</u>				
	(a) Asa farm project	1981	643	120	Farmer - Based
	(b) Enlosa farm "	1980	468	65	" "
	(c) Iwo farm "	1982	432	110	" "
	(d) Okuku farm "	1982	297	84	" "
		<u>SUB TOTAL</u>	<u>1840</u>	<u>379</u>	
8.	<u>YEWA BASIN</u>				
	(a) Oke-Odan farm project	1981	548	107	" "
	(b) Lasilo farm project	1982	139	37	" "
		<u>SUB TOTAL</u>	<u>687</u>	<u>144</u>	
9.	<u>UPPER SASA BASIN</u>				
	(a) Oogi farm project	1981	256	67	" "
	(b) Ipetu Ijesa farm project	1985	134	7	" "
		<u>SUB TOTAL</u>	<u>390</u>	<u>74</u>	
	<u>GRAND TOTAL</u>		<u>9,104</u>	<u>1,653</u>	

SOURCE: 0-ORBDA Records

shared among two hundred and sixty-seven (267) participating farmers. In other cases, large number of farmers occupied smaller areas of land as in the case of Ilero project which occupied <sup>a</sup> seven hundred (700) hectares shared among seventy-five (75) participating farmers.

Apart from the farming activities of the River Basins, there were water resources development projects which constituted an important focus since water resources development now happens to be the main function of the Authority. The water resources development efforts of the Authority were directed at:

- (a) harnessing surface water by building dams and improving natural open reservoirs;
- (b) exploiting ground-water resources through sinking of boreholes

The O-ORBDA constructed dams which can be grouped into large, medium and small earth dams. These dams are Oyan Dam, Ikere Gorge Dam, Lekan-Are Dam at the headquarters, Oke-Odan Dam, Eniosa Dam, Ofiki I and Ofiki II Dams, Igbojaiye Dam, Sepeteri I and Sepeteri II Dams. It is noteworthy that the Authority

made efforts to establish dams where there were farm projects so as to provide irrigation facilities for the farms. The Authority however encouraged rain-fed agriculture where there were no irrigation facilities. In fact feasibility studies for most of the dams were still being conducted when the Authority started large-scale agriculture.

By its design the Oyan Dam located North-West of Abeokuta has the capability to:

- (a) supply water for the irrigation of 12,500 hectares lower Ogun irrigation project;
- (b) supply raw water to Abeokuta and Lagos;
- (c) generate 8 megawatts of electricity.

The other large dam is the Ikere Gorge dam located eight kilometers East of Ikere village. This dam upon completion will have a gross reservoir capacity of 565 million cubic meter (mcm) and will supply 92 mcm of raw water per annum for the Iseyin, Okeho, Iganna water supply scheme. It will also have the capability to generate six megawatts of hydro-electricity.

The small-medium earth dams which are reflected in Table 6 are multi-purpose and were designed to

TABLE 6

OGUN-OSHUN RIVER BASIN DEVELOPMENT AUTHORITY: SUMMARY OF SMALL-MEDIUM EARTH DAM CONSTRUCTION

S/N	LOCATION	CAPACITY MCM	YEAR STARTED	YEAR OF COMPLETION	BASIN AREA	REMARKS
1	Headquarters Laican Are	0.6	1981	1982	HQ	Completed and in use for potable water supply and fishery
2	Oke Odan	2.5	1982	1989	Yewa	Construction work in progress
3	Eniosa	0.12	1980	1981	Upper Oshun	Already in use for Irrigation and fishery
4	Ofiki I	0.6	1980	1981	Upper Ogun	" " "
5	Ofiki II	1.03	1982	1983	"	" "
6	Igbojaiye	5.6	1984	1989	"	Construction work in progress
7	Sepeteri I	2.1	1983	1984	"	Complete and in use for fishery
8	Sepeteri II	1.34	1984	1988		Work on this is being rounded up

SOURCE: O-ORBDAs records

supply water for irrigation, domestic and industrial consumption, as well as fisheries.

Apart from these dams, the Ogun-Oshun RBDA also engaged in direct pumping of water for purpose of irrigation as it was the case with Itoikin Rice Project.

The Authority also engaged in drilling activities for ground water resources exploitation. As shown in Table 7 the RBDA sank a total of two hundred and twelve boreholes between 1980 and 1988 alone in Lagos, Oyo and Ogun States.

The boreholes were useful sources of water supply to the individuals and communities within project locations. Some of the completed boreholes were equipped with appropriate sub-mersible pumps, generators, generator houses and overhead tanks.

### 5.3 Organisation structure and management:

Figure 6 below shows the organogram of the Ogun-Oshun RBDA. It has a Board of Directors at the apex appointed by the President. The Board has a chairman and other members. It is important to note that the



TABLE 7

Borehole drilling activities of OORBDA

YEAR	FUNCTIONAL ONES	UNSUCCESSFUL ONES	TOTAL
1980	2	-	2
1981	4	2	6
1982	4	3	7
1983	14	7	21
1984	23	3	26
1985	42	9	51
1986	61	11	72
1987	16	-	16
1988	10	1	11
TOTAL	176	36	212

SOURCE: OORBDA

Government appointed Sole Administrators early in 1990 to replace the General Managers in the hope that the River Basins were going to make more impacts. This was an unusual situation as the various instruments setting up the Authority did not provide for such an office. However, the tenure of Sole Administrators ended in July 1990 with the appointment of substantive General Managers.

The General Manager Coordinated the activities of all the other departments namely the finance and Administration department, the planning, investigation and Design department, the Construction, Operation and Maintenance Department. There existed vertical and horizontal relationship within the set up of Ogun-Oshun RBDA.

It is pertinent to note that the O-ORBDA made use of the committee system in the management of its affairs. This was to ensure that all shades of opinion were incorporated into the decision making process in the Authority. Apart from this it enabled the Authority to thoroughly examine the various dimensions of issues to avoid the appearance of

arbitrary decisions. Examples of such committees are the staff Welfare Committee, Games Committee, Environmental/hygiene committee, Staff housing committee, Staff Canteen Committee, Guest house committee and Staff Cooperative Shop Committee. Each Committee had all the strata of the Authority represented on it as it provided representation for all cadres of staff.

#### 5.3.1 The Systems model and goal achievement in O-ORBDA

The effectiveness of any unit of an institution cannot be considered in isolation of other units. This is due to the fact that some tasks within one unit constitute the foundation for the tasks of another. By way of illustration, the planning unit assembled data which was used by management for planning the overall programme of the Authority.

The structural units are supposed to be coordinated by the management in the achievement of the goals of the organisation. Moreover it is also relevant to determine how much of the necessary resources were acquired and maintained. Cognisance

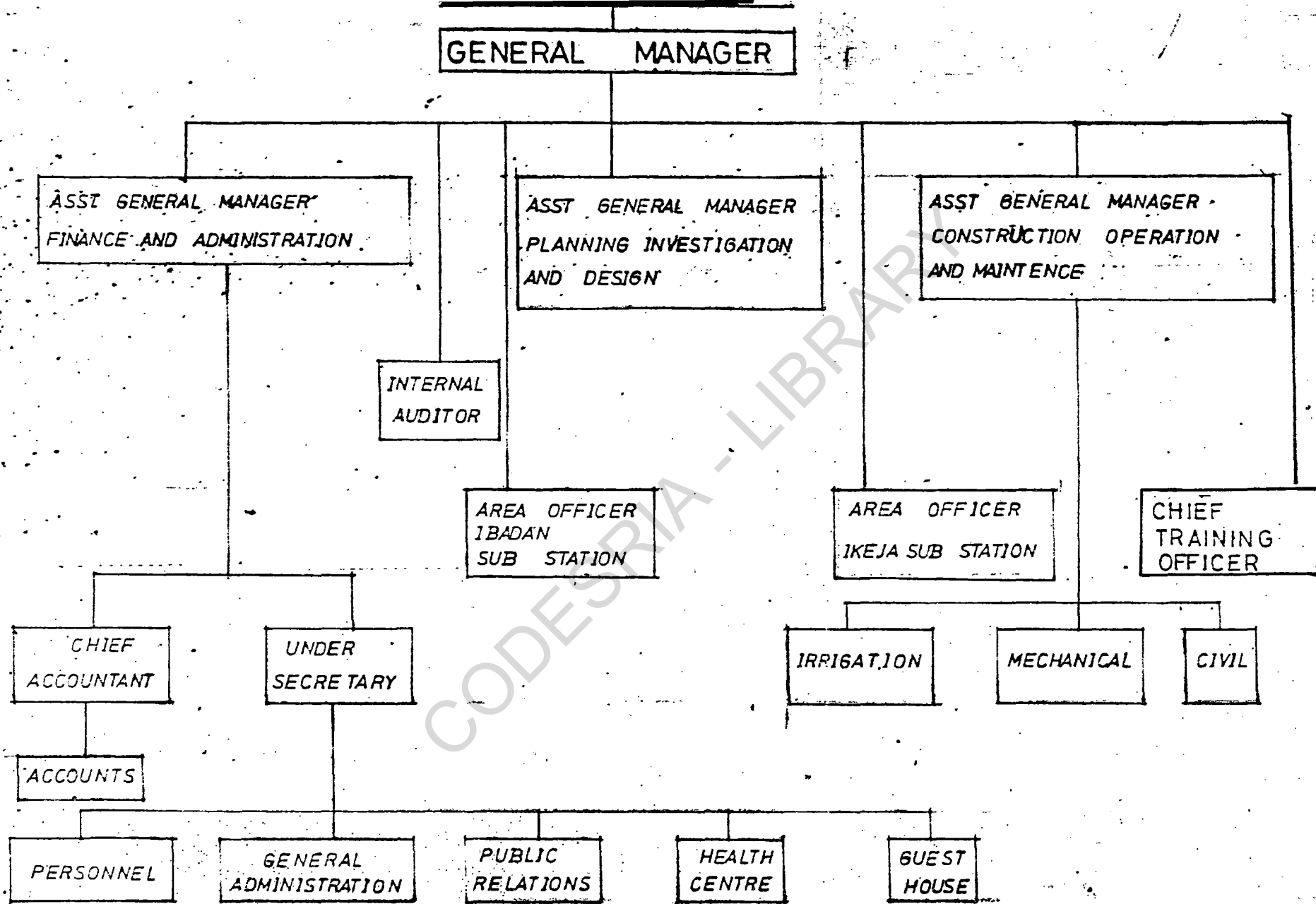


Fig 6: Ogun Oshun River Basin Development Authority's Organogram

Source : O-ORBDA

is also to be taken of the environment of the institution which affected its performance.

The Ogun-Oshun RBDA as a bureaucratic organisation provided for the coordination of the various units of operations. Such coordination was fostered by the reports each unit issued to the immediate superordinate unit with all reports ending up in the office of the General Manager. The systems model emphasizes exchange of operational information. Therefore a unit did not need to wait for instructions emanating from superordinate organs since a delay of any information from another unit could adversely affect the performance of that unit. In fact, in responding to the question on what they identified as the deficiencies in the organisation and management of O-ORBDA, only twenty-seven or 13.5% of a total of two hundred staff who responded indicated inadequate exchange of operational information. This is shown on Table 8.

The influence of the environment reflects in the political control exerted on the management of the Authority. Table of shows that what the staff regarded

as the highest deficiency is this negative environmental influence. No fewer than one hundred and thirty-six respondents identified this as an issue causing some set back in the achievement of the goals of the Authority. It is important to note that a problem most common to public institutions was not identified as being a key problem in the running of the organisation. That is bureaucratic red-tapism. In fact a negligible number, six or 3% of our respondents regarded this as a deficiency in the functioning of O-ORBDA.

A major component of the systems model is a consideration of the acquisition and maintenance of resources for sustaining the system. The Ogun-Oshun RBDA has only one major source of revenue and that is the Federal Government at least as far as the capital inputs into the institution is concerned. By 1984, the Ogun-Oshun RBDA had acquired a total of 114 agricultural tractors and one thousand and three (1,003) knapsack sprayers. It had also procured twenty-three (23) combine harvesters. Table 9 shows that the Authority had a total of one thousand, nine

TABLE 8

Deficiencies in CORBDA's Organisation  
and Management

DEFICIENCIES	FREQUENCY	PERCENTAGE
Bureaucratic red-tapism	15	7.5%
Inadequate staff Welfare Programmes.	22	11%
Inadequate exchange of operational information	27	13.5%
Heavy reliance of management on political control.	136	68%
TOTAL	200	100%

Source: Field Survey

S/N	TYPE OF EQUIPMENT	QUANTITY	S/N	TYPE OF EQUIPMENT	QUANTITY
1	Bulldozer	48	11.	<u>MOTOR VEHICLES:</u> B/F	341
2	Motor scrappers	12		i Bedford lorry, Tipper & tanker	46
3	Motor graders	32		ii Peugeot cars and pickup vans	32
4	Excavators	17		iii Civilian buses	21
5	Wheel loaders	23		iv Land rover	25
6	Generating plants	26		v Range rover	4
7	Rollers (Plain & sheep foot)	27	vi Volkswagen beetle cars	4	
8	Water pump/plants	19	12.	<u>FARM IMPLEMENTS</u>	
9	Agric tractors	114		i Disc harrow	70
10	Combine harvesters	23		ii Maize shellers	38
	GRANT TOTAL	341		iii Disc plough	97
				iv Disc ridgers	38
				v Tractor draw trailers	81
				vi Boom sprayers	30
				vii Root poughs	2
				viii Cultivators	18
				ix Seed drills	23
				x Planters	40
				xi Knapsack sprayers	1003
				xii Fertilizer distributors	20
			xiii Fertilizer attachment	30	
			<b>GRAND TOTAL</b>	<b>1963</b>	



hundred and sixty-three (1,963) equipment by 1984 which was regarded as the peak period of the Authority's involvement in agricultural production. However, some of these equipment broke down and could not be repaired neither were they replaced due to their high costs. The Authority also lacked adequate manpower resources to service and or repair the equipment when they broken down and what resulted was that there was an array of unserviceable equipment which littered project sites.

One of the goals of the Ogun-Oshun RBDA as a system is the provision of training facilities. This was provided for farmers and project staff to stress skill, proficiency and management techniques. During the period 1983-1987, and as shown on table 10 a total of six thousand, seven hundred and seventy-four (6,774) participants benefitted from activities of the training department. Of these, one hundred and twenty-one participants came from other River Basin Authorities while one hundred and twenty-eight (128) came from other private and public agencies.

The farmer-based projects functioned under the agricultural units when it was still in existence.

During the period 1978-1987 the Authority cultivated a total of about eighteen thousand, four hundred and five (18,405) tonnes of maize. It also produced sixteen thousand, six hundred and five (16,605) tonnes of cassava and some tonnes of rice, soyabeans, yam, sorghum, cowpea, vegetables, melon and tomatoes. As shown in table 11, a total of over forty thousand, five hundred and twenty-nine tonnes of different types of food crops were produced on a total of nine thousand, one hundred and four (9,104) hectares of land.

