PUBLIC PARTICIPATION IN URBAN PHYSICAL DEVELOPMENT PROCESS: A CASE STUDY OF DEVELOPMENT ASSOCIATIONS IN KATSINA

BY

NADADA, USMAN
B.A (Hons) Geography

A Thesis submitted to the Postgraduate School, Ahmadu Bello University, Zaria in partial fulfillment of the requirements for the award of a Master of Science Degree in urban and Regional Planning.

Department of Urban and Regional Planning
Faculty of Environmental Design
Ahmadu Bello University
Zaria, Nigeria

November, 1991

DECLARATION

I declare that the material composed is the product of my research work for the thesis on **Public Participation in Urban Physical development process: A case study of development associations in Katsina.**

All sources of information are acknowledged and listed in the Bibliography at the end of the thesis.

DEPARTMENT OF URBAN & REGIONAL PLANNING
FACULTY OF ENVIRONMENTAL DESIGN
AHMADU BELLO UNIVERSITY, ZARIA.

Usman Nadada

November, 1991

DEPARTMENT OF URBAN AND REGIONAL PLANNING

FACULTY OF ENVIRONMENTAL DESIGN

AHMADU BELLO UNIVERSITY

CERTIFICATION

This thesis entitled "**Public Participation in Urban Physical development process: A case study of development associations in Katsina**" By Nadada. Usman meets the regulations governing the award of the degree of Master of Science, Urban and Regional Planning of Ahmadu Bello University, and is approved for its contribution to knowledge and literary presentation.

Chairman, Supervisory Committee	24/2/92 Date
Member, Supervisory Committee	24.2.92 Date
Head of Department	24.2.92 Date
Dean, Postgraduate School	7/4/91 Date

DEDICATION

This work

is dedicated

To the Entire Nadada family

and friends

especially my father

and mother

who sponsored

my education

tirelessly

and

to Alha. Maharazu Ali (R.I.P)

My Grandfather

for his inspirations

and

encouragement.

ACKNOWLEDGEMENTS

This work would have been still-born if not for Allah's guidance and support, and for giving me the best of parents one can have. Alhamdu Lilla.

First my sincere appreciation goes to Dr. J.B. Kaltho my Supervisor who was always eager to understand, shape and criticise this work. His articulate constructive criticisms will forever be remembered.

Special acknowledgements are due to Mal. I.D. Suleiman (H.O.D) my second supervisor, Mal. Maruf Sani and Lawal Y. Shema for their help and guidance. I wish to acknowledge the help of Mal. Aminu Ibrahim (C.D. Officer) during the field work of this project.

I owe a lot of gratitude to my relatives and friends for their unwavering support given to me. In this regard acknowledgements are due to Dahir Ada'u, Adesola Idowu (Mrs), Sambo Suleiman, Shallakuza M.S, Odiba, Sani and all those beautiful people who made my stay in Zaria exciting and beautiful. At the home front my sincere appreciations to Abubakar M. Gege, Iro Mani, Adamu Ibrahim (my inlaw), Nasir DanMallam, Champion, Yusuf Suleiman Jibia, Salisu A. Abdullahi, Sa'adu Aliyu and

Farruk Danjuma.

Lastly my personal appreciations to H. Fatima Nadada, Sani Nadada and my `Squatter" Ahmed M. Tugga. To my Maimunat thanks for everything especially for believing.

May Allah reward us bountifully.

Usman Nadada

THESIS ABSTRACT

Public participation has not only, emerged as a key concept in planning and development studies, but also as a major planning objective. This can be seen in the vast literature written about the concept and the increasing attempt to institutionalise the concept. There has been the tendency to see public participation as a necessary prerequisite for successful development. The argument is that since development lies with the improvement of the public well-being participation in Nigeria has remained at the level of rhetorics due to the top-down model of planning and development adopted in the country. The model has made participation to be as difficult as its necessary making the public to be dissatisfied with plans and programmes designed for them.

The study examines the role, concept and process of public participation, as well as the activities of development associations in Katsina. The study tried to find how people as a group are involved in the urban physical development process. Various organised groups were examined in Katsina and the result indicated very minimal or poor participation with regards to government formulated programmes. The "top-down model of planning assumes that public involvement is not necessary or crucial in the development process. The study found-out that despite the contributions of development associations, they are not involved in the initiation and execution of government plans. Public participation in aided projects is fair, limits of the joint involvement as well as the problems associated with aided projects

were discussed. The Non-aided projects are less capital intensive simple projects and it recorded the highest level of public participation. Problems of the non-aided projects were highlighted.

Problems and prospects for public participation in urban physical development were identified. Principles, techniques and approaches are given towards improving and sustaining public participation. An institutional framework has been worked out for the implementation of the recommendations. The study further recommended strategies for integrating group participation in the urban physical development process in Katsina town.

TABLE OF CONTENTS PAGE

DECLARATION ii

CERTIFICATION iii

DEDICATION iv

ACKNOWLEDGEMENT v

ABSTRACT vii

TABLE OF CONTENTS ix

LIST OF TABLES xii

LIST OF FIGURES xiii

CHAPTER ONE: THE RESEARCH DESIGN 1

1.00 Statement of Research problem 1

1.20 Aim and Objectives 3

1.30 Scope and Limitation 4

1.40 Research Methodology 5

1.50 Conceptual framework 6

CHAPTER TWO: PUBLIC PARTICIPATION AND ITS ROLE IN PHYSICAL DEVELOPMENT PLANNING

2.10 The Concept and Role of Public Participation ..... and development associations 8

2.11 Public Participation: Concept and Role 8

2.12 Development Association: Concept and Role 12

2.20 Public Participation and the project planning and development process ..... development. 15

2.21 Project planning and Implementation process and Public Participation 18

2.30 Levels, factors and approaches to public participation 23

PAGE

2.31 Public Participation levels 23

2.32 Factors affecting Public Participation 25

2.33 Approaches to Public Participation 29

2.40 Public Participation in Urban Development in Nigeria 32

2.41 Forms of Public Participation 32

2.42 Limitations to Public Participation in Nigeria 33

CHAPTER THREE: AN APPARAISAL OF THE URBAN PHYSICAL DEVELOPMENT PROCESS IN KATSINA

3.10 The Study Area 36

3.20 Types and Activities of development associations in Katsina 37

3.30 Urban Physical Development Process and Existing Framework for group participation 41/4

CHAPTER FOUR: NATURE OF PARTICIPATION IN URBAN PHYSICAL DEVELOPMENT

4.00 Nature of Development Programmes 51

4.10 Non-aided projects 51

4.11 Aided Projects 52

4.12 Government projects 56

4.20 Role of Development association in some selected projects 57

4.30 Forms of participation in Urban Physical Development in Katsina 60

4.40 Problems associated with Public participation in Katsina 62

4.50 Prospects for effective public participation in Katsina.. 67

PAGE

CHAPTER FIVE: RECOMMENDATIONS FOR EFFECTIVE PARTICIPATION IN URBAN PHYSICAL DEVELOPMENT

5.00 Physical Planning process and Public participation 70

5.10 Proposed Urban physical and development process and group participation 74

5.20 Recommendations for effective participation of development associations in urban physical development in Katsina 77

5.21 Recommendations for self help projects 78

5.30 Recommendation for participation in Government programmes 79

5.40 Implementation strategies and policy guidelines 81

5.41 Institutional Framework 81

5.42 Policy Guidelines 85

5.50 Conclusions 86

Bibliography 88

Appendices 90/99

LIST OF TABLES

TABLE		PAGE
3.1	Distribution of development Associations by types.....	40
4.1	Distribution of aided projects by wards in 1990	52
4.2	Total expenditure on aided projects in Katsina ..... 1986-91.	53
4.3	Completed aided projects by type 1986-1991	53
4.4	Distribution of aided projects by wards.....	54
4.5	Contributions of sampled development associations..... to aided projects	55
4.6	Government projects between 1990-91.....	57
4.7	Factors that affect community self held projects..... in Katsina.	65

LIST OF FIGURES

FIGURE		PAGE
1.1	Conceptual Framework of the Thesis	7
2.1	Consequences of lack of participation.....	12
2.2	Cyclical Planning Process.....	17
2.3	Ranked levels of participation.....	2 5
3.1	Map of Nigeria showing Katsina State.....	36a
3.2	Distribution of Development Association by wards	38a
3.3	Location of Katsina in the State	37a
3.4	Distribution of associations by types	38b
3.4a	Distribution of sampled associations by types.....	39a
3.5	Organisation of Development association in Katsina...	41
3.6	Distribution of Development association by wards	40a
3.7	The process of plan preparation approval and..... implementation in Katsina	44
3.8	Planning and implemenation in urban physical Development and Public participation	45
3.9	The process in aided programme.....	47
3.10	Growth of Development Association from 1988-91	41a
4.1	Decision Making process in non-aided project	52
4.2	Wards distribution of non-aided projects by wards ...	52b
4.3	Decision making in aided projects.....	53
4.4	Distribution of aided projects by wards (190).....	53a
4.5	Contributions of sampled development associations to aided projects	54a
4.6	Development associations as a vital link in the execution of projects in Katsina	55

PAGE

4.7 Existing framework for aided projects 56

4.8 Project planning and implementation in Government Projects 57

4.9 Distribution of some selected projects in Katsina 59a

4.10 Factors that affects urban development projects 65a
by development associations

5.1 Proposed public participation by development associations
in physical planning and development projects 74a

5.2 Proposed institutional framework for urban development
process 84

5.3 proposed framework for community development projects .. 85

CHAPTER ONE: THE RESEARCH DESIGN

1.0 STATEMENT OF RESEARCH PROBLEM

Public participation is a major catch-word in planning and development studies. Various researchers and institutions have called for an increase in the role of the public in planning and development. Various studies have shown that public participation is desirable, and a lot have been achieved in the developed countries to involve the public in planning and development programmes. Past studies in Nigeria have established that public participation in plans and programmes formulation is either absent or very much inadequate. This is because the existing framework discourages public participation, there is also the weakness of the apparatus of policy formulation and consequently poor quality of decision. These studies, however, look at public participation at broad levels of planning and not narrowing to specific issues of planning.

Secondly, the studies fail to show how the public #=should participate and at what stages of the planning and development process. Although there exists in the community a reserve largely untapped of people able and willing to take part in planning affairs, the studies have not investigated how these people should be utilised in planning. There is therefore some ignorance on the

relationship between public development agencies and development associations.

Planners are aware of the role of development associations in carrying out self-help projects. However, studies have not indicated how best to integrate development associations into planning without destroying their self help initiatives. Studies on the role of development associations in rural development show that they can be used to achieve desired levels of public participation.

There is the need therefore to study development associations and determine the aspects of projects planning and implementation, they can undertake and establish elements of a framework that will sustain their integration into institutional project planning. To utilise these potentials there is the need to study them and formulate a framework that will achieve and sustain public participation in planning and development process. The emphasis by Government and individuals on self-help efforts made it necessary to bring activities of development associations within the planning sphere.

Failure to involve the beneficiaries in planning and development has been identified as accounting for the failure of plans and projects. Decisions taken at the top have remained unappreciated by the public/beneficiaries. Lack of participation

has made planning to be ignored and sometimes rejected by the public. There is the need, therefore, to encourage the public to participate in planning and development.

Findings of this study may be applicable to other areas of physical planning and plan implementation and may help in the attempts of government in drawing urban development policy, review of town and country planning law and the strategies for involvement of community in community development projects.

1.20 AIMS AND OBJECTIVES

1.21 AIM

The aim of this study is to examine the scope and form of participation by development associations in planning and implementation of urban physical development projects in Katsina with a view to making recommendations towards effective urban physical development.

1.22 OBJECTIVES

(1) To review the concept, process and role of public participation in the planning and implementation of urban physical development projects.

(2) To examine the types of development associations and existing framework for their participation in planning

and implementation of urban development projects in Katsina.

(3) To investigate the activities of development associations in the planning and implementation of projects for the development of Katsina.

(4) To identify the role of public sector development agencies in the activities of the development associations as well as the form of participation of the associations in public sector urban development projects.

(5) To identify the problems and prospects relating to the participation of development associations in public sector activities and the participation of public sector agencies in activities of development associations.

(6) To make recommendations for effective urban physical development in Katsina.

1.30 SCOPE AND LIMITATIONS

The concept of public participation is wide and embracing. The concept can be at group or individual levels. The focus in this study is on group participation of development associations in urban physical development. The internal decision making process

and organisation is not within the scope of this study.

The study treated both the aspect of physical planning and implementation process and the project planning and implementation. This is because public participation at project planning and implementation will not have the desired objective of public participation. The study thus considered the physical planning and project planning process.

1.40 RESEARCH METHODOLOGY

Katsina urban area was chosen for the research. One hundred and four different development associations were identified out of which fifty six were selected for detailed study. The samples were taken from the various wards of the urban area.

Within each ward development associations were studied using a questionnaire (see appendix 1) administered through the interview method. The questionnaire required development associations to list their activities, nature of involvement, problems being faced in urban physical development programmes etc.

Personal interview was conducted for community leaders, leaders of divisional youth councils, community development officers and leaders of community associations. Officials of urban development agencies notably Katsina state urban planning and development Authority, Katsina local Government and the Ministry of

Social Development, Youth and Sports were interviewed using a questionnaire (see appendix 11). The questionnaire requires theofficials to indicate level of involvement of development associations in the activities of their agencies and vice-versa etc.

Within Katsina urban area, some projects were selected for detailed study of participation the selection was done on the basis of the nature of the projects. A total of six different types of projects were identified and studied. The sites were visited. Other data were generated through infomal discussions with personnel of various agencies involved with urban physical development and community development.

Materials such as past studies, published materials on community development programmes were also reviewed for secondary data.

1.50 CONCEPTUAL FRAMEWORK

The first in the conceptual framework is the problem identification which include absent or inadequate public participation in physical planning and development.

The concept, role and process of public participation were discussed in the second part of the conceptual framework, physical planning and development process with its components as well as

project planning and implementation process were discussed. A case for public participation in project planning and implementation was made. Approaches and techniques of public participation were discussed.

In the third part specific projects and existing frame work were examined. Specific problems and prospects were identified.

Lastly there was evaluation of existing situation and certain proposals were made for effective public participation in urban physical development (see Fig. 1).

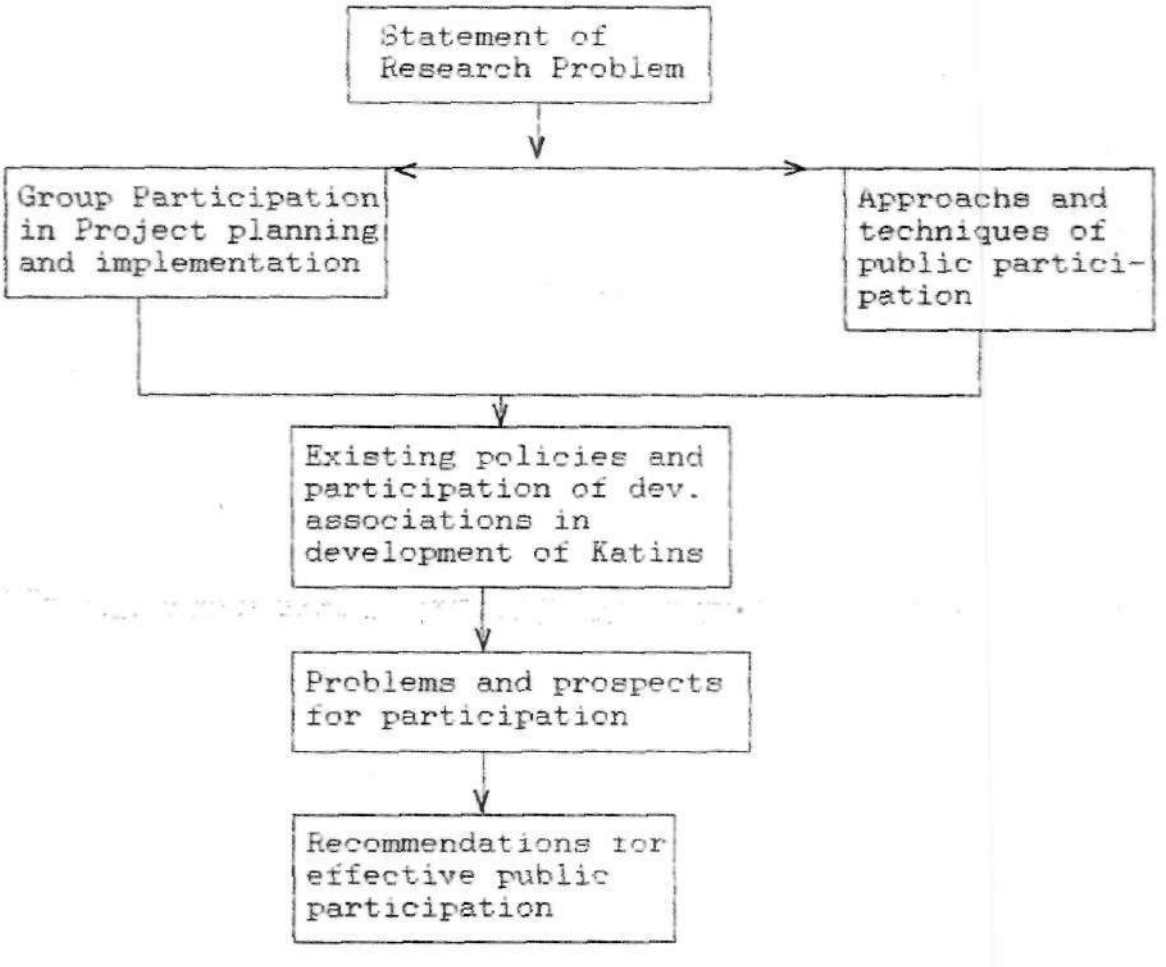


Fig. 1.1 CONCEPTUAL FRAMEWORK OF THE THESIS

CHAPTER TWO: PUBLIC PARTICIPATION AND ITS ROLE IN PHYSICAL DEVELOPMENT PLANNING

2.00 THE CONCEPT AND ROLE OF PUBLIC PARTICIPATION AND DEVELOPMENT ASSOCIATIONS.

2.1.1 PUBLIC PARTICIPATION: CONCEPT AND ROLE

The term public refers to the people that are directly affected by planning proposals and physical development activities. The public can be a well defined interest groups, individuals, voluntary organisations etc. Participation refers to the direct involvement of the public in decision-making and implementation through a series of formal and informal mechanisms. Public participation, therefore, refers to the involvement of the public in realising the goals of planning and development.[1] The term public participation has been used interchangeably with such terms as 'citizen', 'local', 'Community' or 'popular participation'. The term has also been defined differently by individuals and groups all based on their educational background, experiences and commitment.

Over the years the term has attracted a lot of literature and in the process diverse meanings and a variety of inexhaustible practical expressions were given to the term. The United Nations (1971) defines public participation as entailing the creation of opportunities that enable all members of a community and the larger society to actively contribute to and influence the development

process and to share equitably in the fruits of development. That is, it is a process where people's effort and that of government are united to improve the lot of the society. Kaltho (1985) views participation as the involvement of the public and planners in the planning process. It is an avenue where the community can reach the authority and where the authority reaches and respond to the community. (Thomson (1977) conceives public participation to exist only when those in authority take steps to discuss with certain members of the community about the nature of some problems, the alternative solutions to the problems and the advantages and disadvantages of the various alternatives. Thomson sees public participation from the democratic point of view because he argued that the public are entitled to be informed of planning proposals and that the public must be given an opportunity to make representations on such matters.

Despite the increasing number of studies and activities being undertaken to promote public participation there is still a lot of reservations about the concept. There is still little agreement on the basic dimensions of public participation, the participants, the objectives of participation etc. Questions posed focussed on the participants, at which stage of physical planning and development is participation necessary and how can participation be organised at the different levels of the city. Some studies argue that participation may allow already active and powerful or disgrunted voices to have a greater hearing (Whitney, 1973). There is also

the view that greater involvement inevitably means that more time and resources are spent in reaching a decision and that the cost of planning increases. Wigner (1973) sees public participation as a political activity rather than an administrative activity where the people receive only lip-service they do not embrace the magnitude of issues involved in planning.

It has, however, been established that participation is a crucial factor in the planning and development process. Hence, the need for public participation to be declared in many countries. Methods of inviting participation has been pioneered in the United States of America by large city planning departments and by organisations such as the New York Regional plan association and the San Francisco Planning and Urban Renewal Association. A legislation in Britain (Town and Country planning act 1968) requires planning authorities to ensure that the public have an opportunity to voice their opinions before an authority take a planning action. In Nigeria the concept of public participation is enshrined in the Town and Country planning law (CAP 130) and in community development policy.

Sanoff (1978) stressing the importance of public participation believe that the loss of opportunity to participate impairs the public ability not only to contribute creatively but also prevents people from understanding the development process. It also frustrates the creative potential of the public. Generally public

participation is considered important due to a number of reasons;

Firstly, the public are likely to identifya project as their own if they are involved. Local contributions and acceptance of the programme will be more forthcoming if the people identify with the project this in turn will reduce, wastage because the minimum available resources will be utilised to achieve the goal.

Secondly, direct involvement of the public means more information available. Information about local conditions, aspirations, needs and attitudes can be readily obtainable without which the programme may fail or the cost increases.

Thirdly, through participation the public will exchange and acquire new ideas and skills and savings can be generated. Public participation is also considered a basic 'democratic right', hence the concept to be institutionalised in most 'democratic' countries.

