



---

---

## **SECTION FOUR**

---

---

# **INTEGRATED RURAL DEVELOPMENT POLICY**

## TABLE OF CONTENT

<b>INTRODUCTION AND BACKGROUND</b>	<b>119</b>
1.1 General Introduction	119
1.2 Meaning and Scope of Integrated Rural Development	120
1.3 Integrated Rural Development and the National Interest	121
1.4 Rural Condition in Nigeria: An Overview	122
1.4.1 Dimensions of Rural Poverty	122
1.4.2 Rural Mass Deprivation	122
1.4.3 Individual Deprivation	122
1.5 Evolution of Integrated Rural Development Policy	123
<b>2. POLICY OBJECTIVES AND STRATEGIES</b>	
1.1 Policy Objectives	
1.2 Strategies for Integrated Rural Development	
<b>3. PRIORITY AREAS FOR INTEGRATED RURAL DEVELOPMENT</b>	<b>125</b>
3.1 Introduction	125
3.2 Promotion of Rural Productive Activities	125
3.2.1 Policy Statement	125
3.2.2 Objectives	125
3.2.3 Strategies	126
3.2.4 Policy Areas	126
3.2.4.1 Agriculture, Fisheries, Animal Husbandry and Forestry	126
3.2.4.2 Mineral Resources Development	127
3.2.4.3 Manufacturing and Industry	128
3.2.4.4 Marketing and Distribution	129
3.2.4.5 Rural Financial Systems	130
<b>3.3 Supportive Human Resources Development and Utilization</b>	<b>130</b>
3.3.1 Policy Statement	131

	131
3.3.2 Objective	132
3.3.3 Strategies	132
3.3.4 Policy Areas	132
3.3.4.1 Health and Population	132
3.3.4.2 Culture and Social Development	134
3.3.4.3 Education, Technology and Skills Development	
3.3.4.4 Research and Extension Services	
3.3.4.5 Information and Communications	
<b>3.4 Enhancement of Enabling Rural Infrastructure</b>	
3.4.1 Policy Statement	136
3.4.2 Objectives	136
3.4.3 Strategies	137
3.4.4 Policy Areas	137
3.4.4.1 Transport Infrastructure and Facilities	137
3.4.4.2 Communications Infrastructure	138
3.4.4.3 Housing	139
3.4.4.4 Environment	140
3.4.4.5 Energy	141
3.4.4.6 Water and Sanitation	142
<b>3.5 Special Programmes for Target Groups</b>	<b>143</b>
3.5.1 Policy Statement	143
3.5.2 Objectives	143
3.5.3 Strategies	143
3.5.4 Policy Areas	143
3.5.4.1 Women	143
	144

3.5.4.2	Youth	144
3.5.4.3	Children	145
3.5.4.4	The Elderly and the Retired	145
3.5.4.5	The Handicapped	146
3.5.4.6	Beggars and Destitute	146
3.5.4.7	Emergencies and Natural Disasters	147
3.5.4.8	Economically Disadvantaged Areas	147
3.5.4.9	Border Areas	148
3.6	Rural Community Organisation and Mobilisation	149
3.6.1	Policy Statement	149
3.6.2	Objectives	149
3.6.3	Strategies	149
<b>4.0</b>	<b>INSTITUTIONAL FRAMEWORK</b>	<b>150</b>
4.1	Introduction	
4.2	Role and Responsibilities of the Stakeholders in Rural Development	150
4.3	Government Agencies	151
4.3.1	Federal Government	151
4.3.2	Department of Rural Development	152
4.3.3	State Government	153
4.3.4	Local Governments	154
4.4	Communities	155
4.5	Non- Governmental Organisations (NGOs) and Private Sector Enterprises (PSEs)	155
<b>5.0</b>	<b>SUSTAINABLE FUNDING FOR INTEGRATED RURAL DEVELOPMENT</b>	
5.1	Introduction	158
5.2	Government Funding	158



5.3	Community Funding	159
5.4	Funding by NGOs, NPOs, and PSEs	159
5.5	Funding by External Agencies	159
<b>6.0</b>	<b>COORDINATION, MONITORING, EVALUATION AND REVIEW</b>	
1.1	Introduction	161
1.2	Coordination	161
1.3	Monitoring and Evaluation	162
1.4	Review	163

---

## Chapter One

# INTRODUCTION AND BACKGROUND

---

### 1.1 GENERAL INTRODUCTION

Nigeria is the most populous country in Africa. It is blessed with a population of over 110 Million (1998), thus it accounts for a quarter of the total population of the African continent. Nigeria is also richly endowed with diverse natural resources which include a land area of 924,000 square kilometres for agriculture, industry and mineral resource extraction, including oil and gas.

Past attempts at national development have divided Nigeria into two very distinct socio-economic sectors, namely, the urban and the rural sectors. Each of these sectors shows great diversity in terms of natural resource endowment, aggregate investments and the resultant physical quality of life of the inhabitants. The rural sector, with abundance of human and natural resources, has remained the "treasury trove" of the nation accounting for over 70 per cent of the nation's population. Yet, Nigerian rural communities are "centuries of deprivation" with a life often devoid of opportunities and choices and an environment lacking in infrastructural facilities including roads, water supply and sanitation, energy, communication facilities, community-based organisations, etc.

The above scenario mirrors decades of rural neglect arising from urban-biased approach to development, which lacks a well coordinated and properly integrated all-sector approach to development.

The shortcomings of these past attempts at national development underscore the imperatives of a national policy on integrated rural development as a means of evolving and adopting an approach through which rural development would be synergistically linked with national development efforts at all times and in all spheres.

This document therefore embodies a **National Policy on Integrated Rural Development for Nigeria**. It is based on extensive consultative dialogues with relevant Federal and State Ministries and Agencies, Local Governments, Community-Based Rural Development Organisations (CBRDOs), Non Governmental Organisations (NGOs), Non-Profit Organisations (NPOs), International Organisations, Traditional Rulers, Trade and Professional Groups, Labour, Farmers' Cooperative Societies, Research

Institutes and other special interest groups. It builds on, and expands, the past efforts of other Ministries and Agencies, notably the then Federal Ministry of Agriculture, Water Resources and Rural Development (1983), erstwhile Directorate of Food, Roads and Rural Infrastructure (DFRRI) (1991), the then Federal Ministry of Water Resources and Rural Development (1996), and the new Federal Ministry of Agriculture and Rural Development (1999).

It is divided into six Chapters. Chapter 1 dwells on the meaning and scope of integrated rural development; relates integrated rural development to national interest; overviews rural development conditions in Nigeria and traces the evolution of the country's integrated rural development policy. Chapter 2 enunciates the overall policy objectives and strategies while Chapter 3 discusses in detail the focus policy areas. Chapter 4 outlines the institutional framework for promoting integrated rural development, highlighting not only the role of the three tiers of Government and various public agencies but also the central significance of community effort. Chapter 5 spells out the strategies for secured funding of integrated rural development through internal and external sources. Chapter 6, which is the concluding chapter, deals with the coordination, monitoring, evaluation and review of the policy, and the programmes and projects emanating there from.

## **1.2 MEANING AND SCOPE OF INTEGRATED RURAL DEVELOPMENT**

Simply defined, rural development is a strategy and process designed to transform the nation's rural life and landscape by ensuring progressive social, economic, cultural and political improvements. It stresses a fundamental principle that the rural people must share fully in this development process through equitable access to resources, inputs and services and participation in the design and implementation of development programmes. Meaningful development of rural people must be on a self-sustaining basis, through transforming the social-spatial structures of their productive activities. It implies a broad-based organisation and mobilization of the rural masses so as to enhance their capacity to cope more effectively with the daily tasks of their lives. Integrated rural development has to do with putting together all the elements of rural development, with clarifying and unifying the objectives and bringing together all the agencies, facilities and programmes necessary

to attain the objectives. At the national level, integrated rural development means a process by which the development of the rural areas is integrated with, supports and is supported by the entire national development effort.

### 1.3 INTEGRATED RURAL DEVELOPMENT AND THE NATIONAL INTEREST

Broadly defined, national interest is an expression of the collective aspirations of a people concerning the best possible conditions under which they wish to live as a nation. These aspirations and values guide the general direction in which nations move from generation, to generation. A shared colonial past and broad similarities in social outlook have forged a sense of common destiny and national identity among the peoples of Nigeria. Over the years, they have also come to expect the Nigerian nation state to establish its legitimacy, mainly by promoting and protecting their collective interest.

Nigeria's national interest can be seen in terms of three national needs, namely, the need for continued co-existence as one indivisible, indissoluble and sovereign nation; the need for growth and development (economic, political, social, cultural); and the need to ensure that an adequate and favourable order exists which will facilitate Nigeria's continued co-existence and collective survival as a nation-state, as well as its all-round growth and development in the economic, political, social and cultural spheres.

In order to promote these collective interests most effectively, it is necessary that Nigeria mobilizes and harnesses flatly all its resources, especially its natural endowments and the energy, will and ingenuity of all its citizens. Though the rural population constitutes the large majority and occupies the bulk of the territorial space, they have suffered prolonged and systematic neglect and continue to endure severe deprivations as they eke out a paltry livelihood at the margin of society

In a predominantly rural country such as Nigeria, integrated rural development must be regarded as a major instrument for the attainment of the various interdependent components of the national interest. Thus, national economic and social development requires the full participation of the vast rural population in the development process. It requires that the rural population have equitable and adequate access to resources, inputs, credit and other support services, and that they participate in the design and implementation of development programmes.