Programme evaluation based on the systems model entails an examination of organisational performance not in isolation of the conditions under which the system functions. Table 5 shows that the Authority provided agro services to one thousand six hundred and fifty-three (1,653) direct beneficiaries of its agricultural production activities. This limited the impact of the Authority as far as agricultural activities were concerned. However, when one considers the limitedness of the resources at its disposal, the Authority could not have done more.

TABLE 10

Ogun - Osun river basin development authority : training centre activities  
1983 - 1987

R	NO OF COURSES	NUMBER OF PARTICIPANTS			
		FROM O-ORBDA	FROM OTHER RBDAS	FROM OTHER AGENCIES (Private & Public)	TOTAL
3	9	1,245 (Including farmers)	98	23	1,366
	8	1,697 (Including 1,644 farmer)	13	19	1,729
	10	1,740 (Including 1,638 farmers)	6	20	1,766
	11	1,768 (Including 1,708 farmers)	4	62	1,834
7	4	75		4	79
L	52	6,525	121	128	6,774

Source : O-ORBDA RECORDS

117  
TABLE 11

Ogun Oshun River Basin Development Authority Food Crop Production Statistics (1978—1987)

Yield in Tonnes

S/N	CROPS	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	TOTAL	% OF TOTAL IN RELATION TO TOTAL FOOD PRODUCE
1	Maize	6.5	93.9	62.1	280	1,600	4,557	4,900	4,000	1,500	1,304	18,403.5	45.4 %
2	Rice	—	—	—	86.2	1,000	700	500	301.5	300	2.45	3,132.7	7.7 %
3	Cassava	—	—	—	—	—	4,158	10,090	902	1,104.6	340	15,604.6	41.06 %
4	Cow pea	—	—	—	—	—	27.3	25.75	23.62	16.65	4.8	98.12	0.2 %
5	Sorghum	—	—	—	—	—	—	70	29	15.6	—	114.6	0.3 %
6	Soyabeans	—	—	—	—	—	—	—	51	10.15	—	15.25	0.04 %
7	Yam	—	—	—	110.3	1,126.25	4.48	120	—	—	36.8	1,841.35	4.5 %
8	Vegetables	4.3	3.5	—	6.4	9.5	3	48.6	25.9	2.43	5.81	161.73	0.4 %
9	Melon	—	—	—	—	—	—	38.8	66.35	48.8	4.4	158.35	0.4 %
	TOTAL	10.8	97.4	62.1	482.9	3,735.75	10,003.3	15,793.15	5,354.7	2,998.23	1,993.1	40,529.2	100.0 %

SOURCE : O — ORBDA

### 5.3.2 Hinderances to the achievement of O-ORBDA's goals:

Perhaps a major problem on which other problems hinge is the funding pattern for the RBDAS. What should inform the planning of development programmes is need which could be dictated by population for example. There is no apparent relationship between fund allocated to each RBDA and the estimated population of people within the catchment area of each basin. As shown in table 12 for instance, Chad Basin Authority with an estimated population of 4.472 million received a total of 170 million naira between 1981 and 1983 while the Ogun-Oshun RBDA with an estimated population of 12.862 million received 145 million naira during the same period. Closely linked with the problem of the funding pattern is the problem of scale. The River Basins are large scale projects which involve a lot of money. There is however a big difference between yearly budgetary allocation and actual fund releases to the Ogun-Oshun RBDA. Moreover the River Basin is primarily a social service institution which has not grown enough as to generate significant revenue on its own.

A fundamental problem identified in the course of the research was that the 1979 Act which established the RBDAs did not include involvement in food production in their functions. This, we should note, was deliberate in view of the constitutional provision which limited the role of the Federal government to agricultural research, coordination and external relations. The function of food production was to be handled by the States.

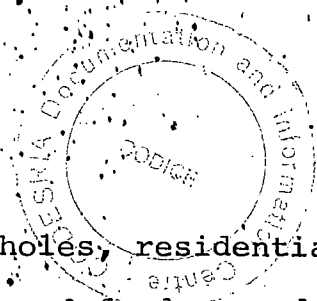
The hostility of some of the local inhabitants is also noteworthy. The Authority tried to incorporate community representation into project planning and implementation schemes. Despite the existence of the land use decree some local landlords in certain communities deliberately refused to release land for project development. There was the unfortunate disagreement between two communities in the Odo-Otin Local government of Oyo State which resulted in the institution of a court action for trespass against the Authority. What has made it more serious is the fact that the Authority was physically prevented from going near the project location despite the fact that it has provided

TABLE 12

Federal Government Allocations, Estimated Land Area and Estimated Population: River Basins Development Authorities, Nigeria

River Basin Development Authority	Allocation 1981-85 (N million)	Estimated Land Area (KM <sup>2</sup> )	Estimated Population 1979 (Millions)
Anambra-Imo	105.00	30,003	10.845
Benin-Owena	132.00	56,791	7,742
Upper-Benue	118.00	80,042	3,887
Lower-Benue	102.00	105,350	6,643
Chad-Basin	170.00	136,361	4.472
Cross-River	80.00	28,620	5,188
Hadejia-Jama'are	127.00	64,692	10.439
Niger-Delta	85.00	20,823	2.581
Niger-River	146.00	158,540	7.426
Ogun-Oshun	145.00	66,264	12,862
Sokoto-Rima	597.00	166,134	9.829

SOURCE: Akinyosoye, V.O. "River Basins Development and the Nigeria Food Economy 1970-80: An Overall Assessment", NISER. Agriculture Policy Research Report, December, 1984.



infrastructural facilities like boreholes, residential accommodation, rural electrification and feeder roads.

All these problems would have been solved if the Authority had fully integrated the rural dwellers into the planning and execution of the projects so that they would fully appreciate them. The other example is the Lasilo community in the Egbado North Local Government of Ogun State which also refused to release the piece of land identified as the best suitable site for an earth dam project. These hostilities are further emphasis on the need by the Authority to develop the minds of the rural dwellers in communities benefitting from development scheme. This approach was considered, for instance, in the case of Eniosa project where chiefs, school Headmasters, community leaders and elders were consulted and the much desired support was received.

Another problem-generating factor is what could be classified as political-administrative. It was identified that there were certain issues which formed a basis for differentiation among some local communities in project areas. They include differences in political



behaviour, social and economic settings. In some cases these differences were so blown up that social engineering became almost impossible. The cases identified in the preceding paragraph could be examined within this context. The task of organising the rural dwellers for corporate action is a valid integral part of a rural development package. There had been cases of local organisations pooling human and financial resources together towards the repair of broken down government equipment. In that circumstance the perception of the people was positive as they saw such projects/equipment as government assistance for their own good. The other dimension of the political-administrative problem is one question already addressed in this report and that is the policy reversals which have affected the functions and structure of all the RBDAs since their inception. This has been due to the nature of the political system with its low level political culture. This has culminated in the sale of the non-water assets of the Ogun-Oshun RBDA thus restricting it to the function of developing the water

TABLE 13

Restraints to OORBDA's goal realisation

RESTRAINTS	FREQUENCY	PERCENTAGE
Inadequacy of equipment.	47	23.5%
Lack of cooperation of rural dwellers.	70	35%
Inadequacy and mode of releasing funds.	80	40%
Do not know	03	1.5%
TOTAL	200	100%

Source: Field Survey

resources of the area covered by its activities.

Certain inhibitions to goal realisation were identified by the respondents. These restraints were regarded as explanations for the level of achievement of success by the Authority in the task of rural development. As noted above and shown on table 13, the funding pattern on which most of the other problems hinged was regarded as a big problem as eighty staff - respondents or 40% indicated this. This problem affected many other things including procurement and repair of essential equipment. This was a restraint to goal realisation just as lack of cooperation by rural dwellers particularly on issue of land in certain parts of project areas which was seen this way by seventy (70) staff-respondents or 35%.

Besides, the long time required in the procedure for establishing projects constituted a delay in their full take-off. For instance O-ORBDA commenced rainfed agricultural production in several locations which had been identified to have irrigation potentials. Unfortunately, funds started to dwindle when most of the projects were ready for implementation.

All these had some negative long term effects on the programmes of the Authority. An example of such effects is the existence of an array of uncompleted projects such as the Ikere Gorge dam in the Lower Ogun section of the Authority's area of coverage.

CODESRIA - LIBRARY

## CHAPTER SIX

DATA ANALYSIS AND DISCUSSION OF FINDINGS6.1 Philosophy and Objectives:

There has been a crisis of constant under-production of all categories of agricultural commodities in the country particularly the food sub-sector. On Table 3 is shown the Net livestock product imports between the period 1970-1980. There has been a steady increase in the importation such that by 1978 when the idea of the river basin strategy was muted as much as 50,530 tonnes of meat were imported into the country. Also imported was milk which included powder, evaporated, fresh and condensed. 21,615 tonnes of milk was imported in 1970 but this had risen to 53,000 tonnes by 1980. This was the picture which reveals that the food situation needed to be 'faced squarely' as there was no significant improvement even after 1980. If basic food nutrients like milk and beef were imported something drastic had to be done. It was perhaps as a response to this that the RBDAs went out of its way

(without constitutional backing) to 'stimulate' agricultural development.

In rationalising the involvement of RBDAs in agricultural development one of the claims had been that irrigation agriculture is a natural adjunct to any river basin development project. This is because irrigation agriculture was seen as a sound solution to problems of instability in food production as it takes care of inadequate water supply. To the extent that the involvement was limited to the provision of water one would regard that involvement as relevant. The deep involvement of River Basin in agricultural practice has not resulted in significant improvement in the food situation. Furthermore, irrigated farming is a good source of encouragement for all-year round agriculture, thereby constituting a means for ensuring abundant production of food of all types throughout the year without having to wait for the dictates of seasons as it is the case with traditional agriculture. Closely linked with that is the claim that irrigated agriculture took care of uncertainties which accompanied rain-fed agriculture.

Perhaps another reason which may have made government to allow river basin involvement in food production is that the institution encouraged the cultivation of more productive and cash crops. This involvement inhibited the performance of river basins in water resources development in the long run because public bureaucracies are in most cases neither set up nor effective (when set up) to handle the complex management decision making process of farming business.

Apart from the question of agricultural practice into which the Ogun-Oshun RBDA went, the objectives even as they were did not connote rural change in all its ramifications. For instance enough emphasis was not given to certain spheres of rural change such as the improvement of the nutrition of the rural dwellers, their education, health and housing. Moreover, the Ogun-Oshun RBDA was expected to assist state and local governments in the implementation of some rural development work in the Authority's area of coverage. There were however no well-articulated plans by which the staff of corresponding local government areas would be trained to take over the maintenance of feeder roads

and running of the other services established by the RBDA. This is not however to suggest that the Authority did not take cognisance of the need to liaise with the appropriate people in the local government areas on other issues connected with the establishment of project.

In taking a wider look at the scope of O-ORBDA projects and the administrative capabilities the staff respondents considered the operations of the institution against the background of its structure. One hundred and forty or 70% as shown in Table 14 indicated that the institution had an adequate administrative capability to discharge its functions effectively if it had enough resources. Forty-five or 22.5% were of the opinion that there was need for improvement for the management to run its programmes well. Ten others or 5% expressed the need for overhauling the administrative system as, according to them, O-ORBDA was not performing to its best in terms of resources allocated to it.

There is need for the Ogun-Oshun RBDA to pursue its data storage objectives more to help in programme



TABLE 14OOBDA: Scope of Projects and administrative Capabilities

ADMINISTRATIVE CAPABILITIES	FREQUENCY	PERCENTAGE
High administrative capabilities	140	70%
Need for improved capabilities	45	22.5%
Need for complete administrative overhauling.	10	05%
Do not know	05	2.5%

Source: Field Survey

planning and implementation. Most importantly, the data collection programme should place emphasis on land use system within its area of coverage. The river basin philosophy is dependent on the availability of adequate data on especially land and water resources in the area of coverage. It is important that the incidences of extrapolation of data obtained from different environmental settings should permanently become a thing of the past.

When it was involved in agricultural practice, the Ogun-Oshun RBDA did not quite emphasise equality in the distribution of project benefits. The beneficiaries who responded in fact, asserted that access to O-ORBDA's benefits depended on many factors. One thousand, three hundred and forty-five or 48.60% claimed not to have partaken of such benefits at all. And as shown on Table 5 those in this category were in the majority. There were others, three hundred and fifty or 12.64% who indicated that they secured the benefits, majorly agro-services, from O-ORBDA through informal interaction with the staff of the Authority. This was possible because project beneficiaries had to

TABLE 15

Methods of partaking in OORBDA benefits

METHODS	FREQUENCY	PERCENTAGE
By formal application	483	17.45%
Through informal interation with project staff.	350	12.64%
As an inhabitant of project area.	590	21.31%
Did not partake at all	1,345	48.60%
TOTAL	2,768	100%

Source: Field Survey.

be indigenous to the locality and they had to be recommended by the local leaders. Where a candidate was not in the good books of such leaders he was not likely to partake of those benefits. An illustration of inputs distribution pattern is shown on Table 16 which shows that each farmer on the Oogi farm project received equal assistances from the Ogun-Oshun RBDA for ploughing, ridging, and spraying to the tune of N97.32, N50.52 and N21.40 respectively for each item. However other farm inputs such as seeds and fertilisers were received in varied quantities. For instance as shown in the table while all others received N45.00 worth of seeds each, Messrs J. Olarewaju, Raimi Akangbe and Ojebode Titus each received N90.00 worth of seeds. David Oloyede and Abraham Adeyemo got N42.00 and N20.00 worth of seeds respectively. Thus inequality indeed affected the total income accruing to farmers not only on the Oogi maize project cited as an example but other projects of the authority.