Non-Public participation in general may bring about non-identification of the real needs and preferences of the people. This will lead to dissatisfaction and non-utilisation and consequently resource wastage, (see Fig. 2·1).

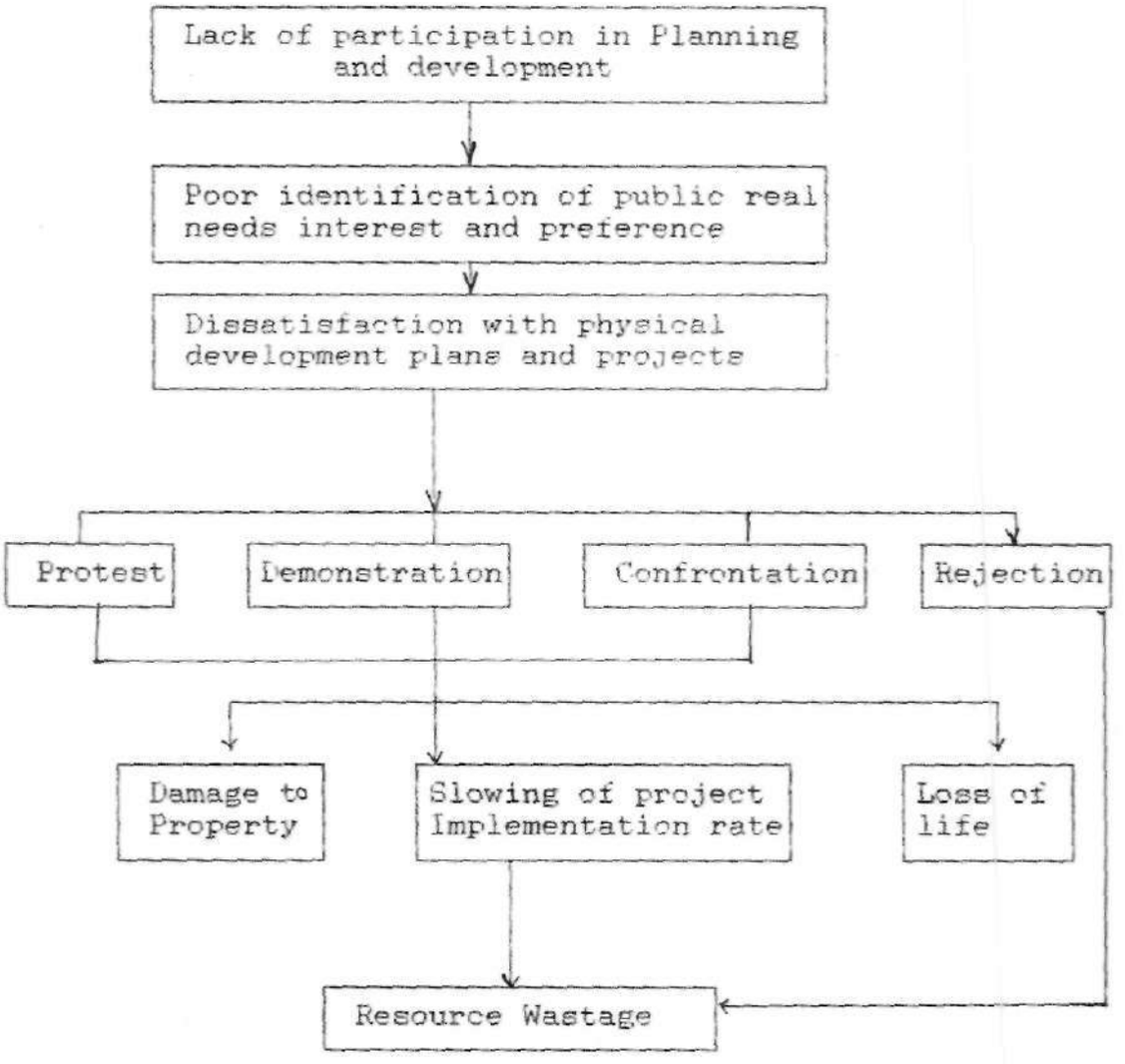


FIG. 2.1.1 CONSEQUENCES OF LACK OF PARTICIPATION
SOURCES: Adopted after Turner (1976)

2.1.2 THE ROLE OF DEVELOPMENT ASSOCIATIONS:

Individuals with shared interest come together to form associations to protect and enhance their common interest. Development associations are voluntary organisations formed in a given community as a response to the people's collective social and developmental needs, and which engages in such activities that seek

to meet those needs. Development associations in this study include youth organisations, progressive unions, social clubs, interest organisations etc.

In traditional African societies an enduring and flourishing heritage is the involvement of individuals in community development. Before the introduction of the science of physical planning and studies, many communities had learnt to pool their resources to provide both functional and physical facilities. There exist associations such as age-group, social-clubs etc., who are engaged in the process of development. Their participation as a group, in this bring-out two issues. Firstly, public involvement is not a new thing in Nigeria. Secondly, that group participation is the most successful form of participation because time has not altered it in Nigerian Society. What is however missing is that with the increase in governmental control of the development process, activities of development associations seems not to be integrated with that of government.

The role of development associations has long been recognised. In England, development asociations during the period of rapid economic growth played important roles in business, industry and setting of new towns. In modern towns of Africa it has been observed that the most striking characteristics of these towns is the very large number and variety of development associations. (Little 1957). Historical accounts and present evidence show that

these associations evolve as adaptive mechanisms to cope with the problems and challenges of daily living in the towns. It seems that if development associations do not exist in the urban areas, authorites would have resorted to forming them as done in the rural areas. Coombs (1980) observed that development associations kept a distance from government agencies and that they confine their activities to purely social problems. In recent years, however, he contends that important changes are occuring as a growing number of associations have begun to shift emphasis to more fundamental development efforts.

In Nigeria during the colonial period self-help development was used punnitively as a development strategy. This was very unpopular because it relies on forced labour. Presently, self-help development is recognised through its ability to usher in development consistent with the principles of basic needs and self reliance. Many programmes have been executed by these organisations. These include construction of bus stops, street naming, culvert and road construction, construction of refuse bins and incinerators etc.. Some of these associations go further to undertake capital intensive programmes. For example, the Zaria Rotary club build a leprosanium college along Zaria-Kaduna Road, the Zaria childrens home, award at A.B.U. hospital in Malumfashi, a meter filtration plant at Bomo and Guga villages respectively.(Alli 1983). In Oyo State the Iba descendants association contributed materially and financially to the setting

up of Iba Community High School. Similarly the Ohima Social Club in Kabba area of Kwara State has successfully executed an ultra-modern club centre and library project from funds realised from its N3million appeal fund.

Despite the contributions of development associations they seem not to have been harnessed within the planning process to achieve the basic objectives of planning.

2.2.0 PUBLIC PARTICIPATION AND THE PROJECT PLANNING AND DEVELOPMENT PROCESS

The process of project planning is itself a part of the wider planning process. To fully comprehend it, it is necessary to outline the entire planning process. Planning, generally, describes a process which attempts to arrange in advance policies and programmes for the effective deployment of resources in relation to human need. This process is applied in many disciplines and in varied circumstances.

Physical planning is a broad and wide activity which involves the use of full range of human activities and, materials which are organised simultaneously into several levels of complexity. This complexity gives different kinds of plans and not all these plans would result in overt action. During the course of planning and implementation a set of events take place in a continuous order. These set of events are in six stages. The decision to adopt

planning is an action of client which may be a private person, group or government body. The first stage after the decision is identification of goals and objectives of the planning exercise which depends on the needs, wants, aspirations and requirements of the public. The goals are broad and general statements while the objectives are specific statements giving details of the operational means for achieving the goals. The second stage is the preparation of alternative plans covering the goals and objectives. It takes into account the existing conditions and projected future requirements. The next stage is the evaluation of all alternatives to identify the rest plan that satisfies maximum goals and objectives, provides maximum benefits or minimum cost. This is done with reference to the means available and the consequences of each alternative. This stage is followed by the implementation of the most desirable plan. The implementation stage is followed by review and evaluations which is the assessment and correction of the course of action taken. This stage of the planning process makes it continous, dynamic and correcting. The result of this review decides further action to be taken if it is positive, the action is repeated but if certain changes are required this is affected by revising or refining the specific stage.

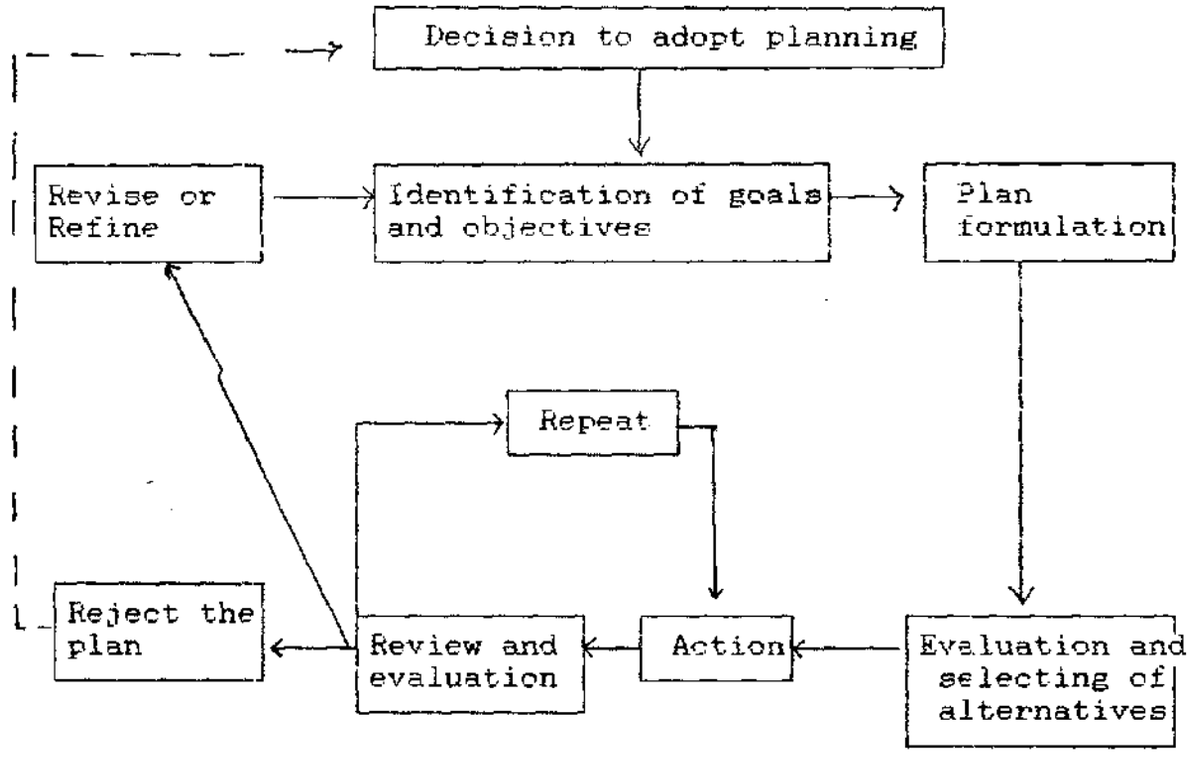


FIG 2.2 CYCLICAL PLANNING PROCESS
SOURCE: Adopted after Dalyop-Dong. M.N (1990)

2.2.1 PROJECT PLANNING AND IMPLEMENTATION PROCESS AND PUBLIC PARTICIPATION

A project is a scheme or part of the scheme for investing resources which can reasonably be analysed and appraised. Project planning and implementation proceeds through five broad stages. The stages are, project articulation, appraisal choice, design, implementation and evaluation.

The first step in articulation of a project is to state the principal objective. To achieve this requires knowing or recalling the problem that motivated the project. The problem may be identified at the survey analysis of making the plan or the public may raise the problem. The second step is to indicate what alternative projects by which the same principal objective might be achieved were or have been considered and rejected. Given a summary of all the alternatives that are considered and why they are rejected. The last stage in project articulation is to list alternatives that remain unresolved, one may go back to them if the project proposal is rejected.

Project appraisal is to examine a project before its execution. Before a project is accepted or rejected for implementation, the cost and benefits of the project during its life are compared in a cost benefit analysis. For an urban project the main cost elements listed are initial capital outlay and operating cost. Tools usually applied in project appraisal are

cost benefit analysis (C.B.A), cost effectiveness and PPBS.

Project design involves the breaking-up of the project into its possible components parts or sub-projects and to setup or consider all the possible alternatives to each sub-project and accept the best alternative.

Third stage in project planning process is project implementation. A selected plan is put into action using all the needed resources such as labour, finance etc. After implementation is project evaluation. That is to examine the project after implementation to see if there is any problem of whether the project was satisfied the principle objective of the project.

These stages of project planning and implementation have various requirements for public participation. Kulthrestha (1985) attempted to explain the types of participation taking place in project planning and implementation. Four major types of participation can be distinguished.

Firstly, is participation in decision-making process. This stage has to do with the generation of ideas, formulation and selection of alternatives as well as plan formulation and putting selected alternatives into effect. This stage conforms with the articulation stage of project planning. Three types of decision can be identified at this stage.

i. Initial decision

This is concerned with identifying felt needs and how they can be settled through a particular project. This is a crucial stage in decision making process and if done efficiently it can reduce the work load in the decision making processes that follow. Decisions to be taken here which the public can participate include when the project should start, where it should be located, ways it should be financed, staffed and the ways by which the public should participate.

ii. Ongoing decision

The public may have the opportunity to participate in ongoing decisions once the project has arrived in the locality. This is, also, important for the success of the project. Ongoing decisions involves reaching out for new needs and priorities that the project might respond to as well as operating it in ways that best meet participant needs.

iii. Operational decisions

The emphasis, here, is on public organisations and voluntary organisations involved in the substantive activities of the project.

Secondly, participation in implementation. The public can participate in three major ways at this stage. Firstly, through

resource contribution. The resources can be labour, cash materials, information etc. Such resource input are vital most especially with the current structural adjustment programme in the country. Secondly, participation in the project administration and co-ordination. The public are either hired employees or as members of various projects advisory or decision making boards. Involving the public will increase the self-reliance of the public through training. Inside information can also be readily supplied. Thirdly is enlistment in programmes which is the most common form of implementation.

Thirdly is participation in benefits. The benefits can be social, material or personal. Social benefits are public goods such as schools, health, housing, water system etc. Personal benefits are usually greatly desired though often difficult to attain on individual basis. It comes as a result of the benefits derived from group participation in a project. Material benefits are basically private goods, they include an increase in consumption, income or assets etc.

Lastly is participation in evaluation. Evaluation can occur through political activities in a number of ways. For instance, through elected representatives or through lobbying activities. Where political process is not available voluntary organisations are used. There can be radical participation where the public mobilise all available tactically appropriate saction with a view

to inducing conflict. This type of participation in most cases result to resource wastage either through destruction or non-utilisation of the project. A less direct participation in evaluation could by influencing public opinion with the hope that this will have the desired effect on the continuation or possible modification of the project. This is done usually through the mass-media. Project designing is the work of the professional. The public can only participate by appraising the design. The design is left to the professional.

The physical planning and development process is a complex concept and issues involved are rarely clear cut. It include 'routine' matters such as day to day planning decision, land use development plans development control etc., which can be left to responsible officials to take care of. The role of participation in some routine matters is peripheral rather than central because they require little or no direct inputs from the public. Strategic matters however such as urban renewal projects, road project, dams, schools, public conveniences etc. typically involve conflicts between interest and therefore the role of public participation is central. Furthermore members of the public involved in planning need to feel that they are participating in something that is likely to have tangible results, routine matters will not give such desired results. Therefore for public involvement to be more effective it should be tied to specific fields of physical planning and development such as project planning and implementation. Group

participation in project planning and implementation will allow for the assessment of the participation programme. Results or benefits are clearer and definite.

2.30 LEVELS, FACTORS AND APPROACHES TO PUBLIC PARTICIPATION

2.3.1 Public participation levels

Austein (1969) presented a typology of eight levels of participation with each level representing a ranked degree of participation. The levels represent the extent to which people can determine or influence activities and this may range from manipulation and therapy which is regarded as non-participation through degrees of Tokenism such as informing consultation and placation. The levels are:

i. Manipulation, Here the public do not participate. The planning and development is undertaken for them. There is no consultation between the development agents and the public.

ii. Therapy. Although people may appear as if they form part of the activity in reality they are involved unwillingly. The people are uncommitted and will therefore exhibit a lukewarm attitude and passive involvement.

iii. Informing. This involves the authority passively. Informing the public and seeking their endorsement of what is considered a non-political activity. In this, the public is seen only as input in the development process.

iv. Consultation. The situation may be passive although there is interaction between the public and the planners. Information is received but not used in goal formulation.

v. Placation. The planner appeases the public by providing a situation whereby they understand that they are not the losers to co-operate.

vi. Partnership. The public are involved in some way as individuals or groups with the planner. The planner in conjunction with the public initiate a programme, the cost of funding is shared between the government and the community.

vii. Delegated Power. To avoid the problem of not reaching a decision quickly, individuals, groups or institutions act on behalf of the people in the formulation of government plans.

viii. Citizen Control - The public have a larger say in how development should be undertaken. That is there is active participation of the public. In some instances the programmes are initiated by the public and are planned under their control

involving the implementation.

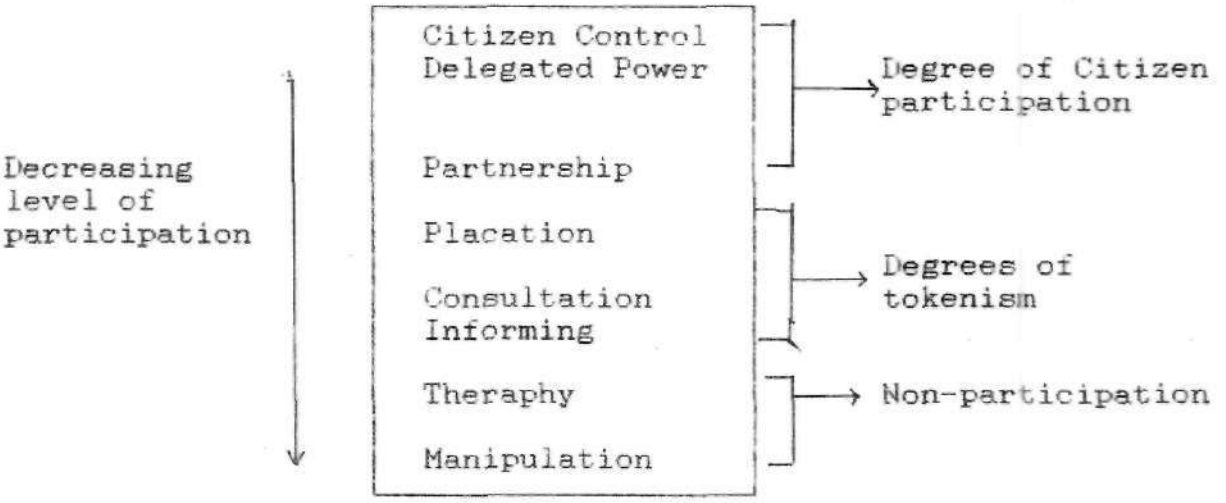


FIG 2.3 Ranked levels of participation
Source: Austein (1969)

2.3.2 Factors affecting public participation:

The nature and pattern of public participation that emerges is a consequence of many factors. The major factors that influence public participation are:

Firstly, is project characteristics which include the size, nature and cost of the project.

Plan of a project should be based on resources available to execute it, a big project normally demands more resources than a small one. A big project will limit the amount of participation especially in areas where income and population are low. To allow for more public participation small size projects are prefered.

The nature and cost of the project also affect public participation. A project should be simple enough to allow participation of the majority of the public. A complex programme will not be feasible if the less-educated are to participate. Alternatively, however, people level of education should be raised if the project has to be technologically complex. For easy mobilisation of people the project should also cost less where the project attract high cost the public tend to shy-away. The way people perceive benefits derivable from a project can determine the extent of their participation. The way people also perceive the risk of a project can determine the extent of their participation. Programme coverage can also determine the extent of people participation; a ratio that will ensure adequate interaction while promoting public participation in decision making is crucial in determining the extent of public participation. That is, the number of the affected people in the planning team and how they interact.

Secondly, National policy. Endorsement of public participation as a national policy will affect peoples participation in projects. The scope of participation will broaden when the government and other development institutions go beyond its acceptance in principle and give it political legitimacy and legal backing by facilitating its inclusion in development activities. Also, political commitment at the highest levels of national leadership can greatly enhance the success of development

goals. In Socialist countries people tend to participate more in activities that affect them because the system has encouraged high degree of grass-root participation. Some people, however, argue that the socialist system dampens enthusiasm and therefore participation levels hence the present changes in socialist countries.

Thirdly, income level can affect the capacity of people to participate in development programmes. Shortage and inequality in income distribution can limit public participation. It also, has the tendency to reduce community solidarity by creating cleavages and individualism. For instance, the high income earners may not participateif they see the project as the problem of the poor only. The poor or low-income earners may not participate in a project if they perceive that the benefit will go to the high income earners.

Fourthly Age and Culture. The propensity to participate in manual work is greater with the middle age than with children and the aged. In certain communities due to culture women are not allowed to participate in some activities. Similarly participation may be limited by general attitudes of family loyalty, inter tribal and family competitions.

Fifthly, leadership role may determine the extent of participation. Participation would be very easy to achieve where there is effective leadership and organisation. Also, if local

autonomy of citizen initiation in decision is allowed people will work more towards satisfying their individual and collective needs. Local autonomy promotes self-management and self-confidence as well as creativity.