Furthermore, the promotion of the national interest through integrated rural development is an essential guarantee of national security. The existence-survival aspect of our national interest demands a situation in which the democratic state is safe from disruption from both internal (locally-specific) and external forces.

#### **1.4 RURAL CONDITION IN NIGERIA, AN OVERVIEW**

Historically, Nigeria's rural development efforts had been considered mainly in the context of agricultural development. This unfortunate situation, which neglected contributions of other sectors to the improvement of the quality of life of the rural dwellers, hindered a multi-sectoral and integrated approach to rural development programming in Nigeria.

Nevertheless, the rural sector is predominantly agriculture-based (including livestock, forestry and fisheries). It employs about 90% of the labour force and contributes about 40% of the GDP. However, over the years, the benefit of development has by passed large segments of the rural society. It is estimated that 85% of the extremely poor in Nigeria currently live in rural areas.

##### **1.4.1 Dimensions of Rural Poverty**

Available data on present rural condition in Nigeria reveal that though rural poverty has many faces, it can be seen in two broad dimensions.

##### **1.4.2.1 Rural Mass Deprivation**

This is manifested in the following forms:

- 1.4.2.1.1 Inadequate availability and accessibility to socio-economic infrastructure and basic social amenities such as feeder roads, health centers, education, sanitation facilities, water supply, electricity, markets, etc.
- 1.4.2.1.2 Limited employment and income earning opportunities due to the absence of commercial and industrial facilities or lack of resources to establish them, and inadequate access to agricultural inputs (especially land, fertilizer, credit facilities and extension services); and
- 1.4.2.1.3 Environmental and natural degradation such as desertification, loss of soil

fertility, fuel wood scarcity, environmental pollution and over population.

1.4.2.2.4 Individual Deprivation his is manifested in terms of:

1.4.2.2.1 Inability to eat or clothe oneself adequately, to afford other basic necessities such as decent shelter, to meet social and economic obligations and to have gainful employment; and

1.4.2.2.2 Physical insecurity, lack of skills, inadequate assets, ignorance, powerlessness to improve one's situation.

These two broad dimensions of rural poverty collectively translate to the denial of choices and opportunities to the bulk of rural Nigerians for living decent, healthy and creative lives consistent with self-esteem, freedom and dignity.

### **1.5 EVOLUTION INTEGRATED RURAL DEVELOPMENT POLICY**

The present poor state of rural areas reflects the cumulative policy neglect and faulty planning and inadequate resource transfer, a legacy inherited from the colonial era. Until independence, the main objective of the development in the rural areas was dictated by the need to access these areas.

After independence, more conscious steps were taken to promote rural development. Regional governments became principal agents for rural development, including delivery of support services and improvement of social welfare. With the oil boom, less pressure was exerted on the rural areas with the migration of labour to urban areas, marginal increases in investment in the rural sector and the introduction of the Land Use Decree (1978) to address the problems associated with the land tenure system.

By 1976, Government created the River Basin Development Authorities to concentrate resources on irrigation. Government also invested heavily on the provision of water supply and rural roads to rural communities. However, the overall impact was limited due to high cost of development, policy inconsistency and funding problems.

Further attempts were made to promote rural development as more and more schemes were launched specifically for the rural sector, including the National Accelerated Food Production Programme (NAFPP), Operation Feed the Nation (OFN), and the Green Revolution (GR). Though these programmes sought to mobilise and attract the involvement of the farming communities through specific strategies, their impact was limited because they were unsustainable. In an effort to enhance the capacity of each state to plan and implement agricultural projects,

Agricultural Development Projects (ADPs) were launched. Major components of these projects were:

- i. Rural infrastructure (rural roads, potable water supply)
- ii. Development of improved planting material;
- iii. Provision of agricultural research and extension services; and
- iv. Enhancement of the capacity of the state administrations in monitoring and evaluation of the impact of agricultural operations.

Although ADPs have achieved some of their stated development objectives, they will need continued enhanced budgetary support by all the three levels of government.

Additionally, the Directorate of Food, Roads and Rural Infrastructure (DFRRI) was created in the President's Office in 1986, with the mandate to strengthen the rural economy and tackle the wider problem of rural poverty. DFRRI together with existing sectoral ministries and public agencies (water resources, agriculture, education, health, communication, culture, banking, credit and insurance, energy, technology, trade, marketing, transportation, and housing etc) established basic strategies and programmes for the rural sector

Despite these efforts, there was no National Policy on Integrated Rural Development. Recognising the problem, DERRI organised a workshop in 1990 to discuss policy issues and options for integrated rural development. Proceedings of the workshop were presented in the publication entitled *Integrated Rural Development in Nigeria: Policy Issues and Options* (1995). Thereafter, a draft National Policy on Integrated Rural Development was prepared, after very wide consultation. Government gave provisional approval but the Policy was not launched. However, following the resolution of the National Council on Water Resources and Rural Development, in 1996, the then Federal Ministry of Water Resources and Rural Development reviewed the draft policy document and produced the proposed National Policy on Integrated Rural Development. Further consultations culminated in the Workshop on National Policy on Integrated Rural Development held in October 1999, which was organised by the Federal Ministry of Agriculture and Rural Development under which the Department of Rural Development has been domiciled since June of the same year after excision from the Federal Ministry of Water Resources.

---

---

## Chapter Three

# PRIORITY AREAS FOR INTEGRATED RURAL DEVELOPMENT

---

---

### 3.1 INTRODUCTION

Policies are implemented through the design and execution of programmes. The National Policy on Integrated Rural Development lays special emphasis on five priority areas.

- 1.1.1.1 Promotion of rural productive activities
- 1.1.1.2 Supportive human resources development
- 1.1.1.3 Enhancement of enabling rural infrastructure
- 1.1.1.4 Special programmes for target groups
- 1.1.1.5 Rural community organization and mobilization

The policy framework, objectives and strategies and specific programmes in each of these focus areas are as specified below.

### PROMOTION OF RURAL PRODUCTIVE ACTIVITIES

#### 3.2.1 Policy Statement

Employment and income generating opportunities and activities shall be accorded a central place in the nation's integrated rural development agenda by all levels of government, since enhanced income at individual and household levels is the most effective and sustainable means of improving the quality of life of the rural dwellers, all agencies participating in the nation's integrated rural development programme shall also be encouraged to emphasize employment and income generating activities to ensure full employment, by year 2010 in all rural communities.

#### 3.2.2 Objectives

To diversify and expand employment and income-generating opportunities and activities at the level of the rural community, particularly in the following areas:

- Agriculture, Fisheries, Animal Husbandry and Forestry;
- Mineral Resources Development
- Marketing and Distribution; and
- Rural Financial Systems

- 2.2.2 To improve the access that the ordinary rural dweller has to gainful employment opportunities and to services, facilities and inputs which enhance the utilization of such opportunities; and
- 2.2.3 To improve, in particular, the employment opportunities available to rural youth and the productive capacity and income status of rural women.

### **3.2.3 Strategies**

- 2.2.3.1 Optimising the exploration and exploitation of the natural, mineral and cultural resource endowments of the rural areas for employment and income generation.
- 2.2.3.2 Adopting appropriate measures to ensure that the private sector plays an active role and contributes adequately towards the expansion of employment and income-generating activities and opportunities in the rural areas;
- 2.2.3.3 Emphasizing labour-intensive technologies and techniques in project implementation, in order to optimize rural employment opportunities; and
- 2.2.3.4 Promoting appropriate legislation to facilitate the implementation of these strategies.

## **2.4 Policy Areas**

### **3.2.4.1 Agriculture, Fisheries, Animal Husbandry and Forestry**

These are the dominant rural activities. The policy emphasis is on the small-scale producers. Although these producers are responsible for the bulk of the sectoral output, they are yet to be effectively reached with solutions to their technical, socio-economic and organisational problems which can assist them enhance their productivity and productive capacity.

Provision will be made for increased investment in research and extension services in support of the small producer. Although there is a long and rich tradition of agricultural research in Nigeria, many areas of particular relevance to the small producer remain unattended to or inadequately investigated. Such areas include research into feasible farming systems for small farmers, appropriate technologies for small-scale fisheries and economic and sustainable forestry exploitation. Traditional animal husbandry methods are very

inefficient and wasteful, resulting in very low meat yield-to-herd ratios. Other critical areas of research include crop research to expand the range of crops produced, improve yields and produce disease resistant varieties.

Dissemination of the results of research and development has been very problematic partly because there are not enough linkages between the researchers and the practitioners at the research stage, and partly because of the weaknesses of the extension system, notably, insufficient personnel and inappropriate training. Efforts will be directed towards rationalizing the unified extension service system and intensifying its coverage to a target of one extension worker to 500 farmers or less by the year 2010.

Communities will be encouraged to bring more land under cultivation, and to adopt more efficient methods, techniques and technologies for increased productivity, towards the achievement of national food self-sufficiency and a strong export base.