The staff respondents also identified what they regarded as deficiencies in the overall objectives of

## Ogun Oshun River Basin Development Authority Oogi Farm Project 1984

## Farmers Expenditure Account on Maize (\*)

S/NO	NAME	SEED	PLOUGHING	RIDGING	FERTILIZER	SPRAYING	SHELLING	CHEMICAL	FARMERS KIT	COST OF JUTE BAGS	TRANSPORTATION	TOTAL EXPENDITURE
1	David Oloyede	42.00	97.32	50.52	132.00	21.40	73.50	—	—	150.00	183.75	757.00
2	James Ige	45.00	97.32	50.52	150.00	21.40	62.00	—	—	105.00	155.00	623.00
3	J. Olanrewaju	90.00	97.32	50.52	120.00	21.40	62.00	—	—	140.00	155.00	736.00
4	Adeagbo Titus	45.00	97.32	50.52	120.00	21.40	61.00	—	—	105.00	152.00	652.00
5	Ezekiel Adetunji	45.00	97.32	50.52	150.00	21.40	60.00	—	—	98.50	150.00	672.00
6	Abraham Adeyemo	20.00	97.32	50.52	120.00	21.40	60.00	105.00	—	105.00	150.00	822.00
7	Williams Odewunmi	45.00	97.32	50.52	144.00	21.40	57.00	105.50	—	97.00	142.50	760.00
8	David Ojo	45.00	97.32	50.52	120.00	21.40	55.00	—	—	98.00	137.50	621.00
9	Babatunde Titus	45.00	97.32	50.52	120.00	21.40	53.00	—	—	105.00	137.50	624.00
10	Israel Otuwala	45.00	97.32	50.52	120.00	21.40	51.00	105.50	27.00	70.00	127.50	715.00
11	Emmanuel Abidoye	45.00	97.32	50.52	120.00	21.40	49.50	—	—	80.00	123.75	583.00
12	Titus Adakunle	45.00	97.32	50.52	120.00	21.40	48.00	—	—	84.00	120.00	583.00
13	Gabriel Okadunjoye	45.00	97.32	50.52	90.00	21.40	45.00	—	—	84.00	112.50	545.00
14	Raimi Akangbe	30.00	97.32	50.52	72.00	21.40	38.00	105.50	—	32.20	95.00	601.00
15	Elgab Idowu	45.00	97.32	50.52	84.00	21.40	30.00	—	—	77.00	75.00	480.00
16	Adeyemi Samson	45.00	97.32	50.52	120.00	21.40	27.00	—	—	33.80	67.50	462.00
17	Adebayo Oyewobi	45.00	97.32	50.52	120.00	21.40	19.00	105.00	15.50	56.00	47.50	577.00
18	Adetunji Oladapo	45.00	97.32	50.52	60.00	21.40	3.00	—	—	—	7.50	284.00
19	Joshua Adetunji	45.00	97.32	50.52	60.00	21.40	3.00	—	15.50	7.00	7.50	307.00
20	Ojebode Titus	90.00	97.32	50.52	60.00	21.40	1.00	105.00	—	—	2.50	425.00
	TOTAL	1102.50	1946.40	1010.40	2,202.00	428.00	858.00	633.00	58.00	1531.40	2145.00	1,193.00

SOURCE: O ORBDA Records

O-ORBDA. The coded responses is shown in Table 17 and they include the fact that O-ORBDA concentrated more on participating farmers which were a lucky few. This was why only a few of them could boast of having gained by the presence of the Authority's projects. Furthermore, a total of forty-five respondents or 22.5% asserted that the cost recovery measure was inadequate and was in fact not built into the planning of the Authority. Another issue of concern which also formed part of the deficiencies was that little emphasis was placed on the use of local experts as twenty-six or 13% indicated this. The other deficiency identified included the fact that there was a lack of formal link with existing governmental agencies. This is necessary to ensure a coordination of the activities of the agencies operating within the same zone.

#### 6.2 Financing of O-ORBDA:

As shown on Table 18 for instance, in 1979/80 only 43.72% of the budgetary allocation was actually released for the operations of the Authority and in 1988 N17m was budgetted by government but only about N9.8m or 57.4% was released. This resulted in the

TABLE 17

Deficiencies in the overall  
Objectives of OORBDA

DEFICIENCIES	FREQUENCY	PERCENTAGE
Absence of cost recovery measures.	45	22.5%
Lack of formal link with existing government agencies	49	24.5%
Little emphasis on the use of local experts.	26	13%
Uncoordinated inflow of funds.	12	06%
Confused objective at inception.	10	05%
Restriction of Authority's interaction with participating farmers alone.	58	29%
TOTAL	200	100%

Source: Field Survey.

Authority not being able to execute all its programmes in any particular year. In the 1979/80 year, the least percentage of budgetary allocation was released, precisely 43.72%. The reason for this include that it was the first year a huge sum of N56,020,000m naira was being allocated and in fact it was only for 1980 year that an equally big sum (N74,322,534), and indeed the biggest, was allocated for the operations of Ogun-Oshun RBDA.

This method of releasing funds did not help the operations of the Ogun-Oshun RBDA. The finding was that when the river basin was involved in rain-fed agricultural practice the money was never released on time for meaningful use.

This problem was however not peculiar to the Ogun-Oshun RBDA, it affected all the other River Basin Development Authorities. Table 19 shows that there was no year between 1981 and 1988 when the total allocations to River Basins were disbursed to them. In fact in 1983 and 1986 respectively as low as 50.96% and 59.2% of the total allocations were released to the River Basins.



S/N	YEAR	BUDGETARY ALLOCATION	ACTUAL AMOUNT RELEASED	PERCENTAGE OF BUDGET	REMARKS
1	1976/77	1,725,915	1,725,915	100.0%	* O ORBDA was established on 15 <sup>th</sup> June 1976 but started
2	1977/78	6,361,200	5,161,279	81.91%	meaningful operations in 1977
3	1978/79	5,009,620	5,009,620	100.0%	
4	1979/80	56,020,000	15,748,265	43.72%	
5	1980	74,322,534	39,041,064	52.53%	* The fed Govt granted a loan of ₦24m in 1980 for the civil works on Oyan River Dam
6	1981	42,000,400	27,839,860	66.28%	
7	1982	38,523,000	31,532,470	81.83%	
8	1983	48,852,638	25,827,233	53.87%	
9	1984	9,238,000	7,450,286	80.65%	
10	1985	13,772,094	12,526,598	90.96%	* Special allocations were made in 1986/87 to settle
11	1986	14,448,221	28,727,542	Funds released was 101.18% more than budget	outstanding liabilities on special works on Oyan River Dam
12	1987	10,665,000	44,382,872	0	
13	1988	17,000,000	9,760,445.68	57.41%	
14	1989	26,500,000	1989 Fund was still being expected as at Jan 31 <sup>st</sup> 1989	—	* The total percentage of budget could not be given as funds were still being awaited at the time of compilation of report
	TOTAL	364,438,642.00	228,915,464.68	—	

SOURCE: O ORBDA records

This major source of finance apart, there were other sources of fund. One example is the proceeds from the Tractor Hiring Unit (THU) of the Authority. This unit gave out the Authority's farm equipment for a fee. There was also the income generated through the land clearing activities of the Authority. Record of monies generated from these sources was however not available.

The latest published annual report of the Authority shows that O-ORBDA took loans first from consortium of bankers in Europe to acquire material and services for the construction of Oyan dam. The loan totalling N25,423,825m was obtained through the Federal government. The Authority, again through the Federal government, also obtained Eurodollar credit facilities of N22,624,434m to execute some of its projects. Apart from these external long term loans, the Federal government granted a loan of N24,000,000 to the Authority for the development of Ogun River Basin. The report in reference further stated that another loan of N5,000,000m was granted by the Federal government through the Nigeria

TABLE 19

Total allocation and actual disbursement  
to River Basin Development Authorities  
 (Nm) 1981 - 1988

YEAR	TOTAL ALLOCATION	ACTUAL DISBURSEMENT	PERCENTAGE OF DISBURSEMENT
1981	629.4	522.5	83%
1982	429.6	287.4	66.9%
1983	623.2	317.6	50.95%
1984	292.1	N.A.	
1985	95.1	83.6	87.9%
1986	133.9	79.3	59.2%
1987	124.0	87.7	70.7%
1988	183.0	123.0	67.2%

Sources: Central Bank of Nigeria, Lagos  
 Annual Reports and Statements of  
 Accounts, 1981 - 1988.

Agricultural and Cooperative Bank Limited (N.A.C.B. Ltd.) for lending to farmers.

One feature of the financing system of O-ORBDA was that a sizeable proportion of its fund was put in fixed deposit to generate interest as a source of additional income. This helped the achievement of some of its goals even when its yearly budgetary allocations was still being expected. The records of the Authority show that between the period 1st April, 1979 and 31st December, 1982 for instance, a total of N4,930,849 was realised from this source. (Are, L 1985).

In spite of all these sources, the fund was still inadequate. What compounded the problem is the fact that the River Basin Authority is primarily a social service institution which has not grown enough as to generate significant revenue on its own. Even despite the inadequate funds from the sole financier, some other government agencies defaulted in the payment for its services such as the payment for raw water supplies to the Lagos State Water Board and the Ogun State Water Corporation respectively. The Oyan dam

supplied over two hundred and twenty-five million litres of water per day to the Lagos Water Board and another twenty million litres of water supply daily to Ogun State Water Corporation, to service Abeokuta. These two State parastatals however raised a fundamental question. This is that similar services rendered to governmental institutions by other RBDAs were not paid for and their's cannot be an exception. It was thus claimed that the Lagos Water Board owed N2.9 million as at September, 1987.

### 6.3 Socio-economic background of respondents in project areas:

A consideration of the perception, attitudes and the economic background of the inhabitants of project areas was found relevant. On the one hand it was useful to an understanding of their position on the rôle of the Ogun-Oshun RBDA as a rural development outfit. On the other hand it helped an understanding of characteristics of the society and its economy.

The project areas were inhabited by people whose major occupation was farming. As shown on Table 20, a total of one thousand, nine hundred and fifty-eight

TABLE 20Main Occupation of Respondents

TYPE OF OCCUPATION	FREQUENCY	PERCENTAGE
Farming	1,958	70.7
Artisaris	654	23.6
Trading	132	4.8
Civil service/clergy	24	0.9
TOTAL	2,768	100.0%

SOURCE: Field work.

(1,958) or 70% of the respondents were mainly farmers. 23.6% or six hundred and fifty-four were artisans. Those in other occupations constituted 5.7% or one hundred and fifty-six and these were mainly traders, civil servants (most of whom were teachers). These respondents also engaged in some other minor occupations.

There were various means by which the respondents acquired the land which they used in farming. In spite of the existence of the land use decree which vested all land in the State, the traditional system of land ownership was still in vogue. In view of this problem what Ogun-Oshun RBDA could do on the question of land for its projects was to 'motivate' the inhabitants to voluntarily give the lands required for projects. As Table 21 shows, land ownership by extended family units accounted for more than half of the sources of land for farming, precisely 57.5% or one thousand, five hundred and ninety-two (1,592). The incidence of the sale of land for farming purposes was not common and this was why only thirty (30) respondents or 1.1% claimed to have purchased land. Rather, lands

were held by the permission of their 'owners' with or without payment during the period of use. However, those who did not possess land were either migrants or inhabitants of project areas whose family lands have been shared among the elderly members of the family. The respondents in this category constituted 5.4% or one hundred and fifty (150).

The level of western education was still low in the project areas. In many cases what were available were ill-equipped primary schools. The figure of inhabitants of project areas who had access to western education was low. As shown on Table 22, majority of our respondents, that is, one thousand, two hundred and thirty-three (1,233) or 44.5% did not have education at all. Moreover, a total of 12.2% or three hundred and thirty-eight (338) of our respondents did not complete primary education. This level of education had some consequences on the perception of the respondents on the performance of the Ogun RBDA. More importantly, the level of education attained by respondents had some influence on their ability to embark on mechanized farming that the



TABLE 21

System of land ownership in project areas

TYPE	FREQUENCY	PERCENTAGE
No land	150	5.4%
Family inherited land	1,592	57.5%
Individually-owned land	343	12.4%
Loared land	653	23.6%
Purchased land	30	1.1%
TOTAL	2,768	100.0%

Source: Field work

TABLE 22

Educational attainment of respondents

ATTAINMENT	FREQUENCY	PERCENTAGE
No Education at all	1,233	44.5
Incomplete primary school education.	338	12.2
Complete Primary school education.	632	22.8
Adult literacy class.	16	0.6
Post primary education	334	12.1
Post secondary education.	215	7.8
TOTAL	2,768	100.0%

SOURCE: FIELD SURVEY.

Ogun-Oshun RBDA introduced. For instance some of them indicated preference for rain water rather than pay for water for their farms.

The socio-economic organisations to which respondents belonged played significant roles in shaping the course of events in the project areas studied. There existed many of these organisations in the project areas. The most common types that were found in project locations included cooperative multi-purpose societies which continued to wield a lot of influence. Some of these societies received the moral support of all levels of government such that they were widely accepted by local inhabitants. The societies thus served as rallying points for organising community members to perform developmental roles of building dispensaries, schools, roads, culverts, etc. As Table 23 shows, 72.6% or two thousand and ten (2,010) of our respondents belonged to one or the other of such groups. These social, economic and cultural groups which evolved into multi-purpose cooperatives enjoyed a large membership. As shown on that Table 23 is the fact that the Cooperative

TABLE 23

Respondents membership of socio-economic groups.

TYPE OF ORGANISATION	FREQUENCY	PERCENTAGE
None	758	27.4%
Cooperative Multi-purpose	1,012	36.6%
Religious, Traditonal or sysncretistic	802	28.9%
Agricultural groups.	154	5.6%
Thrift and Credit.	42	1.5%
TOTAL	2,768	100.0%

Source: Field work

Multi-purpose Societies were patronised more by the respondents than they did other societies. One thousand and twelve (1,012) respondents or 36.6% indicated their membership of such societies. It is noteworthy that some of the respondents belonged to more than one of these groups. Again, the membership of these bodies reflected the communal living prevalent in traditional African society. In fact the importance of these groups cannot be underestimated since they served as a link between the 'external world' and the societies in which they were.

The level of development in the project area was low with most of the villages in project areas linked by roads which were only motorable during the dry season. However, there were numerous footpaths. In most of the projects, there was only one major road which linked them with the urban centres. Examples of the projects linked with urban centres by a major road included Oke-Odan, Eyinwa, Ofiki and Mokoloki. This resulted in the transportation of farm produce to market or homes mostly by human portorage.

portation 5.78% and 6.07% respectively indicated that they used in transporting their crops from farm locations.

It is also pertinent to note that a majority of respondents kept large families with quite a number

151

TABLE 24

Mode of transporting Crops from farms

MODE	FREQUENCY	PERCENTAGE
Head Potterage	1,955	70.63%
Bicycle	485	17.52%
Motorcyle	160	5.78%
Lorry	168	6.07%
TOTAL	2,768	100%

Source: Field Survey

TABLE 25

Family size of Respondents

SIZE OF FAMILY	FREQUENCY	PERCENTAGE
Bachelors/Spinsters	136	4.9
2 - 4 members	314	11.3
5 - 7 members	845	30.5%
8 - 11 members	1,068	38.6
12 - members and above	405	14.6
TOTAL	2,768	100.0%

Source: Field work

TABLE 26

Ogun Osun River Basin Development Authority: Input supplies to farmers (1978-1987)

S/N.	DESCRIPTION OF INPUTS	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	TOTAL
1	HERBICIDES (LITRES)	37.5	256.5	56.5	6740	17175.5	35454	35990.25	30957.4	16866.5		144133.9 LITRES
2	INSECTICIDES (LITRES)	0.23	1.54	339	40.44	103.05	207.27	215.94	185.74	101.2		858.8 LITRES
3	FERTILIZER (TONNES)	7.5	10.26	22.6	296.6	687.02	1381.8	1439.6	1,238.2	674.67	400	6125.35 TONNES
4	MAIZE SEEDS (TONNES)	0.1125	1.2325	1.225	7.100	38.508	118.400	141.550	115.200	58.867		492.195 TONNES
5	RICE SEEDS (TONNES)	-	-	3.20	52.150	67.275	42.950	23.950	14.555	10.750		214.830 TONNES
6	CAS SAVA CUTTING (BUNDLES)	-	-	-	-	20,030	34,900	28,590	40,150	8,712.5		132,382.5 BUNDLE

SOURCE: O-ORB DA



at inception in project environment was still low. Traditional values were highly respected and crude technology was in use.