Sixthly existing of voluntary institutions and social organisations such as social, cultural, religiou clubs or groups can affect the public participation. These organisations and institutions understand the language and the problems of the public and could therefore be involved in planning and development.

Seventh, as nature forms the basis for man's primary (economic) activities the physical setting and biological factors of a place can influence peoples participation. For instance, dispersed settlements may make organisation of associations difficult primary activity (economic activities the physical setting and biological factors of a place can influence people's participation. For instance, dispersed settlements may make organisation of associations difficult. The climate of a place can also affect the extent of participation. During rainy season the ability of farmers to participate in ongoing projects is limited.

Eighth, the educational system of a country will affect the rates of people's participation with regard to execution of projects. Education can increase awareness of the people which will help in mobilising the people. It has been observed that in

most local organisations such as social clubs it is people with high level of education in the group that occupy leadership role. However, the educational system in Nigeria has been accused of encouraging individualism, thus people with high level education tend not to participate practically in execution of community projects.

Lastly, public participation is severely affected when the economy is largely controlled by few individuals and foreigners. A national economy that relies on foreign investments and payment of external debts may limit the amount of funding the national government can make to participatory movements.

Programmes, proposals or plans need to be sensitive to the above factors and their effects. Participatory goals are more likely to be reached and obstacles to participation properly tackled if they are taken into consideration.

2.3.3 Approaches to public participation

In government motivated and oriented programmes public participation can be achieved directly or indirectly.

i. The most direct means is through public meetings with the people, with a view to identifying their problems in order to arrive at better goal formulation. In this direct meeting a

consensus can be reached between the public and government officials. With this direct meeting, the attitudes, opinions and aspirations of the public are heard.

ii. The indirect approach which can be through representations, consultations, surveys or exhibitions. Representation can be of two types, first is representation through election or secondly through selection. Representation is rarely capable of an accurate degree of representation because most representatives we have elected or selected from organisations, they are more to their interest than the interest of the majority. For instance, in Nigeria representation starts and end with the representative (Y. B. Usman, 1978). Although representation is important as a means of achieving public participation, it is not effective because of the drawbacks.

iii. Another method of obtaining participation is in which the people's express demand constitutes participations. In this regard, information is obtained from the public about the existing social conditions in the area by conducting surveys, holding meeting, interviewing the people etc. This approach has some shortcomings. It requires considerable amount of money and time to carry out surveys. Information obtained is not always entirely accurate particularly in the case of information about people's feelings and attitudes towards proposed development. Lastly, the people are not fully involved in the planning process,

they act only as informers. Based on this approach shortcomings, it is not usually very successful as a means of obtaining effective community involvement.

iv. The use of extension staff as a link between those making decision about government policies programmes and projects and the public who are actually affected by these activities. Extension staff include community development officers, field staff of Agricultural development Authorities. Extension staff are expected to channel information between the public and the decision makers. They communicate local needs and conditions to the authorities as well as to communicate information about national development policies and programmes to the public. Extension staff can be used as a means of achieving popular participation in planning. They can provide information about the priority of the area, they can help to assess the likely impact of particular projects and they can explain to the people why a project is being introduced, what forms it will take and how they can benefit from it.

The use of extension staff is more economical and in some respects more efficient method of communication than conducting special surveys, because extension staff are already living with the public and they have already established links with the public and gathered a considerable amount of information about local needs and conditions. It's main drawback is that extension staff are not

trained either to communicate effectively with local communities or to collect the sort of information which is needed for planning purposes. Thus information provided by extension workers may not be much accurate or more relevant than that obtained from surveys and consultations.

2.40 PUBLIC PARTICIPATION IN URBAN DEVELOPMENT IN NIGERIA

The participants in urban development in Nigeria are the government, planning consultants, contractors and private developers. The Government refers not only to the three tiers of government but also planning authorities and officials concerned with policy making and decision making.

2.4.1 Forms of Public Participation

The first form of public participation in urban development is participation of the public in government projects. Participation of the public is indirect. Government projects are done either by direct labour or contract. Thus the people participate only as employers. As employees the people are being made to participate in running and maintaining theee projects. Participation in government projects is very low and falls within degree of tokenism, it cannot therefore be seen as democratic and beneficial.

The second form of public participation is through self help community projects. In most urban areas self help programmes attract a higher level of public participation than government

projects. Participation is of citizen control. In community sponsored projects it is usually the responsibilities of all members to identify their felt needs and to also initiate and implement projects within their localities. Through contribution of resources stated goals are achieved.

2.4.2 Limitations to Public Participation in Nigeria

The town and country planning law (CAP 130) of 1962 did not give enough room for public participation. Regarding its contents public participation relates to the issues of the people's opportunity to comment and discuss in the preparation of plans by the planning authorities where such plans affect them (Section 16(4)-(8)) before approval for implementation. Since planning authorities never comply with the procedure of plan preparation as required by the law, the opportunity of the public to participate in plan making and implementation has therefore not being granted. The concept of planning scheme is ambiguous, there is yet to emerge what a 'scheme' means or is. Furthermore the law does not oblige the planning authorities to take the observations of the public into consideration. The law also does not make provision for people's participation in other planning issues other than planning scheme such as, building regulations, development control, subdivision regulations or individual projects. There is the need to revise the law to take cognisance of recent trends in planning.

The law gives the authority the right to ignore public views.

Poor communication coupled with government bureaucracy do inhibit public participation. Decisions are kept secret, especially land issues, and centralised making the communication link between the Government officials and the public very weak. Communication is very vital in stimulating public participation as it is the means by which the public are informed and ideas shared.

Inadequate or poor organisation of people in urban areas makes public participation in development efforts shortlived. To initiate and sustain participation a good organisational structure is needed. As a result of the limitations at present there is wide spread misconceptions and prejudicious notions in the minds of the members of the public as to what planning is all about. This in turn causes illegal and haphazard development and lack of public co-operation to planning activities.

There is also the difficulty in choosing the participants within the general public. As everybody's participation will generate conflict, the government resorted to selecting traditional rulers to represent the public. Traditional rulers in essence, however are within the pay roll of the government and selection of representatives based on their statuses in the society is quite defective. The public can best be represented in groups having common interest and not an undifferentiated mass.

Lastly with severe cuts in public spending in this period of economic recession development tend to take a series of policies loosely assembled comprising of projects which are implemented when funds are available. Thus, reducing the necessity for public participation as when a 'masterplan' is implemented. Most of the work is done either by direct labour or contract thereby reducing the chances of public participation.

CHAPTER THREE: AN APPRAISAL OF THE URBAN PHYSICAL DEVELOPMENT IN KATSINA

DEPARTMENT OF URBAN & REGIONAL PLANNING
FACULTY OF ENVIRONMENTAL DESIGN
AHMADU BELLO UNIVERSITY, ZARIA.

3.10 THE STUDY AREA

Katsina is located on the central plains of Hausaland at the extreme northern part of Nigeria, some 56km with Niger Republic. Katsina lies between latitude 13 N and 12°N and longitude 7°37E and 8°E.(see Figure 3.1). The area consist of undulating plains with a ferruginous tropical soil, the climate is hot and dry for most of the year with a maximum day temperatures of about 100°F and a minimum temperature of about 55°F. Average annual rainfall is about 12 inches while relative humidity ranges between 20 - 25%

Katsina is the administrative capital of Katsina state and Katsina local government headquarters. Katsina still retains much of its traditional character, unlike Kano and Zaria it has no sabongari or Tudu Wada i.e. `strangers quarters´. Although the town is predominantly Hausa in character of recent however the town is experiencing high in migration and rapid urbanisation. A lot of non-indigenous population are settling in the city and they are mostly found in the Kudu ward.

The city is divided into four wards each headed by a wakili and sub-divided into quarters headed by a Mai Unguwa (see Fig.3.1). Gabas is the largest ward in terms of area while Kudu is the largest in terms of population presently. It is at these two wards

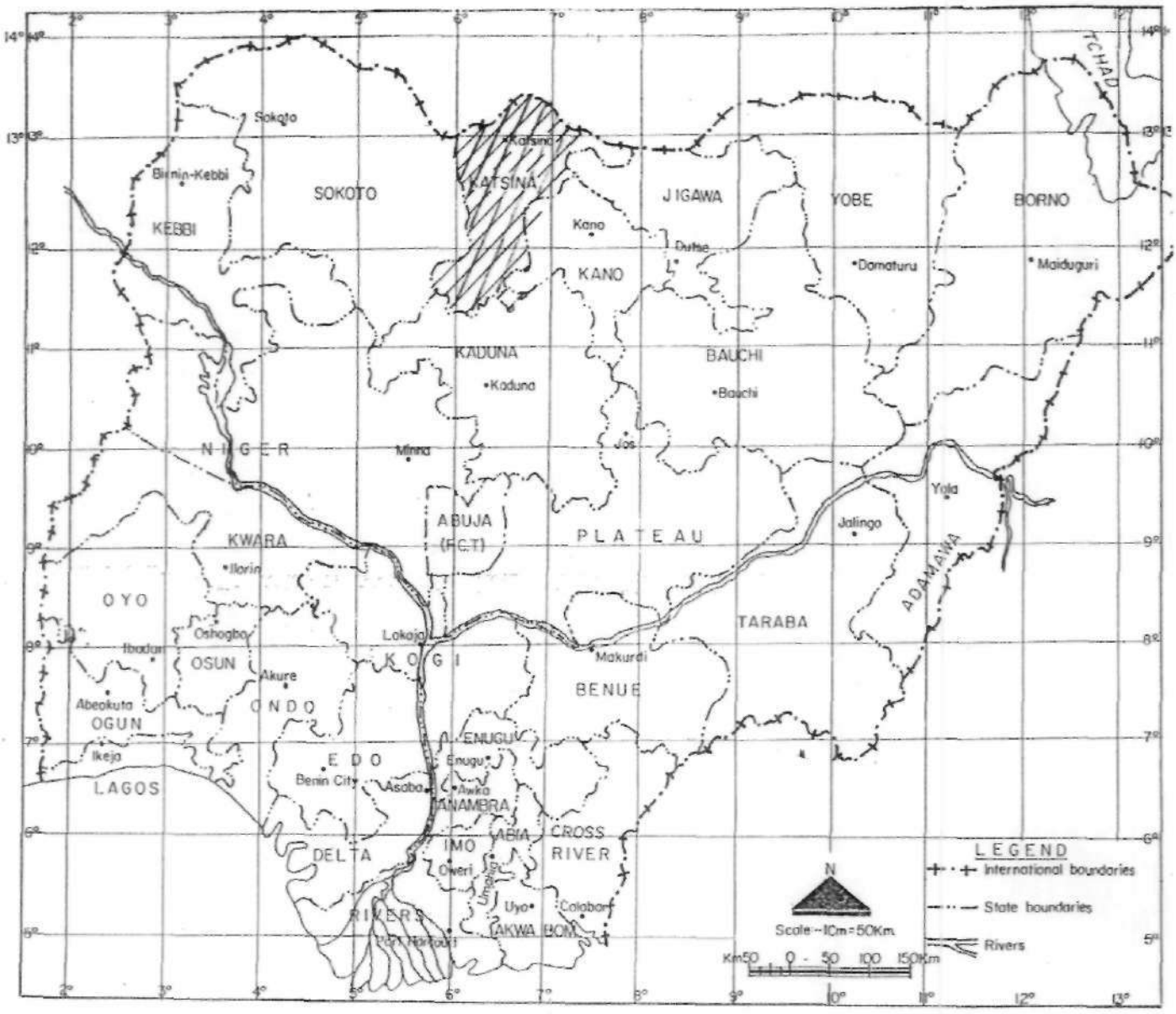


Fig3.1 MAP OF NIGERIA SHOWING KATSINA STATE

[redacted] Nadada Usman
M. Sc. Thesis U. R. P
A. B. U., Zaria.

that most of the immigrants population is found and much more of the accomodation is rented to tenants. It is here also that more buildings are constructed. Yamma ward is the oldest ward of the town and it is here that the older inhabitants most like to live. The population is solidly Hausa and most properties are owner occupier. Arewa is the smallest ward by population though more extensive in area than Yamma. It's inhabitants are mainly Hausa-Fulani and have few rented properties. The wards forms the basis of traditional administration.

The compound forms the physical basis of the traditional residential unit in the town. Traditional compounds consisted of many sections made up of more than a household all linked through the main line. The traditional compound is now increasingly framengted into one single household compound. As of 1978 there were about 15,968 residential compounds with densities ranging from 20 - 80 compounds per hectare with an average of 5 persons per compound.

The city is being administered by Katsina local Government and the traditional council's help.

3.20 TYPES AND ACTIVITIES OF DEVELOPMENT ASSOCIATION IN KATSINA

The one hundred and four development associations in Katsina can be categorised into six types. These are, (see appendix III for distribution of dev. ass.)

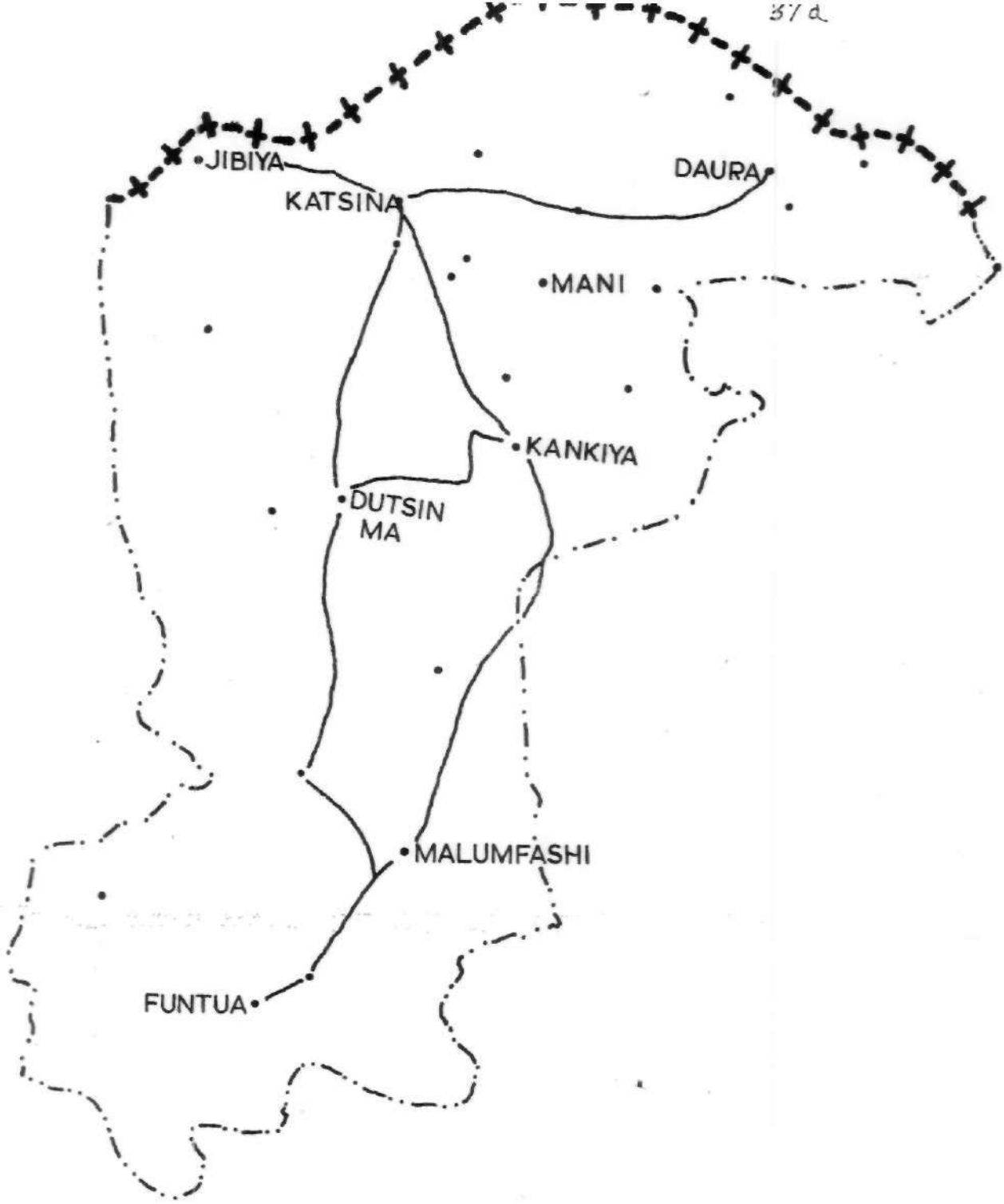


Fig32 LOCATION OF KATSINA IN THE STATE

NATIONAL BOUNDARY

STATE BOUNDARY

N

Nadoda Usman
M. Sc. Thesis U. R. P. 1991
A. B. U., Zaria.

3.21 Social and Physical development Association

The aim of this type of association is to improve the social and physical well-being of the local residents. Hence, membership is drawn from the same neighbourhood. Residents are organised on a voluntary basis to help solve neighbourhood problems. They have an average membership of twenty five persons drawn from both sexes.

They engage in such physical activities as culvert and drainage construction, road improvement, classrooms construction, renovations etc. In the social sphere they organise literacy classes, drama and disseminate information and cultural dances. This type of association is the prominent type found in most urban and rural centres such as Social clubs, Youth organisations etc.

3.22 Religious Associations

These are associations formed on the basis of religion. Hence, membership is restricted to members of the same religious faith. Activities are aimed at uplifting the religious faith and include construction and improvement of places of worship, religious schools and bookshops.

In terms of spatial spread of members they are drawn from all over the city and beyond, although they are sometimes localised to particular neighbourhood. In Muslim religious associations membership is restricted to either males and females.

