

**SELF-HELP PROJECTS IN RURAL DEVELOPMENT:
A CASE STUDY OF ZARIA LOCAL GOVERNMENT
AREA, KADUNA STATE**

BY

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**A Thesis Submitted to the Post-graduate School
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the Requirements for the Degree of Master of
Science in Rural Development.**

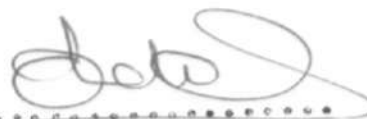
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DECEMBER, 1988

DECLARATION

I hereby declare that this thesis has been written by me and that it is a record of my own research work. It has not been presented in any previous application for a higher degree. All quotations are indicated and the sources of information are specifically acknowledged by means of references.

Signature:.....



Date:.....

23-12-88

DEDICATION

This Thesis is Dedicated

to

my wife

OMONIGHO

and

my son

ERUTEYA

CERTIFICATION

This thesis entitled SELF-HELP PROJECTS IN RURAL DEVELOPMENT: A CASE STUDY OF ZARIA LOCAL GOVERNMENT AREA, KADUNA STATE by Ideh, Morris Okoro meets the regulations governing the award of the degree of Master of Science (Rural Development) of Ahmadu Bello University, and is approved for its contribution to knowledge and literary presentation.


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A C K N O W L E D G E M E N T

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IDEH, M.O.

A B S T R A C T

Two of the most serious problems inherent in rural development planning are the identification of the needs of the target population of a plan and raising sufficient funds to execute the projects that would satisfy such needs. Hitherto, the top - down approach to planning has distorted the planners' conception of the role of the people as a creative force in development. It has also denied planners of local resources which if combined with those government would greatly help to alleviate the problem of shortage of resources and lead to a more rational planning.

This study examines the roles of rural communities in the development process in the Zaria Local Government Area, Kaduna State. The aim is to identify and assess various categories of self-help community projects undertaken in the area and to analyse the extent to which these projects reflect the resources, needs, perception and socio-economic conditions of the rural communities. It also examines the success of these projects with a view to evolving a strategy that can harmonize

the local resources as are available with those of the government.

The research findings revealed that in areas where the government had failed to meet up with the aspirations of the people in terms of their felt needs, the people have excelled. This is because the rural communities in the Zaria Local Government Area have effectively mobilized resources locally for the provision of their basic needs such as physical infrastructures like roads, bridges, culverts etc, and social infrastructures like market stalls, classrooms, mosques etc. Most of these projects were either initiated, planned, financed and implemented by the communities or in conjunction with the government. The study further revealed that in the context of rural development, an effective cooperative system can act as a catalyst utilizing the pooled resources of the rural poor for their social and economic upliftment. Social clubs for associations (e.g. Zaman Lafiya Amaru club, Sogayya Matasa, etc) were identified to have co-existed with and reinforced development committees as effective instruments for planning and executing local schemes

on a self-help basis. These organisations therefore formed the framework within which self-help projects were carried out.

In Nigeria in general, and the study area in particular, community participation in local development projects has been part and parcel of the people's culture. Members of rural communities are used to contributing either money, materials, food and labour for the development of their area as a whole. In fact, self-help groups have become significant agents for promoting rural development in the rural areas and as a consequence should be given whatever encouragement and support that is affordable. The important collaborative role played by these groups should be given due recognition by government. There is the need for their coordination, moreover, when communities within and between districts operate independently and expend scarce resources on similar projects. This was very glaring in the study area in their roads and culverts constructions, that is, duplication of efforts and waste of resources that could have been used for alternative projects.

The study therefore suggests the creation of development areas at the district level within local government areas in order to carry democratic self-government closer to the local people and influence in a direct way the course of rural development.

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CHAPTER ONE

INTRODUCTION

1.1 Introduction

In Nigeria, as in many other African countries, evidence exists of how groups and communities successfully organized themselves to construct roads, built bridges, schools, etc. These efforts of self-improvement were motivated by the awareness that the needs and aspirations of the people could be best realized through concerted self efforts (Akinbode, 1977),. The practice of self-help and community development is by its very nature an on-going process in which those concerned must feel adequately involved. This is because the idea of community felt need arises from the lack of something which in the opinion of the community would facilitate the improvement of the welfare of the community if it had been present or available.

Rural development as a strategy, a form of state intervention, is therefore aimed at improving the living standards or "well-being" of the mass of the people, to make rural areas more productive; to raise rural incomes and to ensure that any development is self-sustaining and involve the majority of the people.

In this regard, the ambit of activities towards rural development in Nigeria consists of:

- (a) planned government programmes designed by ministries, government agencies and local governments.
- (b) Self-help projects established by individuals, associations and local communities on their own initiatives with or without government intervention.

The concern of government had been with category (a). This category has contributed substantially to rural development in Nigeria but its weaknesses are due to:

- (i) lack of good programme design owing to poor citizen participation;
- (ii) decline in public resources owing to problems of our over-dependence on crude oil as the main source of revenue generation and competing claims to the resources by expanding public demands clamouring for development activities of various types, and
- (iii) lack of coordination between planned government programmes and self-help projects initiated by rural families and groups.

So category (b) has in many cases been stifled, first, by its internal problems e.g. lack of funds, skilled manpower and equipments and second, by activities of category (a).

For more than one and half decades when the crude oil market was good, Nigeria enjoyed a boom in all spheres of national life and several planned government programmes were set in motion to improve crop farming and other aspects of rural life. The change in attitude from self-reliance to dependence became widespread, with the assumption that it was the sole responsibility of the government and its functionaries to provide the needs of their communities. This attitude was buttressed then by the belief that government resources were unlimited. It is worth mentioning here that this attitude was encouraged by government pretence that all was well with it and the people can now sit back and enjoy. The government-granted privileges held back the people's confidence, initiative and potential for local resource mobilization for development and self-reliance necessary for further growth, with most important decisions being taken by government officials. It also distorted the planners' conception of the role of the people as a creative force in development.

But the oil boom of the seventies has gone burst, leaving Nigeria high and dry and in the throes of economic depression. There is now a reassessment of the roles of government in community development. Government pronouncements and policy statements ushered in the realisation that the resources of the government are limited; that government cannot provide every community with everything; and above all, that people can develop their own community with their own efforts. The government's position on this issue is clearly stated in the Third National Development Plan (1975-1980) that:

The main objective is to sustain self-help efforts and to foster a more lasting development consciousness among the masses, and especially for the purpose of raising the quality of life of the rural communities by harnessing voluntary private effort to supplement government effort". (Third National Development Plan 1975-1980, Federal Ministry of Information, Lagos, pp. 216-219).

The implication here is that we do not operate a welfare economy per se and so communities must get involved in the business of development.

It is generally recognized that governments by themselves cannot achieve rural development. They can only facilitate it. Local communities working through self-help groups have undertaken projects which focus on small-scale community needs. They have

established local organizations or committees to assess community needs, make decisions about projects, generate resources, mobilize participation by community members, and manage projects upon completion.

Evidence of self-help efforts abound in the Zaria Local Government Area, involving projects of various forms such as those in the area of education, health, transportation, marketing and religion.

Community development as a field of study concerns the behavioural phenomenon of a group. Its success depends very much on the internal social structure and organization of the group undertaking the projects and the behaviour of leaders within the group and values and norms of the group. The present study therefore contends that some problems exist in the planning and implementation of self-help projects in the Zaria Local Government Area. These problems include:

- (a) organizational problem
- (b) inadequate financial resources
- (c) lack of skilled manpower and equipments and
- (d) duplication of projects.

For this purpose, the five districts of the Zaria Local Government Area, Kaduna state have been selected for a detailed longitudinal study of their self-help

efforts, as well as a cross sectional comparative analysis of specific types of projects found within the study area.