#### 6.4 River Basin Involvement in Food Production:

The river basin played a 'unique' role in the management of the national food basket with a view to solving the nation's food and nutrition problems. During the period it engaged in direct participation in agricultural practice, the Ogun-Oshun RBDA also supplied farm inputs to farmers including herbicides, insecticides, fertilizer, Maize seeds and Cassava Cuttings in different quantities. These supplies however ceased in 1987. However, the river basin increasingly supplied these inputs to farmers between 1978 and 1987. For instance, as shown in Table 26, a supply of a total of 37.5 litres of herbicides in 1978 increased to 16,860.5 litres in 1986 and a total of 144,133.9 litres throughout the period of its involvement in agricultural practices. It is noteworthy that even by the time the Ogun-Oshun RBDA wound up its involvement in 1987 it still supplied

400 tonnes of fertilizer to farmers. These inputs constituted key benefits derived by participating farmers from the Ogun-Oshun RBDA. The impact of this showed on their yield as reflected in Table 17. The experience with O-ORBDA however shows that the River Basin in Nigeria would be very useful if they were involved in a scheme of production promotion through the provision of facilitating incentives, extension education, information dissemination, financial guarantees, project preparation-planning, project monitoring-evaluation, commissioned research and demonstration - experimental trials. Cooperation with food producing agencies in crop and livestock production has to be given by the RBDA in view of the fact that its water resources development programmes will have to largely involve municipal, irrigation, and industrial supplies.

Much as one does not see the river basin as a fit instrument for direct agricultural practice it will be difficult to relegate the institution to the background in agriculture since it was still to provide irrigation services throughout its area

of coverage. The Ogun-Oshun RBDA directly relates with farmers to ensure that it secures their patronage as most farmers (largely traditional farmers) might prefer rain-fed agriculture to paying for irrigation water. The opinion of the staff respondents were sought on the appropriateness of O-ORDBDA's involvement in farming activities. Their responses are as shown on Table 27. A total of one hundred and twenty or 60% of the respondents regarded that involvement as appropriate while fifty regarded it as highly appropriate. The argument to back-up this opinion on the involvement is that irrigation services is highly relevant to large-scale food basket management. There were however twenty-five others or 12.5% who asserted that farming required more than the RBDAs could offer and thus their involvement was inappropriate. Apart from this, it should be noted that the RBDAs have also become popular with the people. So that both institutions could combine their efforts in the achievement of food sufficiency more so when DFERRI which is taking over the farm and allied activities would find the

TABLE 27

Appropriateness of OORBDA's  
Involvement in farming activities

DEGREE OF APPROPRIATENESS	FREQUENCY	PERCENTAGE
Highly appropriate	50	25%
Appropriate	120	60%
Highly inappropriate	10	05%
Inappropriate	15	7.5%
Undecided	05	2.5%
TOTAL	200	100%

Source: Field Survey

services of the River Basin very useful.

#### 6.5 Water Resources Development:

Of all the factors that account for the success of agricultural and social development in the experience of China, the most important has been the ability to control, manage and use the water resources effectively. The great dependency on agriculture in Nigeria makes the Chinese experience relevant to its situation. So that apart from encouraging abundant food production, an effective water control programme would improve the supply of electricity to the rural areas. The Ogun-Oshun RBDA had the mandate at inception to generate electricity to the rural areas. This function had however been reviewed. Before this review however none of its dams had been fully completed to generate electricity. It depended on the electricity supply from the National Electric Power Authority and generating plants on its projects.

The range of water-based requirements is broad, including agriculture, industrial and domestic needs, energy, fisheries, transportation, flood control and

recreation. There is the need to ensure that water resource development programmes are relevant to needs and are attuned to the prevailing environmental situations in project areas.

The Ogun-Oshun RBDA relied heavily on agriculture without an accompanying emphasis on irrigated farming. Again rather than continue with large scale projects, the use of local resources to build irrigation facilities would help the pace of development since the cost of building and maintaining such projects would be reduced. This had succeeded before in China with the example of the Red flag canal in Linhsien country in Honan Province which was a relatively poor region with recurring drought and occasional floods.<sup>1</sup> This project was largely designed, executed and financed from local resources with less sophisticated machinery or modern equipment. This opinion on the use of local resources was necessary in view on the fact that most of the water resources development projects were either not completed or not built at all to full capacity because the heavy equipment were too costly to be imported or that when they broke-down

1. Aziz, Surtaj Rural Development: Learning from China, London and Basing Stoke, Macmillan Press Ltd., 1978.p.31.

there were no funds to put them in place. The Authority could not be said to have fully realised its goals in the direction of dam construction for integrated development. For instance when the contract for the construction of Ikere-Gorge dam was signed in 1980 the estimate for completing it was N47m. However as of 1989 after spending N48m to achieve eighty-five percent completion, another N95m would be needed for its completion. It was not until recently that the government again gave the project some attention, thus resuming construction work on it.

The river basin approach to water resources development when appropriately modified in terms of scale has a great potential of developing agriculture. Experience in irrigated farming as against rainfed agriculture showed that the result derived from the former include:

- (a) the fact that more rural dwellers are attracted to agricultural production, as their yield increases. The drudgery associated with traditional farming was a veritable source of discouragement to

to farming and this affected the size of the population engaged in agricultural production activities.

- (b) by extension to 'a' above, that there is the possibility for producing a wide range of crops which gives agriculture a boost and thus increased rural income. The effect on farming along this line is better illustrated by the farming experience on O-ORBDA's demonstration and training farm projects. Irrigation farming encourages all-year-round agriculture.
- (c) that there results minimum operating and maintenance costs, including cost of staff, which is the effect of mechanised farming. This reduction in costs would increase the impact of the activities of river basins on project environments.

#### 6.6 Socio-economic change in project areas resulting from the operations of O-ORBDA

The other development outfits operating in the O-ORBDA project areas included the Oyo State Ministry



of Agriculture and natural resources, Federal Ministry of Agriculture, Oyo State Agricultural Development Project (OSADEP), Directorate of Rural Development, Ogun State Agricultural Development Corporation, Lagos State Agricultural Development project to mention but a few.

All these instrumentalities have a common objective to develop the land resources in Lagos, Oyo and Ogun States which areas are covered by the activities of the O-ORBDA. This goes on to show that socio-economic changes that are visible in the project area of O-ORBDA are the result of the joint efforts of these agencies.

O-ORBDA however towered above other agencies in water resources development. This had been dealt with in the preceding sub-section. Another area in which the Ogun-Oshun RBDA could have made unique contribution is the development of hydro-power potentials of the area of coverage. The river basin authority was however not fully equipped to perform that role. The efforts at fully harnessing the water resources potential of its area of coverage did not

fully meet with abundant success.

Another index of development visible in the area of coverage covered by the activities of O-ORBDA was the provision of electricity. The Authority provided generating sets in some projects. The coverage of the supplies were limited while major provisions of electricity were made by the National Electric Power Authority and the State governments.

The road construction programme of the O-OBDA is also noteworthy. OORBDA constructed and/or maintained a total of 392 km of roads. Of all these however, only the Odogbolu-Eyinwa road was motorable all-year round. The Federal, State and Local Government agencies were involved in this aspect of development. This issue is looked at into more detail in the next sub-section.

The indices of development have social and economic components. Socio-economic transformation could thus be measured in terms of the capability of the Ogun-Oshun RBDA to

- (a) improve agricultural practice;
- (b) provide agricultural inputs;

- (c) cause sustained increase in the income of project inhabitants;
- (d) cause a diversification of income generating activities;
- (e) expand employment opportunities;
- (f) provide medical, educational and other basic social services;
- (g) foster cooperation among project inhabitants.

The agricultural practice component of the rural development package is better examined based on the achievements of the various farm projects, and the extent of success in water resources development. The latter had been addressed in the preceding subsection. The Authority in establishing farm projects assisted local farmers in making their farms more efficient and of a larger scale. It also assisted in mechanising their farming operations. The Ogun-Oshun RBDA was thus involved in stimulating agricultural production in its area of coverage. During the period it was involved in agricultural production, precisely between 1979 and 1985 there was an increase in food crops production. Table II for instance shows

that in 1978 only 6.5 tonnes of maize were produced. By 1985 however, the yield had increased to 4,000 tonnes showing a sharp improvement. The farmers were introduced to the use of advanced technology on their farms. The farmers also had contact with modern methods of farming. The farmer-based project was indeed flexible in its cropping pattern. This enabled the farmer to grow a number of selected grain, tuberous, leafy and fruit crops and also rear livestock. This was possible because the Authority offered the farmers the use of modern agricultural implements such as tractors, combine harvesters, ploughs and planters as shown on Table 9 for a fee.

Closely linked with the improvement in agricultural production techniques was the availability of agricultural inputs for use on farms by the direct beneficiaries of the agricultural facilities of the Authority. The input supplies included herbicides, insecticides, fertiliser, improved maize and rice seeds and varieties of cassava. A consideration of the figure of direct beneficiaries however reveals that the number is negligible. A total of only

1,653 directly benefitted from the agro-services of the Authority.

Participating farmers experienced an increase in their income realised from <sup>process</sup> process from the sales of their produce which increased as a result of the improvement in agricultural practice.

The activities of the Ogun-Oshun RBDA did not significantly result in the diversification of income generating activities of the inhabitants of project jurisdiction. If anything, the RBDA improved upon the existing major occupation (which is farming) of the inhabitants of the localities and in fact at a very modest level. The other occupations including local arts and crafts which could also have been improved to such a level as to constitute income generating avenues were not given any attention as they did not fall within the scheme of work of the Authority. If there was any diversification, it was limited to the different components of agricultural practice such as poultry and poultry-feed production, livestock and vegetable production.

The expansion in employment opportunities resulting from the presence of the Ogun-Oshun RBDA

was negligible. Apart from project officials of the Authority, the other known category of 'employees' were the participating farmers who were not many in number. It is noteworthy that even the participating farmers did not enter a new employment but only made efforts at improved performance with the facilities provided by the Authority. All other employment opportunities available within the project areas did not result from the activities of the Ogun-Oshun RBDA.

Another area of consideration that calls to question the capability of the RBDA as a rural development outfit is in the area of providing medical, educational and basic social services. The Ogun-Oshun RBDA did not have these assignment as part of its schedule. It is noteworthy that there is only one school within the area of coverage of OORBDA and it was located within the headquarter complex at Abeokuta. The motive behind the establishment of the school was not to meet the educational needs of the localities but to serve the staff of the Authority. The same conclusion could be raised

about the only health centre of the River Basin. Perhaps the only attempt at contributing to the educational development of the localities was the building of classrooms as part of the resettlement scheme when construction work started on the Oyan dam project.

In appraising the level of socio-economic development that occurred as a result of the presence of O-ORBDA, Table 18 shows that agricultural improvement was regarded as having been emphasised by the Authority. One thousand, two hundred and twenty-three (1,223) or 44.18% of the beneficiaries who responded to our questionnaire confirmed this emphasis by the Authority. On the other hand, as little as thirteen and one hundred respectively or 0.47% and 3.61% of these respondents regarded electricity supply and water supply as being a direct result of the efforts of the Ogun-Oshun River Basin Development Authority at improving the project areas. Rather, increase in employment opportunities resulting from the direct involvement of O-ORBDA in farm activities was regarded as another

achievement. This is illustrated by the fact that one thousand, one hundred and thirty-two respondents or 40.90% confirmed this in their responses.

If it fostered cooperation among the inhabitants of project environments, the RBDA limited this to participating farmers. There however existed cooperative societies and other socio-economic groups which the RBDA used as instruments to reach the people in many cases. So that rather than care for such groups, the groups actually served as the foundation upon which the Authority laid its activities within its areas of coverage identified in Diagram 1.

The size of the programmes which the River Basin had the mandate to handle was such that it could not have made any significant impact on the rural areas. This goes on to confirm that the task of rural development involved a lot of inputs in terms of money and equipment which the Ogun-Oshun RBDA did not adequately possess.



TABLE 28

Socio-economic development resulting from  
0-ORBDA's Presence,

SOCIO-ECONOMIC DEVELOPMENT	FREQUENCY	PERCENTAGE
Electricity supply	13	0.47%
Water supply	100	3.61%
Agricultural Improvement	1,223	44.18%
Road Construction	300	10.84%
Increase in employment opportunities	1,132	40.90%
TOTAL	2,768	100

Source: Field Survey

6.7. Perception on O-ORBDA as a Rural  
Development Agency:

By its enabling decree, the Ogun-Oshun RBDA is a rural development agency charged with the function of developing the land-water resources of its territory for agriculture, primary production and other multiple use ends. An aspect of the development package was the special settlement and the resettlement schemes. Two types were involved including the product settlement programme (farm based projects) and secondly the resettlement of population displaced from dam-inundated lands (e.g. Oyan dam resettlement scheme). It is perhaps relevant to look at the Ogun-Oshun RBDA as an institution of government for meeting rural needs. Table 29 is a presentation of capital expenditure allocations to rural life enhancement programmes on the Third National Development Plan 1975-80. The enhancement of quality of rural life was to be implemented through the provision of basic social amenities such as health centres, pipe-borne water, feeder roads and electricity. As reflected on Table 29, the capital expenditure allocations per rural

TABLE 29

NIGERIA: 1975 - 80 ALLOCATIONS TO RURAL LIFE ENHANCEMENT PROGRAMMES (N Million)

	RURAL HEALTH CENTRES	RURAL WATER SUPPLIES	RURAL ELECTRICITY SUPPLIES
Federal Government	40.000	284.113	90.344
Benue-Plateau State	12.895	13.600	12.000
East-Central State	17.600	41.041	10.000
Kano State	17.600	10.000	8.000
Kwara State	12.100	0.500	15.000
Lagos State	5.700	3.000	0.200
Mid-Western State	7.150	10.510	10.000
North-Central State	14.850	4.000	10.000
North-Eastern State	22.000	3.950	20.000
North-Western State	13.750	2.200	20.000
Rivers State	4.950	2.000	8.000
South-Eastern State	7.700	17.700	10.000
Western State	22.000	23.000	20.000
Total	198.295	415.614	233.544
Cost Per Rural Person N	3.31	6.93	3.89
Cost Per Farmer N	20.09	42.10	23.66

SOURCE: Federal Ministry of Economic Development, Third National Development Plan 1975-80, Vol. II Summary, Government Printers, Lagos, Nigeria (1970), pp. 301-327; pp. 184 - 188.

person and per farmer are indeed very small. Based on past experiences, government institutions have not been very effective in the rural development enterprise. The result of this ineffectiveness had always been intractable problems of bureaucratisation, coordination, misallocation of resources, and low returns.