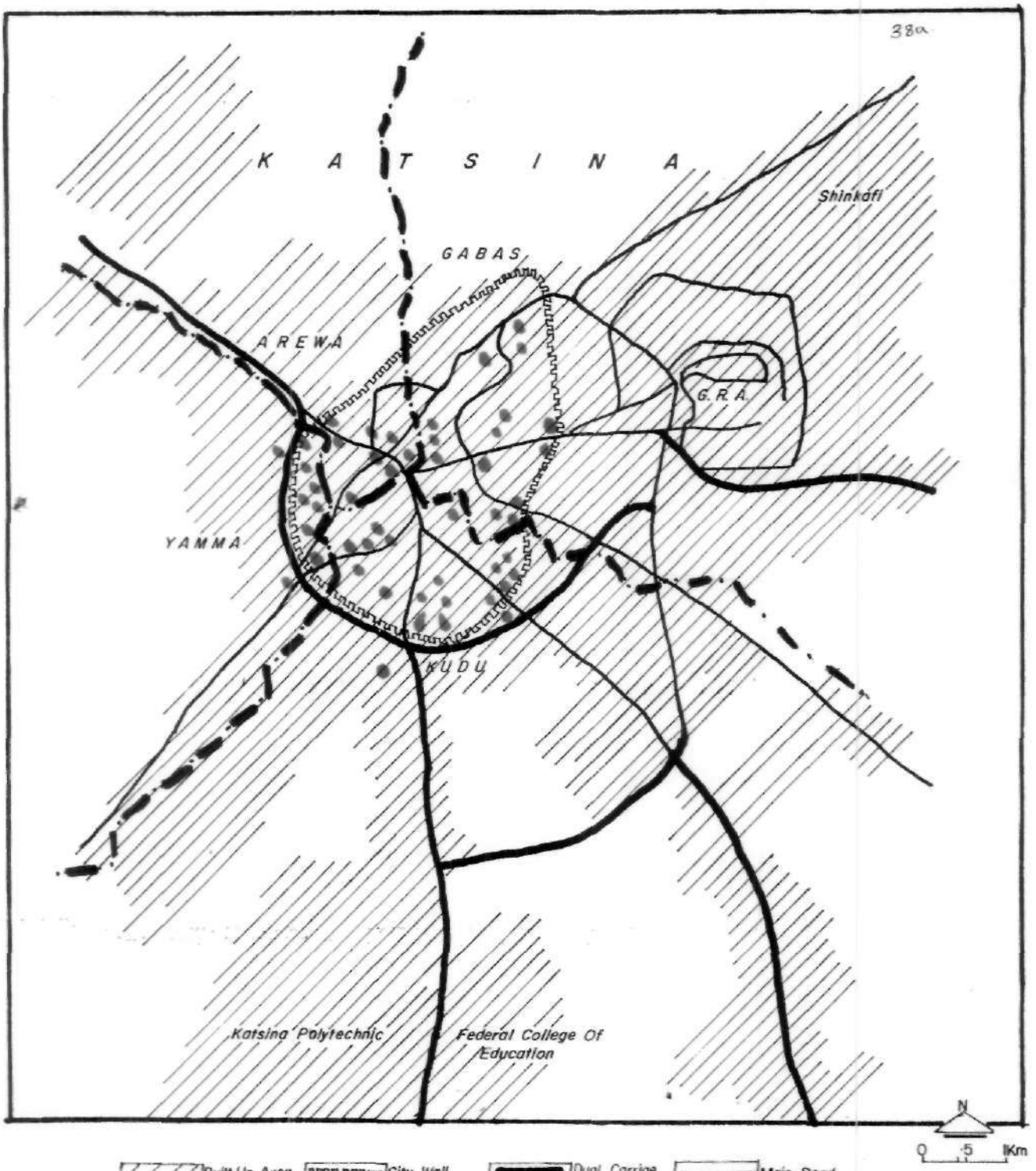


Fig.3-3 DISTRIBUTION OF DEV. ASSOCIATIONS BY WARDS

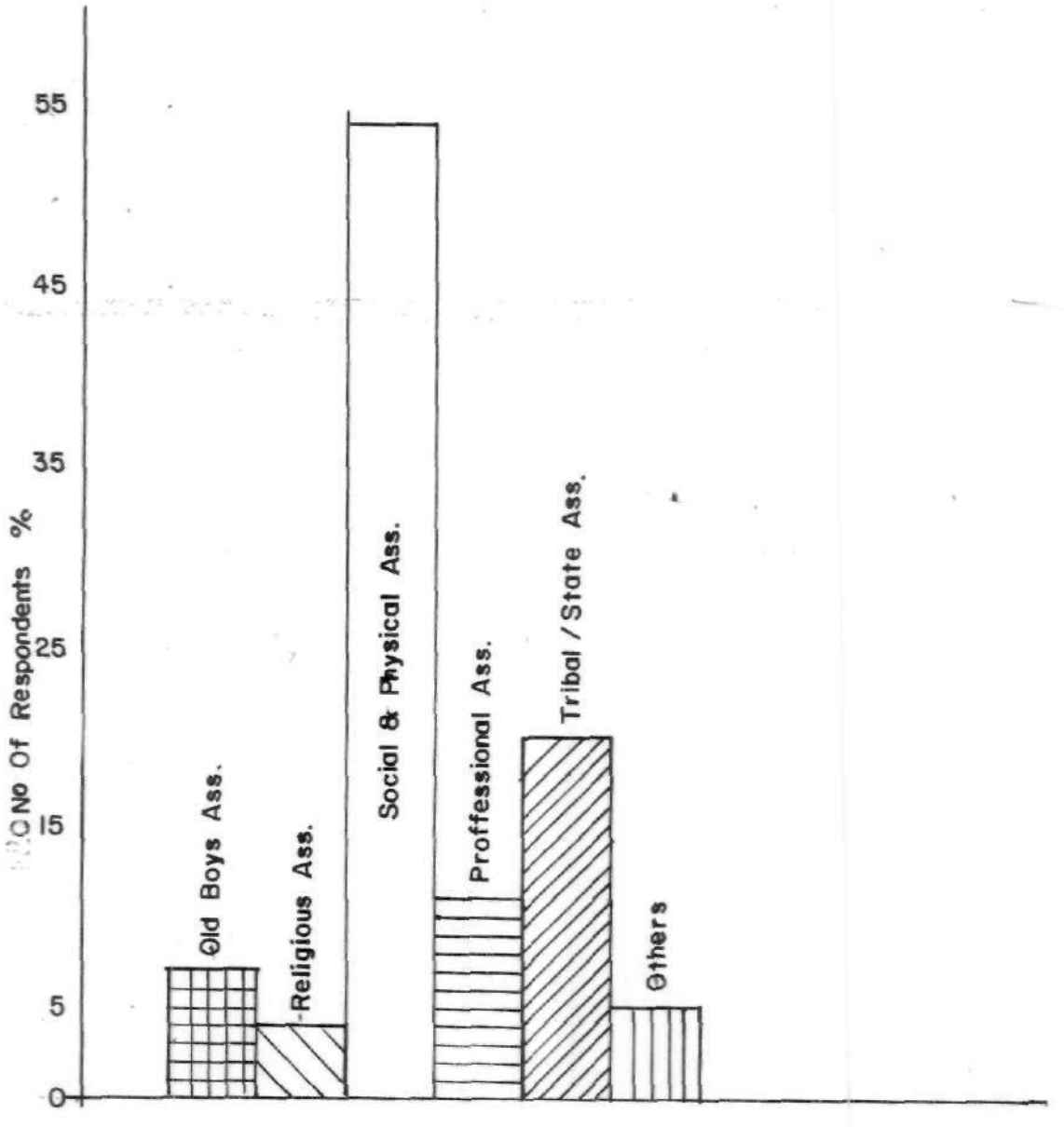


Fig. 3·4 Distributions Of Associations By Types

Nadada U.
M.Sc. (URP) Thesis 1991
A. B. U., Zaria

2.33 Tribal/State Associations

Membership in this association is based on tribal or state of origin. Members share the same cultural or place affinity. Development of their place of origin is the main concern, thus physical activities are mostly carried outside Katsina. Within Katsina, membership is drawn from all quarters. The aim of this type of development association is to promote unity among its members. Examples, are Yoruba Social Circle, Akwa Ibom development association etc. (see Appendix III).

3.24 Old Boys Association

This is a type of association formed by individuals that were once classmates. The aim of this type of association is to promote unity among members as well as promote the spirit of the alma mater. Membership cuts across neighbourhood and ward boundaries.

3.25 Professional Associations

Membership is open to individuals belonging to the same trade or profession. The aim of this type of development association is to protect and promote the profession. Examples, are Grinders Association, Express Union, Herbalist Association, etc.

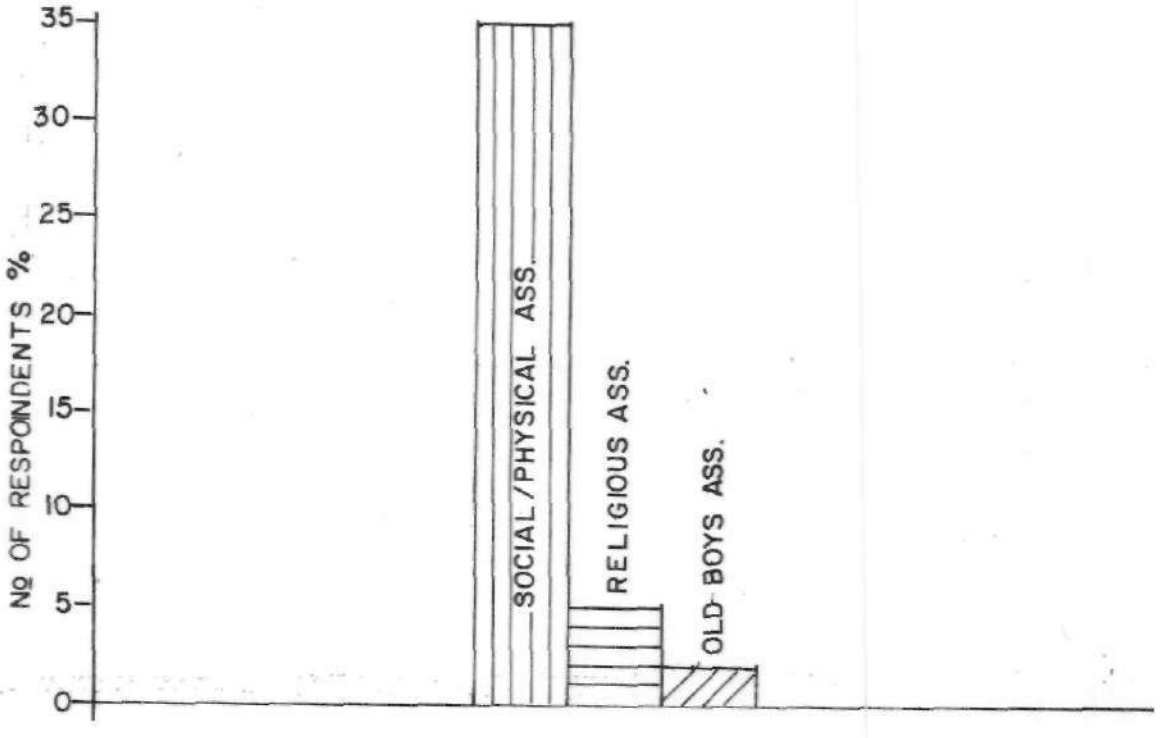


Fig3.4a DISTRIBUTION OF SAMPLE D. A BY TYPES

Nadada U.
M. Sc. (U.R.P.) Thesis 1991
A. B. U., Zaria

TYPE OF ASSOCIATION	NUMBER	%	INVOLVEMENT IN DEV.
Social/Physical Dev. Ass.	56	43.8	
Religious "	4	3.9	
Professional "	11	10.6	x
Tribal/State	21	20.2	x
Old Boys	7	6.7	
Others	5	4.8	

TABLE 3.1 DISTRIBUTION OF DEVELOPMENT ASSOCIATIONS BY TYPES

All development associations are members of the divisional Youth Council. The divisional Youth Council is formed by all development associations while its officials are elected from the members of the development associations. The Youth Council is a body that acts as a link between the social development Youth and Sports and the various development associations. The Youth Council passes relevant information to associations as well as supervises activities of development associations as shown in the figure below.

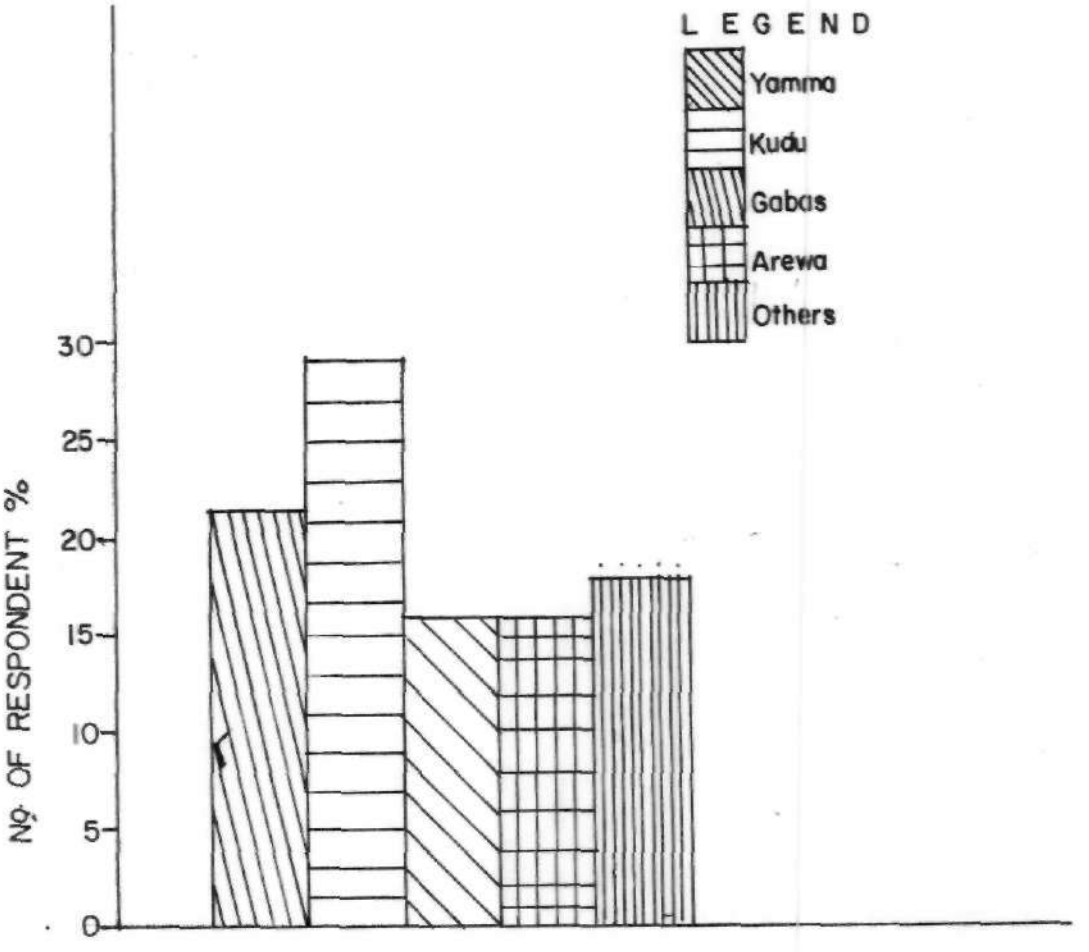


Fig 3·6 DISTRIBUTION OF DEVELOPMENT ASSOCIATIONS BY WARDS

Nadada U.
M. Sc.(U. R. P.) Thesis 1991
A. B. U., Zaria

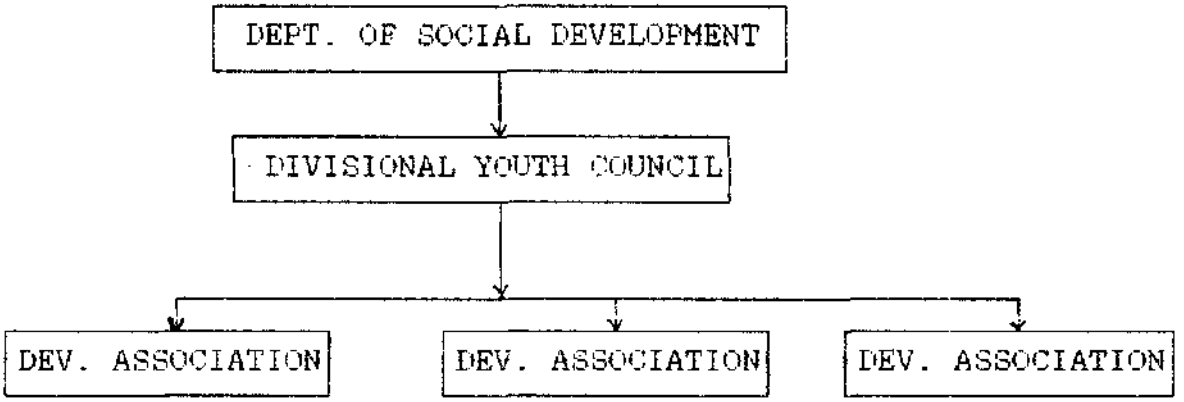


FIG. 3.5 ORGANISATION OF DEVELOPMENT ASSOCIATION IN KATSINA

3.30 URBAN PHYSICAL DEVELOPMENT PROCESS AND EXISTING FRAME WORK FOR GROUP PARTICIPATION

The three tiers of government, federal, state and local government are involved in urban physical development in Katsina. There is however Katsina State Urban Property Development Corporation which is concerned with planning the urban area, development of properties such as Low income houses, market motor park, city beautification etc.

The formulation and implementation of any plan document in Katsina (see Fig. 3.6) is the responsibility of the state government. The preparation of the plan document (lay-out designs, masterplans, township plans, cadastal plans etc) is done either directly by the state government through its agencies or indirectly through consultants or other tiers of government. Implementation of the plans follow the same arrangement. When the need arises for

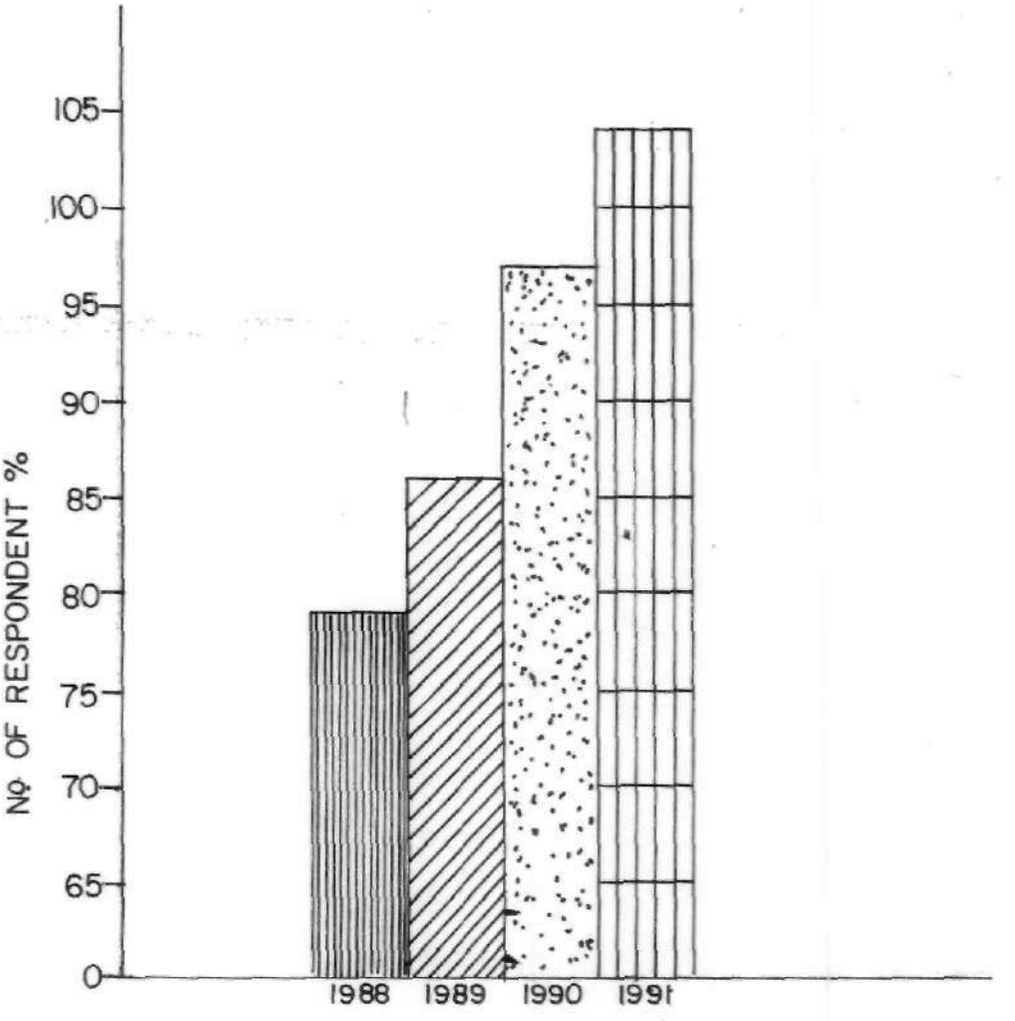


Fig3·10 GROWTH OF DEVELOPMENT ASSOCIATIONS FROM 1988 – 1991

Nadada U.
M. Sc. (U. R. P.) Thesis 1991
A. B. U., Zaria

a plan or programme the state governor directs the appropriate agency to draw the plan that would yield optimum benefit to the public. The physical plan that is prepared is out through the state land use allocation committee to the governor for approval. The department of lands, surveys and country planning is directed to acquire land in respect of the area to be developed. This is done through compensation of land and allocation of the land. The department is currently incharge of land use allocation and award of certificate of occupancy in the state urban areas. The execution of approved plans is done by government agencies either directly or through contract.

In local government programmes, development associations are informed about the location of programmes after approval. The project or programmes are executed either through contract, direct labour or in conjunction with development associations. Plan preparation is done by the works department which is sent for approval to the chairman through the land advisory allocation committee. The role of this committee is limited to giving advice to the council on land matters.

The public are not given the right to decide on the projects to be implemented for the development of their towns. The government and its agencies identify the problem of the public and thus plan according to its assumptions. Decision to adopt planning is done by the government on behalf of the people (see Fig 3.7).

The identification of goals and objectives, which the public are competent to take and which is crucial in the planning and development process, is done solely by the government. The selection and ordering of goals and objectives is at the discretion of the government, as representatives are selected or nominated by the government. The representatives do not always represent the interest of the people, the people have no way of controlling or monitoring their decisions. It is these same representatives that are used in goal formulation.