#### **3.2.4.2 Mineral Resources Development**

Nigeria is blessed with a wealth and variety of minerals, widely distributed in every part of the country. Only a small proportion of these has been discovered and assessed, and of this only a small proportion is being exploited. While this limited exploitation has already contributed significantly to the nation's Gross Domestic Product (GDP) and accounts for the bulk of our exports and foreign exchange earnings, it has done too little to improve the economy of the rural areas involved, and too much to bring social disaffection and environmental degradation. The objective of the rural development policy in this sector is to correct this situation and transform the mineral sector into a powerful instrument of sustainable rural development, with special emphasis on the empowerment and participation of the rural communities.

Accordingly, the major objectives in the mineral development sector are:

- 3.2.4.2.1 To explore, develop and exploit the mineral resources of rural areas with a view to expanding their economic base.

- 3.2.4.2.2 To ensure that those rural communities endowed with mineral resources have appropriate and adequate stake in the local mining enterprises therein and derive full benefits from their operations; and
- 3.2.4.2.3 To ensure that the rural environment is protected and conserved by mining operators in the interest of sustainable development.

**Strategies to achieve these objectives include:**

- i. Promoting indigenous and local entrepreneurship in the extraction, marketing and utilization of minerals.
- ii. Encouraging indigenous and local enterprises in the production of equipment and materials as well as the provision of services to the local mining enterprise.
- iii. Establishing local committees involving government, the mining enterprises and the relevant communities to take appropriate and adequate steps to protect the environment, monitor the environmental impact of mining operations and ensure that adequate preventive, corrective or compensatory measures are taken as and when necessary
- iv. Ensuring that local people have a fair share of employment in local mining operations; and
- v. Encouraging local mining enterprises to be good corporate citizens by contributing to social and infrastructural development of the communities in their areas of operation.

**3.2.4.3 Manufacturing and Industry**

The enormous potential of rural industrialization for energizing the rural economy is yet to be exploited. Rural industrialization involves traditional arts and crafts, vocations and skills, as well as small-scale industry, but is not confined to these. In the modern information era high technology industries are “footloose”, locating wherever skills can be attracted, even in rural areas. Large-scale resource based industries are also naturally attracted to rural areas, provided, of course, there is a conducive environment.

In order to promote, encourage and support rural industrialization, Government will;

- 3.2.4.3.1 Promote an enabling environment for rural industrialization through

the development of rural infrastructure.

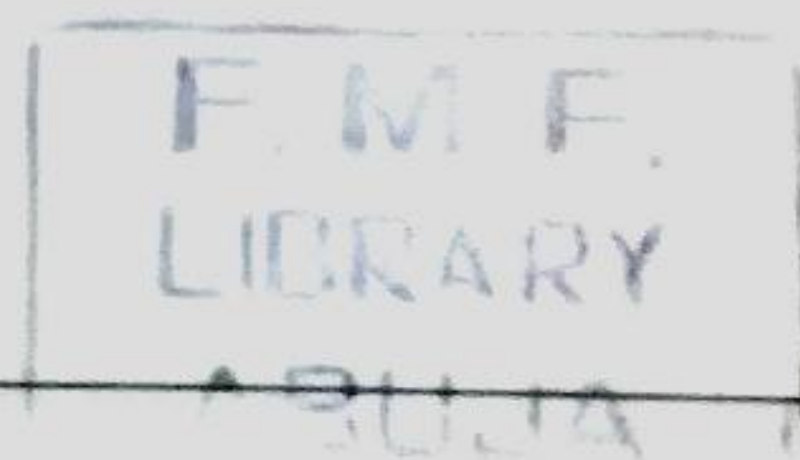
- 3.2.4.3.2 Promote the establishment of small-scale industries in rural areas, with special emphasis on food processing and other agro-based industries;
- 3.2.4.3.3 Promote the establishment of linkages between rural small-scale and large-scale industries;
- 3.2.4.3.4 Rationalize, improve and expand the operations of the specialized government agencies and programmes involved in promoting rural industrialization, such as the Industrial Development Centres, the Technology and Skills Acquisition Centres, the National Directorate of Employment, and Small Scale Industries Loan Schemes.
- 3.2.4.3.5 Encourage Research Institutes and other relevant agencies to conduct research relevant to the needs of rural industrialization and to disseminate the results of such research to local entrepreneurs; and
- 3.2.4.3.6 Promote patronage of the products of rural industries by Government institutions at all levels,

#### **3.2.4.4 Marketing and Distribution**

Marketing and distribution service are critical for the effective functioning of any economy, but these are very deficient in the rural activity areas. Rural marketing is a mass - activity involving the tens of millions of rural producers selling their own produce and millions of small-scale part-time and full-time operators in rural market place. Traditionally, official interest has been mainly in promoting export crop marketing which has become less urgent with the decline in agricultural exports. However improved domestic marketing and distribution has great potential for lowering the cost and increasing the range and volume of domestic marketing, thereby stimulating increased employment, output and income.

The small-scale trader will continue to play the major role in domestic marketing and distribution. The role of Government will be to promote and support the improvement of their operations. Accordingly Government will;

- 3.2.4.4.1 Promote and provide market information services at national, state and local government levels;





3.2.4.4.2 Facilitate the improvement and modernization of the structure of the commodity market through the specification of standards and the introduction of quality control, grading and standardization;

**3.2.4.4.3 Promote Export Marketing.**

3.2.4.4.4 Intensify research into and disseminate effective methods of storage, packaging and preserving perishable commodities.

3.2.4.4.5 Promote structured linkages between rural producers and the manufacturing sector so as to develop and expand stable marketers for rural produce.

3.2.4.4.6 Reduce the vulnerability of the farmer to seasonal and random producer price fluctuations by establishing guaranteed minimum prices for designated commodities, supported by the operation of buffer stocks; and

3.2.4.4.7 Support the development and management of facilities in rural markets.

**3.2.4.5 Rural Financial System**

Finance has long been recognized as the major constraint to rural enterprise. Most rural businesses rely on the very limited resources of the owners themselves and the assistance of relations and friends for the bulk of their financing. Traditional credit institutions cannot fill the gap and rural money lenders are usurious. Appropriate measures will be pursued by all levels of government to facilitate the access of rural producers to rural financial services in support of their production activities.

**Accordingly, Government will;**

3.2.4.5.1 Promote measures to facilitate the access of all categories of rural producers, (individual farmers, individual rural industrialists, cooperatives, other economic groups,) to credit on reasonable terms;

3.2.4.5.2 Encourage the development of traditional saving and-credit institutions:

3.2.4.5.3 Encourage all relevant existing banking and credit institutions to extend their operations and facilities to rural areas; and

3.2.4.5.4 Promote the establishment and support for the operations of banking

and credit institutions, which are particularly responsive to the needs of rural producers.

### **3.3 SUPPORTIVE HUMAN RESOURCES DEVELOPMENT AND UTILISATION**

#### **3.3.1 Policy Statement**

The critical and dynamic role of the total man in rural and national development must be recognised. It is man, properly orientated, effectively organised, ably led and highly motivated, who plays the single most decisive role in the development process. The National Integrated Rural Development Policy therefore focuses on bringing the best out of the rural dweller, through appropriate supportive human resources development programmes. This will promote the rural dwellers' full and effective participation in and benefit from the development process.

Rural human resources development and utilization shall be made relevant to local needs and, in particular, to the promotion of rural economic socio cultural and political development.

Appropriate measures shall also be adopted to ensure the attainment and maintenance in the rural areas of the national standard in education, health and social welfare, as stipulated in the relevant sectoral policies of the nation.

#### **3.3.2 Objectives**

- 3.3.2.1. To raise the quality of life in rural communities, thereby creating a conducive environment for social justice and raising the morale and sense of belonging of rural dwellers,
- 3.3.2.2. To enhance the quality of formal education and ensure the maintenance of national education standards in rural areas,
- 3.3.2.3. To formulate and implement suitable adult, functional and non-formal education strategies and programmes for rural development,
- 3.3.2.4. To ensure comprehensive development and mobilization of human resources in rural areas in the task of rural transformation,
- 3.3.2.5. To ensure that both formal and non-formal education contribute fully to the development of productive capacities, political awareness and

organisation and effective citizenship among the rural population, in line with the democratic values enshrined in the Nigerian Constitution;

3.3.2.6. To ensure that the rural communities have equal access to information, thus enabling them understand their circumstances, the opportunities and threats facing them and take appropriate decisions and actions, and

3.3.2.7. To inform, educate, conscientise, and mobilize Nigeria's rural populations to organize themselves properly to exercise their full rights as citizens and to participate fully and effectively in the economic, socio cultural and political decisions and programmes affecting their welfare and progress.

### **3.3.3 Strategies**

Development is about people, and the people are the best agents and judges of their own development. Government will promote programmes for improving the quality of life of rural people, enhancing their knowledge and skills and mobilizing them to participate more fully and more autonomously in the development effort.

#### **Special emphasis will be laid on the following areas**

- 3.3.3.1 Health and Population
- 3.3.3.2 Culture and Social Development
- 3.3.3.3 Education, Technology and Skills development
- 3.3.14 Research and Extension Services: and
- 3.3.3.5 Information and Communication

### **3.3.4. Policy Areas**

#### **3.3.4.1 Health and Population**

The African concept of health and population is holistic. It relates to the general ability to function in one's socio-economic and cultural milieu. On every index of health and population development, the rural areas score poorly relative to the urban areas. Comparatively, the rural populations bear a heavier burden of health risks, morbidity incapacitation, infant, child and maternal mortality, which limits their state of welfare and their ability to function productively in the society and economy.