1.2 Research Focus/Scope of the Study

Two of the most serious problems inherent in rural development planning are the identification of the needs of the people for which a plan is to be developed and raising sufficient funds to execute the projects that would satisfy such needs. Hitherto, the experience of most of the developing nations has been to execute package plans conceived and formulated by "experts" in a different socio-economic milieu with the local people directly affected having little or no input in determining the contents of such plans. Not having decided on the plans themselves, local people tend to have little commitment to or participation in such development activities. As a result our development programmes tend to have a very high ratio of outside investment vis-a-vis local investment. Yet it is obvious that no government or development agency can adequately determine or has the resources to provide all the requirements of the people.

But while government in Nigeria is battling with the problem of deciding, under severe resource constraints, what is "rationally" best for the people, the news media carry quite frequently, announcements

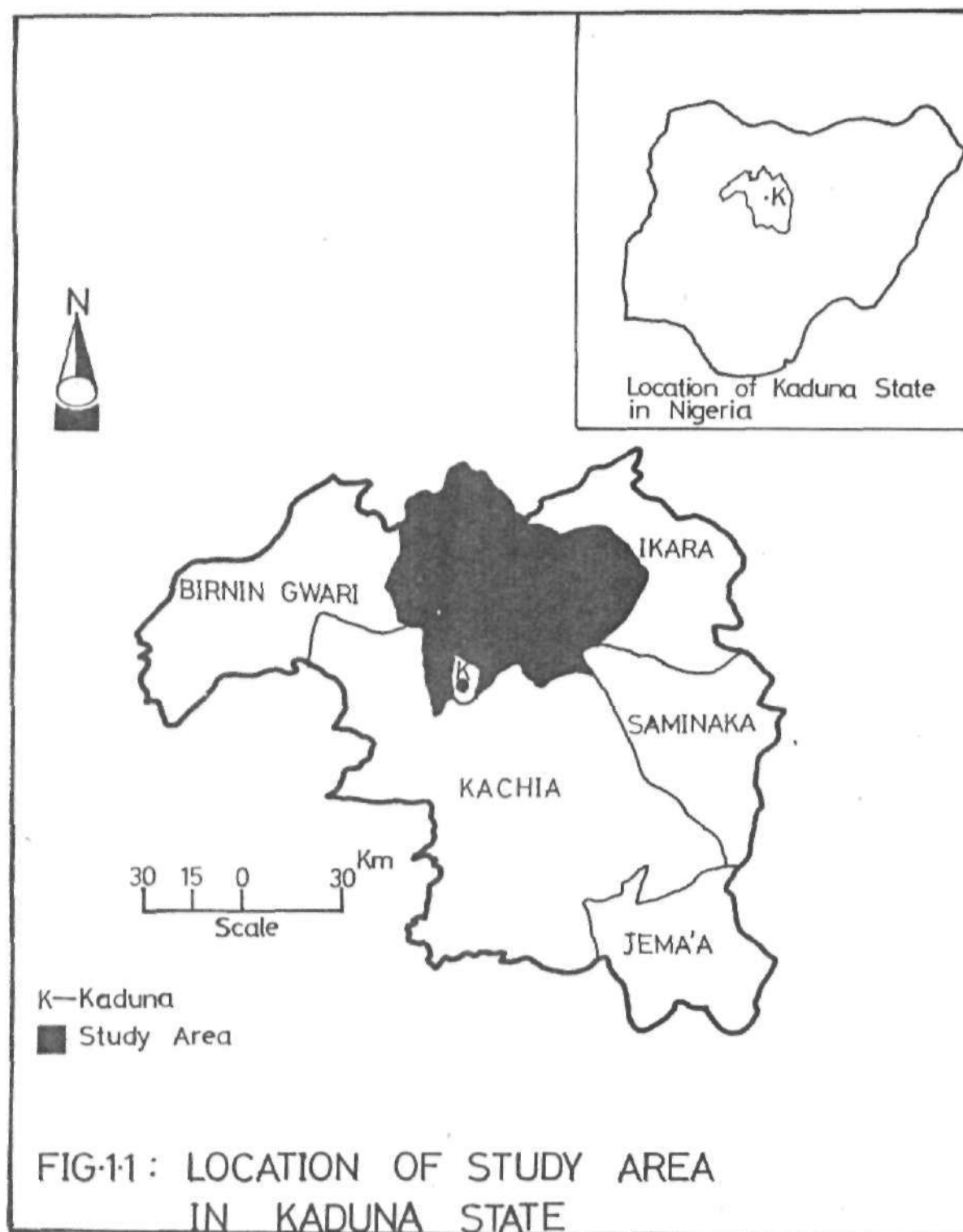
and reports of development programmes of varying magnitude being launched or executed by groups of people in many communities. This trend represents a new dimension in the approach to areal development. The importance of this type of group action approach to development is that decisions about "needs" are being taken at the appropriate level, the local level, and by the people whose lives are directly affected.

The significant role play by self-help projects in rural development and the problems faced by such projects require investigation because of the rapid increase in the scope and dimension of self-help projects in Nigeria. The present study focuses therefore, on the following aspects of self-help projects in development of rural areas of the Zaria Local Government Area:

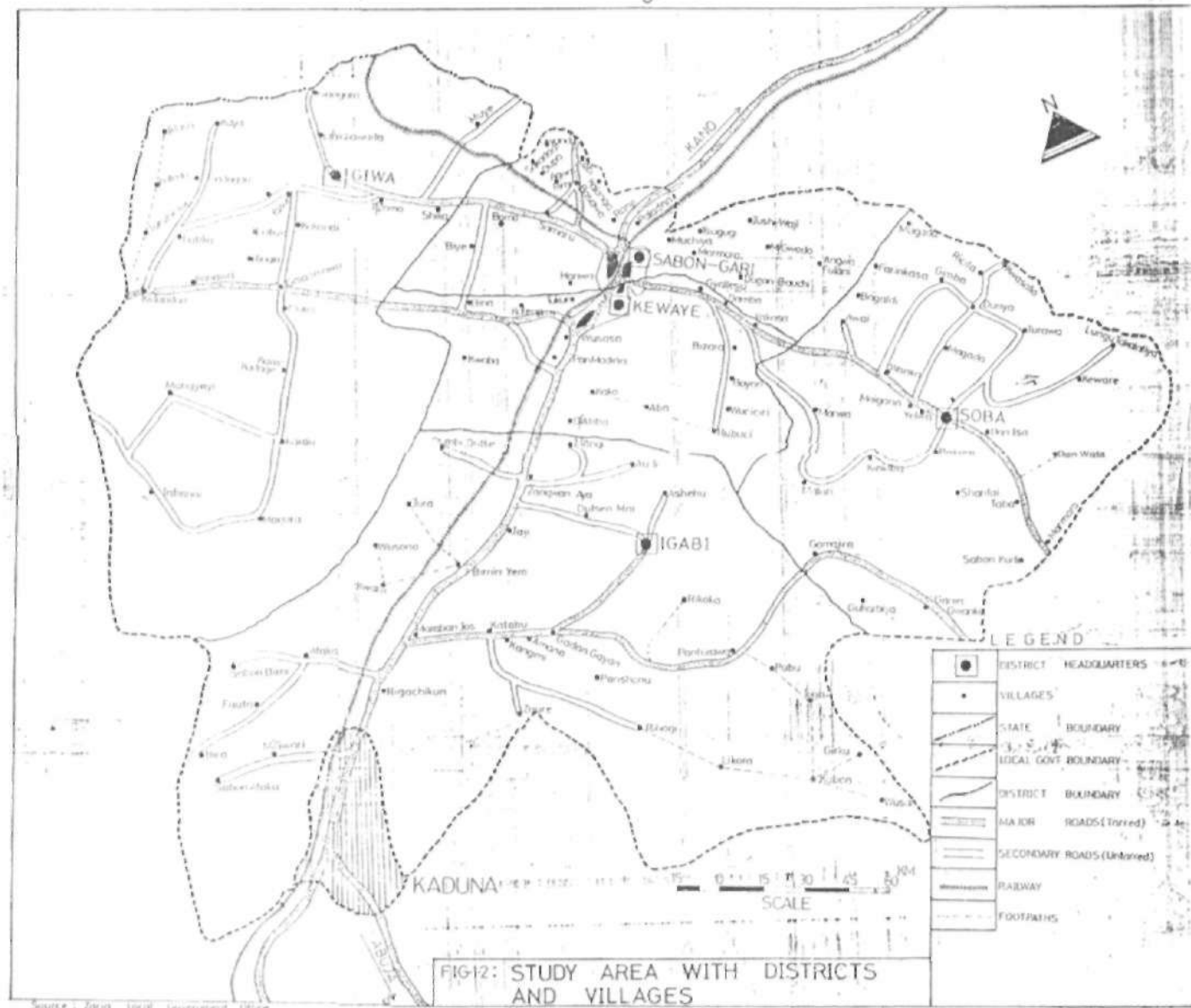
- (1) types of self-help projects planned and executed in the area,
- (2) structure of functional local self-help organizations and their decision-making process regarding:
 - (a) needs identification
 - (b) goal-setting, planning and implementation
- (3) popular participation
- (4) resource mobilization, and
- (5) priorities harmonization with respect to planned government programmes and self-help projects.