With regard to plan formulation the government does little or

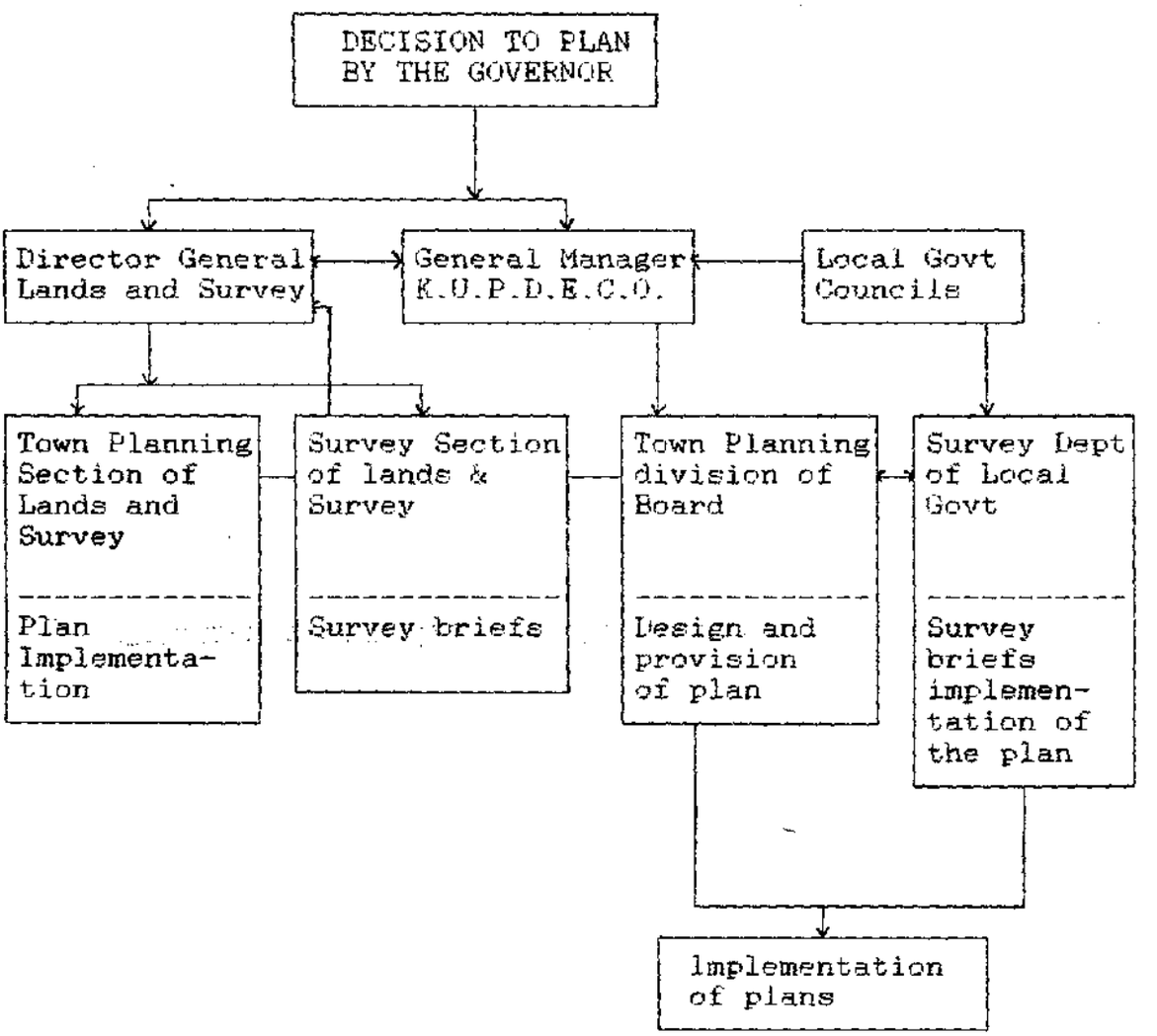


FIG. 3.7. THE PROCESS OF PLAN PREPARATION, APPROVAL AND IMPLEMENTATION

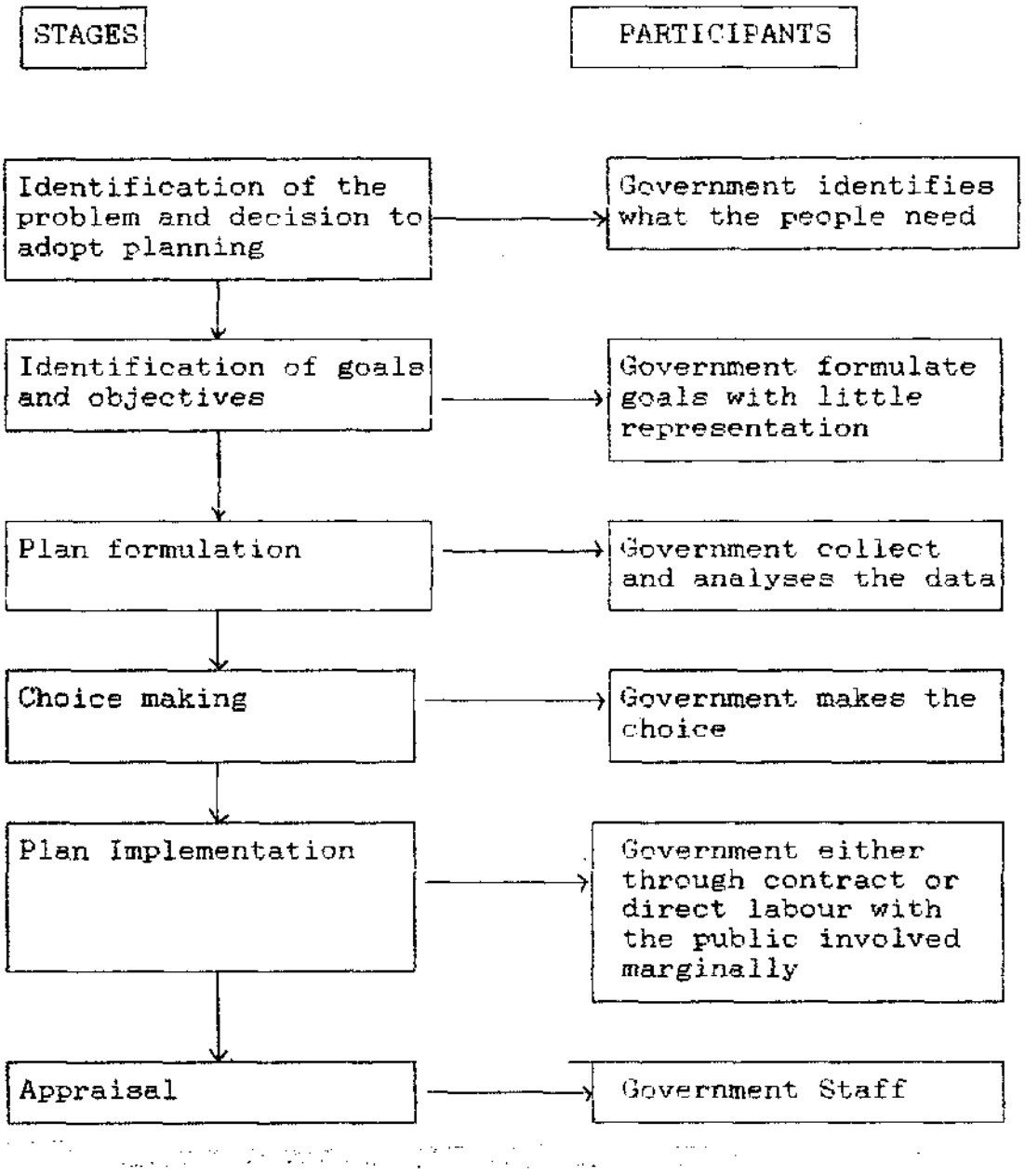


FIG. 3.8 PLANNING AND IMPLEMENTATION PROCESS IN URBAN PHYSICAL DEVELOPMENT AND PUBLIC PARTICIPATION IN KATSINA.

SOURCE: Field Survey 1991.

no survey before plan formulation. In formation gathering and data analysis, in which development associations can make a contribution is solely done by the government.

In the evaluation and selection of alternatives, development associations are not consulted. Government decide and make the choice on behalf of the public. This often results in the selection of wrong alternatives which when implemented, are not appreciated by the public.

Most project plans are implemented through contracts or direct labour hence marginal participation of development association. Participation in government projects is in the form of providing assistance to workers such as first aid, entertainment etc. Government finances the implementation of the urban physical development plans.

Government also do appraise projects executed. The appraisal of programmes and projects is done by government through its officials.

Development associations do embark on self-help programmes complimenting the efforts of government in the urban physical development of Katsina. The self-help programmes can be divided into two aided and non-aided programmes. In aided programmes the

development association in conjunction with community leaders and community leaders and community development officers identify the

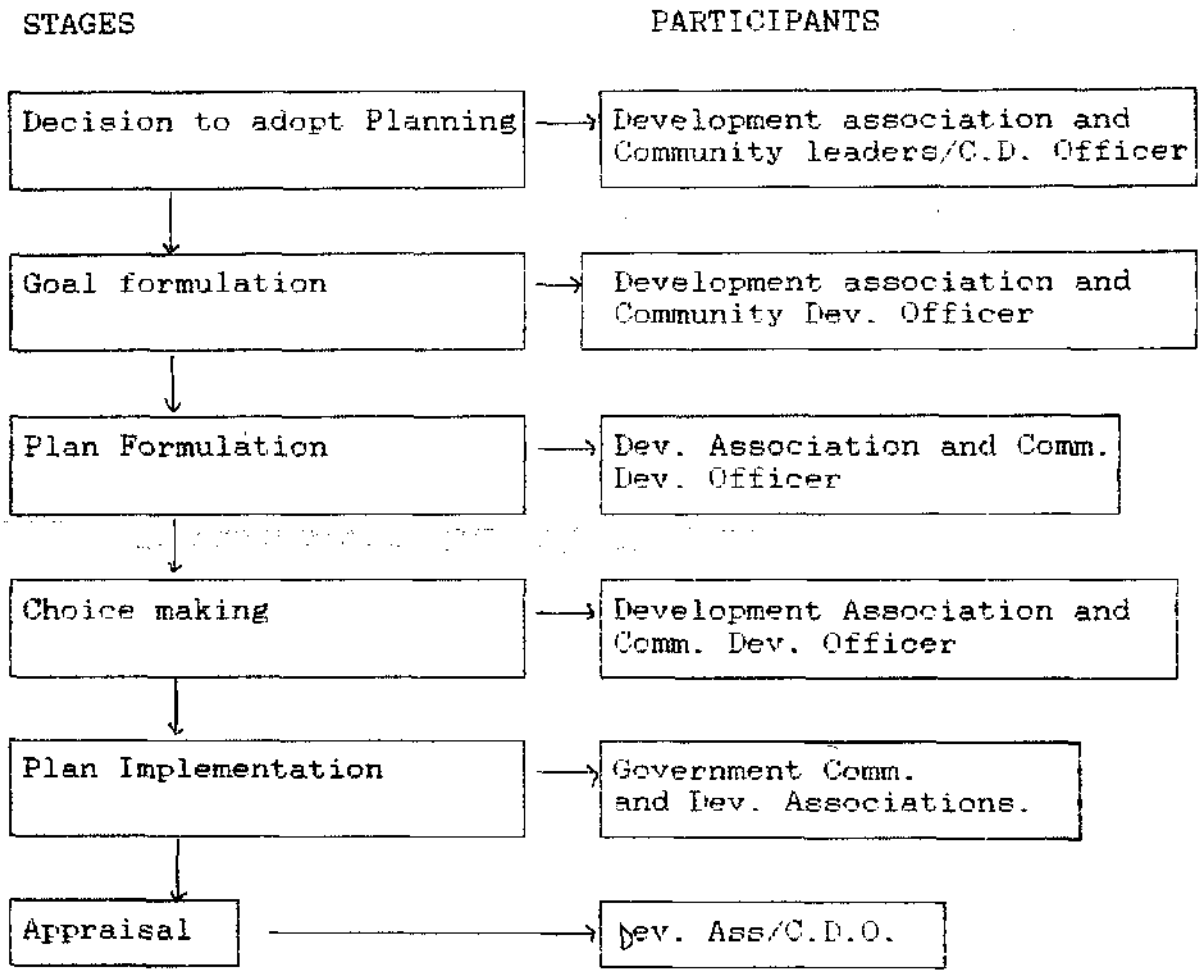


FIG. 3.9 THE PROCESS IN AIDED PROGRAMMES

problem. The associations formulate goals and plans as well as implement the chosen option in conjunction with government. Maintenance is done by the local government and the development association (see Fig 3.8). In the case of non-aided programmes, the preparation of project plans done by the development association and community leaders without any interference from the government. Development associations contribute labour, cash, materials, etc, to implement plans. Maintenance is done by the development association. Participation in non-aided programme is fully citizen control while in aided programme it is partnership. Participation in government plans and programmes falls within degree of tokenism. In citizen control the people have a larger say in the initiation and implementation of the programme. In degrees of tokenism, development is undertaken for the public and not with the public.

Generally therefore, the model adopted for planning and development in Katsina falls within the 'top-down' approach or model. In the top-down model of planning and development the meaning and scope of participation is quite narrow and limited. The model in contrast with the people centred model does not recognise the creative force of the public whose initiatives, talents and resources are to be mobilised for development. Principal decision, developmental priorities and planned targets are outlined or set by the government. Hence, the capacity for self help and action is undermined, often creating a dependency

complex in which the public rely on the government. Furthermore, plans and programmes tend to cost more and have a higher chance of failure.

3.32 EXISTING FRAMEWORK FOR GROUP PARTICIPATION

The avenue for group participation in project development is the community development local government council. This is the only avenue where the government and group associations interact. The duties of the council are, to supervise and evaluate in respect of aided projects, to control and disburse grants, to examine projects proposals and choice of projects. The location of the project is left to the development association. Membership of the council include community development officer, two members from development association, social welfare officer, community leaders and local government staff. The central planning authority is not a member of this council. The limitation of this framework is that government participation in activities of development associations and public participation in government programmes is limited to only aided programmes. Furthermore the interest of the council lies more with the disbursement of funds to projects, location decisions and quality of the projects are not given priority. The non-aided programmes remain outside governmental control resulting to duplication of efforts, sub-standard projects and illegal developments.

The MaxLock prepared Katsina Masterplan of 1978 suppose to indicate how the public should participate during implementation of the plan documents, this is however not so. There is no proposal for involving the public and other organisations in the implementation of the plan. The plan therefore fail to give any technical framework that will encompass the activities of the development associations as well as how they should be involved in the overall urban physical development.

In a summary therefore the avenue for group participation is quite narrow and inadequate leaving group participation outside the scope of planning and development process. The Institutional and policy framework is narrow limiting public participation to aided projects and it limits public participation to nomination of traditional community leaders to represent the public. The public are sometimes informed but not given the chance to air their views. It is also the government which decide in projects to be aided; the decision may be influenced by political and financial reasons.

CHAPTER FOUR: THE NATURE OF PARTICIPATION IN URBAN PHYSICAL DEVELOPMENT

4.00 NATURE OF DEVELOPMENT PROGRAMMES

Given the way projects are planned and executed and the participants involved, projects can be categorised into three broad classes as said earlier. These are Government formulated projects, aided projects and non-aided projects. It is these different groups of projects we will look at, examine the form and level of participation in the overall urban physical development.

4.1.0 Non aided projects

These are projects initiated and implemented purely by individuals and development associations. By pooling resources together and organising the people, development associations provide the needed supervision in project planning and implementation. Project planning and implementation is fully citizen control and projects worth N152,000 have been executed in 1990/91.

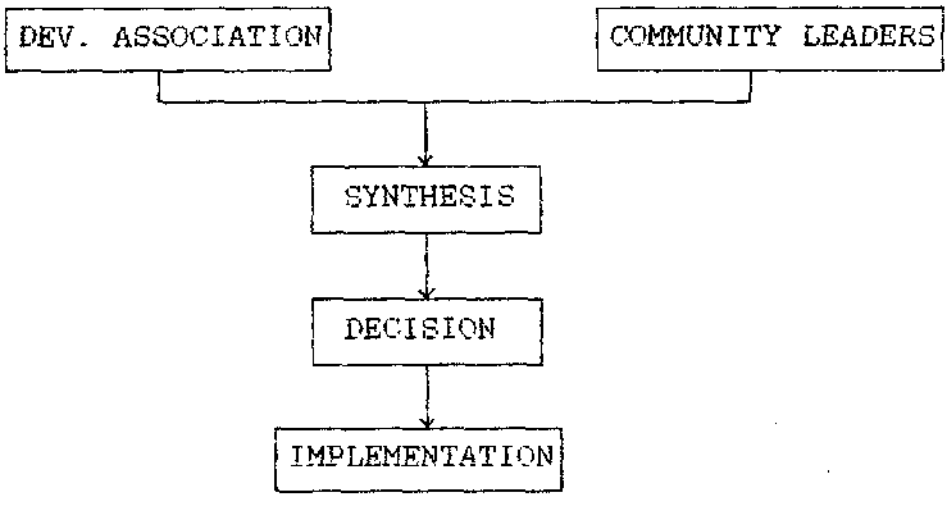


FIG 4.3 DECISION MAKING PROCESS IN NON-AIDED PROJECTS

4.1.1. Aided Projects

Projects in this category are undertaken by development associations in conjunction with government or its agencies. Community development official help development association to arrive at a good decision. After initiatiating projects development associations seek for grants from the government because they cannot fully finance some of these projects. Projects here include schools, drainages, roads, youth centres etc. Development associations contribute labour and materials while government gives the financial backing.

WARD	NO	%
KUDU	19	32
GABAS	16	37
YAMMA	13	21
AREWA	12	20
TOTAL	60	100

TABLE 4.1 DISTRIBUTION OF AIDED PROJECTS BY WARDS IN 1990

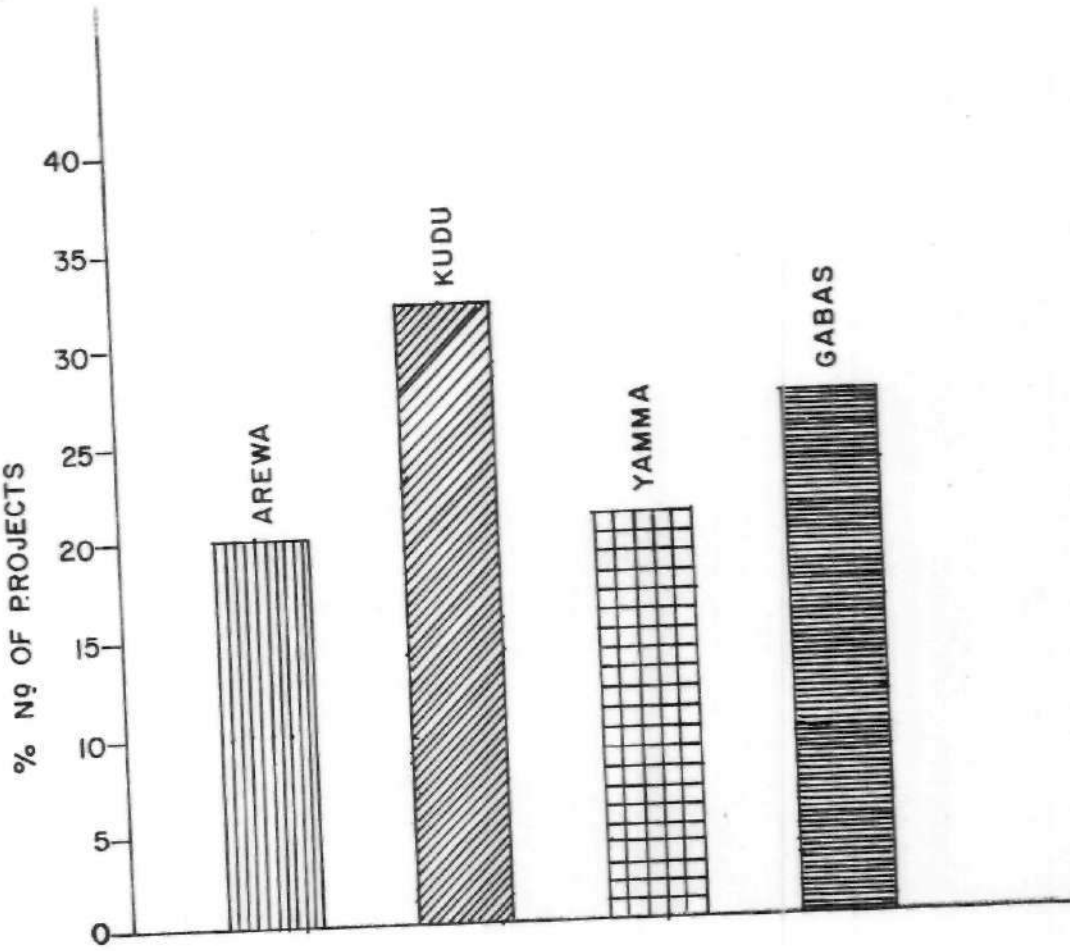


Fig 4.2 WARDS DISTRIBUTION OF NON-AIDED PROJECT BY WARDS

Nadada U.
M.Sc. (U.R.P.) Thesis IS
A. B. U., Zaria

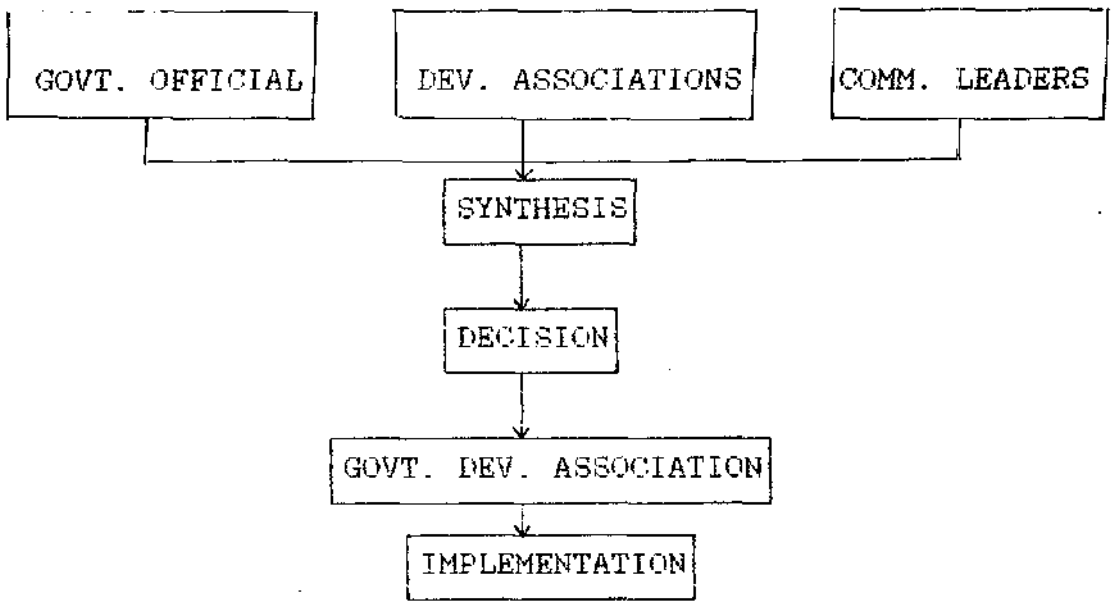


Fig. 4.2. DECISION MAKING IN AIDED PROJECTS

CONTRIBUTOR	EXPENDITURE (N)	% ACTUAL CONTRIBUTION
DEV. ASSOCIATION	772,248.34	40
LOCAL GOVT.	374,205.82	20
STATE GOVT.	772,248.34	40

TABLE 4.2 TOTAL EXPENDITURE ON AIDED PROJECTS IN KATSINA 1986-91. SOURCE> C.D. OFFICE

TYPE OF PROJECT	NO COMPLETED	DEV.ASS.(CONTR(OL)	GOVT CONTR.(N)
DRAINAGE	18	163,580.2	393,001.2
HEALTH	6	262,125.12	233,667.58
EDUCATION	10	202,638.91	2935,676,3