- 3.3.4.2.6 Expanding the rural people's opportunities for cultural and social development through enhanced food and nutrition security, improved access to qualitative and functional education, good health, information, including postal and other communication services, productive employment and other social welfare services.
- 3.3.4.2.7 Promoting sports and recreation as a means of improving the mental and physical well-being of the rural population; and
- 3.3.4.2.8 Encouraging CBROs, NGOs, PSEs to sponsor cultural and sports development activities in the rural areas.

People bring about development. Relevant and sustainable rural development requires that the rural people have the knowledge and skills to understand their environment and circumstances, and articulate their needs. They should be able to interact on an autonomous basis with other stakeholders and use such instruments and processes to do or get done what needs to be done. To bring all this about, special attention will be paid to education, appropriate technology and relevant skills development and utilization.

The introduction of Universal Basic Education (UBE) addresses one of the most critical needs; it will correct the present situation in which many rural areas in some parts of the country record very low primary school enrolment and female enrolment ratios.

Adult illiteracy, which is also acute in rural areas, will be massively attacked, so as to enable a large proportion of rural people participate more fully in the development process and between the people and the various tiers of government as well as to promote mass consciousness and mass participation in integrated rural development activities.

***Accordingly, Government will***

- 3.3.4.5.1 Promote measures to expedite the provision and utilization of appropriate and adequate channels of information and communication to rural areas and the more effective utilization of such channels and facilities. Such channels include rural newspapers and community resource centres (comprising library, information bureau, meeting rooms, viewing centres and documentation room) at local government and community levels;
- 3.3.4.5.2 Diversify channels of information and communication, including traditional channels, to ensure improved coverage and relevance;

- 3.3.4.5.3 Encourage the systematic and effective collection, organization, dissemination, accessing and utilization of development and other information.
- 3.3.4.5.4 Organise campaigns to promote mass awareness and mobilize Nigerians in general and rural populations in particular so that they can initiate and/or participate actively in programmes aimed at enhancing rural development; and
- 3.3.4.5.5 Encourage the mass media to give due prominence to issues affecting rural development.

#### **3.4.1 Policy Statement**

Infrastructural deprivation is one of the major constraints to rural development. This makes the rural environment a difficult one to live in and adversely affects the level of productivity and welfare. Government will take adequate measures to promote the development and improvement of rural infrastructure with a view to stimulating and promoting sustainable growth of rural productive activities. In view of the enormity and complexity of the problem, Government will cooperate with Non Governmental Organisations (NGOs), Non-Profit Organisations (NPO), Private Sector Enterprises (PSEs), Community-Based Rural Development Organisations (CBRDOs) and other relevant agencies in the choice design, implementation and maintenance of rural infrastructural projects. This will ensure their appropriateness and sustainability.

***Special attention will be paid to the following key areas:***

- 3.4.2.1 Transport infrastructure and facilities;
- 3.4.2.2 Communications infrastructure
- 3.4.2.3 Housing
- 3.4.2.4 Environment
- 3.4.2.5 Energy; and
- 3.4.2.6 Water and sanitation

#### **3.4.2 Objectives**

To increase public investment in rural infrastructure so as to reduce the present unacceptable inequalities between urban and rural areas;

In recognition of these facts, both the National Health Policy and the National Population Policy have given special attention to the needs of the rural communities. Accordingly, the health and population component of the Nation Policy on Integrated Rural Development will be in harmony with the extant policies mentioned above. The main focus will be on the following areas;

- 2.2.2.2.1 Establishing a comprehensive healthcare facility in each rural community, within the nation's Primary Health Care System.
- 2.2.2.2.2. Providing and disseminating relevant health information to rural populations on such matters as personal hygiene, environmental sanitation, prevention and control of communicable diseases, the relationship between life style, health and illness, etc.
- 2.2.2.2.3. Organising and mobilizing traditional medical knowledge and facilities as part of the nation's healthcare system.
- 2.2.2.2.4. Enlarging the role of local governments in the organisation, delivery and management of healthcare services to rural communities.
- 2.2.2.2.5. Strengthening of data on health resources, health status, health behaviour, utilization of health services, etc, at the level of the rural community.
- 2.2.2.2.6. Promoting the development of health resources at local government and rural community levels, eg, the establishment of botanical herb gardens, laboratory facilities.
- 2.2.2.2.7. Coordination and integrating the operations of all healthcare agencies in local government areas and communities, to ensure rational and adequate coverage.
- 2.2.2.2.8. Collaborating with relevant agencies to enlighten the rural people on the prevention/control of such deadly diseases as HIV/AIDS, Malaria, Typhoid, Guinea-worm infection, etc.
- 2.2.2.2.9. Providing information and education to rural populations on the relationship between population growth, resource endowments and quality of life.
- 2.2.2.2.10. Promoting programmes and activities aimed at enhancing infant and child survival as well as curbing maternal mortality in the rural areas:
- 2.2.2.2.11. Facilitating access to family planning information, advice, means and services to interested individuals and couples; and

2.2.2.2.12. Improving the collection and analysis of demographic data and of its utilization in planning, especially at the local government and community levels.

### **3.3.4.2 Culture and Social Development**

Simply defined, culture is the totality of the way of life of a people and comprises the material, institutional, philosophical and creative aspects, while social development entails the improved capacity; ability and willingness of man, as an individual and as a member of society to contribute his maximum to the advancement of the collective good of society.

If creatively managed, culture and social development have the potentials in helping in the achievement of the rural people's self actualisation and self fulfillment - as well as enhancing their contributions to national growth and development. These have been recognized in the National Cultural Policy and the National Social Development Policy.

Accordingly, the culture and social development component of the present policy is designed to be consistent with and to complement the two National Policies mentioned here above. Specifically, emphasis will be laid on:

- 3.3.4.2.1 Encouraging and assisting each rural community to identify, preserve and promote its cultural heritage and revive, promote and update its viable traditional crafts, technologies and occupations;
- 3.3.4.2.2. Harnessing Community-Based Rural Development Organisations (CBRDOS) for the integrated rural development effort for the promotion of the cultural dimension,
- 3.3.4.2.3 Taking into account the viable traditional occupations as well as the natural resource endowment of each rural community in developing industrial and commercial projects within the community;
- 3.3.4.2.4 Supporting, patronizing and popularizing local crafts, technologies and industries and stimulating the demand for them in order to ensure the viability of cultural industries on the part of the private sector and government;
- 3.3.4.2.5 Showing concern for the intellectual needs of the rural dwellers by writers and publishers;

- 3.4.2.2 To ensure the provision and maintenance of an adequate level of infrastructural facilities and services in the rural areas.
- 3.4.2.3 To improve the capability of local governments and communities to participate effectively in the planning, provision and maintenance of rural infrastructure; and
- 3.4.2.4 To promote the participation of NGOs, management of rural infrastructure.

### **3.4.3 Strategies**

- 3.4.3.1 Empowering local government through financial and other appropriate assistance, to continue to increase and to maintain rural infrastructural projects;
- 3.4.3.2 Encouraging state government to increase investment in rural infrastructure;
- 3.4.3.3 Mobilizing rural communities for participation in the provision and maintenance of rural infrastructure;
- 3.4.3.4 Promoting the training and hiring of qualified technical manpower at local government level for the construction and maintenance of rural infrastructure;
- 3.4.3.5 Training local government personnel in the design, construction and maintenance of rural infrastructure;
- 3.4.3.6 Encouraging local governments to patronize locally manufactured construction equipment; and
- 3.4.3.7 Encouraging private sector enterprises, especially large corporate organisations, to be more involved in the provision of rural infrastructure in the areas they operate in partnership with the relevant government agencies and local communities.

### **3.4.4 Policy Areas**

#### **3.4.4.1 Transport Infrastructure and Facilities**

The deficiency of transport infrastructure and facilities in rural areas drastically reduces the job opportunities and productivity of rural dwellers. It also seriously limits and raises the cost of their access to the nation and the world. Not surprisingly, the provision and improvement of roads, and waterways ranks first among the felt development needs of rural communities.



In order to improve rural transport infrastructure and facilities, Government will:

- 3.4.4.1.1 Link all rural areas to the national network of roads and waterways;
- 3.4.4.1.2 Promote the provision and effective maintenance of rural roads, waterways and jetties to cover all communities and settlements in Nigeria;
- 3.4.4.1.3 Encouraging state governments to construct more inter-local government roads;
- 3.4.4.1.4 Enhance the capacity of local governments and communities to participate effectively in the construction and maintenance of rural roads and waterways in their areas;
- 3.4.4.1.5 Mobilize rural communities for participation in the provision and maintenance of rural roads, water ways and jetties and
- 3.4.4.1.6 Promote rural mobility through appropriate and low-cost intermediate modes rural transport (IMRI)

#### **3.4.4.2 Communications Infrastructure**

The very low level of development of communications infrastructure in Nigeria is out of tune with the demands of the present information age. With most of the few existing facilities in the urban areas, the rural communities are very poorly linked with the rest of the country and the world in general. Less than 20 per cent of the rural communities have postal agencies. Where they exist, mail collection, circulation and delivery service is infrequent, uncertain and unreliable. Telecommunication facilities are very rare in rural areas.