This study covers the five districts (Soba, Sabon-Gari, Giwa, Igabi and Birnin-Kewaye) of the Zaria Local Government with a land area of 8,230 square kilometres and estimated population of 549,712 (projected from 1963 census figure at 2.5% annual growth rate). It focuses on self-help projects initiated, planned and implemented by community members as well as those for which the community received grants from government. The study also focuses on a cross-sectional comparative analysis of specific types of projects executed within the area.

It may be useful to distinguish self-help development involving social service amenities from another type which aims to improve agricultural production. This study is limited to rural self-help projects that may be defined as private initiatives and efforts to complement and support government's efforts **in** enhancing rural development. They usually begin with community initiative and require, first, some degree of local community organization around the project and, second, actual organized participation by community members in its construction. The participation may be a labour or a financial contribution or both. The schemes are social amenities that affect every member of the community. For example, water supply



Source : Zaria Local Govt Office



affects every member of the community and, therefore, all are interested in the undertaking of such projects.

As far as possible the study would seek to answer the following key questions regarding self-help projects as a strategy for rural development:

- (a) why are self-help development organizations important for the overall process of rural development?
- (b) what types of development objectives are best achieved through self-help development organizations and which are not?
- (c) under what conditions are such organizations most likely to emerge at the grassroots level of the development process?
- (d) how can the activities of these organizations be most effectively nurtured and sustained by the state government?

The study focuses on the above with the intent to evolve a strategy that will harmonize local resources with those of government from the stand point of national development goals. Such a planning strategy will not only ensure that resources are used to supply what the people actually require but would also lead to the release of more capital and human resources for development purposes and prevent wasteful duplication of projects by or for communities in close proximity.

The above focus becomes very relevant in view of the fact that planning of social services poses by far the most difficult problems for resolution between economic, social, and technical choices,, "his is because demand for a wide range of social services is substantial in many rural areas. However, the financial, manpower and organizational resources fot effective delivery of social services are often extremely limited. Despite the widespread evidence of demand for services and for the large local resource potential awaiting mobilization, in practice social service programmes have often been implemented primarily with central OR donor resources and with little regard for utilizing grassroot support. Such policies call into question the long-term viability of many social programmes. How social services are organized, of course, should have substantial implications for the extent to which resources for their provision can be generated locally.

One of the criticisms of the top-down approach to planning is that government officials or development agencies decide what development projects are suitable for different areas with little or no participation in the decision-making by the people who are directly affected. Consequently, the top down-approach to planning is insensitive to local needs and blind to development efforts at the grassroots. The top down-

those of government within a system of genuine institutional framework. How such harmonization can be achieved is the central concern of this study. It is the belief that much more can be achieved by voluntary effort if it is properly organized and directed. This what community development is all about. It is an effort to achieve at little cost many things which will better the living condition of members of a community.

1.3 Aim and Objectives

The aim of this study is to gain an insight into how the use of resources as are available at the local level can be harmonized with those of the government to evolve a more efficient rural development planning strategy.

The following objectives have been set out to achieve the stated aim:

- (1) to identify the categories of self-help projects undertaken by groups in different communities in the Zaria Local Government Area.
- (2) to investigate the structure of functional local self-help organizations and their process of need and project identification.

- (3) to appraise the extent to which these projects reflect the resources and needs of the people.
- (4) to identify problems the groups encounter in carrying out self-help projects in their communities and how they solve such problems.
- (5) to recommend priorities harmonization specifically intended to unite the various efforts of the people with those of the government in order to ensure faster and greater improvements in the standard of living of the people as a whole.

1.4 Hypotheses

In this study three hypotheses are tested.

Hypothesis I: Local organizations that are formed on voluntary basis and which follow a decision-making process that is understood and accepted by the majority of the members will be highly conducive for carrying out self-help projects.

Hypothesis II: Successful completion and operation of self-help projects requires a high degree of reliance on local financial, human and material resources.

Hypothesis III: A harmonious and co-operative development strategy among the communities and between them and government will lead to a more prudent use of available resources to satisfy the basic needs of the people.

1.5 Methodology

The methods of data collection for the research work included the use of self-administered questionnaires and interviews. Two sets of questionnaires were used to elicit information from two groups of respondents. In order to ensure equal coverage a total of 204 questionnaires were administered on the two groups so selected. The first group comprises of village and district heads. There are five districts: Soba district with 26 villages; Birnin Kewaye district with 14 villages; Giwa district with 26 villages; Igabi district with 32 villages and Sabon-Gari district with 20 villages, thus making a total of 118 villages in the Zaria Local Government Area. The village heads were picked from a list of villages written in alphabetical order and assigned numbers (see Appendix A). From the list, it was every fourth village that was selected. This method gave every village head equal opportunity of being selected. And all the five district heads were selected as respondents.

TABLE 1.1

Distribution of the Sample in The Study Area

District	No of Villages per District	No. of Sample Villages	No. of clubs per District	No of Sample clubs	RESPONDENTS			
					Club Members	District Heads	Village Heads	Total per District
Soba	26	7	10	3	21	1	7	29
Kewaye	14	4	22	5	35	1	4	40
Giwa	26	7	20	5	35	1	7	43
Igabi	32	8	27	6	42	1	8	51
Sabon-Gari	20	5	25	5	35	1	5	41
Total	118	31	104	24	168	5	31	204

Source: Field survey, 1987

The second group consists of social clubs or associations. Their names were obtained from the social welfare and community development office, Zaria. These were listed alphabetically per district and assigned numbers. A random table was used to select 24 clubs or associations from a total of 104 clubs or associations as follow: six from Igabi, five each from Kewaye, Giwa, Sabon-Gari districts respectively and three from Soba district because of the latter low number of registered clubs or associations (see Appendix B). The questionnaires were administered on one official and any other six members (including a female) of each club or association. Generally,

information was sought on objectives, membership strength, meeting schedules etc.

Interviews were also conducted with some senior officials of the Kaduna state Ministry of Local Government and Community Development, Kaduna, the Zaria Local Government Department of Social welfare and Community Development, the Social Development Training Centre, Zaria. This was because this category of officers were more familiar with and involved in policy formulation and project execution. The interviews were used to supplement the data collected through questionnaires. The interviews also helped to validate some of the responses obtained through questionnaires.

Secondary information used for this research are mainly from, first, social Welfare and Community Development Department, Zaria: comprising of annual reports, social clubs register, files etc, second, Social Development Training Centre, Zaria and third, the five district offices of the social Welfare and Community Development Department in Igabi, Soba, Sabon-Gari, Giwa and Birnin-Kewaye, from where all records of aided and non-aided community development programmes were obtained.