TABLE 4.3 COMPLETED AIDED PROJECTS BY TYPE 1986-91
SOURCE: C.D. OFFICE

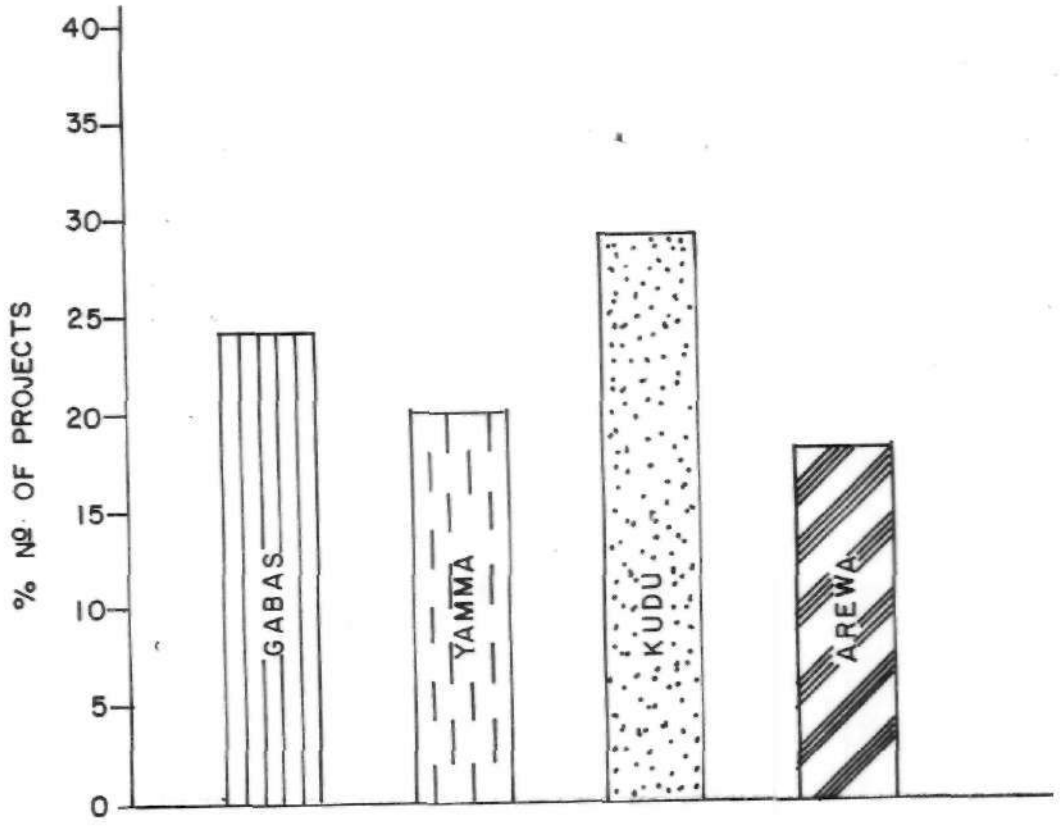


Fig4.4 DISTRIBUTION OF AIDED PROJECTS BY WARDS (1990)

Nadada U.
M. Sc. (U.R.P.) Thesis
A. B. U. Zaria

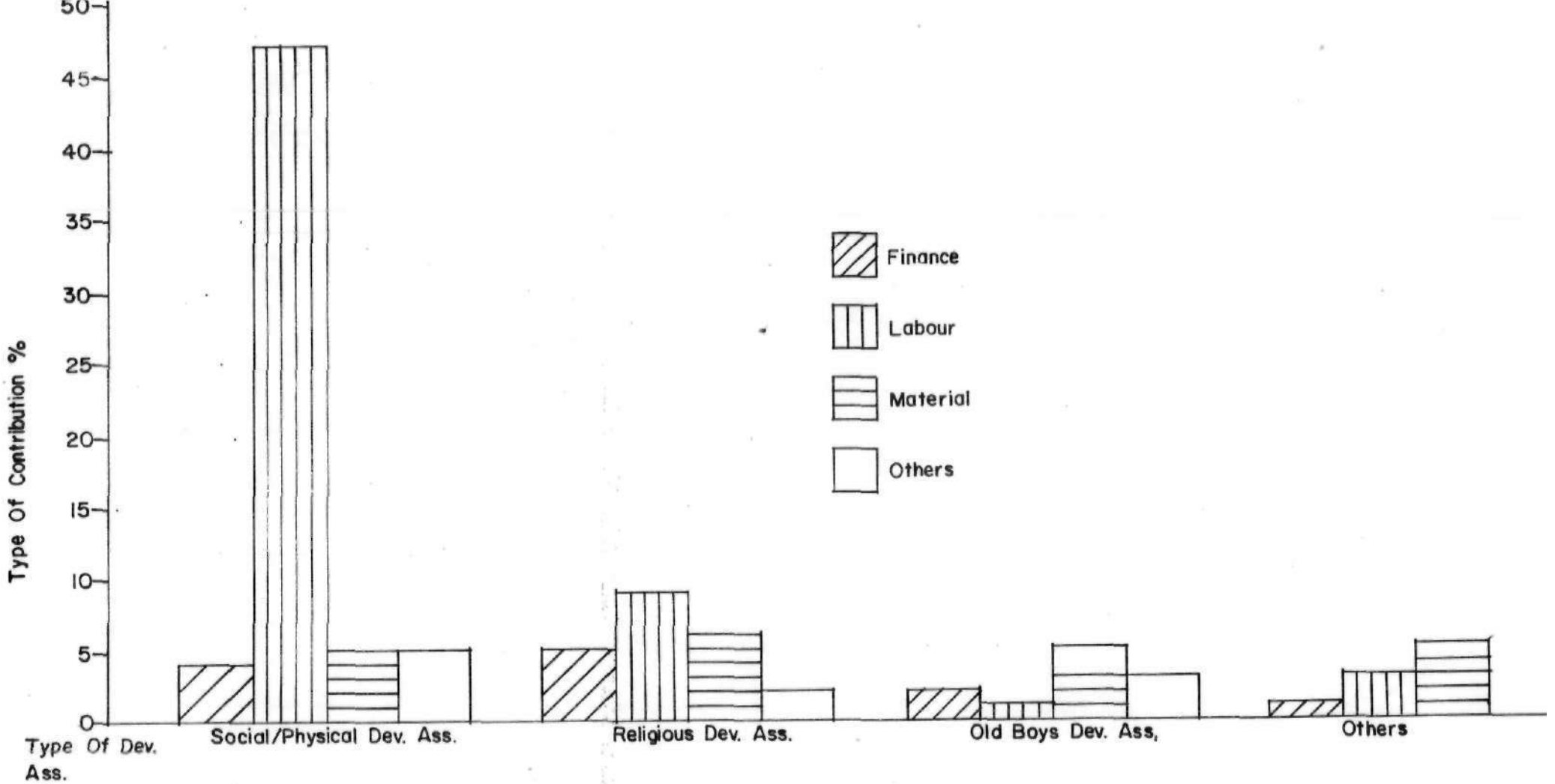
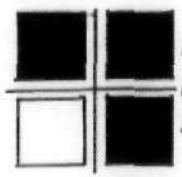


Fig.4.5 CONTRIBUTIONS OF SAMPLED DEVELOPMENT ASSOCIATION TO AIDED PROJECTS



Nadada U.
M. Sc. (U. R. P.) Thesis 1991
A. B. U., Zaria

Aided projects are found more in the Kudu zone because this zone has the highest number of development associations. Furthermore this zone is an area of residential expansion unlike the other wards/zones.

WARD	NO. OF PROJECTS	%
GABAS	14	24
YAMMA	12	20
KUDU	23	39
AREMA	59	100

TABLE 4.4 DISTRIBUTION OF AIDED PROJECTS BY WARDS

SOURCE: LOCAL GOVT.

Contributions of development associations to aided projects differs between one type of development association and another. However, all the sampled associations when lumped together contribute 60.1% in terms of labour to project execution, 20% in terms of material supply and 10.2% in terms of finance and 9.7% in terms of first aid, entertainment etc.

TYPE OF ASSOCIATION	TYPE OF CONTRIBUTION				
	FINANCE	LABOUR	MATERIAL	OTHERS	
Social/Physical	3.5	47	4	5	
Religious	5	9	6	2	
Old boys	1.5	1.1	5.1	2.7	
Others	.2	3	5	0	
Total	102	60.1	20.1	9.7	100

TABLE 4.5 CONTRIBUTIONS OF SAMPLED DEV. ASSOCIATIONS TO AIDED PROJECTS

In the execution of aided projects, development associations perform a dual role, they deal with communities and with the government. (see diagram below).

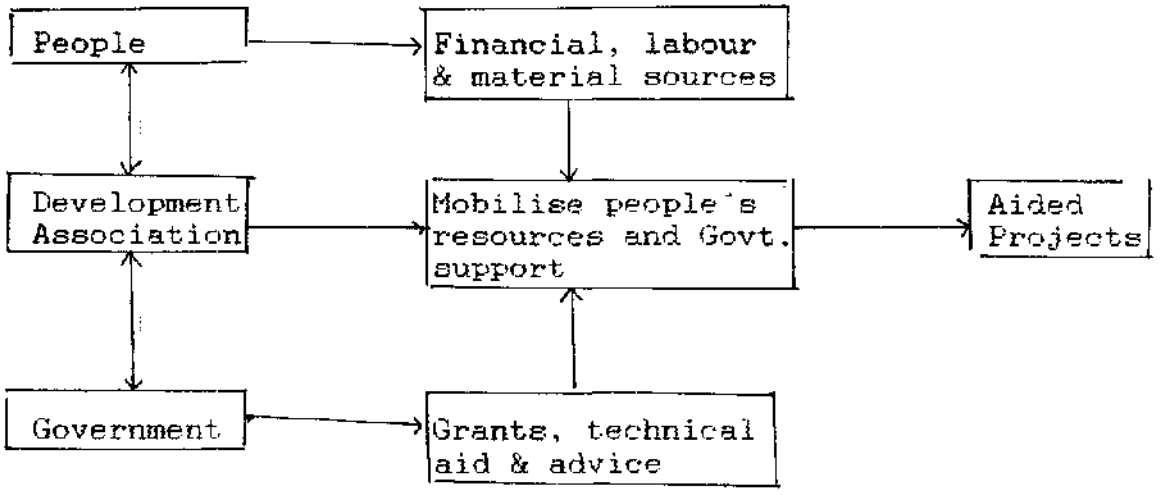


FIG. 4.6 DEVELOPMENT AS SOCIATIONS AS VITAL LINK IN THE EXECUTION OF PROJECTS IN KATSINA

In aided projects, Local Government and the State Government through Ministry of Social Development Youth and Sports join efforts with development associations to see to the implementation of projects. These involvements, therefore in aided projects are local Government: Ministry of Social development and development association, the Central Planning Authority (KUPDECO) is not involved directly and the involvement is negligible.

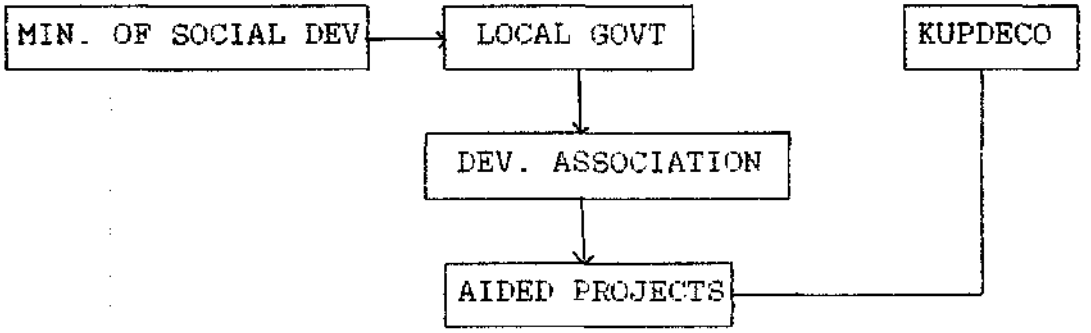


FIG. 4.7 EXISTING FRAMEWORK FOR AIDED PROJECTS

4.1.2 Government Projects

These are projects initiated by the Government based on development plans of either local, state or Federal Governments. Different public development agencies are responsible for the initiation and execution of such projects. The governments tries to identify the needs of the public and therefore plan accordingly. Projects are completely funded by government and are usually executed through contracts or direct labour. Public participation is restricted both in initiation and execution. Examples of

Government Projects are many.

PROJECT	LOCATION	AMOUNT (N)	EXECUTING AUTHORITY
Health Clinic	K/loro	N31,662.85	Local Govt.
Parks/Gardens	G.R.A	400,000.00	K.U.P.D.A
Central Market	D/ma Road	47,288,215.98	K.U.P.D.A
Public Convenience	K/Kaura	74,500	K.U.P.D.A
Dualisation Project	-	-	Min. of Works
Township drainage	Masanawa	978,779.24	K.U.P.D.A.

TABLE 4.6 GOVERNMENT PROJECTS BETWEEN 1990-91

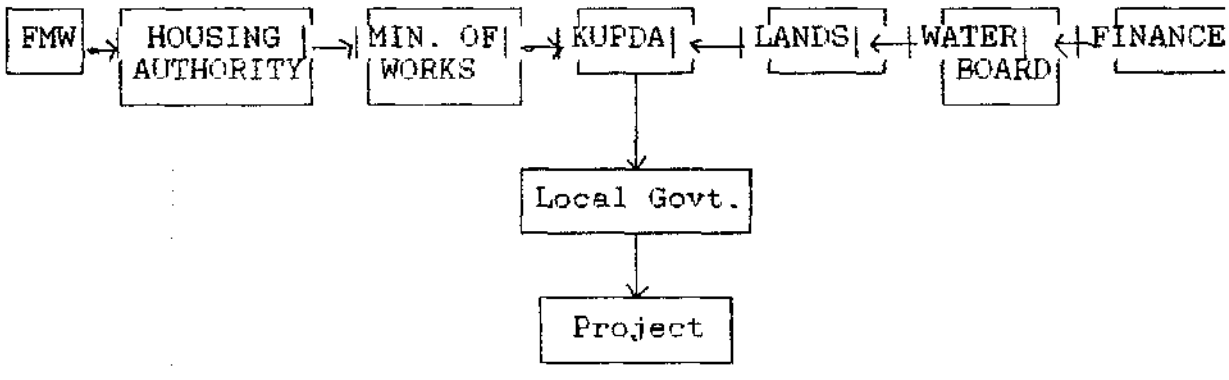


FIG. 4.8. PROJECT PLANNING AND IMPLEMENTATION IN GOVT. PROJECTS.

4.20 ROLE OF DEVELOPMENT ASSOCIATIONS IN SOME SELECTED PROJECTS.

The attempt, here, is to see the form of participation of development associations in some selected urban development projects. The projects are categorised based on the 3 classification of projects.

4.21 Aided Projects

4.21(a) - Health clinic at Kofar Soro -

This was initiated by a development association (Kungiyar Raya Birnin Katsina) in 1988. The clinic is a joint effort between the development association and the Government. Development association provided the labour while Government chips-in the financial and technical aid. When the clinic reached linter stage it was given out on contract to save time and cost. The development association contributed N12,665.14 out of N31,662.85. The land was also donated by the community.

4.21 (b) Addition of 2 No. classes in K/Mawsa Islamiyya

Kofar Mawsa Low cost Muslim Residents initiated this project aimed at expanding the Islamiyya School. The association in partnership with the government has constructed 4 clasrooms at the cost of N118,620.00. The association through labour, financial and material contributions has contributed an estimated amount of 47,448.04. The association with the help of community development officer design and implemented the project.

4.22 Nonaided Projects

4.22 a Dressing Room and Toilet (Polo Club):

This project was initiated by the polo association and it was executed by K.U.P.D.A. on contract at the cost of N158,092.17. The conception, planning and designing of the project was done by the

Polo Association and Implementation was done by K.U.P.D.A. Maintenance of the project is done by the association.

4.22b Drainage Construction at A.T.C. Quarters

This project was conceived in 1990 by Himma Social Club of Kofar Kwaya. The project is the main drainage of the quarters and it costs the development association about N30,000 including labour. In recognition of its achievement the government gave Himma Club a prize.

4.23 Govt Project

4.23 a - Public conveniences

Seven public conveniences were constructed in 1990 at different locations in the urban area at the cost of N74,000 each. The plan was designed by K.U.P.D.A. and was implemented through contract. Development Associations when interviewed indicated their ignorance of the public conveniences. Maintenance of the project is done by K.U.P.D.A.

4.23 b - Mechanics Village

The project was initiated in 1988 by the government to resettle all mechanics on one site. Location decisions and design was done by government officials despite the existence of Association of Mechanics. The village was executed through contract and it costs the Government N460,464.12. Maintenance of

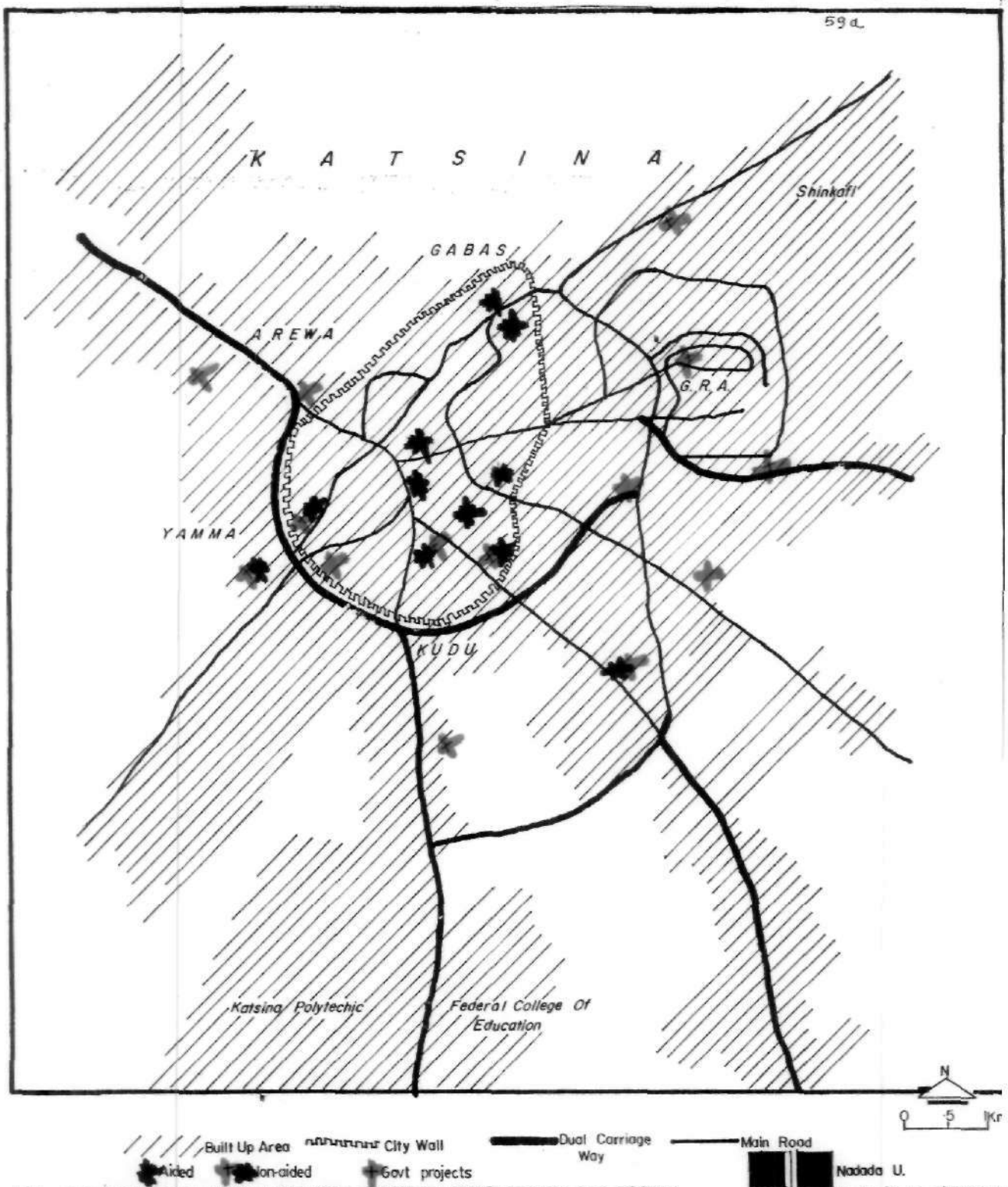


Fig.4.9 DISTRIBUTION OF SELECTED PROJECTS BY TYPE

the project is however done by the mechanics.

4.30 FORM OF PARTICIPATION BY DEVELOPMENT ASSOCIATION IN PUBLIC URBAN DEV. PROJECTS

In decision making of public urban development programmes development associations are not involved. Only 3.4% of the sampled associations are aware of when decisions are reached regarding public programmes. The awareness is through Radio and local Govt. officials. It is important that development associations be involved in setting policies and priorities and the role they are expected to pay. It is known that programmes will be better and be more acceptable if the public (dev. associations) are allowed to participate right from the start. Public involvement should start right from goal and plan formulation and not when decisions to execute have been reached. Decision making involves choice and location of project.

At the implementation stage involvement of development association is still very low because most of the Government projects are executed through contract or direct labour. Public contributions in this regard is in providing entertainment and first aid to workers. Another form of involvement during implementation is when officials of development associations are called upon to identify sites/individuals for the payment of compensation. About 44.1% of the sampled associations do participate in implementation of government programmes.