In order to reduce the isolation of rural communities and the national communication system, Government will:

- 3.4.4.3.1 Encourage the establishment of more sub-post offices in the rural areas; Encourage local communities to establish postal agencies, in order to ensure that every community is within convenient walking distance of a postal facility;
- 3.4.4.3.2 Ensure frequent and reliable collection, circulation and delivery of mail; Extend the service range of existing telephone exchanges to more rural communities;
- 3.4.4.3.3. Promote the use of modern communications facilities, such as telex, fax and electronic mail in rural areas; and

- 3.4.4.3.4 Provide adequate coverage of rural communities by radio and television networks.

**3.4.4.3 Housing**

The normal unit of housing in the rural areas is the household compound, usually a set of buildings and spaces organically linked. While rural housing is generally less crowded than urban housing, the quality of housing and housing facilities is much lower

The objective of rural housing policy is to improve the quality of housing while keeping it affordable and retaining the traditional values and relationships within the cohesive household unit. A self-reliant and sustainable process of upgrading and improvement will be encouraged and supported. Government will encourage and promote effective private sector participation in the provision of rural housing and also invest adequately and systematically in the provision of related infrastructure and utilities, such as water, light, and sanitation.

***Strategies for promoting rural housing development include:***

- 3.4.4.3.1 Encouraging and popularizing the use of local building materials in all building construction projects;
- 3.4.4.3.2 Encouraging the modernization and upgrading of traditional housing designs and building materials in order to ensure greater safety, comfort, reliability and easy maintenance;
- 3.3.3.3.3 Developing and promoting improved and cost-effective building technologies;
- 3.3.3.3.4 Promoting the formation of housing co-operatives in rural areas as a means of providing access to credit facilities;
- 3.3.3.3.5 Providing training opportunities for building professionals and artisans to improve their skills in the application and maintenance of local building materials; and
- 3.3.3.3.6 Expanding the activities of mortgage banks to cover housing in rural areas and promoting the establishment of building societies as sources of credit for housing construction.

#### **3.4.4.4 Environment**

Integrated Rural Development Programmes shall fully support the objectives of the National Policy on Environment and Nigeria's National Agenda 21 which focus on redressing the major existing environmental problems in the country. Integrating environmental issues into developing planning and decision making, strengthening the legal basis for sustainable development, strengthening improving and coordinating the implementation of sound environmental management strategies, creating and improving capacity for sustainable development, promoting environmental education, information and public awareness and forging viable partnerships among various stakeholders and interest groups at community, national and international levels.

*Accordingly, government will promote measures to:*

- 3.4.4.1.1 Conserve rural environment for sustainable development of rural livelihood;
- 3.4.4.1.2 Reclaim degraded rural lands and ensure improvement in the planning, management and utilization of land resources in the rural areas;
- 3.4.4.1.3 Conserve soil fertility in the rural areas as a base for sustained agricultural production and productivity;
- 3.4.4.1.4 Promote community-based environmental conservation and rehabilitation programmes as well as support community-based initiatives to public education and enlightenment on good environmental practices;
- 3.4.4.1.5 Develop and utilize capacity at local government and community levels for efficient rural environmental management;
- 3.4.4.1.6 Give adequate protection to rural areas located in marine and coastal areas as well as along water-ways regarding point and non-point sources of pollution and accidental spillages;
- 3.4.4.1.7 Encourage research into rural planning so as to develop and promote appropriate models of rural settlement;
- 3.4.4.1.8 Encourage states, local governments and communities to delineate parcels of land for parks, gardens, play grounds, forest reserves and grant communities a stake in the delineated reserves;

- 3.4.4.1.9 Mobilize rural communities to embark on tree planting to combat desertification and erosion, and to support and participate in environmental sanitation campaigns and activities; and
- 3.4.4.1.10 Promote appropriate legislation to facilitate the enforcement of the rights of the rural people when their environment is degraded.

### **3.4.4.5 Energy**

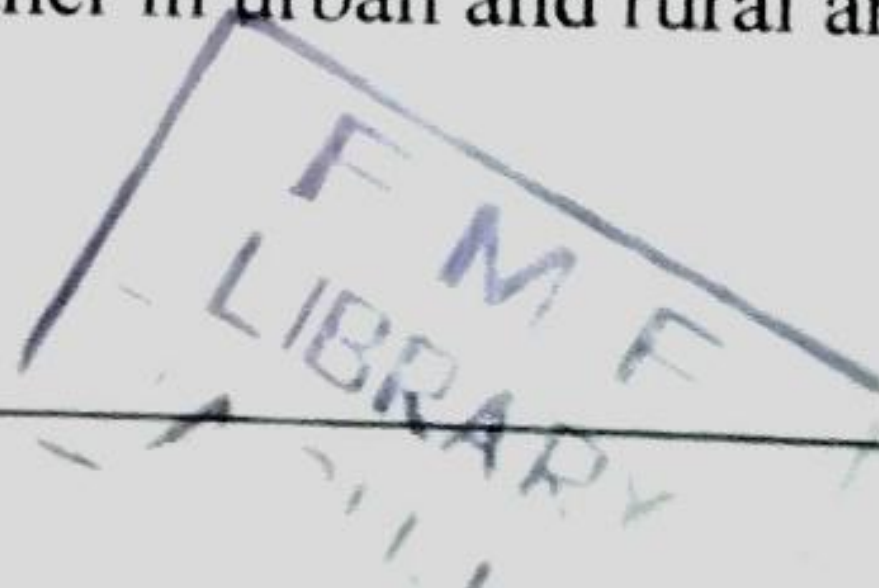
There is a serious energy crisis in the rural areas- Fuel wood accounts for over 85 per cent of the domestic cooking fuel used by rural households. It is becoming more scarce and expensive to obtain. Its gathering takes a significant proportion of the working day of women and children and has led to extensive deforestation, desertification and environmental degradation. The only other significant source of domestic fuel is kerosene, which accounts for about 10 per cent of rural fuel use. Less than one per cent comes from electricity.

With most rural communities not connected to the national electricity grid or any local scheme, more than 80 per cent of rural households have no access to electricity. The quality of rural life is thereby considerably diminished. Lack of access to electricity also discourages the establishment of modern industries.

Government will promote the provision of electricity and other energy sources, including renewable and non-conventional forms, to all rural communities on a regular and sustainable basis.

#### ***Accordingly Government will:***

- 3.4.4.5.1 Pursue vigorously the programme of connecting all major towns and villages to the national grid distribution network;
- 3.4.4.5.2 Encourage and support initiatives to connect all communities to the national grid;
- 3.4.4.5.3 Promote the development and utilization of non-conventional energy sources for electricity generation and other energy applications, including solar, windbiogas, geothermal, mini-hydro, etc;
- 3.4.4.5.4 Expand the existing national gas pipeline network to serve industries and domestic consumers both in urban and rural areas.



3.4.4.5.5 Encourage private sector entrepreneurs to establish fuel delivery facilities in the rural areas, subject to the relevant safety regulations;

3.4.4.5.6 Promote electricity consumption in rural areas by supporting realistic preferential tariff structures and developing effective cost recovery methods;

3.4.4.5.7 Encourage research and development on other forms of energy suitable for the rural areas, particularly biogas, solar and wind energy;

3.4.4.5.8 Encourage local fabrication of simple kerosene and gas stoves and other suitable devices at affordable prices, so as to discourage the use of fire wood as main source of domestic energy.

#### **3.4.4.6 Water and Sanitation**

Lack of access to potable water is a critical problem in the rural areas. Consequently, use of unsafe water is a major factor in the high rate of morbidity and child mortality in rural Nigeria. The situation is exacerbated by the inadequacy of sanitation facilities. About half of total rural households have no access to proper toilet facilities, not even pit latrines. There are in general no organized refuse disposal facilities.

The improvement of rural water and sanitation will receive high priority. Accordingly, Government will:

3.4.4.6.1 Explore and utilize all appropriate technologies to provide potable water to at least 10,000 communities each year;

3.4.4.6.2 Promote the use of cost effective technologies for providing potable water at local level such as schemes based on local streams, and ponds, constructing small earth dams, bore holes and wells and ensuring the maintenance of water supply systems and equipment;

3.4.4.6.3 Encourage local governments to train requisite staff and members of the communities for maintaining water and sanitation systems and equipment.

3.4.4.6.4 Encourage the local production of equipment for rural water supply and sanitation, as well as water treatment plants and chemicals; and

3.4.4.6.5 Promote the development and adoption of improved sanitation practices.

### 3.5 SPECIAL PROGRAMMES FOR TARGET GROUPS

#### 3.5.1 Policy Statement

While the powerlessness, marginalization, deprivation and poverty of rural life affect every rural community, some social groups and geographic areas suffer conditions so much worse than others do. They are affected by such special circumstances and confront such special problems that they deserve special attention.