Inhabitants of project environment of the Ogun-Oshun RBDA hold different perceptions on the quality of services delivered by the institution. Table 30 is a presentation of the perception of our respondents on the benefits from O-ORBDA. 40.9% agreed that the Authority had been able to increase employment opportunities. The extent of the increase was however negligible when it is considered that the direct benefits were received by selected farmers who constituted just a very small percentage of the total population of the basin's coverage. It is noteworthy that the respondents were of the opinion that the Authority should have been more useful if it made more impact on the provision of infrastructures. This is why only 14.9% of our respondents agreed that it was able to provide infrastructural facilities.

TABLE 30

Perceived benefits from 0-ORBDA.

S/N	BENEFITS	FREQUENCY	%
1	Non-response	102	3.7%
2	Increased employment opportunities	1,132	40.9%
3	Provision of infrastructural facilities (roads, water and electricity)	413	14.9%
4	Improved food situation	568	20.5%
5	Significant increase in income	216	7.8%
6	Improved farm techniques	337	12.2%
	TOTAL	2,768	100.0%

SOURCE: Field survey.

This percentage emphasised that even the facilities provided had to do more with boreholes than with access roads or provision of electricity. The road construction programme of the Authority as shown in Table 31 further lends credence to this. Of all the 392 km of roads either constructed, rehabilitated or maintained since 1978, only the 10km. Eyinwa-Odogbolu road is motorable all year round. The O-ORBDA roads were therefore purposely built to link project sites with the urban areas rather than deliberate attempts to open up the rural areas. Lending credence to this assertion is Table 32 which is the response of staff on the status of each project. Certain infrastructural facilities were provided by the Authority in project areas. Some respondents who are staff of the Authority (one hundred and fifty-five or 77.5%) asserted that those facilities were specifically provided to support the resident management approach of the Authority. However, thirty respondents or 15% were of the opinion that the local inhabitants benefitted from the rural infrastructures provided. Even where the Authority wanted to extend

TABLE 31

## Road Construction Programme of the Ogun Oshun River Basin Development Authority

SN	PROJECT SERVICED	BASIN SUB GROUP	YEAR STARTED	ROAD PROJECT	KM	TYPE OF OPERATION	LOCAL GOVT/STATE JURISDICTION
1	Mokoloki Farm Project	Lower Ogun	1981	Owode-Mokoloki	15	Rehabilitation II Maintenance	Owode / Ogun
2	Oyan Farm Dam »	»	1983	Abule Tuntun Left Bank Village	8	Construction II Maintenance	Odeda / »
3	» » »	»	»	Oyan Dam Camp Right Bank Village	5	»	Abeokuta / »
4	Sepeteri Farm Project	Upper Ogun	1980	Ago Are - Sepeteri	48	Rehabilitation II Maintenance	Ifedapo / Oyo
5	Ofiki » »	» »	1980	Ago Are - Ofiki	12	»	» / »
6	» » »	» »	»	Ofiki - Irawa	10	»	» / »
7	» » »	» »	»	Ofiki - Agunrege	12	»	» / »
8	Igbojaiye » »	» »	1981	Igbojaiye - Otu - Ipapo	29	»	Iseyin / »
9	» » »	» »	»	Igbojaiye - Komu	17	»	» / »
10	Ilero Farm Project	» »	»	Ilero - Komu	34	»	Kajola / »
11	Eyinwa » »	Lower Oshun	1978	Eyinwa - Odogbolu	10	»	Ijebu Ode / Ogun
12	Igbonla » »	» »	1985	Igbonla - Ifete Junction	15	New Construction II Maintenance	Epe / Lagos
13	Asa Farm Project	Upper Oshun	1981	Ogbomoso - Asa	26	Rehabilitation II Maintenance	Ogbomoso / Oyo
14	Eniōsa » »	» »	1980	Ojoo - Eniōsa	20	»	Akinyele / »
15	Iwo » »	» »	1982	Iwo - Ife Odan	40	»	Iwo / »
16	Okuku » »	» »	1982	Okuku - Ijebu Iba	38	»	Odo Ofin / »
17	Oke Odan » »	Yewa	1981	Oke Odan - Ojumo	5	Construction II Maintenance	Egbado South / Ogun
18	Lasilo » »	» »	1982	Lasilo - Igan Alade	8	»	Egbado North / »
19	Oogi » »	Upper Sasa	1981	Oogi - Moro	10	Rehabilitation II Maintenance	Irewale / Oyo
20	» » »	» »	»	Orile Owu - Alaguntan	30	»	» / »
	TOTAL	—	—	20 ROAD PROJECTS	392	—	Jurisdiction Covers Lagos Oyo and Ogun State

these facilities to the local inhabitants, this was impossible due to lack of funds and this was the contention of ten respondents or 5% of the total number.

The activities of O-ORBDA in improving the food situation was also noted by our respondents. On Table 30 20.5% of these respondents agreed that there has been an improvement in the food situation. It is important to note that the 20.5 were all participating farmers on the farmer-based projects. The other respondents, precisely 79.5% were of the opinion that the improvement was not quite significant. For instance some of the respondents were not aware of rice grown in Itoikin where they lived. This is not to say that rice was not being produced at all, but that what was produced was not as much as to cause significant improvement in the food situation in the Authority's area of coverage in particular not to talk of the entire nation at large. Table 33 shows the statistics of rice importation into the country between the period 1965-1978. By 1976 when the idea of the establishment of the River Basins was in the



TABLE 32

Staff Perception of Infrastructural  
Facilities for Project Areas

Perception on Facilities	Frequency	Percentage
Specifically meant for Authority's Projects	155	77.5%
Rural dwellers benefit from them	30	15%
Extension to project areas prevented by inadequacy of funds	10	05%
Do not know	05	2.5%
TOTAL	200	100%

Source: Field Survey.

pipeline, about N20 million was spent in importing rice. By the end of 1978 when the RBDAs had operated for two years the amount of money spent on rice importation had skyrocketed to about N158.5 million. The situation was not any better after 1978 until it became unlawful to import the commodity into the country.

One other perspective in which the respondents viewed the Authority was in the area of improving the income of the beneficiaries of its activities of programmes. As reflected in Table 34 Amuda Oyinlola and Ajimot Atunbi made net profits of N2,582.05 and N2,300.66 respectively while Babayemi Opadare realised N2,288.83 on his 6.5 tonnes yield all in 1986. However only 7.8% of our respondents agreed that the Authority's activities resulted in significant increase in incomes. It is noteworthy that these were participating farmers who were direct beneficiaries. This shows that the percentage of the beneficiaries actually experiencing increased income in the Authority's areas of coverage is very insignificant. Even some of our respondents who are in this category

TABLE 33

RICE IMPORTATION, IMPORT PRICES AND WHOLESALE  
PRICES FOR MILLED RICE IN NIGERIA 1965 --1978

YEAR	QUANTITY IMPORTED IN ('000 tonnes)	VALUE (in N)	PRICE OF IMPORTED RICE N/tonne	WHOLESALE PRICE OF RICE OF RICE IN LAGOS (N/tonne):
1965	1.375	214,300	155.85	185.00
1966	1.277	214,290	167.80	224.00
1967	1.459	283,986	194.64	217.00
1968	0.310	51,570	166.93	207.00
1969	0.641	50,382	78.59	235.00
1970	1.722	136,054	79.01	266.00
1971	0.251	50,708	202.02	373.00
1972	5.900	988,000	167.45	331.00
1973	0.400	266,000	665.00	375.00
1974	4.800	1,497,000	311.87	463.00
1975	6.700	2,377,000	354.77	428.00
1976	45.300	20,080,000	443.26	540.00
1977	381.438	127,900,000	335.31	620.00
1978	471.648	158,448,750	335.95	460.00

SOURCE: West Africa Rice Development Association (WARDA), Rice production, marketing and policy in Nigeria, Occasional Paper No.3, January 1981, p.7.

TABLE 34

Ogun Gshun river basin development authority: 1986 farmers revenue account on maize at the Ilaro farm project.

S/N	NAME	YIELD (tons)	GROSS amount	TOTAL expenditure	NET LOSS	NET PROFIT
1	Amuda Oyinlola	7.3	3,650	1,057.95		2,582.05
2	Ajimat Atunbi	5.65	2,825	524.34		2,300.66
3	Muritala Shittu	4.75	2,375	452.65		1,922.35
4	Odalekan Adegbola	5.1	2,550	636.20		1,913.80
5	Lamidi Adeyemo	0.3	150	276.22	126.22	
6	John Ayorinde	4.9	2,450	636.60		1,765.40
7	Emmanuel A. Ige	4.85	2,425	728.14		1,695.86
8	Isidamosi Adejare	4.25	2,125	560.16		1,564.84
9	Fasasi Salami	4.2	2,100	630.33		1,469.67
10	Joseph Olarenwaju	3.3	1,650	336.03		1,313.97
11	Ismaila Adeagbo	0.6	300	443.64	143.64	
12	Joshua Adetunji	4.25	2,125	853.04		1,271.96
13	Isaac Biolatiri	2.35	1,175	368.79		806.21
14	Ojelere Ayisa	1.95	975	642.81		332.19
15	Victoria Adegoke	1.0	500	211.21		288.79
16	Comfort Olanade	0.45	225	270.65		45.65
17	Tiamiyu Iyanda	5.85	2,925	1,009.02		1,915.08
18	Josua Irako	4.1	2,050	778.11		1,271.89
19	Raji Salami	1.15	575	786.10	211.10	
20	Babayemi Opadare	6.5	3,250	961.17		2,288.83
TOTAL		72.8	36,400.00	12,200.16	480.96	24,290.24

SOURCE: OUREDA

claimed that what they earned as a result of their participation in the farmer-based projects was not as much as to significantly transform their lives. This was evident in their living conditions.

12.2% of our respondents regarded the improvement in farming techniques as an impact of the Ogun-Oshun RBDA. The farming techniques included exposure to the use of modern farm implements, access to farm inputs, agricultural extension service and training in modern agricultural practice. They however agreed that modern farm implements were inadequate.

Table 35 presents the frequency of responses on perceived advantages and disadvantages on specific aspects of the management and the programmes of the Ogun-Oshun RBDA. For instance two thousand and sixty-nine or 74.8% saw land acquisition without compensation as a disadvantage of the presence of O-ORBDA in their locality. A consideration of the perception on the provision of infrastructural facilities reveals that much still needed to be done.

Looking at the rural development question in

Table 35  
Perceived advantages and disadvantages of O-ORBDA projects by respondents

S/N	ADVANTAGES	FREQUENCY	%	S/N	DISADVANTAGES	FREQUENCY	%
1	Provision of infrastrutural facilities .	413	14.9	1	only influential members of the community are served	16	0.6
2	Agro service to farmers	540	19.5	2	Land aquisition without compensation	2069	74.8
3	Sale of agricultural products at subsidized rates	342	12.4	3	Bribing of project staff to receive assistance	12	0.4
4	Increase in income	215	7.8	4	Inaccessibility of project managers	17	0.6
5	Creating employment opportunities	1132	40.9	5	Insufficient agricultural equipment	640	23.1
6	Influx of people into project areas	125	4.5	6	Delay in giving farm inputs to farmers	14	0.5
	TOTAL	2768	100 %		TOTAL	2768	100 %

SOURCE: FIELD SURVEY.

TABLE 36

Beneficiaries' assessment of O-ORBDA's rural  
development activities.

ACTIVITIES	FREQUENCY	%
1 Food Production Activities	605	21.9
2 Infrastructural Development	413	14.9
3 Improvement in Living standard	212	7.6
4 Generation of Employment	1,132	40.9
5 Social Services	406	41.7
TOTAL	2,768	100.0%

SOURCE: FIELD SURVEY.

broad terms, Table 36 shows the position of the respondents on key indicators of development, namely:

- (a) food production, (b) infrastructural facilities,
- (c) general improvement in living standard,
- (d) employment opportunities and (e) social services.

Of the two thousand, seven hundred and sixty-eight only two hundred and twelve or 7.6% agreed that Ogun-Oshun RBDA's activities resulted in improving the living standard of the rural dwellers.

The problems which faced the Authority in its rural development task were as listed by Engineer Tunde Akinniyi, a former Acting General Manager of the defunct lower, Ogun-Oshun RBDA which sums up this study.<sup>1</sup> They include:

- (a) non-release of sufficient funds to prosecute agricultural projects;

---

1. Akinniyi, Tunde "Activities of the River Basin Development Authority in Ogun State", in Faniran, A., Odugbemi, O.O. & Oyesiku (eds.), Rural Development in Ogun State, Nigeria, Department of Geography and Regional Planning, Ogun State University, Ago-Iwoye, Publication Number 1, (1987).



- (b) non-release of funds at the appropriate time to ensure timely and successful prosecution of projects to meet targets;
- (c) serious problems of land acquisition for development since no crop compensation was being paid;
- (d) inaccessibility of many project sites;
- (e) absence of basic amenities such as good housing, health centres, potable water supply, etc. which prevented quick installation of resident management at most project sites;
- (f) undue interference in the day-to-day management of the RBDAs by board members, a common feature of the civilian administration;
- (g) serious shortage of essential professionals including engineers and accountants who would have improved the effectiveness of the instruction and the accomplishment of charted goals;

- (h) inadequate supply of spare parts for machinery, equipment and tools coupled with sales service by most supply companies;
- (i) shortage of foreign exchange to purchase deserving off-shore components of RBDA projects such as turbine generations, telecommunication equipment, rice mill and grain silo components.

In view of the foregoing, the staff respondents were asked to express their opinion on the level of success attained by the Authority in its rural development task. One hundred and fifteen or 57.5% out of the two hundred agreed that it was marginally successful. This opinion was informed by the fact that the respondents tended to equate agricultural improvement with rural change. However, as shown on Table 37 twenty-five or 12.5% of the respondents saw the Authority as having failed to cause rural change. There was still another 27.5% category which was of the opinion that even though the Authority may not have been highly successful, it had performed above

TABLE 37

Staff Perception on the Degree of O-ORBDA's  
Success in Rural Development

Perception on Success	Frequency	Percentage
Highly successful	05	2.5%
Above average	55	27.5%
Marginally successful	115	57.5%
Outright failure	25	12.5%
TOTAL	200	100%

Source: Field Survey.

average. This opinion however considered the available resources in determining the level of performance. Each respondent expressed the idea that the Authority only performed within the limit of available resources.

6.8 Nature of Coordination among Developmental Agencies in O-ORBDA's area of coverage:

There were many instrumentalities for rural development in the country and they functioned sumultaneously. All these agencies share a common interest and that is the integrated development of project area and the development of agro-industries.

Coordination of efforts implies bringing together the different agencies into harmonious relationship. The need for this arises to ensure that efforts are not wasted and that resources are judiciously utilized. For instance, the National Council on Water Resources (NCWAR) was set up by government in 1981 with the responsibility for coordinating water resources assessment, exploitation, development and management in Nigeria. The kind of coordination we are recommending here goes beyond

coordinating water resources activities. It should involve all the programmes of all the institutions. The underlying principle here is that coordination is vital in management where there are established institutions to perform similar functions simultaneously in the same area of coverage and service the same target population. There was no formal coordination among the agencies even though, the General Manager, the Sole Administrator and staff of O-ORBDA are quite aware of the agencies existence alongside with Authority in project areas. The O-ORBDA in fact involved the local governments, and as we already noted, State water corporations in project implementation just as it sought and sometimes secured the cooperation of other relevant agencies when the need arose.