1.6 Data Analysis

Statistical analysis of data obtained was by simple proportionate analysis in the form of percentages that have advantages of dealing with data in their most understandable form, and from which descriptions and inferences were made to reflect the whole study area. In addition, Pearson's Product Moment Correlation was used to test relationship between projects (by types) and cost, and a Chi-Square analysis was used to check the degree of association that exists between number of village Development Committees (VDCs) and number of self-help projects executed per district. Graphic representations were also made in form of tables, graph and other charts to relate the different variables and make for cross-sectional comparisons between districts in the Zaria Local Government Area.

1.7 Definition of Terms

It is pertinent to give the definitions of the following words or terms in the context they are used in this study in order to aid the reader by conveying the intended meaning of each one of them.

(a) Community:

This is defined as a small but definite part of the earth's surface that is indelibly stamped upon the minds of the local inhabitants who live together,

who belong together, so that they share, not this or that particular interest, but a whole set of interests wide enough and complete enough to include their lives. In certain circumstances, in certain countries, where rural life revolves around villages that are relatively clearly demarcated, communities may be defined in a geographical way, but geography alone is not the important factor; the common interests, problems, and therefore objectives of the village people - objectives of better production methods, better marketing, better living standards, etc - are what is important in identifying the community (Roberts, 1979).

(b) Development:

The term "development", according to Seers (1969) is a normative concept that is synonymous with improvement. The key indications of development are reduction in poverty, unemployment and inequality where these are pronounced. This definition of Dudley Seers was refined by Goulet (1971), Szentes (1971) and others to include all the indicators of well-being. They preferred to define developmental goals on a more down-to-earth level, and offer as objectives for development of the following:

- (1) A healthful, balanced diet in all seasons;
- (2) adequate medical care throughout life, with special attention to the early years of life;

- (3) environmental sanitation and control of disease;
- (4) labour opportunities of sufficient variety to harness the varied talents of individuals;
- (5) adequate opportunities to learning useful skills and for developing the mind;
- (6) safety of person, freedom of conscience, including religious belief, and freedom for anxiety about possessions and the future well-being of one's children and their descendants;
- (7) adequate housing
- (8) systems of economic production which are in balance with the environment; and
- (9) a social and political milieu wherein people enjoy equality, and where differentiation according to class wealth, sex and religion is absent, or at least not degrading.

In view of the above definition, Seers (1977) added a fourth element to his definition. This is the idea of self-reliance. The introduction of self-reliance is to give spatial dimension to the concept of development. Hitherto, it was conceived purely in terms of human activities devoid of spatial consideration. It also implies that there is no single parameter for measuring development. In this context, a community that discusses its needs or problems, plans to meet the needs or problems, plans to meet the needs or solve the

problems, organizes its resources for action and carries out that action and continues its efforts to meet the needs or solve new problems, will through its own efforts improve itself. This process is what is referred to as development in this study. It is a process designed for the improvement of economic, social and cultural conditions of communities.

(c) Rural Development Projects and Programmes

A rural development project is a single, grassroots, or micro level activity used to bring about a specific type of change in a specific rural area, say a village or group of villages. In fact, a project is a unit of activity which is chosen to be separately planned and carried out. While rural development programmes refer to a number of related and carefully orchestrated mutually supportive activities which cannot be seen as discrete projects but as a plan of course of action. In the area of development, the whole which consists of the programmes is always greater than the sum of the parts; signified by the projects.

(d) Social Clubs/Associations

These are voluntary groupings of individuals joined together for the purpose of promoting social, economic and cultural development of the group and that of the community where they exist. They act as

mediators between the individual and the larger society.

(e) Localities

These are persons whose orientation is mainly inward and toward the local community.

(f) Cosmopolites

These are individuals who have travelled widely, having friends and contact outside of the rural community, reading non local publications and having an occupation that is associated with frequent occupational migration such as teacher, minister, or salesman.

CHAPTER TWO

LITERATURE REVIEW

2.1 Self-Help in the Rural Development Process

In this study self-help development is characterized as "bottom-up" planning where plans and goals are first developed at the local level and filter upwards to form national and regional plans (Stohr and Taylor, 1981). The key idea of this proposal is the belief that planning is best accomplished by those close to the conditions where actions are proposed and that ultimately, the most desirable situation is to enhance the local capacity from learning and planning. Embodied in this approach is the concept of a "learning society" (Etzioni, 1968, Dun, 1971), which argues that genuine development can only be achieved when the population can participate in an administrative structure which is responsive to their needs, which is capable of self-adjustments and which is of a size and scale accessible to all. Such a structure will allow the people to delineate for themselves their critical needs and to identify the remedial steps that the people are willing to take. The emphasis is placed on concepts of participation, self-reliance and social justice, and in the force of a self-sustained process within the local group itself.

It may be called "people-oriented model" of change and development. It sees the local inhabitants as a creative force whose initiatives, talents and resources can be mobilized for effective rural development. This proposal does not preclude but welcomes assistance from the government and other agencies, but that such assistance whether in the form of personnel, materials or services, should only buttress and compliment rather than cripple or replace the ingenuity and initiative of the people in achieving rural development. The people's active participation in the conception, design, implementation and evaluation of rural development programmes is thus an essential element of this proposal of rural development.

The "bottom-up" planning is therefore a reflection of changing ideas on the nature and purpose of development itself as described by Seers (1977) and Goulet (1981, 1979). They consider development to be based primarily on maximum mobilization of each area's natural, human and institutional resources with the primary objective being the satisfaction of the basic needs of the inhabitants of that area. In order to serve the bulk of the population broadly categorized as "poor" or those regions described as disadvantaged, development policies must be oriented directly towards the problems of poverty, and must be motivated and

initially controlled from the bottom.

Some other concepts that will be invaluable in an attempt to explain self-help as a development process are:

(a) Rural Development

The concept has been perceived by different people to mean different things. Abakare (1977) viewed it as the concerted efforts made in order to facilitate significant increases in employment opportunities and in the upgrading of the rural communities. The target of the rural development programmes may be the peasantry. These are the group of people who use their own land, tools and their own labour and of their families to promote their sustenance. According to Julius Nyerere, Rural Development is participation of people in a mutual learning experience involving themselves, their local resources, external change agents, and outside resources. People cannot be developed; they can develop themselves by participation in decisions and cooperative activities which affect their well-being. People are not being developed when they are herded like animals into new ventures" (Boesen, 1977).

Lowdermilk and Laitos (1981) having had over 24 years of collective experience in grassroots rural development programmes, offered a working definition

of rural development as follow: "Rural Development is a continuous process of planned social, political, and economic change in rural social structures and organizations which provides for adequate incentives, production possibilities, and services to help rural people achieve higher levels of living, knowledge, and skills. Rural development helps to modify their physical and social environment and maintain sustained progress toward desired goals which the rural poor help establish and implement overtime." The definition emphasized self-help activities and acceptable level of local autonomy.

✦ Famoriyo (1985) sees rural development as "a process by which a set of technical, social, cultural and institutional measures are implemented with and for the inhabitants of the rural areas with the aim of improving their socio-economic conditions, in order to achieve harmony and balance both on the regional as well as the national level." This definition emphasized good management and a set of planned activities to attain goals as well as a clear focus on people involved.

But again, there are divergent views as to how the above standards might be accomplished. There are those who ~~argue~~ argue that rural development can be achieved

through more judicious allocation of integrated programmes (Asian Development Bank, 1977) and those who argue that rural development must necessarily be a political act allowing rural people to decide for themselves (Nyerere, 1979). Both Mahatma Gandhi and Mao Zedong, who differed radically in both philosophy as well as strategy, shared a common vision of rural development. Both leaders felt that the real answer to the problem of poverty in their countries basically lay in the villages. Self-reliance, self-government and a high degree of self-sufficiency of the village were the goals of their rural development strategy. Both clearly felt that their countries, because of the diversities of topography, climate, culture and traditions, could not be ruled from the capitals alone, decentralization of administrative machinery was imperative, particularly if local needs and ambitions had to be taken into account.