The most significant of these are:

- 1.1.1.1.1. Women
- 1.1.1.1.2. Youth
- 1.1.1.1.3. Children
- 1.1.1.1.4. The elderly and the retired
- 1.1.1.1.5. The handicapped
- 1.1.1.1.6. Emergencies and natural disasters
- 1.1.1.1.7. Disadvantaged areas; and
- 1.1.1.1.8. Border areas

#### 3.5.2 OBJECTIVES

- 3.5.2.1 To integrate disadvantaged groups and areas into the mainstream of the national development process.
- 3.5.2.2 To improve the economic, life quality and social status of persons and communities in disadvantaged circumstances in rural areas, and
- 3.5.2.3 To promote full respect for the human rights, enhance the welfare and promote the full human development (economic, socio-cultural, political and legal) of persons and communities in disadvantaged circumstances and areas.

#### 3.5.3 Strategies

Specific programmes will be designed to address their special problems. The purpose of the specific programmes is not to isolate the groups from the general programmes but to highlight their special problems and ensure that all relevant institutions and programmes take these duly into account and that, all efforts are adequately supported, coordinated and integrated, in the specific interest of the target groups.

### **3.5.4 Policy Areas**

#### **3.5.4.1 Women**

Government will seek the accelerated improvement of the productive capacity, conditions of domestic life, life chances and social status of women in rural areas and the promotion and protection of their human rights.

Accordingly, Government will put in place specific programmes that will promote the full and active participation of women in the rural areas in all rural and national development activities, with special emphasis on:

- 3.5.4.1.1 Enhancing the access of women in the rural areas to production inputs, especially land, credit and modern agricultural inputs;
- 3.5.4.1.2 Enlightening women in the rural areas on the opportunities and facilities available for their economic, social and political advancement as well as for their personal and family health and well-being;
- 3.5.4.1.3 Promoting basic literacy, functional literacy and income-generating activities among rural women;
- 3.5.4.1.4 Encouraging parents and guardians to keep their daughters in school up to the age of 18 and campaigning against early marriage for girls; and
- 3.5.4.1.5 Enhancing the social and legal status of women in the rural areas by exposing and eliminating the obstacles standing in the way of their development, such as anti-women values, attitudes, laws, customs and social practices.

#### **3.5.4.1 Youth**

*The crisis of youth in Nigeria is most acute in the rural areas, where they are frustrated by material disadvantages and deprivations as well as the limited horizons and opportunities of rural life. Government will study and monitor the condition of youth and vigorously promote measures to reduce their alienation and integrate them better into the mainstream of national life.*

Government will cooperate with communities, non-governmental organisations and the private sector to promote programmes for youth development, especially;

- 3.5.4.2.1 Promotion of youth employment and entrepreneurship;

- 3.5.4.2.2 Promotion of community-based youth service activities
- 3.5.4.2.3 Promotion of youth socialization, enlightenment, character building, etc;
- 3.5.4.2.4 Promotion of youth welfare and social integration, e.g. youth organisations and their activities, sports and recreation, social relations, guidance and counselling etc.
- 3.5.4.2.5 Establishment and/or strengthening of youth development and mobilization capacities at the local government and community levels, and
- 3.5.4.2.6 Development, through appropriate orientation and training programmes, etc, of a new high-performance breed of youth officers and directors.

### **3.5.4.3 Children**

Children under the age of fourteen account for about 45 per cent of the Nigerian population. The condition of Nigerian children is among the worst in the world, with infant mortality at 114 per thousand live births, under 5 mortality at 191 and low school enrolment ratios. Thus there is a high rate of wastage of the child population and grave impairment of their chances of productive life through inadequacy of education and training.

*Strategies for improving the welfare and life prospects of rural children include:*

- 3.5.4.3.1 Improving mother and child health care facilities in rural areas
- 3.5.4.3.2 Promotion of educational, social and cultural policies which advance the cause of rural children and
- 3.5.4.3.3 Encouraging and supporting the fuller participation of communities, non-governmental organisations and the private sector in the promotion of the welfare and development of the rural child.

### **3.5.4.4. The Elderly and the Retired**

The absence of a national social security system makes the lot of the elderly and the retired very insecure. In the context of generalized



poverty, they are the first to be affected by any additional pressure on family resources.

**Government will:**

- 3.5.4.4.1 Work towards the establishment of a national social security system which takes into account the peculiarities of the structure of employment and earnings, and the circumstances and needs of the elderly;
- 3.5.4.4.2 Promote, assist and collaborate with suitable agencies and organizations involved in the provision and delivery of welfare and other rehabilitations services to the elderly and the retired in rural areas;
- 3.5.4.4.3 Promote the provision of opportunities in the rural setting for the effective rehabilitation and settlement of retired persons, through appropriate reorientation, re-training and other rehabilitation programmes; and
- 3.5.4.4.4 Promote the full utilization of the talent and experience of the elderly and the retired in rural areas in all appropriate aspects of the development of their communities and of the nation as a whole.

**3.5.4.5 The Handicapped**

Far from the glare of the news media and outside the immediate concerns of officialdom, the rural handicapped suffer in silence, surviving on what little help they can obtain from relatives and friends. Government will focus more attention on this group and cooperate with communities, non-governmental organisations and the private sector to expand opportunities for their rehabilitation and reintegration.

**3.5.4.6 Beggars and Destitute**

Most of the beggars and destitutes in Nigerian cities are rural emigrants.

They have innate abilities and talents which if usefully tapped and profitably applied can contribute significantly to their self-actualization, self-fulfilment, and indeed overall national growth and development. Accordingly, government will accord priority attention to the special needs and problems of beggars and destitutes in the rural areas through:

- 3.5.4.6.1 Provision of rehabilitation centres, orphanages, remand/mental homes and psychiatric clinics, fully equipped and adequately staffed;
- 2.2.2.2.2 Training and re-training of staff in the above centers for effective delivery of results;
- 2.2.2.2.3 Promotion of enlightenment campaigns to encourage the sense of self-worth while discouraging the cultural factors which promote begging;
- 2.2.2.2.4 Expanding and strengthening of functional and adult education opportunities in the rural areas targeted at beggars and destitutes; and
- 2.2.2.2.5 Integration of beggars and destitute into their own communities through participation in community self-help activities and projects so that the communities can see them as useful members of their societies.

### **3.5.4.7 Emergencies and Natural Disasters**

Because rural areas are usually remote from the centres of power and lack adequate infrastructure, emergencies and natural disasters affecting them take longer to be noticed and are more problematic to respond to.

Government will develop a national environmental surveillance and reporting system and build up a rapid response capability to cope with such situations.

### **3.5.4.8 Economically Disadvantaged Areas**

There are wide differences in the level of rural development among different parts of the country and even within the same zones or states. Perception of such inequalities, however caused, lead to disaffection among those adversely affected, a situation encouraging social conflict and endangering national integration. Such areas also constitute a drag on national development and need to be pulled up so that the nation can move forward together and faster.

Government will continuously monitor the level of development

throughout the country, investigate the causes of lagging development and promote measures to remove such causes. National minimum targets will be set for each indicator of development and special programmes will be put in place to promote the attainment of such targets in disadvantaged areas, in the interest of even development.

#### 3.5.4.9 Border Areas

Border areas suffer from two significant disadvantages, on the one hand, they are usually remote from the national and state capitals and the major centres of decision-making, and they are more exposed to danger from neighbouring countries. On the other hand, they provide windows of opportunity for beneficial contact and relationships with neighbouring countries and the outside world in general.

*Special efforts will be made to ensure that the border areas are well integrated*

- 1.1.1.1 To encourage, promote and support the formation and strengthening of community-based rural development organisations (CBRDOs);
- 1.1.1.2 To promote mutual understanding and partnership with them in the initiation, formulation and implementation of development programmes, and
- 1.1.1.3 To mobilize, encourage, advise and support communities and CBRDOs in the choice of projects most suited to their needs, within their capabilities, and in harmony with national rural development objectives.

#### 3.6.3 Strategies

Special and appropriate provisions will be made for the support of community initiatives and programmes through managerial, technical, financial, and other appropriate assistance. The criteria, rules and procedures for such assistance will be spelt out clearly and applied transparently and fairly.

At the local level, local governments will establish or strengthen Community Development Departments with the special responsibility of maintaining close contact and linkage with communities and CBRDOs, in monitoring community development efforts and liaising with such organisations to ensure that Government assistance is

appropriate, adequate and effective into the nation and fully involved in the processes of national development, and that their special security needs are adequately provided for. Full advantage will be taken of their strategic location to create and develop centres of trade and industry in the promotion of economic cooperation and collective self-reliance among African nations.

### **3.6 RURAL COMMUNITY ORGANISATION AND MOBILISATION**

#### **3.6.1 Policy Statement**

The full participation of members of the rural communities in the development process is critical to the relevance, quality and sustainability of the development efforts of Government. Such participation is essential at all stages of the programme cycle, from conception, through planning to implementation, monitoring and review. All rural development programmes will take this consideration into account.

#### **3.6.2 Objectives**

- 3.6.2.1 To encourage, promote and support the formation and strengthening of community-based rural development organisations (CBRDOs);
- 3.6.2.2 To promote mutual understanding and partnership with them in the initiation, formulation and implementation of development programmes, and
- 3.6.2.3 To mobilize, encourage, advise and support communities and CBRDOs in the choice of projects most suited to their needs, within their capabilities, and in harmony with national rural development objectives.

#### **3.6.3 Strategies**

Special and appropriate provisions will be made for the support of community initiatives and programmes through managerial, technical, financial, and other appropriate assistance. The criteria, rules and procedures for such assistance will be spelt out clearly and applied transparently and fairly.