Road construction and maintenance is a key issue in rural development. In the area covered by the O-ORBDA, the local government was involved in road construction and the Authority in fact maintained some of these local government roads where they are ill-maintained, and existed within the Authority's

jurisdiction. DFRRI was also involved in road construction within the same area of coverage of O-ORBDA. With proper coordination, inter-agency cooperation can be established and sustained. This would encourage the pooling together of resources for the benefit of beneficiaries of programmes of development.

CODESRIA - LIBRARY

CHAPTER SEVEN

## CONCLUSIONS AND RECOMMENDATIONS

7.1 Conclusions:

Available literature point to the fact that there had been previous efforts by various interests (governments and researchers inclusive) at rural development in this country. These efforts have not met with significant success. The failure has been due primarily to the fact that the government has not addressed the issue with all the seriousness it deserved in terms of funding and legislations. Besides, rural development in Nigeria is pursued in strictly economic terms to the exclusion of social and political objectives. As Aziz (1978)<sup>1</sup> succinctly puts it:

...very often, the main emphasis is on economic and technical aspect of agricultural development. The social and political objectives, if any, amount to no more than pious hopes or familiar rhetoric. The social and political objectives, even when they are spelled out concretely are seldom backed up by concrete policies and political direction.

- 
1. Aziz, Surtaj Rural Development: Learning from China, London and Basing Stoke, Macmillan Press Ltd., 1978. p. 103.

There is no where in the instrument setting it up in which the Ogun-Oshun RBDA had the mandate to be directly involved in agricultural production. Its primary concern like that of the other RBDAs is to develop the water resources of its area of coverage.

When it went into agricultural production, the Ogun-Oshun RBDA tried to make some impact in improving the food situation. Those who could be said to have benefitted most from that involvement were participating farmers on the agricultural projects. The population of the beneficiaries of these projects was few considering the population of Lagos Ogun and Oyo States which is covered by the activities of the Ogun-Oshun RBDA.

Perhaps if it had had enough funds, it would have made more impacts. The findings show that inadequate funds were untimely released to the Ogun-Oshun RBDA. This did not allow the institution to perform its roles fully. Most of its other problems in fact hinge



on this.

Another conclusion is that there is no formal coordination between the Ogun-Oshun RBDA and other development agencies operating within the same zone. What was in vogue was a sort of adhoc relationship between them. This did not allow for a meaningful pooling together of manpower resources for instance in the attainment of the goal of rural change.

The capability of management is not in doubt if there were enough resources to work with. During the research, a reorganisation was effected when the General Manager was removed and his activities investigated. He was however returned to head the RBDA which is a clear indication that he was adjudged capable of effectively managing the institution.

However, more resources were still needed if the Ogun-Oshun RBDA is to be relevant in the efforts at socio-economic improvement of the rural areas through the development of water resources for multi-purpose use.

There were various intra-organisational methods

of monitoring and evaluating the Authority's projects. The major ones, as identified by the staff-respondents are the activities of project coordinating committee, project officials, record of individual farmer's yield and the activities of the agricultural extension staff. The conclusion that could be deduced from their responses was that the presence of project officials at the project sites was the most effective (see Table 38).

Inhabitants of project areas did not like the method of land acquisition without compensation. A majority in fact considered O-ORBDA as being highly inconsiderate in this respect. Only 20 respondents or 0.72% of the entire 2,768 respondents claimed to have voluntarily released their land. And as shown in Table 39 about 35.33% of the respondents saw O-ORBDA's presence as a partial blessing because of the question of land. The Authority would have to consider this more closely.

A sizeable majority of our respondents, precisely 85.15% or 2,357 (see Table 40) saw the removal of agricultural activities from O-ORBDA's schedule as a

TABLE 38

Degree of effectiveness of O-ORBDA's  
machineries for project monitoring  
and evaluation

Machineries	Frequency	Percentage
Project Coordinating Committee	28	14%
Project Officials	85	42.5%
Record of individual Farmer's Yield	43	21.5%
Agricultural Extension Staff	44	22%

Source: Field Survey.

bad decision. This implies that people have now come to identify with the agricultural programmes of the Ogun-Oshun River Basin Development Authority.

In conclusion, whatever visible change or changes that were made in the project areas of the Ogun-Oshun RBDA could not be concluded as having been as a result of the operations of that institution alone. It was in fact the result of its efforts and those of other agencies for rural change earlier identified in this evaluation report.

The findings in the course of this study have some implications for the relevance of the institution under study as an instrument for socio-economic transformation of the rural areas. This assertion is informed by the fact that the development of the rural economy is not just a question of production techniques and capital investment. Besides, the river basin as a technic-scientific institution involves the use of heavy implements which should be regularly maintained.

## 7.2 The River Basin Development Authority As a Rural Change Agency:

It is the role of the RBDAs to perform the task of flood control and rational utilization of land

TABLE 39Beneficiaries Perception of project presence  
with respect to individually-owned lands

Perception of Beneficiaries	Frequency	Percentage
O-ORBDA is highly inconsiderate	1,768	63.88%
O-ORBDA is a partial blessing	978	35.33%
Land freely given	20	0.72%
Undecided	.02	0.07%
TOTAL	2,768	100%

Source: Field Survey.

TABLE 40Perception of rural dwellers on the removal  
of agricultural production activities

Perception of Rural Dwellers	Frequency	Percentage
Worst government decision ever	2,357	85.15%
Long overdue	251	9.07%
Welcomed decision	150	5.42%
Undecided	10	0.36%
TOTAL	2,768	100%

Source: Field Survey.

resources not only for immediate but for long-term purposeful use. The water resources development aspect of the duties of O-ORBDA when religiously discharged has a great potential of developing agriculture and consequently the Nigerian rural sector. The Tennessee Valley Authority experience at its fortieth anniversary in May 1973 lends credence to this assertion. It had, by that year, been able to use the irrigation system to provide local, municipal and cooperative electric systems, embark on flood control, develop the resources of the valley people and provide libraries for its beneficiaries. All these could be achieved if the institutional framework is appropriately equipped and funded. For the Ogun-Oshun RBDA to record success in rural change, it should received political backing. Besides, the water resources development activity should be re-orientated to meet rural needs. If, for instance, the farmers become convinced that the irrigation schemes is a better alternative to natural rainfall, they would embrace irrigation agriculture. This would not only result in increase in income, more importantly

socio-economic change would be experienced collectively.

The Federal government is bent on making sure it commercialises the activities of the river basins across the country. It is reducing subventions to it and this implies that it has to be able to run its programmes and services without heavy reliance on the support of the government which hitherto had been the sole financier. The O-ORBDA should embark on income-generating enterprises such as providing irrigation services for a fee which would serve as additional sources of revenue. Strictly speaking, ministerial agencies with bureaucratic controls are not always fit instruments for achieving significant success to tasks of developmental nature. This is because such tasks require 'speed' in decision making and less of bureaucratic red-tapism.

A cost-saving decision is to make use of local experts. The relevance of this recommendation stems from the fact that the cost of keeping expatriates eats deep into the funds of institutions making use of their services. Besides, local experts are more



socio-economic change would be experienced collectively.

The Federal government is bent on making sure it commercialises the activities of the river basins across the country. It is reducing subventions to it and this implies that it has to be able to run its programmes and services without heavy reliance on the support of the government which hitherto had been the sole financier. The O-ORBDA should embark on income-generating enterprises such as providing irrigation services for a fee which would serve as additional sources of revenue. Strictly speaking, ministerial agencies with bureaucratic controls are not always fit instruments for achieving significant success to tasks of developmental nature. This is because such tasks require 'speed' in decision making and less of bureaucratic red-tapism.

A cost-saving decision is to make use of local experts. The relevance of this recommendation stems from the fact that the cost of keeping expatriates eats deep into the funds of institutions making use of their services. Besides, local experts are more

likely to be well acquainted with local conditions and be more useful in tackling problems resulting from environmental factors. Related to that is the need to make use of small scale implements because the local inhabitants who are to make use of the schemes would find it more convenient to handle such implements. Experience in Nigeria has shown that almost always, large scale projects that were ever completed could not be sustained because of the costs involved.

Apart from ensuring that the institution is financially self-reliant, the RBDA should adopt business-like approach in executing projects. It could enter into partnership with financial institutions that could assist in this wise. An example of such projects is the Ikere Gorge dam which the O-ORBDA cannot afford to completely abandon.

There is need for the formal support for the activities of the Ogun-Oshun RBDA by State and Local Governments This would improve the level of commitment of those tiers of government. It is worth emphasizing that all than O-ORBDA did not pay for such services. The solution to this problem lies in the O-ORBDA

three namely O-ORBDA, State governments and local government are supposed to be working towards achieving the goal of socio-economic change of their common jurisdictions. By extension, State and local governments should be made to contribute a percentage of money for the up-keep of the OORBDA. This apart from improving the sources of financing, it also improves the commitment of the two levels of government to the cause of the organisation.

Perhaps one of the reasons why the Authority has not been able to be financially self-reliant is its poor cost-recovery mechanism. Similar projects in other places notably USA, India and Israel built in cost-recovery mechanisms into the economic analysis at planning stages. Cost recovery methods include sales of electricity, potable water and irrigation water. The O-ORBDA found it difficult to enforce the payment for the raw water it supplied to the Lagos State Water Board and Ogun State Water Corporation because the two institutions claimed that similar institutions being serviced by River Basins other

getting the Federal Government to institute a policy that would take care of the lapses. When the cost-recovery mechanism of the O-ORBDA properly becomes effective, it would help a lot to replace government subvention which is now being reduced.

The sale of non-water assets of the River Basin Authorities further confirms the seriousness of the government in taking the hands of these institutions off agricultural production activities. It may be necessary to re-emphasize that RBDAs were not expected to be involved in agricultural production, the 'latest' action could thus be seen as an attempt to put them in their proper place, that is, water resources development. The water provided would also be useful for domestic and industrial use. It goes on to show therefore that even in that restriction of its function, the Ogun-Oshun

RBDA would still be relevant in causing socio-economic change within its area of jurisdiction, particularly in the rural areas. For instance it is expected that where properly functional the irrigation project would:

- (a) provide employment opportunities in non-agricultural activities;
- (b) increase the level of development of communities; and
- (c) have sociological effects on local inhabitants as it relates to changes in ways of life, effect on traditional authorities, community relations, etc.

With the introduction of irrigation system there is significant positive change on the traditional environment as new forms of social relationships developed.

Besides, in contributing to socio-economic transformation of the rural areas massive migrations of population into the urban areas is discouraged.

### 7.3 Implications for Planning Rural Development Programmes:

No effective planning could take place without

a good data base. Generally speaking, there is lack of reliable data for programme planning and implementation in Nigeria. This is as a result of the history of data collection in the country. This lack of data gives a picture of the data storage culture in which the importance of data is inadequately appreciated. The resultant effect of this is that what we have is a weak data collection system accompanied by a faulty data storage system. There is no doubt that there is need for a culture of routine data collection system. For instance it is not good enough that a data collected from Ikeja Airport and the University of Ibadan on long term rainfall records had to be extrapolated for the design of O-ORBDA projects in as far away Sepeteri in Oyo North and Ipetu-Ijesha in Obokun Local Government. (Fatokun, 1988). The O-ORBDA should step up its activities to acquire and store data on the various aspects of the activities of the river basin including the physical and hydrological data for planning purposes. O-ORBDA, is quite aware that maximum development of water resources potentials for

multi-purpose use is facilitated only by reliable and extensive hydro-meteorological data and information on other issues that are relevant to water resources development projects. An intensification of this activity by the Authority is recommended.

In many cases the inability of development institutions to carry along the local inhabitants with it is not helpful to rural development. There are certain social mores, traditions, customs, tastes, rites and psychological orientations to change which needed to be considered. For instance it is not good enough that the Authority did not pay any compensation for crops on lands identified as being suitable for projects. The local inhabitants were thus wary of releasing their land even where such lands were identified as best for projects. This problem in fact led to inter-community feud in the Odo-Otin Local Government of Oyo State. In planning rural development programmes therefore, it is important that the cooperation of the local inhabitants through their recognised leaders should be sought and sustained. They should be made to see development projects as being beneficial to individuals as well as the community as a whole.

BIBLIOGRAPHYA. LIST OF REFERENCES(i) Books

Abert, J.A. & Kamrass, M.. (eds.) Social Experiments and Social Programmes Evaluation, Massachusetts, Ballinger, 1974.

Ake, Claude Political Economy of Nigeria, London and Lagos, Longman, 1985.

Amazo, F.O. & Ejiofor (eds.) The Nigerian Manager: Challenges and Opportunities, London, Longmans, 1984.

Aziz, Surtaj Rural Development: Learning from China, London and Basing Stoke, Macmillan, 1978.

Beach, D.S. The Management of People at Work 5th Edition, New York, Macmillan Publishing Co., 1985.

Bennhakker, L.H. Identification and Appraisal of Rural Roads Projects, Washington D.C. World Bank, 1979.

Caro F.C. Readings in Evaluation Research, New York, Russell Sage Foundation, 1971.

Chadwick, George A Systems View of Planning: Towards a Theory of the Urban and Regional Planning Process, Pergamon Press, Oxford, 1971.



Collings, Paul The Institutionalisation of Basic Needs for Rural Development: Lessons from an African Experience, Legion, University of Ghana, No. 93, December, 1981.

Coombs & Ahmed, M. Attacking Rural Poverty: How Non-formal Education Can Help, London, The John Hopkin University Press, 1974.

Daines, S.R. An Overview of Economic and Data Analysis: Techniques for Project Design and Evaluation, Washington D.C., Political Concepts Incorporated, 1977.

Dent, J.E. & Anderson, S.R. (eds.) Systems Analysis in Agricultural Management, Australasia, John Wiley and Sons, 1971.

Denzin, N.K. The Research Act: A Theoretical Introduction to Sociological Methods, Chicago, Aldine Press, 1970.

Deutscher, Irwin "Toward Avoiding the Goal-trap in Evaluation Research"; in Abt. C.C. (ed.) The Evaluation of Social Programs, Sage Publications Incorporated, U.S.A., 1976.

Ekong, E.E. Evaluating Development: The Case of Western Nigeria, Ilesa, Illesanmi Press, 1973.

Emergy, F.E. (ed.) Systems Thinking, London, Pengiun Books, 1972.

- Hellstern, Gerd-Michael "Assessing Evaluation Research", in: Kaufmann, F.X., Majone, G., & Ostrom, V. (eds.) Guidance, Control, and Evaluation in the Public Sector, Walter de Gruyter, Berlin/New York, 1986, pp. 279-312.
- Hewes, Laurence Rural Development, World Frontiers, IOWA, The IOWA State University Press, 1974.
- Idachaba, F.S. Rural Infrastructures in Nigeria, Ibadan University Press, 1985.
- Igbozurike, M. Problems-Generating Structures in Nigeria's Rural Development, Sweden, Scandinavia Institute of African Studies, 1976.
- Johnston, B.T. & Clark, W.C. Redesigning Rural Development: Strategic Perspective, Baltimore, John Hopkins University Press, 1982.
- Kayode, M.O. The Art of Project Evaluation, Ibadan University Press, 1979.
- Lawrence, P.L. & Lorsch, J.W. Organisation and Environment, Howard University Press, 1976.
- Lele, Ume The Design of Rural Development, Baltimore, John Hopkins University Press, 1975.