In this study, rural development is considered as the people's development of themselves, their lives and environment by themselves, that is, with adequate local participation in decision-making as a means towards achieving their community goals. In essence rural development entails a broad-based reorganization and mobilization of the rural masses, so as to enhance their capacity to cope effectively with daily task of their

lives and with changes consequent upon this
(Mabogunje, 1980).

The above definition has clearly assigned two roles to self-help activities in the rural development process. First, self-help activities ensure the involvement and participation of the local population and the mobilization of individual resources to help improve their own areas. Second, self-help activities encourage the development of local leadership and decision-making by people on matters that concern their own community. Self-help improvement therefore serve as instrument of development by integrations of rural communities into development programmes of the region so that the people's participation at the local level contributes to the progress of the region so that they (communities) can in turn enjoy the benefits of a greater developed society.

(b) Community Development

As late as 1957, Battern views community development as "to include any action taken by any agency primarily designed to benefit the community". DuSautoy (1958) highlighted certain common factors in community development process. These he mentioned as self-help (most important), initiative from the people themselves and not to be imposed from above, and the last is a

process of stimulation by the community development organization to break down apathy and to show the people that through voluntary self-help they can provide themselves with what they want.

In the same vein Dunham (1960) sees the basic element of community development as:

- (i) a planned programme
- (ii) self-help motivation
- (iii) technical assistance e.g. personnel, equipment, etc, and
- (iv) an integrating factor for the mobilization of various specialists for the help of the community.

He further agrees that community development is not concerned with any one aspect of life such as agriculture, business, health, or education; it is concerned with total community life and needs. Ideally, it involves all the members of the community and requires their fullest participation in first making, and then implementing decisions. People work together to shape their own future. The term implies that the people themselves exert their own efforts, joining with governmental authorities, to improve their economic, social and cultural conditions (William, 1978). William identified the following four essential elements of community development:

- (a) it encourages analysis of local problems, with a view to improving the level of living, and as much as possible on the initiative of those concerned;
- (b) it provides technical and other services in ways which encourages initiative and cooperation;
- (c) it considers the local community the basic unit for planning and development, and
- (d) it diffuses the decision-making power by emphasizing the principle that those affected by community change should themselves select and manage such change (Ibid, p. 17).

Then, Sanders (1968) proposed that community development embodied two major ideas: (i) economic, technical, and social change (development), and (ii) locality, i.e. planned social change in a village, town, or city. And Rothman (1968) describing three models of community organization practice, likewise equates community development with what he calls locality development. While Dunham (1970) sees community development as "organised efforts to improve the conditions of community life and capacity for community integration and self-direction".

The United Nations (1971) defined community development as "the process by which the efforts of the people themselves are united with those of the governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation and to enable them to contribute fully to the national progress". This definition emphasized measures designed to locate, delineate, and analyze specific locality groups with the intention of strengthening the functions and increasing the cohesion of the communities involved.

In very simple terms, community development is concerned with bringing about a greater investment of development effort and assurance of continuity, by creating conditions whereby the vast under-utilized human resources of local communities may be developed and brought into more effective play. Inseparable from this is the goal of improving the quality and not merely the quantity of popular participation. The fact that community development can and does stimulate a massive turn-out of people for labour-intensive projects, often leads to the misconception that the mobilization of cheap labour is the purpose and justification of community development. Quite to the contrary, community development philosophy maintains

that such massive participation may be deceptive and short-lived unless accompanied by a true process of human development (William, 1978). Essentially, therefore, community development sets out with the objective of bringing about an increased capacity on the parts of the people to think, plan, organize and implement more effectively, with increasing consciousness of their role in the network of economic and social relationships which constitute national life.

In light of the above considerations, it is obvious that community development is made up of two essential elements. First, is the participation of the people themselves in efforts to improve their living standards relying as much as possible on their own initiative, and secondly, the provision of technical and other services in ways which encourage initiative, self-help (mutual help), and make these more effective. Therefore, in this study, community development implies the process of increasing the role and functions, the strength and vitality, the self-sufficiency, and the general adequacy of locality groups properly classified as communities, be they rural, urban, or metropolitan.

(c) Community Participation

Hampton (1977) defined community participation as "the act of sharing in the formulation of policies and proposals". This means that communities are no longer simply asked to merely judge or accept thankfully a finished or near finished product, but are being invited to share in public discussions. Community participation exist when those in authority take steps to discuss with certain affected 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, 1977).

Akinbode, Mbithi and Rasmusson (1977) perceived community participation to imply more simply the interaction between people. This interaction involves working with others in making valuable judgement and determining courses of action within a social situation and structure. It is a method of combining the knowledge and vision of man to supplement the physical and mental needs of fellowmen and to give all men a reasoned belief in the dignity of human beings and lead to improve of self-reliance by the creation and more effective use of local resources and mass involvement in project design and implementation geared to local needs.

Chekki (1979) sees community participation as the ideal arena in which the individual, may realize his freedom as an individual, who genuinely respects his neighbours as equal participants in the development process. Thus, Brown (1979) perceives community participation in rural development as a means of involving the local people in planning, assessing of local needs and implementing rural development programmes in order to develop the necessary self-reliance, and self-confidence needed. The development of confidence further encourages a community to forge ahead in its attempts to improve itself.

Kaltho (1985) also sees community participation as the involvement of the community in development activities. In developing countries, this would also include the involvement of planners and development activities of the impoverished communities who are in the struggle for survival. He sees community participation as requiring and involving a two way relationship between and within the parties in the development process.

In this study, community participation is viewed as the involvement of the local people as the main actors in the drama of initiating, planning, financing, and implementation of rural development programmes.

There are empirical examples to support this assertion.

First, in their study of the Hausa (in Niger Republic) Djibo et al (1977) observed that government gave a new impetus to the "Samaria", which are mixed youth associations. There is one Samaria per ward in each city and a Samaria in every village. The idea of giving new impetus to these associations and making them more wide-ranging came from the government, which is interested in inducing young people to group together in order to jointly determine the work to be done and the procedure to be followed to develop and improve their environment. But certainly, the groups are given a certain amount of free rein for their own initiatives.

The same group of researchers also identified two villages, one in the Monoko District in Cameroun Republic and the other in the Dagari District in Burkina Fasso (Upper Volta) respectively. In the former, the population as a whole has its fields and its cocoa and banana plantations five kilometres from the village, from which it is separated by marshland. This makes for obvious difficulties of access as well as transport. The community decided to build a road. The entire village pitched in, and very soon the land was cleared, a bridge built and the road laid. From then on, harvest were transported by cart, with greater ease and rapidity. The means on hand which were used to build the road were used to maintain it as well. In the latter

village, the problem was that of acute shortage of water supply. Likewise, the villagers made a new attempt at organization with the elders assuming responsibility. In a few weeks a well was dug, after five years of unproductive debate. The need for water made itself particularly felt during this period. The desire to see the water problem solved was shared by all.

The above examples, are self-help groups formed out of frustration from government officials not fulfilling promises made to the communities concerned. The examples show how people become genuinely aware of their situation of poverty and destitution, organize themselves without waiting around for pity or assistance to arrive. This awareness first and foremost means freedom, and the search for an individual and collective well-being. Indeed, these are things which cannot be given, but which are obtained by counting on one's own capacities of adaptation and creativity. This is certainly what self-development is all about.