At the local level, local governments will establish or strengthen Community Development Departments with the special responsibility of maintaining close contact and linkage with communities and CBRDOs, in monitoring community development efforts and liaising with such organisations to ensure that Government assistance is appropriate, adequate and effective.

## Chapter Four

# INSTITUTIONAL FRAMEWORK

### 4.1 INTRODUCTION

Many private and public institutions are involved in rural development activities. At many points the spheres of interest of these institutions overlap. A major constraint on rural development is that often the roles of the various institutions are not well defined and the relationships amongst them not clearly specified. The result is that the performance of the system as a whole is sub-optimal, with many areas of uncertainty, duplication and conflict. It is therefore a major policy objective to rationalise and realign the institutional framework for rural development. Such rationalisation and realignment will recognise the interests, resources and capabilities of the various institutions involved and the structure of relationships amongst them. The National Policy on Integrated Rural Development (NPIRD) will delineate roles for the three tiers of government and other stakeholders. The policy will also provide the proper environment for co-operation amongst stakeholders for the beneficial integration of their activities toward to common goal.

*The principal stakeholders are as follows:*

- Federal Government
- State Governments
- Local Governments
- Communities
- Non-Governmental Organisations
- Non Profit Organisations
- Private Sector Enterprises; and
- External Support Agencies

### 4.2 ROLES AND RESPONSIBILITIES OF THE STAKEHOLDERS IN RURAL DEVELOPMENT

The implementation of the programmes contained in this policy document will be carried out at the community, local government, state and federal

levels with all the stakeholders including the private sector and the external support agencies having clearly defined responsibilities. Over time, it is expected that the state level support for Local Government will decrease as the Local Government personnel gain experience and develop their capacity to implement such programmes. The main functions at each level will be as follows:

### **4.3 GOVERNMENT AGENCIES**

Government is presently the dominant institution for managing rural development. Various specific responsibilities in rural development are constitutionally assigned to the three tiers of government (Federal, State and Local) and are executed by them through ministries, parastatals, departments and other relevant agencies. In carrying out its specific functions, each agency should take into full account the need for dialogue, participation and co-operation with other government agencies as well as with other stakeholders including the rural communities themselves. Special provisions will be made to ensure inter-agency co-ordination and integration of efforts in pursuance of the national goals enunciated in this policy document.

#### **4.3.1 Federal Government**

Various Federal Ministries and Agencies have major responsibilities in key sectors of rural development. While assuming full responsibility in carrying out its specific functions, each of these Ministries and Agencies will contribute its special insights and capabilities to the implementation, monitoring and review of the National Policy on Integrated Rural Development.

Most specifically, the role of the Federal Government is to define national policy and ensure that all relevant agencies work harmoniously and effectively towards the attainment of its objectives. It has the responsibility to provide leadership, direction, support, coordination to the entire national rural development effort.

In order to give due attention and focus to this role, Government will strengthen the Department of Rural Development under the Federal Ministry of Agriculture and Rural Development.

### **4.3.2 Department of Rural Development**

The principal mandate of the Department of Rural Development is to coordinate all rural development programmes in the county. The specific duties of the Department include the following:

- 4.3.2.1 To formulate and keep under review the National Policy on Integrated Rural Development;
- 4.3.2.2 To collect, collate, analyse and disseminate research results on all matters relevant to rural development;
- 4.3.2.3 To disseminate data, research results and other relevant information to such agencies, communities and persons as may benefit therefrom in the interest of rural development;
- 4.3.2.4 To promote the development and maintenance of rural infrastructural facilities;
- 4.3.2.5 To promote an enabling environment for achieving the integration of rural productive activities.  
To assist the small scale farmers in the rural areas to achieve optimal utilization of farm land and consolidation of fragmented land holdings and promote employment opportunities in the rural areas;
- 4.3.2.7 To provide a forum for bringing together all stakeholders in rural development in order to ensure the fullest dialogue, cooperation and coordination among them in the formulation, implementation, monitoring and review of rural development programmes;
- 4.3.2.8 To provide technical advice and support to all relevant federal, state, local governments as well as Community-Based Rural Development Organisations (CBRDOs) in the identification, selection, formulation and management of rural development programmes;
- 4.3.2.9 To ensure adequate feedback from the various stakeholders in order to strengthen participation of beneficiary communities in the performance-monitoring and evaluation of programmes and projects;
- 4.3.2.10 To organise periodic assessment of the human resource needs in the rural development sector and to organise and conduct training for development of human resources for the sector;
- 4.3.2.11 To mobilize and manage funds for the promotion and support of high

priority rural development programmes and projects throughout the country;

4.3.2.12 To encourage and support the formation and strengthening of (CBRDOs) in the initiation and implementation of community-self-help projects;

4.3.2.13 To coordinate all rural development Technical Aid Programmes from international agencies, in order to ensure compliance with set standards; and

4.3.2.14 To publish an Annual Rural Welfare Report.

### 4.3.3 State Governments

In order to focus on the special problem of integrated rural development, states are encouraged to establish a Ministry/ an appropriate/agency/institution to take care of rural development and related functions which will include:

4.3.3.1 Implementation at the State level of the National Policy on Integrated Rural Development.

4.3.3.2 Co-ordination, monitoring and review of integrated rural development issues at State level;

4.3.3.3 Collection, collation and analysis of relevant data on all integrated rural activities at State level;

4.3.3.4 Dissemination of data, research results and other relevant information to all stakeholders in integrated rural development for strategic, informed and profitable interventions;

4.3.3.5 Budgeting, programming, projects co-ordination and financial management at State level;

4.3.3.6 Provision of technical advice, support and guidance to all relevant agencies in the state Local Governments, Community-Based Rural Development Organisations (CBRDOs) as well as the NGOs in the identification, selection, formulation and management of rural development programmes;

4.3.3.7 Preparation and monitoring of the implementation of State rural development Master Plan;

4.3.3.8 Liaison with the Federal Ministries/Agencies, the Local Government Authorities and other stakeholders at the State level;



- 4.3.3.9 Assisting the Local Government Councils to prepare annual work plans;
- 4.3.3.10 Training and providing professional support to Local Government Community Development Department staff.

#### **4.3.4 Local Government**

Local Governments constitute the most basic level of government. The constitutional allocation of functions to this tier of government emphasises this role. Each local government with a significant rural population will therefore function primarily as a rural development agency.

Accordingly, the Chairman of the local government will co-ordinate the entire rural development programme in the local government area. In this regard he will establish close and functional linkages with local communities, states and federal agencies and other development agents operating in the local government area and ensure that there is understanding and co-operation among the various actors; and that the efforts are harmonised and integrated.

While the traditional line department (agriculture and natural resources, education, health and social services, trade and industry and works) will be strengthened, each local government will establish a strong Community Development Department to provide adequate institutional framework for mobilising, liaising and working with the communities in promoting rural development. The department will provide the administrative and logistic support for dialogue, co-ordination and integration and additionally discharge the following responsibilities.

##### **4.3.4.1 Coordination and supervision of rural development activities in the LGAs;**

- 4.3.4.2 Preparation of annual work-plans and budgets for community development projects and activities.
- 4.3.4.3 Preparation and management of contracts for rural development projects where external funding is involved, with the involvement of the State Ministry/ Agency for Rural Development and the Communities;

- 4.3.4.4 Liaison with State Ministry/Agency of Rural Development/Communities, NGOs and the Private Sector;
- 4.3.4.5 Assisting the communities in executing rural development projects in collaboration with NGOs and the Private Sector;
- 4.3.4.6 Preparing monthly and annual progress reports;
- 4.3.4.7 Monitoring progress of Local Government rural development programmes.
- 4.3.4.8 Implementing advocacy, sensitization, information/publicity programmes on rural development;
- 4.3.4.9 Assisting other Government Agencies, Community-Based Rural Development Organisations (CBRDOS), NGOs, and the Private Sector to obtain all relevant information on rural development;
- 4.3.4.10 Providing information to communities on technology choice and design;
- 4.3.4.11 Providing technical advice to the communities;
- 4.3.4.12 Organising workshops relevant to rural development;
- 4.3.4.13 Carrying out community organisation and mobilization;
- 4.3.4.14 Assisting Community-Based Rural Development Organisations (CBRDOS) in planning their projects.

#### **4.4 COMMUNITIES**

In the local community, the initiative for rural development lies not with government institutions but with the rural communities. The communities are to carry out the following activities:

- 4.4.1 Identifying and articulating community development needs and preferences;
- 4.4.2 Implementing community development projects;
- 4.4.3 Promoting group formation and establishment of relevant committees for planning, implementation, and maintenance of community development projects;
- 4.4.4 Investing time, energy *and* resources in *planning*, implementation, monitoring, protecting and maintaining community assets and development projects.

#### **4.5 NON-GOVERNMENTAL ORGANISATIONS (NGOs), NON-PROFIT ORGANISATIONS (NPOs) AND THE PRIVATE SECTOR ENTERPRISES (PSEs)**

Many NGOs, NPOs and PSEs are active in rural development, concentrating on social services-education, health and sanitation and social welfare.

Government will involve them in the planning process and encourage them to work in cooperation with other concerned groups towards the realisation of the common goals of integrated rural development.