Lewis, Arthus The Theory of Economic Growth,  
Illionois, Urwin, 1955.

Mabogunje, A.L. The Development Process:  
A Spatial Perspectives, London,  
Hutchinson, 1980.

Olatunbosun, Dupe Nigeria's Neglected Rural  
Majority, Ibadan, Oxford University  
Press, 1979.

Olayide, S.O. (ed.) Economic Survey of  
Nigeria, Ibadan, Aromolaran Publishing  
Co., 1976.

Elements of Rural Economics,  
Ibadan, Oxford University, 1979.

Sanda, A.O. "Socio-Cultural Determinants  
of Food for Nigeria" in Atinmo, T. &  
Akinyele, L. (eds.) Nutrition and Food  
Policy in Nigeria, Jos, Nigeria  
Institute for Policy and Strategic  
Studies, 1985.

Selznick, P. Leadership in Administration,  
New York, McGraw Hill, 1967.

TVA and the Grassroots,  
Berkely, University of California  
Press, 1949.

Smith, William E. The Design of Organisations  
for Rural Development Projects,  
Washington D.C. The World Bank, 1980.

(ii) Journal Articles

Adalemo, I.A. "Rural Development - The New Imperative", Journal of Nigerian Town Planners, Vol. VIII & IX, October, 1987.

Adegeye, A.J. "Establishing River Basin Authorities as a Strategy for Nigerian Rural Development", Journal of Agricultural Administration, 9, 1982, pp. 301 - 311.

"The Commodity Board System for Food Crops: A New Dimension in Nigeria Agricultural Policy - A Comment", Journal of Agricultural Administration, 6(3) July, 1979, pp. 161-7.

Balogun, E.D. & Ukeje, E.U. "The Impact of River Basin Development Authorities on Nigerian Agriculture: A Case Study of Niger River Basin Authority", Economic and Financial Review, Central Bank of Nigeria, 1986, pp. 64-76.

Bottrall, A.F. "Comparative Study of the Management and Organisation of Irrigation Projects", World Bank Staff Working Paper, No. 458, May 1981.

Debock, G.J. "Systems for Monitoring and Evaluation of Nutritional Interventions" Rural Operations Review and Support Unit, Agriculture Department, The World Bank, Washington D.C., 1979.

- Dunn, W.N., Mitroff, I.I., & Deutch, St. J. "The  
Obscure of Evaluation Research"  
Evaluation and Program Planning 4/3: 207-218.
- Hall, A.D. & Fagen, R.E. Definition of Systems,  
General Systems: Yearbook of the Society for  
the Advancement of General Systems Theory,  
Vol, 1, pp. 18-28.
- Harbison, F.H. "A Systems Analysis Approach to  
Human Resources Development Planning:  
Nigeria", South Atlantic Quarterly, Vol. 6,  
No. 3, Summer, 1976.
- Havens, H.S. "Program Evaluation and Program  
Management", Public Administration Review,  
July/August, 1981.
- Idachaba, F.S. "Concepts and Strategies of  
Integrated Rural Development: Lessons from  
Nigeria Food Policy", Technical Research  
Paper, No. 1, Department of Agricultural  
Economics, University of Ibadan, December, 1980.
- Lerner, D. "Social Aspects of Modernisation" in  
Sills, D.L. (ed.) International Encyclopaedia  
of the Social Sciences, Vol. 10, New York, 1968.
- McNamara, R.S. "Address to the Board of Governors",  
Nairobi, September, 1973, Washington D.C.,  
The World Bank.
- Ogunseye, A. "Marketing Boards and the Stabilisation  
of Producer Prices and Incomes in Nigeria",  
Nigerian Journal of Economic and Social Studies  
(NJESS), 7(2), July 1965, pp. 131-139.

- Okorie, F.A. & Miller, L.. "Esusu Clubs and their Performance in Mobilising Rural Savings and Extending Credit", Technical Report, AETRI/76.1, Department of Agricultural Economics, University of Ibadan, Nigeria, 1976.
- Olatunbosun, D. "The Farm Settlement: A Case Study of an Agricultural Project in Nigeria" Bulletin of Rural Economics and Sociology, 6(1), 1971, Department of Agricultural Economics, University of Ibadan, Nigeria.
- Olayide, S.O. "Stimulating Integrated Rural Development through Research", Rural Development Paper, No. 18, University of Ibadan, April, 1973.
- Ovan, P. "Issues of Rural Development in Africa", Review of African Political Economy, No. 14, Vol. 18, 1982.
- Shoba Consult, Perception Study of Ofiki and Mokoloki Agricultural Projects (Report Commissioned by O-ORBDA), 1982.
- United Nations, Department of Social and Economic Affairs, Systematic Monitoring and Evaluation of Intergrated Development Programmes: A Sources Book, ST/ESA/78, New York, 1978.
- Vohra, B.B. "Integrated Management of Land and Water Resources", Paper for ESCAP/ACDA/11 PA, Regional Programme on Management of Agriculture, New Delhi, September, 1976.

Wiggins, S. "The Management of Rural Development Projects in Developing Countries", Farm Managing Unit Study, No. 5, Department of Agricultural Economics and Management, University of Reading, 1985.

Yang, H.P. "Planning and Implementing Rural Welfare Programmes", Human Organisations, Vol. 18, No.3, 1949, pp. 17-24.

(iii) Mimeographs, Thesis, Conference, Seminar and Workshop Papers

Abdullahi, A. "The Role of Agriculture in Reversing the Economic Crisis in Nigeria", Being a contribution to the distinguished lecture series of the Nigerian Institute for Social and Economic Research (NISER), Ibadan, November, 1985.

Adefule, S.O. "An Assessment of Ogun-Oshun River Basin Development Authority (O-ORBDA), Abeokuta", An unpublished MPA Attachment Report, Department of Public Administration, University of Ife, (now Obafemi Awolowo University), Ile-Ife, April, 1985.

Adegboye, J.B. "The Integrated Rural Development Project: Nigerian Experience", Paper presented at the Zonal Operating Training Seminar for Functional Literacy, Adult Education Institute, Bauchi, June 6th 1979.

Ahmed, M.R. "The Why and How of Rural Development: Some Reflections on Basic Concepts", A paper presented at the International Seminar on Basic Needs Strategy for Rural Development, May, 1979.

Akinyosoye, V.O. "River Basins Development Authorities and the Nigerian Food Economic: An Overall Assessment", Nigerian Institute for Social and Economic Research (NISER), Agricultural Policy Research Report, December, 1984.

Are, L. "Ogun-Oshun River Basin Development Authority: Success Story", Paper presented at the National Conference on Management Problems of Agricultural and Rural Development Programmes in Nigeria February 25 - March 4, 1988 at the Obafemi Awolowo University, Ile-Ife.

Ekong, .E.E. "The Nature of Coordination among Agricultural and Rural Development Agencies in Southern Nigeria", A paper presented at the National Conference on Management Problems of Agricultural and Rural Development Agencies in Nigeria, February/March, 1988.

Gana, S.T. "Management of a River Basin Development Authority: A Case Study of Upper Niger River Basin and Rural Development Authority (UNRBRDA) Minna" An unpublished MPA Thesis, Obafemi Awolowo University, March, 1987.

Koinyan, L. "Rural Development in Nigeria: The Mobilisation Approach", Background Paper for a National Workshop on Community Organisation for Rural Development, Zaranda Hotel, June 15-16, 1987.

Nyerere, J.K. "On Rural Development", Lecture delivered to the World Conference on African Reform and Rural Development, Rome, 13th July, 1979.



Ogunlana, F.A. "Monitoring and Evaluation of Ogun-Oshun River Basin Development Authority Projects", Paper presented at a Workshop on Monitoring and Evaluation of Agricultural and Rural Development Projects in Nigeria, ARMTI, Ilorin, 1984.

Ogunsola, J.O. "An Assessment of the Niger River Basin and Rural Development Authority", An unpublished MPA Attachment Report, University of Ife (now Obafemi Awolowo University), April, 1985.

Okafor, Francis C. "Social Indicators for the Measurement of the Quality of Life Rural Nigeria: Constraints and Potentialities in Rural Nigeria: Development and Quality of Life, Seminar Series No.3, pp. 22-27, 1983, Agricultural Research and Management Training Institute, Ilorin.

Olayide, S.O. "OFN in Nigeria: Problems and Positive Solutions", Paper presented at the Kwara State College of Technology, Special Annual Lecture, Ilorin, Nigeria, 1976.

---

....., Eweka, J.A., & Bello-Osagie, V.E. "Perspectives in Benin-Owena River Basin Development Authority", Centre for Agricultural and Rural Development, University of Ibadan, 1979.

---

....., Olayemi, J.K., & Eweka, J.A. "Village Development: Food Basket Management Strategy", Centre for Agricultural and Rural Development, University of Ibadan, 1977.

Okoli, F.C. "Rural Development in Nigeria: Another Battleground for Predators", A paper presented at the 4th National Conference of the Nigerian Rural Sociological Association, Ahmadu Bello University, Zaria, May 17-20, 1987.

Oyatoye, E.T.O. "Inducing Agricultural Development through Irrigation and Water Resources Management: The Human and Environmental Constraints", Paper presented at the 9th National Irrigation Seminar 1982.

Sanda, A.O., "Managing Rural Development: Some Lessons from a Decade of Experiments with RBDAs and ADPs 1976-1987", Paper presented at the National Conference on Management Problems of Agricultural and Rural Development Programmes, Ile-Ife, 1988.

(iv) Government Documents and Reports:

Federal Department of Rural Development, Rural Scope Series, January 1986-September 1987.

Federal Military Government (1976a), The River Basin Development Authorities Decree, 1976, Federal Ministry of Information, Lagos, Nigeria.

Federal Military Government (1976b), The River Basin Development Authorities Decree, 1976, Federal Ministry of Information, Lagos, Nigeria.

Federal Military Government (1977), The River Basin Development Authorities Decree, 1977, Federal Ministry of Information, Lagos, Nigeria.

Federal Military Government (1979), The River Basin Development Authorities Decree, 1979, Federal Ministry of Information, Lagos, Nigeria.

Federal Government of Nigeria, The River Basin Development Authorities Amendment Act No.7, October, 1981.

Federal Military Government (1987), The River Basin Development Authorities Decree, 1987, Federal Ministry of Information, Lagos, Nigeria.

Federal Office of Statistics, Rural Economic Survey of Nigeria, Lagos, 1972.

Federal Government of Nigeria, The 1979 Constitution of the Federal Republic of Nigeria.

Federal Republic of Nigeria, The Guideline to the Fourth National Development Plan 1981-1985, Federal Ministry of Information, Lagos.

Federal Ministry of Water Resources, Water Resources Bulletin, Lagos, Nigeria.

The Federal Government of Nigeria, Ogun-Oshun River Basin Development Authority, What it is, What it does, How it works? Vols. 1-3.

The Federal Government of Nigeria, Ogun-Oshun River Basin Development Authority, Annual Reports.

The Federal Republic of Nigeria, Agricultural Credit Guarantee Scheme, Decree 20, 1977, Government Printer, Lagos.

B. OTHER RELEVANT WORKS:

(i) Books

Adamolekun, L. Public Administration: A Nigerian and Comparative Perspective, New York, Longmans, 1983.

- Almond, G.A. & Coleman, J.S. (eds.) The Politics of Developing Areas, Princeton, University Press, 1960.
- Barbour, K.M. (ed.) Planning for Nigeria, Ibadan University Press, 1972.
- Gregory, K.J. & Walling, D.E. Drainage Basin Form and Process, London, Edward Arnold Publishers.
- Mase, A. Design of Water Resource Systems, Massachusetts, Harvard University Press, 1962.
- McAlpma, T. The Process of Management: Major Features of Management Performance, New Delhi, 1981.
- Moser, G.A. & Kalton, G. Survey Methods in Social Investigation, London, Heinemann Educational Books, 1971.
- Olayide, S.O. A Quantitative Analysis of Food Requirements, Supplies and Demands, in Nigeria: 1968-1985, Ibadan University Press, 1972.
- Sanders, I.J. Rural Society, New Jersey, Prentice Hall, 1977.
- Wilbert, C.K. The Political Economy of Development and Underdevelopment, U.S.A., Random House, 1979.
- Wortman, S. & Cumming, P.W. To Feed this World, Baltimore, John Hopkins Press, 1978.

(ii) Journal Articles:

- Ahmad, Y.L. "Administration of Integrated Rural Development: A Note on Methodology", International Labour Review, 1975, pp.119-142.
- Areola, O. "The Farmer-based Small Farm Scheme of the Ogun-Oshun River Basin Development Authority, South Western Nigeria", Agricultural Systems, 16, pp. 7-21.
- Barrclough, A. "Training for Rural Development", Raising for Agriculture, Food and Agricultural Organisation, Rome, 1973.
- Griffin, K. "Policy Options for Rural Development" Oxford Bulletin of Economics and Statistics, Vol. 35, No. 4, 1973, pp. 239-274.
- Heady, E.O. "Agriculture and Water Policies and the Environment", Centre for Agriculture and Rural Development, IOWA, State University, IOWA.
- Idachaba, F.S. "Rural Infrastructure Project", Working Paper No. 1, Department of Agricultural Economics, University of Ibadan, Nigeria, December, 1978.
- Olayide, S.O. "Integrated Rural Development for What?" Rural Development Paper, No. 18, University of Ibadan, 1975.
- \_\_\_\_\_ & Heady, E.O. "Improving and Implementing Agricultural Planning Machinery to Achieve National Goals in Nigeria", Rural Development Paper, No. 3, University of Ibadan, 1975.

Olowu, D. "Local Government and Rural Development in Nigeria", The Nigerian Journal of Local Government Studies, June, 1983.

Seers, D. "The New Meaning of Development" International Development Review, No. 3, 1977.

Waldo, D. "Does Management Have Future?", Dialogue, Vol. 10, No. F. 1977, pp. 94-104.

Waterson, A. "A Viable Model for Rural Development" Financial and Development, Vol. 2, No. 4, December, 1974.

(iii) Conference and Seminar Papers:

Are, L. "The Role of River Basin in Water Supply and Food Production in Nigeria", Paper presented at the delegates Conference of Science Societies in Nigeria organised by the Nigerian Academy of Science at its 10th Anniversary 26th-30th April, 1987, Lagos.

\_\_\_\_\_ & Fatokun, J. "Rural Water Supply: The Ogun-Oshun River Basin Development Authority (O-ORBDA) Experience", Proceedings of the 2nd National Workshop on the International Drinking Water Supply and Sanitation Decade, February 21st-25th, Owerri 1983.