At the maintenance stage the involvement of development associations is very high, about 55.3% of the sample association. Participation here is in the maintenance of culverts, drainages, incinerators, public conveniences, road improvements etc. Each week end members are engaged in clearing and renovating culverts and drainages. Participation takes the form of labour and material inputs.

The role of public development agencies in activities of development associations depend on the nature of the project being executed. In non-aided programmes public development agencies, that is KUPDA and Local government do not play any role except where project contravenes the provision of the masterplan. The Local government ought to register the project and send a community development officer to inspect the programme. In practice however this is not the case mostly. Only 15% of the total sampled associations accept that their non-aided projects are inspected by community development officers. By law KUPDA ought not to give any assistance to development associations however 23.8% of the sampled associations had received some form of assistance from KUPDA in material and equipments.

In aided programmes the state participate through the Department of Social development Youth and Sports and the local government where 60% of the total project cost is shouldered by the government. A project is entitled for grants when 40% of the work

has been completed by the development association. The government encourages development associations to embark on projects without much concern on the location of the project, or how many projects they are embarking at a time. In aided projects about 78.6% of the development associations complain of failure to secure grants or the late arrival of grants. This leads to non-completion of projects, about 10 projects have so far been abandoned while six were completed with poor finishings.

4.40 PROBLEMS ASSOCIATED WITH PUBLIC PARTICIPATION IN KATSINA

The problems associated with public participation in urban physical development of Katsina can be discerned at two levels. First there are those problems associated with public development agencies and secondly problems associated with self-help development efforts of development associations.

The framework for public participation as laid down in the Nigerian Town and Country Planning Law (CAP 130) section 16 is very much inadequate. Due to its, (CAP 130) unforceable nature and ambiguity its provision are often neglected. Areas declared as planning areas are yet to see planning schemes and furthermore, the agencies have neglected to involve the public either at individual or group level. Those involved are traditional rulers who by the virtue of their offices are government officials. The government staff believe that they know the felt needs of the people hence plan and execute without involving them. Section 16 of CAP 130

should be reviewed to force the government to involve the public.

The formation of the community development Local Government Council, which is aimed at bringing development associations closer to the government has failed to cover all the physical activities of development associations. It failed to link the activities of government with that of developments associations. The council concentrated on disbursing grants to selected aided projects. The council decide on projects to be given grant which is guided often by financial and political considerations. The membership of the C.D.L.G.C. does not include a representative of the planning agency or a planner and it does not consider location of the project when deciding on grant aided projects.

Communication which can be described as the conscious attempt to share information and ideas with others and this makes it crucial in stimulating public participation. Therefore the means by which people are informed and ideas shared with them can determine their participation. Poor communication coupled with government bureaucracy where all land matters are treated as 'secrete' does affect participation. This lack of communication results to poor co-ordination and consequently duplication of efforts by development agencies and associations. For example due to poor coordination a drainage system embarked by Himma Social Club was given out on contract by the state government after the club had spent about N8,299.00k. This clearly is a waste of resources which can be avoided by proper consultation.

Community self-help projects is the main form through which the public via development associations participate in urban physical development in Katsina. However there are some factors that make self help projects to fail. Inadequate finance and government attitude have been identified to be responsible for the failure of most self help projects (see Table 4.7).

Poor leadership has to do with the internal organisation of the development association where due to inherent weaknesses the association is divided and cannot, therefore, work as a team again. This lead to abandonment of projects and sometimes the dissolution of the association. Furthermore Government tend to recognise traditional rulers more than leaders of development associations. This dampens the spirit of members of development associations. Government tend to concentrate leadership of all kinds in the hands of few individuals. When the leaders are ineffective and have no such qualities and personalities needed to mobilise the public for action, public participation may be affected.

Inadequate finance has made some projects to remain uncompleted. With dwindling incomes, increasing financial obligations to meet family needs and the partial or non-payment of grants by government development associations find it hard to complete projects planned. The lack of project evaluation and appraisal has made development associations to embark on projects that are beyond their resources. Some projects have therefore

remained uncompleted or abandoned.

FACTOR	NO. OF RESPONDENTS	%
Poor leadership	9	10.1
Inadequate finance	39	46.1
Broad Responsibilities	25	29.7
Government attitude	11	13.1

TABLE 4.8 FACTORS THAT AFFECT COMMUNITY SELF-HELP PROJECTS

TABLE: Sources: Field Survey

In an attempt to achieve quick results, a number of projects have been pursued simultaneously. This is due to poor planning and technical knowledge. Sometimes projects are not technically related, for example building a classroom at the same time constructing a road. This broad responsibilities affect execution of projects because the increasing financial, material and labour obligations puts more burden on meagre resources which consequently lead to failure of projects. Also, due to technical guidance development associations, embark on projects that are beyond their skills such as it happened to Rakati Drainage projects at Dutsin-Amare.

Government attitude towards the activities of development associations is sometimes mildly positive and sometimes negative. This attitude is detrimental to participation. Development

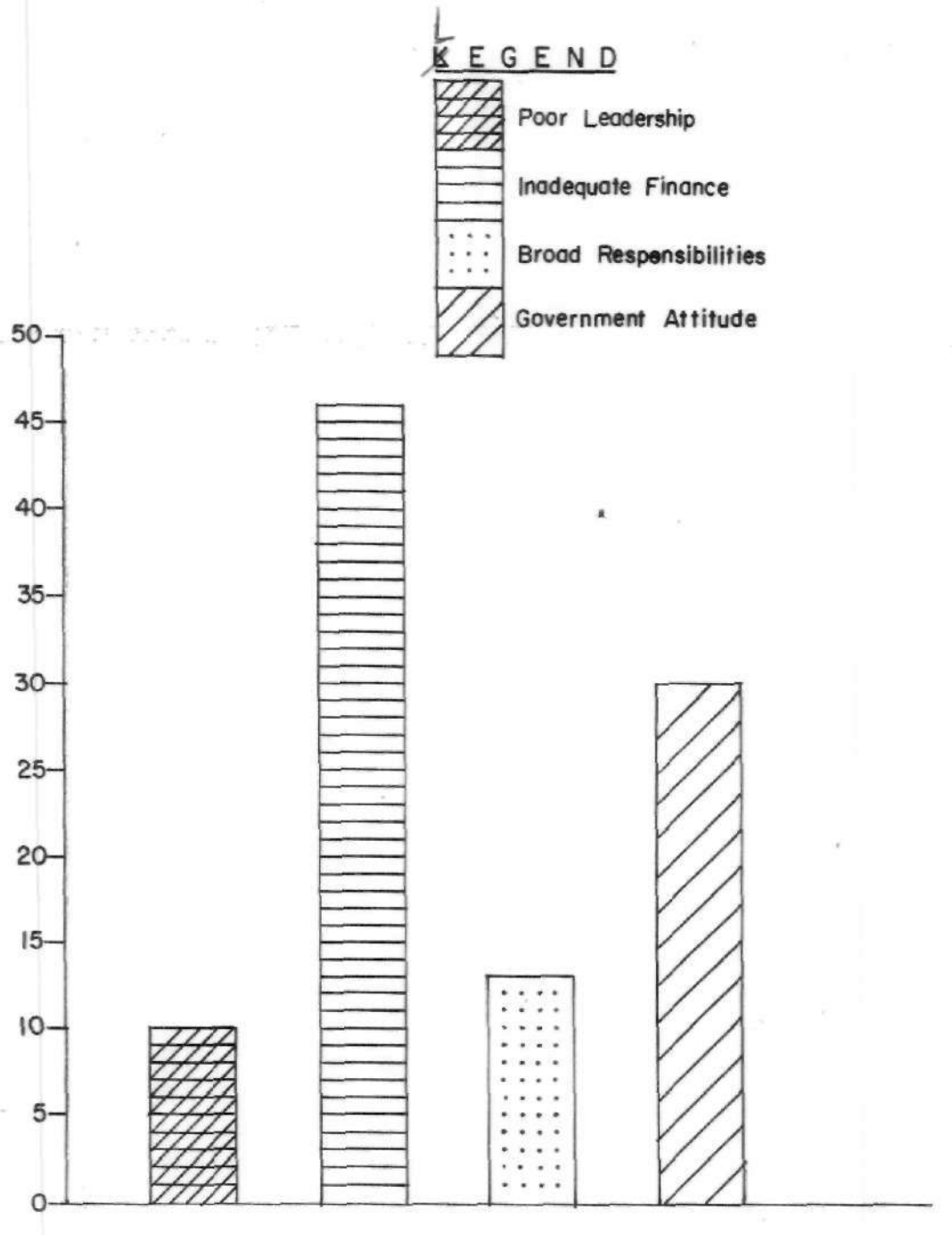
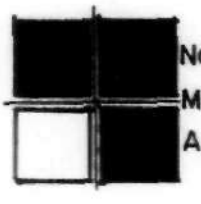


Fig4.10 FACTORS THAT AFFECT URBAN DEVELOPMEN
PROJECTS BY DEV. ASSOCIATIONS



associations are finding it hard to acquire land for development purposes. Where they succeeded they are often harassed by government officials and few influential individuals. The attitude of urban elites, that is, the educated and highly influential, is detrimental to participation. The elites lack interest in community activities and the tendency is for them to influence the participation of others, each individual becoming individualistic.

The organisation of development associations both territorially and institutionally towards participation in urban physical development is lacking, making efforts to be shortlived. Furthermore the organisations are not aware of government plans and programmes and when they are aware, they are not given the chance to comment or influence proposals.

Lastly, the low level literacy among some members of development associations coupled with ignorance of members about what physical planning and development is and their civil rights affect their rate of participation and understanding of the physical development process. The lack of awareness on both the part of government officials and members of development associations on participation of the public has created little or no room for public involvement in the conception, design and implementation of development projects. Lack of guidance make under-estimation of cost of projects.

4.50 PROSPECTS FOR EFFECTIVE PUBLIC PARTICIPATION IN KATSINA

The increasing awareness and understanding exhibited by development associations can be properly utilised to enlist their participation in development programmes. To achieve public participation, agreement must be reached between the public and the authority to co-operate. All the sampled associations indicated their willingness to participate, 58% of the sampled associations however will like to participate at the implementation stage. Although all the sampled association will like to participate, in the decision making of all projects in Katsina, religious and old boys development association will participate at the implementation stage only in projects of their type or choice. Social and Physical development associations will like to participate from the planning to implementation stage. Development agencies on the other hand will like development associations to participate in projects that does not require urgency of special skills such as parks, gardens, classrooms, drainages constructions, etc.

The acceptance of development associations both by the general public and community leaders made them a good prospect for public participation in urban physical development. Due to its voluntary nature development associations enjoy a wide acceptance. Furthermore, the existence of local craftsmen and artisans in the associations is a good prospect because they can be trained to plan and manage projects. The democratic procedure which are inherent in the execution of self help projects can stimulate effective

participation of the public in urban development programmes.

The institutional arrangement of the traditional administration in Katsina, based on the neighbourhood (Unguwa) concept can be used to organise development associations to participate in planning and development. Development associations especially social and physical developments have membership largely drawn from the same residential quarters (Unguwa). Since planning and development is done on the basis of location and people, the wards provide a good avenue of organising planning to bring the public at the grassroot to participate effectively. The wards are Kudu, Gabas, Arewa, and Yamma. Furthermore, all the wards fall under the jurisdiction of one planning authority. The existence of Divisional Youth council provides another opportunity of organising development associations. It can serve as a link between the different associations in disseminating information.

A problem identified as militating against the participation of development association is the wide communication gap that exist and ignorance in planning and development. It is accepted that publicity create awareness which in turn may generate interest. There are various youth programmes in the electronic media which can be used to gather and disseminate information to and from development associations. Radio is the best means of publicity. Adult literacy classes and vocational training centres can be utilised to inculcate planning and development ethos to members of

the public. The current political transition programme and activities of MAMSER are presently creating more awareness on the rights of the public especially with regard to representative democracy. Public are becoming more aware of their Gric-rights.

CHAPTER FIVE: RECOMMENDATIONS FOR EFFECTIVE PARTICIPATION IN URBAN PHYSICAL DEVELOPMENT

5.00 PHYSICAL PLANNING PROCESS AND PUBLIC PARTICIPATION

Public participation is difficult to obtain and operationalise where many constraints exist. The findings of this study show some of the constraints and the prospects of overcoming the constraints. The availability of participants make it possible for public participation to be obtained. Some of the requirements for effective participation include identifying the participants, determining the necessity of participation and how participation should come about as well as when participation is to happen.

The questions to be asked are: whether participation is necessary in the planning system of Katsina and does the planning system expressly require public participation. If public participation is to be introduced in the planning system can it be accommodated? The model of planning operating in chapter III is the 'top-down approach, this approach does not allow for adequate public input in planning. The approach rely on social surveys which are becoming increasingly inadequate in guiding planners. Hence, the approach has often failed to manifest public values. This can be seen from the non-appreciation of government programmes and efforts. It is necessary for the public to participate in urban planning and development process. Given the fact, already organised groups are active in urban development it becomes

necessary that the planning system should no longer ignore them. The study recommends that given the realities of the situation the planning system should be maintained. However, the system has to be adjusted or refined to allow for group participation in urban physical Development. The adjustment of the planning approach should involve opening up the avenues for the initiation and implementation of plans by the public. The avenues should be local institutions created as power base which must give more responsibility to the public rather than the authorities. The institutions must be formulated on the basis of the society being planned for, that is local institutions or arranged which the public recognised and through which the public can be organised. There are institutions that are arranged within a spatial context such as the ward system described in Chapter III. The local institutions have been examined in Katsina and can be a framework which can be utilised to bring public participation. The ward system is recognised by the public and given it's spatial nature can be accepted by authorities as a base for organising public participation.

Public participation is conceived and practised in different ways depending on the local circumstances as seen in the second chapter. Planning as a dynamic process must rely or utilise local organisations to achieve its goal. Public participation can be achieved by bringing development association into planning framework. The findings of this study show that development

associations are a manifestation of popular participation concerned with urban development. Through their self help efforts these associations have been able to identify public aims and needs. They can be relied upon as a reliable way of identifying public aims by the authorities. The achievements of development associations as seen in Chapter IV have exemplified the significance of public participation in urban development and have pointed out the inherent capacity of public participation which hitherto had been ignored. Their participation has been beneficial and appreciated both by the public and the authorities. Development associations must therefore be used as avenues for public participation. Apart from their voluntary nature, development associations are already organised into groups and therefore can limit the number of people to be dealt with. It is known that to influence most individuals must act in a group . Those groups therefore portray a harmony of interests. An advantage of using development associations is that apart from the fact that they can expand to accommodate more members, its role can also be expanded, that is given greater role in urban physical development. If the public are to participate through development associations, the public are then known, interest known and it becomes easy on the part of the authorities to know who they are dealing with. Participation will allow for more monitoring of the participants.

For public participation to succeed there is the need to know

when and how the public are to participate. The physical planning and development process is a complex process which should be treated with caution. The ability to take certain decisions by development associations have proved both their capacity and competence to take such decisions. The participation of development associations in implementation of urban development projects is quite inadequate. The public should take some vital decisions. These decisions are the selection and ordering of goals and objectives and secondly when available options are carefully explained and presented to them to take such decisions. The planner is to explain each option, what it implies, its consequences. The designing is the work of the professional, implementation of the project or chosen option can see the participation of the public. Public participation at the urban physical development level of physical planning is important. It is known that the role of the public diminishes as the scale of planning increases, that is from the local level to the national level.

Public participation should not be treated as a separate programme but rather as part of the physical planning process as exemplified by development associations. Treating public participation as done in other parts of the world. will cause unnecessary delay and blight in the planning and development process. Furthermore, it will cause conflict between authorities and the public. Thus it is advisable that organised groups should

be co-opted or integrated into the present system. The participation of development associations will show influence which will encourage for more participation. Authorities should not see public participation as just public relations but rather as that of influencing each other.

Given the fact that the public should participate as existing voluntary associations, the development associations participation in planning can be as follows.

5.10 PROPOSED URBAN PHYSICAL PLANNING AND DEVELOPMENT PROCESS AND GROUP PARTICIPATION

To encourage and maintain group participation essential stages of the planning process requiring public participation should be known. The participants should know when and how to participate.

Goal Formulation

The felt needs, problems and priorities of the public members to be presented to ward councils by development association. With the help of professional precise goals will be formulated. Each ward will set its goals and communicate such to public development agencies. Proposals of different associations will be scrutinised and goals formulated.

Plan Formulation:

In formulating plans development associations can be tasked

with collected relevant data and information dissemination. Members can help in collecting necessary information that will help in plan formulation. Furthermore, plan proposals can be exhibited at ward centres through the help of development associations. They can also be used to mount publicity through their channels. Design of the plan is to be left with professionals. However design proposals should be displayed to members of development associations who are to make observations.

Evaluation of Alternatives:

This is the main occasion for public participation because proposals or alternatives will be evaluated taking available and potential resources in stock. Participating at this stage will enable the participants to know what contributions are expected from them and in what form the contributions will come. Each of the alternatives should be carefully explained to participants, and the cost and benefit analysed and communicated. The selection of the alternative should then be a joint effort between members of development associations and officials of government. To save time only officials of development associations are to be involved and that alternatives and proposals should be explained in simple language. Technical language should be avoided if participants are to understand the process.

Implementation:

All members of development associations and the willing public

are to participate during implementation. This can take the form of labour input material supply etc. Plans that require specialised skills or that of a very urgent should be done directly through contract or direct labour. In the case where the project is given on contract development associations can still participate through the ward council as monitoring group. The ward council will monitor the progress of the work as well as provide any assistance to the workers such as first aid.

Maintenance:

Completed projects should jointly be maintained both by public development agencies and development associations. Development associations can provide labour for maintenance and operation while development agencies are to provide the necessary materials. Vigilante unit of development associations can form part of the security protecting the project. Proceeds from profitable profits to be shared in agreed formula between participating development associations and the concern public development agency. For example proceeds from public conveniences to be shared.

Appraisal:

Periodic assessment of plans/projects is to be done by the ward council and passed to the public development agency. This is to achieve in consultation with community development officers. Views on plans implemented are to be communicated to the development agency through the ward council.

5.20 RECOMMENDATIONS FOR EFFECTIVE PARTICIPATION OF DEVELOPMENT ASSOCIATIONS IN URBAN PHYSICAL DEVELOPMENT IN KATSINA

Since development associations enjoy public support and are actively engaged in improving the social and physical environment, they should represent the public of each ward and consequently the community generally. In other words, the public should participate as organised groups.

Existing wards should serve as a framework for organising development associations to participate in urban physical development. The wards are to the smallest unit in which people are organised, they can serve any purpose. Firstly, the ward can serve not only as an information and exhibition centres or units but also as inquiry centres where the public and the government will have the opportunity to interact. The ward will be an appropriate fora where there will be constant consultation between the public and government. Literacy classes should be organised along ward lines.

The literacy classes should inculcate planning and development ethos to the public. Furthermore, planning education should emphasised on the involvement of the public. Community development officers and planners should be assigned to each ward and should work jointly with development associations. Informal meetings between development associations and government officials should be encouraged. This will heighten the awareness of the public and

will make the participants to feel free, interact and exchange ideas with government officials.

Community leaders such as ward leaders 'top-ranking' government officers to be incorporated in the participation programme so as to enhance and encourage participation. Ward leaders and opinion leaders should be incorporated in committees and boards alongside government officials and officials of development associations. Government must acknowledge the capacity of the local institutions of mobilising the public to participate in development projects. Leaders should be given appropriate incentives which will encourage efficient performance and which will instil confidence on the people.

Technical assistance, loans and subsidy should be given to development associations so as to encourage their participation. Loans can take the form of material inputs to profits. Competitions should be organised and prized awards giving to outstanding development associations and ward councils.

5.2.4 RECOMMENDATIONS FOR SELF HELP DEVELOPMENT PROGRAMMES

It has been established that government participation in self help development programmes, generally, is inadequate - usually limited to the provision of grants. The efforts of development associations should be sustained by the government. To meet this responsibility, it is crucial for government and its agencies to

participate in self-help programmes of the development associations, for effective and wider participation of government.

5.30 RECOMMENDATIONS FOR PARTICIPATION IN GOVERNMENT PROGRAMMES

The following recommendations are made if the success of public participation in government programmes is to be ensured.

Firstly, policy objectives should ensure the participation of the public in urban physical development. Apart from recognising participation of the public as crucial such policy objective will also widen the scope of public participation in the development process.

Secondly, for effective participation of the public the public (dev. associations) must be organised both territorially and institutionally. A workable organisational framework will not only minimise divisions but also create the needed power base for implementing participation. This power base will bring public news which the government has to bear.

Thirdly, government should emphasize local control through the development of local talents and the involvement of development associations in the entire process of project planning and execution.

Lastly, educational processes must be used to increase people´s awareness. Very crucial to increasing people´s awareness is an efficient means of communication which must ensure direct contact between the public and the government. It is suggested that a communication system which will ensure a two way flow of information be developed. The impartation of skills and techniques is also crucial in increasing public awareness and competence. Vocational training centres should be utilised to impart skills to the public. The following recommendations are advanced.

Firstly, to enhance constant consultation between the government and development associations an appropriate fora should be developed. This can be made possible through the formation of ward development committees with representation of both the public (dev. ass) and the government such committees should raise areas of assistance. In this way government will have full picture of activities of development associations and will facilitate its participation. However, adequate caution must be taken on the members of the committees. As such membership should be balanced.