2.2 Requirements for Mobilization

Mobilization implies making a rural community to serve a collective purpose. Rahman (1980) argued that mobilization of the ruralities as a development strategy requires emotional stimulation of communities as

"collectives" in the sense of generating, and relying on, appropriate inner urges in the people for collective activity, an inner urge being defined as an urge that arises from one's own consciousness, the satisfaction of which gives one direct emotional fulfilment. For inner-urge oriented (self-reliant, non-coerceive, non-alienating) mobilization it is obviously necessary that such an objective is not imposed on the people concerned but is an expression of an "organic unity of consciousness" of the people who may to this extent be said to have formed, and belong to, a collective. A collective is thus defined as an association of individuals who possess a sense of identity with the association, so that the collective interest (as defined collectively by an agreed procedure) registers emotionally in the consciousness of its members as part of their "individual" interest. That is, the realization of the collective objective gives direct fulfilment to the individual members.

It may be emphasized that collectivism as we view it does not deny, nor does it necessarily advocate, the pursuit of material interests, and it is not on the basis of material versus non-material interests motivation that it is distinguished from individualism as is often the case. In reality all collectivist societies do seem to have a high content of material

motivation for their collective pursuits: the Chinese and the Vietnamese, for example, seem to aim at high standards of material development, whose benefits are naturally to be enjoyed by individual members of these societies.

Two factors that may be of considerable importance in such action of promoting collective consciousness further are: (a) the sharing of power in common, in other words, participation in the decision-making of the collective, whereby one may feel that one has been the subject in the process so that the decision has been one's own (along with others); and (b) critical comprehension, through an interaction of collective deliberation and individual reflection, that the collective is serving the member individual's interests equitably. For example, by appealing to both the traditional and modernized emotions of the rural people, community development often succeeds in linking the efforts of the people to those of the government to improve the economic and social conditions of the rural communities. Proper mass motivation and discipline can only come when the rural people share a common feeling of real involvement in a development process they perceive to be in their interest as members of a community (Olatunbosun, 1975).

Consequent upon the above considerations, Mabogunje (1981) has argued that for purposes of effective development, it would thus be necessary to encourage to emerge around each settlement or group of settlements a cooperative entity. The size of such an entity needs to be decided by government as the unit of rural development organization. It should have resident within it a rural development official (village level worker) whose role is to help enlighten and mobilize the people. Because the emphasis in such mobilization should be on self-reliance, such an individual is not expected to function as an official of the cooperative or of the preferred socio-economic structures. His function, among others, is to serve as adviser and as the link with higher levels of administration. His effectiveness should therefore be evaluated periodically in terms of his success in mobilizing the people and getting them to operate on a self-reliant basis.

(d) Self-Reliance

On self-reliance, the distinguished West Indian economist, Professor William Arthur Lewis, has observed, for instance, that Africa possesses everything it needs - space, resources, agricultural potential, people - and that it lacks only certain skills and capital for development. And that a few individual actions

capable of sparking off the collective consciousness are certainly valuable. He concluded that the skills can be acquired quickly enough (Lewis, 1966).

In the same vein, the former President Julius Nyerere of Tanzania, not satisfied with what was happening produced an alternative theory of development - self-reliance - which he had tried to put into practice. Nyerere had preached that aid as a catalyst is acceptable (aiding of self-help villages). The Nyerere approach emphasizes that rural communities will have to rely on themselves and their resources. Self-reliance does not mean that rural communities will not need or accept assistance for their development. Obviously they will need and seek aid for particular projects.

Similarly Roy Preiswerk (1980) had asked whether "self-reliance" could become the new word for "development" making it possible for local, national or regional communities to use more resources for themselves, to assert their own value systems, to have confidence in their own ingenuity - in other words, to be less dependent on international organizations, foreign governments, or giant corporations when trying to attain a better life? He concludes that seeing the forces at work, this seems like a utopia. But after all,

self-reliance is the basic principle of a number of social systems under which approximately one quarter of the world's population lives. For quite a few others, the "utopia" may fairly soon become the dominant ideology and ultimately a way of life. That it also presupposes political attitudes and institutions which prefer local decision-making to strong centralization; power held by small units rather than by a national or regional elite; generation of ideas at the basis, capable of reaching other decision-making units, instead of strong unification and imposed elitist values; encouragement of reciprocal assistance within local communities, and rejection of social changes and demonstration efforts exclusively directed from the outside. In this regard, Hansen (1981) argued that the basic objective of development from below is the full development of region's natural resources and human skills (what Richardson, 1973, called "regenerative" growth) initially for the satisfaction in equal measure of the basic needs of all strata of the regional or national population, and subsequently for developmental objectives beyond this. Most basic needs - services are territorially organized and manifest themselves most intensely at the level of small-scale social groups and local or regional communities. Policy emphasis therefore will need to be oriented towards: territorially organized basic needs services; rural and village development; labour intensive activities and small and medium projects on territorially integrated basis.

But concretely what is the practice of self-reliance? Two principles seem to be at work here in addition to everything said above: the principle of participation and the principle of solidarity. These principles are crucial as guidelines, but like all such principles they may become counter-productive when they degenerate into dogmatic prescriptions. Self-reliance is a dynamic movement from the periphery, at all levels - individual, local, national and regional. It is not something done for the periphery; basically it is something done by the periphery. Self-reliance ultimately means that the society is organized in such a way that the masses arrive at self-fulfilment through self-reliance in participation with others in the same situation. Obviously this points directly to a decentralized society, for example in the form of the 70,000 (or so) Chinese people's communes with their sub-divisions (brigades and teams), and sufficient autonomy in the smallest units to permit participation at the grassroot level. Decentralization is a way of creating a "sense of belonging", of extending the limit of peoples' confidence outward and upward from the traditional tiny world of their village to much larger world of their district, their region, their country. The problem in many Third World countries is that governments, far from viewing decentralization as a way

of winning the support of the people, view it as a loss of control, a splintering and weakening of the political system (Owens and Shaw, 1972). What is needed is an understanding of how decentralization can be used to both stimulate local initiative and strengthen central governments. Concretely it takes the form of using local decisions, local creativity, using local raw-materials, land and capital.

In the foregoing argument, it is apparent that planning and its various manifestations have reached a stage where old premises and models are being challenged. The accent is shifting from sectoral growth to a judicious blending of growth and distribution, from centralized planning to multi-level, if not decentralized; from expenditure-oriented to physical-achievement-oriented; from a bureaucratic and mechanistic approach to popular participation; and from economic development to human development (Misra and Natraj, 1981). It is therefore imperative that all development programmes intended to improve the rural areas be intimately integrated and coordinated in the development process.

✓ The implication of the above processes for self-help projects in rural development is the idea of decentralized planning and bringing government closer to the people. It is a form of planning dictated by

local pressures and decided at the state level. Self-help projects represent and cover simultaneously the diverse but interrelated needs of village development. Hence they are manifestations of a real development of the grassroot level.

2.3 The Process of Rural Development Planning And Implementation

Local participation in rural development effort through local decision-making and local institutions has been emphasized by all nationalist social reformers interested in rural development. Methods and institutional arrangements involving the local rural communities differ radically in different socio-economic systems. I have already referred to the views of Gandhi, Mao and Nyerere in this context. In a collective system of Mao's conception, ideology and party play a dominant role, while the Gandhian approach emphasizes self-government and spontaneous and voluntary effort induced by local and rural leadership. Modern states wanting to get rural development in a hurry tend to ignore or underplay the importance of local participation.