\_\_\_\_\_ "River Basin Development Authorities and Irrigation", Paper presented at the Conference on Strategies for the Fifth National Development Plan 1986 - 1990, NISER, Ibadan, 1984.

Idachaba, F.S. "Some Considerations on Economic Aspects of a National and Nutritional Policy for Nigeria", in proceedings of the National Conference on Food and Nutrition Policy, University of Ibadan, May, 1979, Department of Human Nutrition, University of Ibadan, 1980.

Mabogunje, A.L. "Last Things First: Reappraising the Fundamentals of Nigeria's Development Crisis", First National Merit Award Lecture, Lagos, 1985.

Olayide, S.O. "Efficiency of Government Agricultural Institution", Paper presented at the Symposium on Productivity and Efficiency in the Public Services, University of Ife (now Obafemi Awolowo University), Ile-Ife, 1976.

## APPENDIX A1

## MANAGEMENT AND LINE STAFF QUESTIONNAIRE

Dept. of Public Administration,  
Obafemi Awolowo University,  
Ile-Ife.

Dear Sir/Madam,

A study is being undertaken of the operations of the Ogun-Oshun River Basin Development Authority with particular reference to its rural development activities. It is expected that our findings will not only constitute a useful feedback to the Authority but also serve as a relevant ingredient for future policy formulation on the institution.

It will be appreciated therefore if you help to fill this questionnaire. Thank you for your anticipated cooperation.

A. Background Information:

1. Name (Optional) -----
2. Age (Optional) -----
3. Education (Please tick)
 

(a) None at all	( )
(b) Primary School	( )
(c) Technical School	( )
(d) Agric. Training School	( )
(e) Polytechnic	( )
(f) University	( )



4. Department/Division/Unit -----

5. Designation -----

B. The Management and Programmes of the Authority

6. When did you join the services of O-ORBDA?  
-----

7. What is your opinion on the scope of the projects of the Authority in relation to its administrative capabilities?  
-----  
-----  
-----  
-----

8. Apart from the funds given by the Federal government, where else does the Authority derive its fund? Please list.  
(a) -----  
(b) -----  
(c) -----  
(d) -----  
(e) -----

9. Is the fund from listed sources in '8' above adequate for the programmes and services of the Authority?  
Yes ( ) No ( )

10. If 'Yes', has the Authority been able to discharge all its functions adequately?

(a) Yes ( )

(b) No ( )

11. If the answer to '10' above is 'No', What are the other constraints?

-----  
-----  
-----  
-----

12. If the answer to '9' above is 'No' what has the Authority done to improve its financial situation?

-----  
-----  
-----  
-----

13. What deficiencies (if any) have you identified in the overall objectives of the Authority?

-----  
-----  
-----  
-----

14. What would you regard as being deficient in the structure of the organisation and its management?

-----  
-----  
-----

15. What are your suggestions to correct these deficiencies?

-----  
-----  
-----  
-----

16. In your own opinion, can the Authority engage in integrated rural development without necessarily being involved in agricultural production activities?

-----  
-----  
-----  
-----

17. What is your opinion on the removal of agricultural production functions from the programme of the Authority?

-----  
-----  
-----  
-----

18. Since the removal process was begun, what has the staff in farm activities been doing?

-----  
-----  
-----  
-----

19. To what extent has the Authority succeeded in the rural development task?

-----  
-----  
-----  
-----

20. In specific terms, what infrastructural facilities have been provided in which areas?

- (a) -----
- (b) -----
- (c) -----
- (d) -----
- (e) -----
- (f) -----
- (g) -----

21. What limitations are imposed on the Authority's attempt at goal realisation?

-----  
-----  
-----  
-----

22. Is there any interference in the activities of the Authority?

- Yes ( )
- No ( )

23. If the answer to '22' is 'Yes', what is the nature of the interference(s)?

-----  
-----  
-----

24. (a) Was the Authority faced with problem(s) of acquiring land for any of its projects .

Yes ( )

No ( )

(b) If 'Yes', please state particular instances

-----  
-----  
-----  
-----

25. What adverse effect(s) has this problem in '24' above on goal realisation?

-----  
-----  
-----  
-----

26. What is the Authority doing to forestall such hostilities?

-----  
-----  
-----  
-----

27. What in-built mechanism(s) exist(s) for the monitoring and evaluation of the Authorities projects?

-----  
-----  
-----

28. Are you aware of the existence of other government agency(ies) performing tasks similar to those of Ogun-Oshun RBDA in its area of coverage?

Yes ( )

No ( )

29. Did local inhabitants have access to infrastructure facilities provided in project areas?

-----  
-----  
-----  
-----

30. If the answer to '28' above is 'Yes', is there any formal link between Ogun-Oshun RBDA and the agency(ies)?

-----  
-----  
-----  
-----

31. (a) Do you see the institution of River Basin as a relevant instrument for rural development?

- (1) Highly relevant -----
- (2) Marginally relevant -----
- (3) Irrelevant -----
- (4) Highly Irrelevant -----
- (5) Do not know -----

(b) What are your reasons for your answer?

-----  
-----  
-----

## APPENDIX A2

BENEFICIARIES QUESTIONNAIRE

Date of Interview -----

Project -----

Project concern (please tick)

- (a) Agricultural production ( )
- (b) Irrigation ( )
- (c) Water supply ( )
- (d) Electricity supply ( )
- (e) Others (specify) -----

Project jurisdiction -----

## A. Background information

1. Name (Optional)-----
2. Age in years -----
3. Education (please tick)
- (a) None at all ( )
- (b) Incomplete primary school  
education ( )
- (c) Completed primary school ( )
- (d) Post-primary education ( )
- (e) Post-secondary education ( )
- (f) Others (Specify) -----
5. Main occupation -----
5. Other minor occupations -----

6. Position of influence in L.G.A. -----  
-----
7. To which of the following organisations do you belong in your community?
- (a) Cooperative Societies ( )
- (b) Thrift and Credit Society ( )
- (c) Other social or religious bodies ( )  
(Please list)
- (i) -----
- (ii) -----
- (iii) -----
- (iv) -----
8. What is your source of land for farming?
- (a) Family land ( )
- (b) Rented land ( )
- (c) Purchased land ( )
- (d) Leasehold ( )
- (e) Pledged land ( )
- (f) Freehold (Individual Ownership) ( )
- (g) No land ( )
9. What is your family size?
- (a) Number of wives -----
- (b) Number of male children -----
- (c) Number of female children -----
- (d) Other dependents -----
10. How do you transport your farm products to the market/homes?
- (a) Head porterage ( )
- (b) Bicycle ( )



(c) Motorcycle ( )

(d) Lorry ( )

B. Benefits from Ogun-Oshun River Basin Development Authority (O-ORBDA)

11. When and how did you come to know Ogun-Oshun RBDA?

-----  
 -----  
 -----  
 -----

12. What have you benefitted so far from its programmes and services?

-----  
 -----  
 -----  
 -----

13. How did you secure those benefits?

(a) By formal application ( )

(b) Through informal interaction with the staff of the Authority ( )

(c) As a member of the community ( )

(d) Others (specify) -----  
 -----

14. What, in specific terms, do you like about Ogun-Oshun RBDA?

(a) The infrastructural facilities provide ( )

(b) The efficient services of extension staff ( )

DIAGRAM I

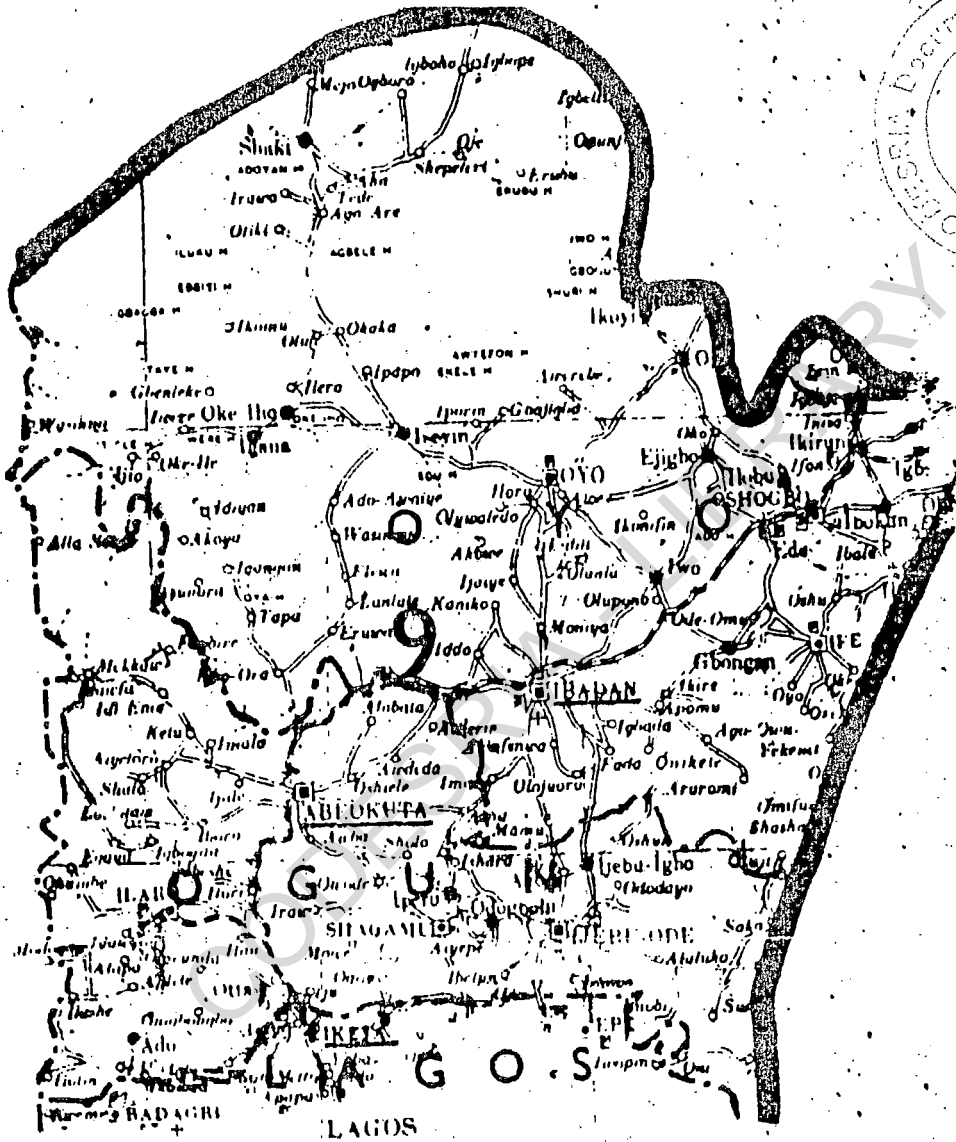
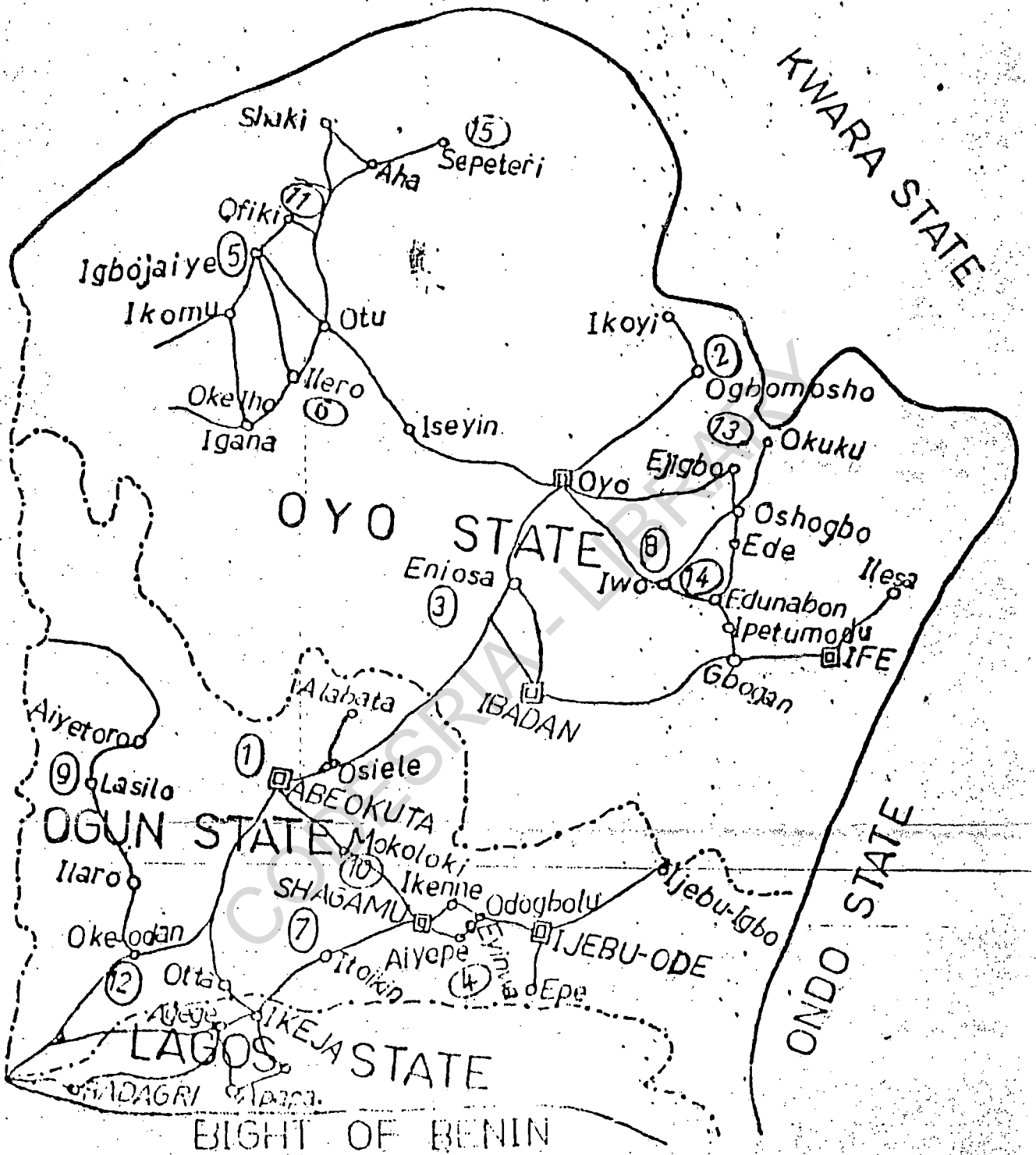


DIAGRAM SHOWING THE AREA OF COVERAGE OF OGUN-OSHUN RIVER BASIN DEVELOPMENT AUTHORITY.

SOURCE: Federal Government of Nigeria, Ogun-Oshun River Basin Development Authority, What it is, what it does, How it works, Vol. 2, 1987.

DIAGRAM 3



OGUN-OSHUN RIVER BASIN DEVELOPMENT AUTHORITY - LOCATION OF PROJECTS.