*Their roles shall include the following:*

- 4.5.1 Adequately addressing the needs of the rural dwellers in their policies, methods and operations;
- 4.5.2 Manufacturing and marketing of local tools and equipment;
- 4.5.3 Rehabilitation and construction of rural infrastructural facilities;
- 4.5.4 Participation in maintenance of rural infrastructural facilities, including capacity building in the maintenance of rural infrastructure;
- 4.5.5 Employment of rural people thereby reducing rural unemployment;
- 4.5.6 Encouragement of marketing of rural goods and services;
- 4.5.7 Participation in identification of rural development projects;
- 4.5.8 Assistance in funding community development projects;
- 4.5.9 Donation of self-financial projects to *rural* communities especially host communities.

#### **4.6 EXTERNAL AGENCIES**

External agencies have become an important factor in rural development. While government appreciates and accepts that the responsibility to develop the rural areas rests on Nigerians themselves, and will do its utmost to mobilize them, government welcomes the growing global interest in rural development in Nigeria and encourages the participation of external agencies in all aspects of rural development.

Government has set up appropriate institutions, established appropriate rules and procedures for interaction with external agencies. This is to promote mutual understanding between government and the external agencies, to ensure the relevance and appropriateness of externally assisted programmes and to provide adequately for cooperation and coordination.

*The external support agencies (Bilateral, Multilateral and all Agencies are to play the following roles:*

- 4.5.1 Adequately addressing the needs of the rural dwellers in their policies, method to provide adequately for cooperation and coordination.

- 4.6.1 Assist government in developing institutional capacities for rural development programme/project design, implementation, monitoring and evaluation; Government has set up appropriate institutions, established appropriate rules and procedures for interaction with external agencies. This is to promote mutual understanding between government and the external agencies, to ensure the relevance and appropriateness of externally assisted programmes;
- 4.6.2 Assist in the provision of financial and technical assistance in the area of rural sector data collection, processing and storage;
- 4.6.3 Assist in the provision of financial and technical assistance to strengthen rural sector institutions and to sustain rural development programmes at all tiers of government.

**5.1 INTRODUCTION**

The attainment of acceptable minimum levels of development in the rural areas will require very heavy investment. Government cannot and should not handle this responsibility alone. Funding of integrated rural development programmes and projects should be participatory, involving all the stakeholders the federal, state, local governments, the communities, the private sector and external support agencies. Accordingly, a tripartite arrangement should be mutually considered and agreed upon by the three tiers of government for funding integrated rural development programmes in the country. An acceptable funding arrangement will also be devised to harness contributions from the private sector, communities, NGOs and external support agencies. Government will identify existing sources of funds, tap them more effectively and also seek and develop new sources of funds. Special provisions will be made to ensure the effective management of such funds.

**5.2 GOVERNMENT FUNDING**

The bulk of public funds for rural development is derived from budgetary allocations to sectoral programmes in the relevant ministries and agencies. Special care will be taken to ensure that within the budgetary constraints, adequate provisions are made in the sectorial budgets for the special needs of rural areas.

In order to promote inter-governmental cooperation in the implementation of rural development programmes, adequate measure will be put in place for the sensitive use of inter-level funding procedures, such as performance bonds and project grants. By such means local governments in particular will be enabled to build up their capacity and to use local manpower and other resources to carry out rural development projects on behalf of the federal and state governments.

In order to reduce costs as well as promote programme sustainability, emphasis will be laid, wherever practicable, on labour intensive approach

and cost-recovery strategies in project implementation. However, care will be taken to ensure that the process does not become exploitative of the rural people; that is, they will not be asked to pay heavily for what the urban people enjoy free or at little cost.

### **5.3 COMMUNITY FUNDING**

At local level, communities have shown considerable initiative in promoting self-help projects according to their perceived needs. This is in line with the Community-Driven Approach which is enunciated in this policy. Consequently, communities should accept that they own all development programmes and projects in their localities and should therefore contribute agreed percentages in cash or kind as necessary for the development, protection and maintenance of such community assets.

### **5.4 FUNDING BY THE NON-GOVERNMENTAL ORGANISATIONS (NGOS), NON-PROFIT ORGANISATIONS (NPOs), AND PRIVATE SECTOR ENTERPRISES (PSEs)**

NGOs, NPOs, and PSEs, have important roles to play in funding rural development. NGOs, NPOs and PSEs should be involved in community development projects, working closely with community organisations for enhanced relevance and sustainability. They should also be encouraged to establish linkages and collaboration with external agencies in order to build up their capabilities and expand their scope of action.

PSEs should consider themselves corporate members of their host communities and therefore have an obligation to contribute meaningfully and systematically to the development of these Communities. They should pay appropriate rates and levies, including property rates to their local governments. Some of the operational activities of many enterprises in rural communities result in ecological damage and degradation. Such enterprises should be made to meet the cost of monitoring such activities and preventing or repairing such damage or degradation.

Financial institutions, especially, those in the rural areas, should be encouraged to make meaningful contributions to rural development through donations and the provision of micro-credit facilities to rural dwellers.

### **5.5 FUNDING BY EXTERNAL AGENCIES**

Government appreciates the critical role of external funding in promoting

rural development and will actively seek and explore appropriate sources. A primary condition for the acceptance of external financial and technical assistance is that it respects the policy, priorities and strategies established by government in the relevant area, such assistance will be based on suitable agreements and memoranda of understanding specifying the modalities for disbursement, administration, monitoring, accountability and review. The agreements on external funding of rural development projects will be guided by the following principles:

- \* The need to target specific development goals;
- \* The need to involve the concerned communities in the identification, design, implementation and control of the projects, and
- \* The need for sustainability of the project after the agreed time-frame of external funding.

---

---

## Chapter Six

# **COORDINATION, MONITORING, EVALUATION AND REVIEW**

---

---

### 6.1 INTRODUCTION

The successful implementation of the National Policy on Integrated Rural Development depends on how well it is managed. Accordingly, Government will establish the appropriate processes for the effective coordination, performance monitoring and evaluation as well as review of programmes. For this purpose, adequately qualified and specially trained staff as well as the resources and techniques of the new information age shall be fully utilized.

### 6.2 CO-ORDINATION

Given the multiplicity of institutions and agencies involved in rural development, there is need for proper coordination of their activities if the national goals of rural development are to be achieved.

Effective coordination depends on mutual understanding among all the development partners at all levels. Accordingly, appropriate coordinating committees and other suitable administrative structures will be set up at federal, state and local government levels, in order to bring all the key actors together on a regular basis. Such meetings shall be utilised to define common interests and objectives, harmonise programmes, assign roles among cooperating institutions and agencies and work out rules and modalities for mutual cooperation and support, and to monitor and review performance.

The overall responsibility for the effective co-ordination of this policy and of integrated rural development programmes and activities throughout Nigeria shall rest in the Department of Rural Development This is without prejudice to the responsibility of each functional line ministry/agency for the formulation and implementation of rural development programmes which relate specifically to its own area of competence. All relevant functional line ministries/agencies shall co-operate closely with the Department in programmes addressed to the rural areas in order to harmonise government programmes, to minimize duplication and waste and to maximize the combined impact of their activities in the transformation of the rural communities.



### **6.3 MONITORING AND EVALUATION**

In order to ensure that the programmes and projects set up to address the felt needs of the rural communities are adequately implemented, a participatory monitoring and evaluation approach would be adopted, such that the rural people are involved as actors, abinitio, in the monitoring process. This is aimed at facilitating early identification of poor performance such as deviations from plans, objectives and client dissatisfaction. It will also help highlight those actions needed to be taken in order to improve performance.

A comprehensive network of Monitoring and Evaluation Units will be established and maintained. Specifically, Government will:

- 6.3.1 Establish the necessary machinery and facilities in the Department of Rural Development for monitoring, evaluation and review of integrated rural development programmes at national level;
- 6.3.2 Establish the necessary machinery and facilities in each state and local government for monitoring, evaluation and reporting, on a continuous, regular and routine basis, on all integrated rural development programmes being executed;
- 6.3.3 Establish and build-up adequate baseline data and information on the status of rural development in the country;
- 6.3.4 Encourage the creation and use of effective and systematic Management Information Systems (MIS) at the federal, state and local government levels;
- 6.3.5 Encourage integrated rural development implementing agencies at all levels to set performance targets in measurable terms, to facilitate monitoring and evaluation;
- 6.3.6 Conduct regular participatory assessments of the effects and impacts of the various rural development programmes;
- 6.3.7 Set up participatory workshops to discuss results or monitoring and evaluation and proffer corrective action plans to improve performance at various levels; and
- 6.3.8 Encourage the media and the citizenry to get involved on their own in constructively reporting on the execution of rural development programmes and projects.

#### **6.4 REVIEW**

In view of the fact that the problems, challenges and opportunities relevant to the pursuance of the rural development objectives indicated in the Policy change overtime, it will be necessary to review this Policy not later than every ten years, so that necessary adjustments in objectives, strategies and priorities can be introduced to ensure that the Policy remains a useful guide to action.

The responsibility for conducting such periodic reviews of this Policy and for proposing appropriate changes to Government rests with the Department of Rural Development. The Department shall prepare in respect of each year and publish not later than the end of the first quarter of the succeeding year a National Integrated Rural Development Report.