Chambers (1974) identified six links in the process of rural development planning. Of all the six links, local participation seems central to rural development planning. It is central because the local people are the

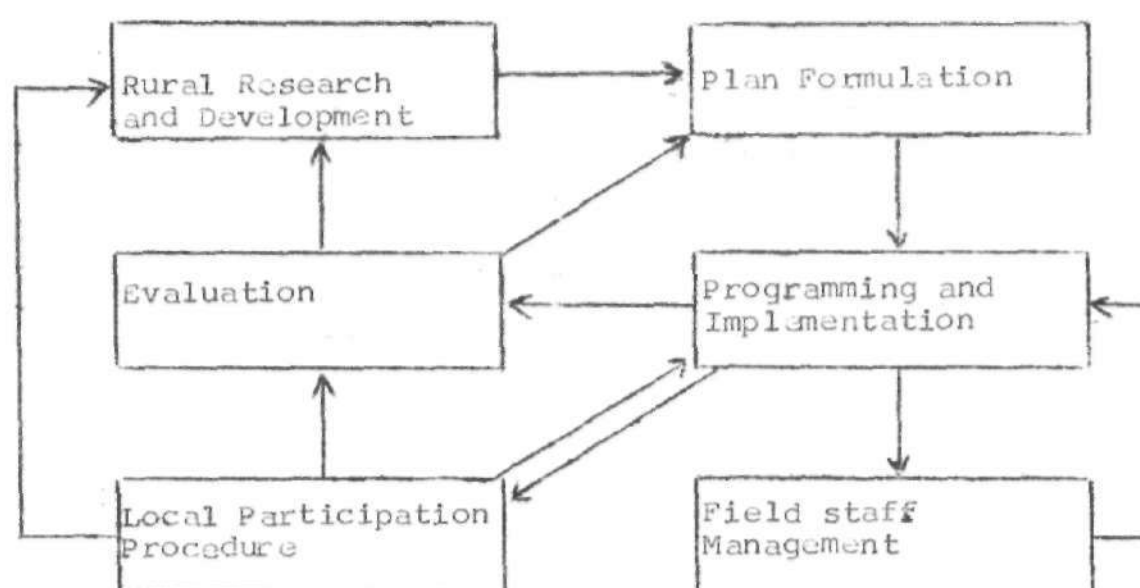


Fig. 2.1: The process of Rural Development Planning.
Source: Chambers 1974, 34.

main actors in the drama and the other five links are the necessary enabling conditions. Target-setting and plan formulation even with the best of research support and field staff will not lead to the integrated rural development that is desirable.

while Chambers' emphasis of local participation among the six links seems to be the generally accepted practice, the evaluation stage which is equally as important as local participation has not been given the attention it deserves. The evaluation stage highlight strengths and weaknesses both in project planning and project implementation, an understanding of which is essential for effecting improvements in the formulation

of subsequent programmes and projects in the process of rural development planning. Unfortunately, this stage hitherto has not been given adequate emphasis in most of the rural development projects in Nigeria and as a result most projects are left hanging in the air simply because they have not been evaluated periodically to identify new potentials in good time.

Lea (1981) also suggests projects which meet the following criteria will have a greater chance of success: a small team, or even one person, should coordinate planning; close cooperation must be maintained with local public servants and politicians; projects should be set within existing administrative structures wherever possible; expertise with a broad knowledge of local conditions should be employed; professional consultants should be used to provide only strictly technical advice; a genuine attempt must be made to assess local felt needs; close cooperation should be established between national and provincial departments; plans must be realistic and within local capability to implement; and genuine, clear, realistic choices must be presented to local decision-makers (officials) and the people or their representatives full involvement ensured at all stages before and during implementation.

And, there is a consensus of opinion that successful implementation of rural development project is difficult and a close study of success stories (Lea and Chaudhri, 1983, 17) indicates that elements common are:

- (a) The individual acting as a catalyst by bringing new ideas or "blueprint" for a change.
- (b) The existence of committed local leaders in the rural area concerned as well as the extent to which government encourages local planning and participation.
- (c) In all cases the initial inputs and financial support come from within the rural area. Most successful rural development projects obtained substantial amount^{of} their resources from this source.
- (d) The beneficiaries or clients of the project perceive benefits of participation and become enthusiastic about the project. It is for this reason that health, education and transportation projects have the greatest chance of success.

Wherever any of these are missing, the rural development projects either withers away or is abandoned.

2.4 Community Decision-Making Process

Community decision-making is the process by which a community chooses a plan or idea that affects the community and puts this idea into action. The process of community decision-making is generally viewed as a series of steps or stages which are mutually exclusive and need not occur in an exact chronological order. These subdecisions are often made by different sets of people and are made with a view toward the major decision.

Rogers and Burdge (1972) start as on the right track by identifying five stages of decision-making process, namely: stimulation, initiation, legitimation, decision to act and action.

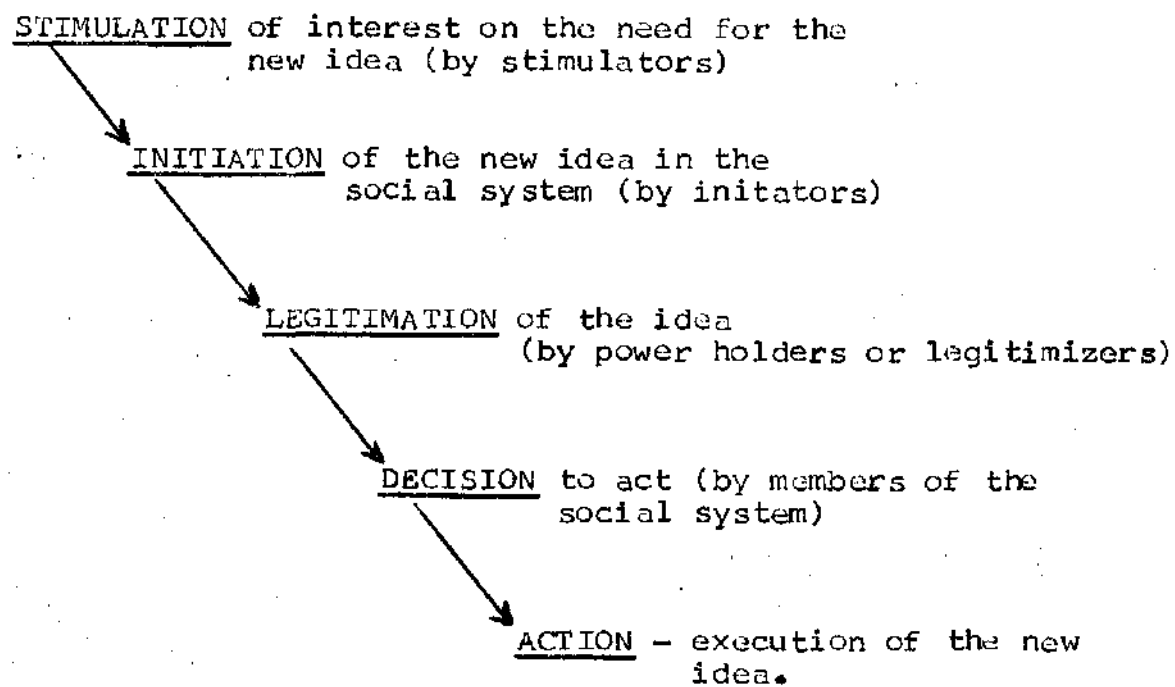


Fig. 2.2: The Community Decision-Making Process

(Source: Rogers and Burdge, 1972, 274.)

STIMULATION: The first stage in the process of community decision-making is stimulation. This occurs when an idea or problem is judged to be important enough to merit community action. The community recognizes a new idea or the existing problem and so is motivated to take action. For instance, an antiquated school building in a rural community may not be perceived by local citizens as a problem because it has deteriorated gradually. However, if the school building burns, the whole community realizes the need for a new school building and directs its efforts toward this goal. So a crisis helps the people to see their problem.

Often an influence from outside the community provides the stimulation. For example, a new school chief Inspector may come into a community and realizes that the old school building is a firetrap. This school administrator is a stimulator if he calls the problem of the school building to community attention. Stimulators therefore perform the vital function of beginning the process of community decision-making by making community residents aware of a problem. It is doubtful if school-type stimulators are the same persons as stimulators for church problems or other community improvements; in other words, there are different stimulators for different types of community problems. Stimulators generally possess some of the

following social characteristics.