Secondly, a proper and detailed record of all self help projects, both of aided and non-aided projects, be kept by government. This will serve as a basis for making future allocations grants for self help projects. Government through record swill be in a better position to establish priorities of

development associations and the form of assistance it is required to make. The kind of assistance given should strengthen rather than inhibit the spirit of self reliance and self determination. As such assistance given should be in the form of materials and equipment, financial assistance should be emphasised.

Lastly, the number of projects to be undertaken by development associations at a time should be limited to one by the government. Number of projects given out on contract should be limited. Financial projects should be discouraged.

5.40 IMPLEMENTATION STRATEGIES AND POLICY GUIDELINES

5.41 INSTITUTIONAL FRAMEWORK

Effective and broad participation may not be obtained and sustained without an appropriate linkage mechanisms between the development associations and the government. Although participation appear frequently in books its implementation has lagged far behind the rhetorics. There is the need to evolve an institutional framework that will conform with the society being planned for and the type of planning desired.

Traditional wards should be used in organising development associations. Each ward should have a ward development committee which is to organise development associations to participate. The ward development committee should be formed by the ward head, local

government official, community development officer, representative of the planning board and 2 members from each of the development associations in the ward. The ward development committee will be the unit at which the public and the government interact below the local government level. It is to serve as a link between the efforts of the development associations and those of the government. Four ward development committees are proposed. The ward development committee will monitor urban development programmes of both development associations and the government.

Duties of the ward committee include the following. To present and sanction proposals of development associations to planning authorities. The committee is to scrutinise proposals and approve those for implementation. Through the representative of the planning agency the committee will communicate its recommendations.

To approve and promote proposals of planning authorities. The promotion of planning proposals can be achieved through organising planning exhibitions, fares, etc. Planning approval is by getting the consent of the committee members. The committee also to report on all physical developments in the area that are done by individuals and private organisations. That is to say the to be involved in development control.

The ward committee to organise literacy classes. The literacy classes is to create awareness on the importance of planning, development and self-help efforts. The ward committee to handle adult literacy classes and handle information centres.

To disseminate information and to receive and possibly treat any planning complaint. It is also to identify the problems, potentials, constraints and community priorities. They will also contribute information and data required by planning agencies for the formulation of long and short term plans as well as for the preparation of development programmes.

The community development officer and the planner in the committee will educate the public in order to raise their level of awareness and this they would achieve through demonstrations, advice help and liaising with relevant associations. They will draw programmes and projects.

For the execution of government plans, the institutional framework will look like below -

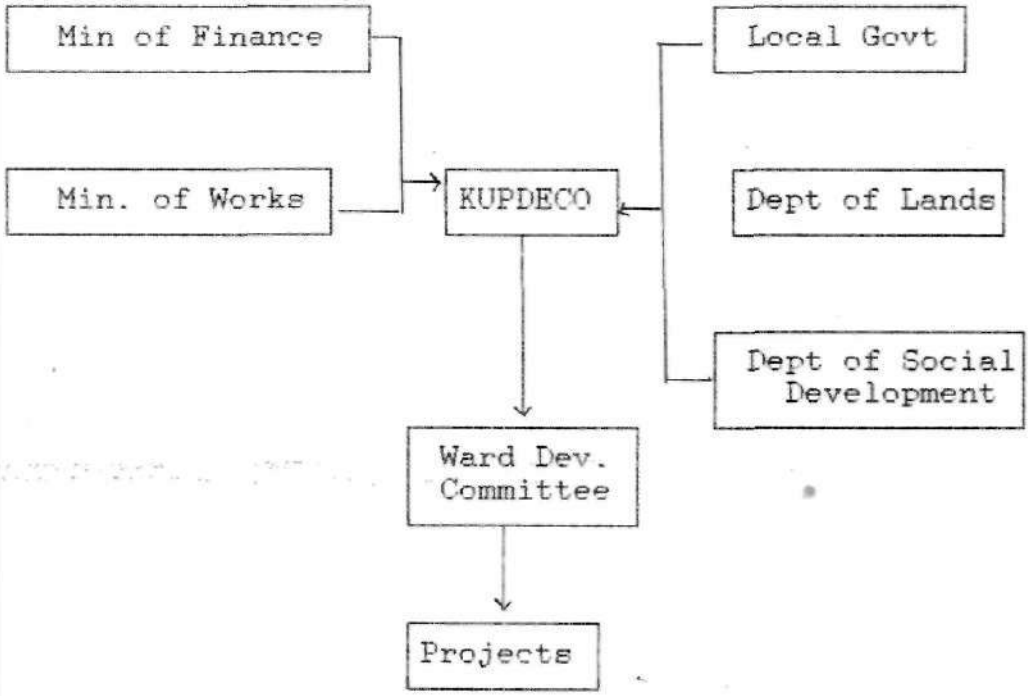


FIG.5.2 PROPOSED INSTITUIONAL FRAMEWORK

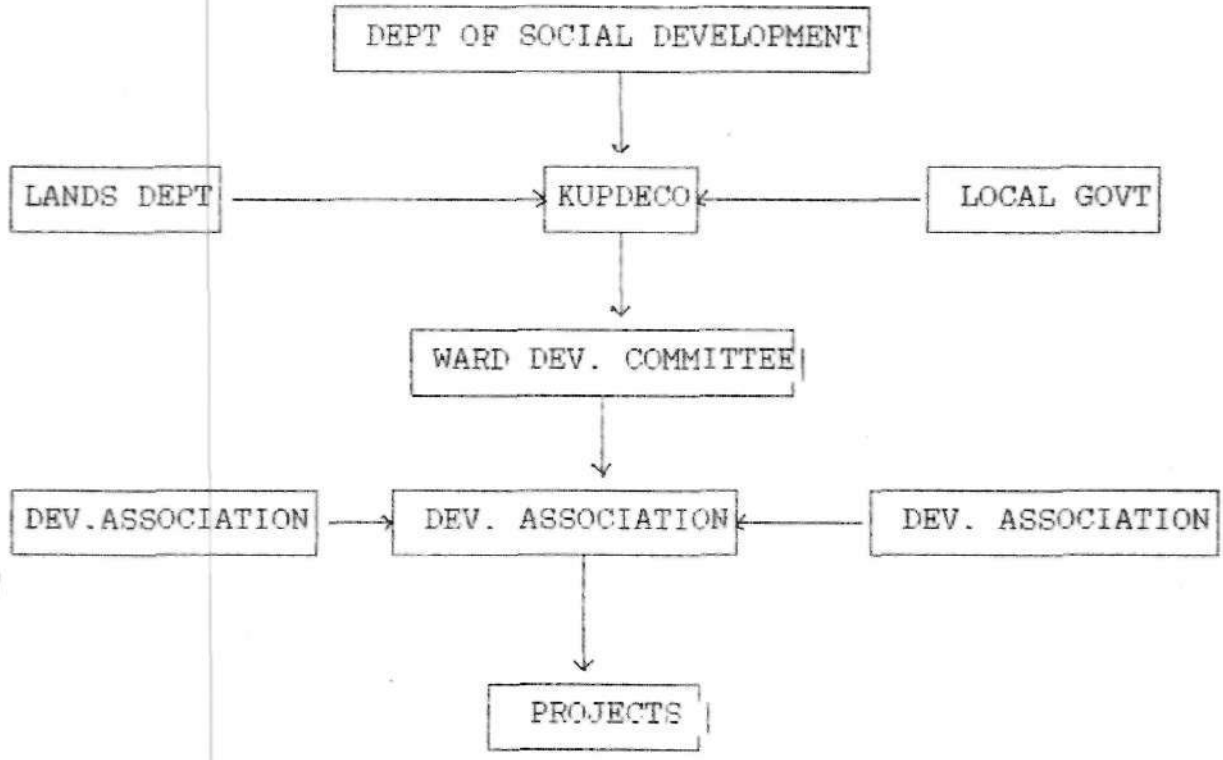


FIG. 5.3 PROPOSED FRAMEWORK FOR COMMUNITY DEVELOPMENT PROJECTS

5.42 POLICY GUIDELINES

The concept of public participation should be institutionalised and enforced. This will require a revision of the existing town and country planning Laws. The edict guiding the operations of planning and development authorities should be reviewed in such a way as to force them to consult the public. The review should allow for group participation in other matters of planning other than planning schemes. The public need to participate in such matters as building regulations, development control, sub-division regulations or individual projects under a scheme. The law should force planning authorities to consult the public even after schemes have been modified. The law should

authoritis to constructively engage organised groups in master and local plans drawing. Observations giving to planning authorities by the public should be considered to be useful. Criteria for grant disbursement should be work-out and known to all the groups involved. In addition, capital intensive project should be deemphasised, certain stages of capital intensive project should be designed in such a way as to allow the people's input.

The Government should bring the planning process closer to the people. The government should place emphasis on area development approach. The area development approach focused on a spatial unit which facilitatees participation and identification of local needs which are important.

Lastly, members of the divisional Youth Council should be nominated in planning and development committees. The priority given to traditional rulers should be minimised. Government officials should come out to participate effectively in the activities of development associations, this will demonstrate the value attached to serviing the cause of the public.

5.50 CONCLUSION

The study tried to examine the concept and process of public participation in urban physical development of Katsina with reference to participation of the public as an organised group. Findings of the study show that development associations are quite active in physical activities, they are still however not intergrated into the entire planning and development processes.

This was due to institutional and logistical limitations. The Development associations have proved to hold potentials for organising public participation in the planning and development processes if they are constructively engaged.

Looking at the level and form of participation in government formulated projects it shows that there is minimal or non-participation in programme initiation planning and implementation. This often underscore the success of government programmes. The second situation presents a situation where voluntary attempt in development association to mobilise resources for the betterment of living standards through self help programmes. These programme have recorded some considerable success arising from the maximal participation of the affected public in the programme. Different types of development associations have been identified and the extent of their involvement in physical activities have been discussed.

Lastly, the study tried to find the problems and prospects of public participation in the urban area. The study attempted to make proposals in how effective public participation can be arrived at. First to give it an institutional backing and an appropriate power base for public participation to improve the communication link between government and the public. These were recommendations towards have end when the public should participate. To deal with development associations it's recommended that there should be a sufficient professional staff (planners) and voluntary action by and on behalf of the public should be independent.

BIBLIOGRAPHY

1. ALLI, A The Role of social Clubs in Community Planning Process, A case study of selected Local Governments in Kaduna State. An unpublished M.Sc thesis, Dept. of U.R.P. A.B.U. Zaria, Nigeria (1983).

2. ARSTEIN, S.R: "Ladder of citizen participation" in Journal of American Institute of Planners. (July 1969).

3. COOMBS P.H: "Whatitmill take to help the rural poor" in Crombs (ed) Meeting Basic needs of the Rural Poor: The Integrated Community Based approach. Perganon Press (1980)

4. DAVIES, J.G The Evangelistic Bureaucrat: a study of a planning exercise in Newcastle upon - Tyre. Yaustock (1972).

5. DALYOP-DONG, M.N: Implementation of Urban physical planning schemes in Nigeria. A case study of Jos 1985-1989 An unpublished M.Sc Thesis U.R.P. ABU Zaria (1990).

6. DOGO D.M.: Mass Mobilisation for rural development. A case study of development associations in Jema'a L.G An unpublished M.Sc Rural development thesis. Dept. of Geography ABU Zaria (1987).

7. HAMISU, A.A: Public participation in Physical Planning and Development in Ikara Local government Area of Kaduna State. An unpublished M.Sc URP thesis (1988).

8. KALTHO, J.B: "Public participation in Residential Area Development" A paper presented at SPURP course Dept. of 1U.R.P. ABU Zaria (1985).

9. KATSINA, Master plan, prepared by Maxlock Group (1978).

10. KULTHRESTHA, S.K: Role of Public participation in Community Planning Process. A public lecture delivered during planning week, organised by NATPS ABU Zaria branch (1983).

11. LITTLE, K. L. "The Role of voluntary associations in West African urbanisation" American Anthropologist Vol.59 No.4 (1957).

12. NORMAN, D: Public participation and planners Blight Faber and Faber, London (1972).

13. SANOOF, H. (ed) Designing with Community participation Stroudsburry Penn. Dowden Hutchinson (1978)

14..SEWELL, W.R.D and COPPOCK, J.T (ed). Public Participation in Planning. John Wiley and Sons London (1977).

15. The town and country planning law of Northern Nigeria CAP130 (1946).

16. THOMSON J.M: "The London Motorway plan" in Sewell W.R.D. and COPPOCK J.T (eds) op.cit (1977).

17. TURNER J.F.C. Housing by people London (1972).

18. UNITED NATIONS: Popular participation in development: Emerging trends in Community development Newyork (1971).

19. UNITED NATIONS ECONOMIC COMMISSION FOR AFRICA, Africa's strategy for development in the 1970s, Addis Ababa (1971).

20. USMAN Y.B. For the Libration of Nigeria. Beacon Press London (1978).

21. WHITNEY: "Public involvement in the planning process" in The Planner Vol.59 No.10 (1973).

22. Wiener R: The Shankill-Power in participation" in The Planner Vol 62 No.14 (1976).

APPENDIX I

QUESTIONNAIRE FOR DEVELOPMENT ASSOCIATION

1. (a) Name of Association _____

   (b) Number of Members _____

2. (a) Type of Association:-
   Physical development ( )
   Social and Physical development ( )

3. Which of those projects do this association undertaken

   (a) Purely self help projects ( )
   (b) Aided community projects ( )
   (c) Both ( )

4. Which of these organizations does this association relate with

   (a) K. U. P. D. A ( )
   (b) Local Government ( )
   (c) Ministry of Youth and Sports ( )
   (d) others (specify)

5. Do any of your members serve on any Committees either by

   (a) K.U.P.D.A YES ( ) NO ( )
   (b) Local Govt. YES ( ) NO ( )

6. If YES name the committee please _____

7. Which of the following authorities have one of its officers appointed as a member of your association

   (a) K. U. P. D. A ( )
   (b) Local Government ( )
   (c) Ministry of Youth and Sports ( )
   (d) others (specify)

8. Which of the following organizations involve your association on regular basis about decisions they are bout to make in your area

   (a) K. U. P. D. A ( )
   (b) Local Government ( )
   (c) Ministry of Youth and Sports ( )
   (d) others (specify)

10. Which out of the following bodies do this association consult before starting any project
    (a) K. U. P. D. A ( )
    (b) Local Government ( )
    (c) Ministry of Youth and Sports ( )
    (d) others (specify)

11. Do you receive any aid from K.U.P.D.A?
    YES ( ) NO ( )

12. If YES what type of aid

    (a) Financial
    (b) Technical Advice
    (c) Labour
    (d) Equipment
    (e) None
    (f) Others specify

13. What type of aid do you receive from Local Govt?

    (a) Financial
    (b) Technical Advice
    (c) Labour
    (d) Equipment
    (e) None
    (f) Others specify

14. Specify the type of aid giving to this organization by Min. of Youth and Sports

    (a) Financial
    (b) Technical Advice
    (c) Guidance
    (d) None
    (e) Others specify

15. Indicate the organization you wish to assist you in order of priority

    (a) K. U. P. D. A ( )
    (b) Local Government ( )
    (c) Ministry of Youth and Sports ( )

16. What help do you need most from K.U.P.D.A
    (a) Financial
    (b) Technical Advice
    (c) Labour

(d) Material and Equpments
(e) Training facilities
(f) None
(g) Others specify

17. Do you wish to be assisted by the Local govt?
(a) Financial
(b) Technically
(c) Materially
(d) None
(e) Others specify

18. Are you aware of how and when decisions on public projects are reached at by government?
YES ( ) NO ( )

19. From what source do you usually obtain information about projects

(a) Radio
(b) Newspaper
(c) Govt. Officers
(d) Others specify

20. In which way do this organization contribute towards any government projects?

(a) Through labour
(b) By Money
(c) By Material
(d) None
(e) Others specify

21. At what stage project development undertaking by government do this organization participate

(a) Choice making
(b) Location decision
(c) Construction
(d) Maintenance
(e) Others specify

22. Do you want your association to be involved in the planning and implementation of government initiated development in Katsina

YES ( ) NO ( )

23. If YES in what ways do you want to participate

(a) Labour

(b) Inspection of lay-outs/sites
(c) Advice
(d) Construction
(e) Maintenance
(f) Serving in committees
(g) others specify

24. What suggestions can you give on ways your association can be involved in effecting planning and development in Katsina.

_____

_____

_____

_____

25. Please list the number of projects either undertaken by your Association or in which you assisted.

Name of Project	Amount	Location	Year

26. Do you have any relationship with similar voluntary organisations

YES ( ) NO ( )

27. Discribe the relationship and give the names of the associations.

APPENDIX II

FOR THE AUTHORITIES

QUESTIONNAIRE FOR GOVERNMENT OFFICIALS

1. Name of Organization _____

2. In which of the following development programmes is this authority involve in
   (a) Purely Government ( )
   (b) Aided programmes ( )
   (c) Both ( )

3. Is this authority involve in the choice of project to be undertaken by development associations?

   YES ( ) NO ( )

4. If YES in what ways
   (a) Giving policy guidelines
   (b) Serving in their committees
   (c) Recommendations
   (d) Technical Advice
   (e) others specify

5. Is this authority involve in the location of project to be undertaken by development associations?
   YES ( ) NO ( )

6. If YES in what way
   (a) Site inspection
   (b) Advice
   (c) Policy guidelines
   (d) Serving in their project committees
   (e) Others spceicy

7. Are development Associations involved in the choice of projects undertaken by the authority?

   YES ( ) NO ( )

8. if YES in what way

   (a) Consultation
   (b) Serving in your committees
   (c) Informing
   (d) others specify

9. Are development Associations involved in the location of projects undertaken by the authority?
   YES ( ) NO ( )

10. If YES in what way
   (a) Advice
   (b) Informing
   (c) Directing
   (d) Others specify

11. At what stage of project development do you involved development Associations?
   (a) Choice making
   (b) Location decision
   (c) Construction
   (d) Maintenance
   (e) Inspection of Lay-out
   (f) others specify

12. What reactions do development associations make to the projects you plan for their areas:

   (a) Join
   (b) Refuse
   (c) Hostile

13. Non-involvement of development Association is because

   (a) There is no legal provision
   (b) Time wasting
   (c) Does not improve planning quality
   (d) others specify

14. Do you want development Associations to be involved in planning and execution of projects?

   YES ( ) NO ( )

15. List the type of projects implemented by the authority you want the development association to be involved in

_____

_____

_____

_____

16. If YES to question 14 what is this basis for that:-
    (a) Improves planning quality
    (b) Required by Government policy
    (c) To provide cheap labour
    (d) Others specify

17. What sort of activities do you want development association to do in planning and implementation of projects
    (a) Advice
    (b) Inspection of Lay-outs
    (c) Construction
    (d) Maintenance
    (e) Choice making
    (f) Others specify

18. Which of these would you want the development associations to contribute towards execution of projects?
    (a) Through Labour
    (b) By Money
    (c) Materials and equipments
    (d) others specify

19. Lastly, please list all projects being undertaken by your ministry or in which your organisation is assisting at the moment.

Name of Project	Location

APPENDIX III. Names of Development Association According to wards

WAKIUN GABAS -

1. Iyatanchi Youth Club K/Sauri
2. Fasiha Youth Club K/Daubi
3. Biyayya Social Club T/Gagare
4. Kofar Bai Dev. Association
5. Limana Youth Social Club K/Marusa
6. Nagari Youth Social Club Kofar Bai
7. K. Samri Rafukka F-Samji Youth Club
8. Rafukka Youth Social Club
9. Zumunta Youth Shairskawa
10. Malgi Youth Club
11. Kungiyar Kyartata F. Samji
12. Dutsin Amare Pri. School Old Boys
13. Gwamadawa Social Club
14. Abass Social Club

WAKILIN KUDU WARD

1. Shukura Social Club K/kaura
2. Himma Social Club K/kaura
3. Kungiyar Agaban Fama'ar S/Kasuwa
4. Agaba Youth Social Club Bakin Mobil

5. Shayi Sauki Social Club Dogingida
6. Madubi Kingiyar Mata K/Kaura
7. Lafiya Social Club S/Kasuwa
8. Nasara Social Club S/Layi
9. Nasiha Social Club S/Layi
10. Darma Social Club
11. Zaman Lafiya Social Club S/Unguwa
12. Amana Social Club S/Kasuwa
13. Lafiya Social Club S/Unguwa
14. Rafindadi Dev. Assocation
15. Niyya Social Club S/Kasuwa
16. Alheri Social Club barama
17. Murama Matasa Club barama
18. Zumunta Club S/Unguwa
19. Nasara Social Club S/Layi

WAKILIN YAMMA WARD

1. Moh. Dikko Mmorial Club
2. Yamma Social Club
3. Kofar Yandaka Makera Haske Club
4. Bambadawa Social Club
5. Jama's Youth Club Mamar Kadabo
6. Haben Birni Comm. Dev. Association
7. Ciguminka Club
8. Kingiyar Rayamul Kinkatsina
9. S/Kasuwar Gamji Youth club

10. Yan Wanki Area Social Club

11. Yamma district Youth association

WAKILIN AREWA WARD

1. Zumunta Social Club F/Yaro

2. Albarka Club V/Madawaki

3. United Progressive Youth Organisation

4. Rahama Social Club

5. Usman Nagogo Zabisonka Club

6. Karama Social Club K/buga

7. Dan Marina Youth Association

8. Nagauta Social Club

9. Albarka Zabi Sonka

10. Bambadawa Youth Club