- (a) Cosmopolitaness, expressed by travelling widely, having friends and contacts outside of the community, reading nonlocal publications and having an occupation that is associated with frequent occupational migration, such as teacher, minister, or salesman. The stimulator may reside completely outside the community, but must have some contact within.
- (b) Higher status than the average community resident, but not as high as power holders.
- (c) A general desire for change, which is not balanced by a vested interest in continuing the existing situation. Often more than one individual performs the role of stimulator.

INITIATION: Action to solve the community problem soon follows stimulation. The individuals who perform the action at this stage are called initiators. Initiation involves a search for alternative means to solve a community problem, a narrowing of the possible alternatives, and consideration of the consequences of these alternatives.

Initiators are made aware of the importance of a community problem by the stimulators. There is usually some communication between the stimulators

and the initiators, and it is not uncommon for some of the initiators to have been stimulators at the previous stage in the decision-making process. There are often more people involved at the initiation stage than at the stimulation stage. Initiators possess many of the same social characteristics as the stimulators, but are more likely to be localities, rather than cosmopolites; ~~their~~ interaction is centered in the local community. They have lived there longer and know more local people.

LEGITIMATION: At the legitimation stage, certain key power holders in the community give their sanction to the proposed solution. Legitimizers have important status and possess considerable social resources such as power, wealth, position, influence over others, and knowledge. They often hold not only influential formal positions but also high informal positions in powerful friendship cliques. It may be possible for the initiators to proceed successfully without consulting the legitimizers but this is usually more difficult. Often the legitimizers can kill an idea if they are not consulted.

THE DECISION TO ACT: The fourth step in the process of community decision-making is the public selection of a plan for the solution of the group problem and the means to accomplish this goal. Public opinion is

determined either by a public hearing or holding a meeting. It is usually desirable to involve as large a portion of the community as possible in the choice process - this contributes to a better decision and a greater willingness to carry it out, and avoids the feeling on the parts of community members that they are simply rubberstamping a decision already made by a small, elite group. In making their choice local citizens must consider the social cost of their decision, which may be measured in terms of money, time, effort, or any one of many other community resources.

ACTION: After the public decision to act comes the action to correct the community problem. This action or execution step may take a longer time to complete. The individuals who guide the action may not be the same persons who were involved in the decision-making process as stimulators, initiators, or legitimizers.

Ideally, when the action stage is completed, an attempt to evaluate the community decision-making process should be made. Evaluation may also occur at each step in the decision-making process. In this way, future community decisions may be made and carried through to completion more efficiently. However, systematic evaluation is often ignored.

2.5 The Degree of Community Participation in Rural Development Programme

Community participation as a strategy for rural development covers all stages of the development process. It ranges from the act of sharing in policy formulation to the subsequent implementation of such policy. Members of a community may participate negatively by actively resisting the overtures of strangers whose offer to help might be instinctively mistrusted or participate passively in a purely "top-down" programme by listening politely to messages and accepting any handout, but without altering their customary views and behaviour. Chekki (1979), stated that a community can participate in a programme either by invitation, negotiation or through litigation.

Belshaw and chambers (1973) have suggested three kinds of participation needed for an effective rural plan management, namely:

- (i) taking account of local wishes;
- (ii) making use of local knowledge; and
- (iii) securing local contributions (Ibid., 1973)

Local wishes in plan formulation and implementation can be mediated through existing representative institutions. Local knowledge can also be used in both research and development, and the plan formulation procedures. Finally, by securing local involvement in rural

development through self-help activities in the form of either subscriptions of money or donations of labour and goods, private resources which might otherwise have lain dormant are mobilized and a value on communal cooperation in achieving a common purpose is set. Together, these three kinds of participation should enable the rural people feel responsible for the development of their rural communities. In effect, they will develop their own potentialities, their own powers of decision, and thus become better human beings which is the purpose of development (I.L.O 1969).

In the same vein, Coombs (1980), in analysing some case studies of rural development programmes in Asia, identified five different ways by which members of a community can participate. These are: participation as local specialist, contributors of money or labour and materials to help defray the cost of a service or project. They participate as creators of self-run local institutions and mechanisms to carry out important functions beneficial to all members of the community and as creators of broader community-wide mechanism for selecting priorities and for planning and implementing local development projects, including identification of specific kinds of association required from outside sources to supplement local inputs. Lastly, they

participate as local pressure groups to bring about structural changes and reforms, to achieve a more equitable sharing of the benefits of development, to demand better services from government agencies or to exercise a large voice in policy and programme decisions affecting their lives.

In Nigeria and the study area in particular community participation, in local projects has been part and parcel of the people's culture from time immemorial * Members of each community are used to contributing either money, materials, food and labour for the development of the community as a whole. Kulshresfeha (1985) identified various ranked degrees of community participation in any programme of rural development in Nigeria. These are as follows:

Manipulation - the people do participate because; the development is undertaken for the people but they are not in view during planning.

Theraphy - people appear as if they form part of the activity but in actual sense they are involved unwillingly, unconvinced and uncommitted.

Information - involves passing information to the people and seeking their endorsement of what is considered a non-political activity. But the people are seen as agents of development.

8	citizen control	}	Degree of citizen participation
7	Delegated power		
6	Partnership		
5	Placation	}	Degree of Tokenism
4	Consultation		
3	Information		
2	Theraphy	}	Non-participation
1	Manipulation		

RANKED DEGREE OF COMMUNITY PARTICIPATION

Consultation - there is interaction between the people and the planner/developer but it is passive.

Placation - the planner/developer appease the people by providing them a situation whereby they understand that they are not losers to enlist their cooperation.

Partnership - the people are involved with some weight as individuals (and/or as civic groups) with the planner/developer.

Delegated Power - individual groups or associations act on behalf of the people in the development process.

Citizen Control - the people have a large say in decision of what and how the developments should be undertaken.

The degree at which members of a community are allowed to participate in a rural development programme will among other things determine the success of such a programme. The last three levels of degree of participation (partnership, delegated power and citizen control) have been dominant and relevant in the planning and execution of most community development projects in Nigeria.

2.6 Principles and Techniques of Positive Community Participation

Idakwo (1982), in his study of community self-help projects in Benue state, identified the existence of local institutions within and outside the rural communities. The institutions are used for mobilizing resources for projects planning and implementations. These social organizations are commonly regarded as the most practical and effective means of achieving community participation. These organizations act as vehicles for two-way flow of technical information which reinforced individuals who try new approaches. They also break down barriers between groups and individuals, minimizing risk and providing economies of scale, adapting project activities to local conditions, marshalling local resources, achieving greater political and economic power for local people (Gow and Vansant, 1983). This could be by exercising influence over

local administrators asserting claims on government, sustaining project benefits, coordinating and spreading the benefits of outside assistance.

Principles

Gow and Vansant (1983) have outlined some steps for creating effective community participation. These include the following:

(i) That programmes should start with small relatively simple activities which respond to local needs and produce results quickly. The activities should clearly be beneficial to the elite as well as other segments of the community in order to win support of the "power that be", or at least to forestall their immediate opposition.

(ii) That potential beneficiaries should make resource commitment to the project to be implemented.

(iii) The programmes should try to work with existing organizations. This requires making positive use of traditional societal norms and forms of cooperation, and building whatever possible on existing local institutions of various kinds. This can influence community participation positively and negatively. Some scholars have therefore argued that working with existing organizations will not be likely, to be successful as these may be change - resistant

and may have bad records amongst the people. However, proponents of work through existing organizations argue that it is relatively quick and easy and results are more likely to stick in as much as existing organizations have proven capacity for survival and that organizations already in place have demonstrated a capacity to modernize and impressive results have been achieved. This can be possible where the traditional form of cooperation is that which encourages members to work together. It is then, its use can be an effective means of achieving rural development.

(iv) That where the environment is one of factionalism and conflict it may be necessary to work with different sub-groups having similar needs and interests, rather than directing all projects at the community as a whole. By so doing encourages freer participation in peer group settings and adapts the activities to the special circumstances of each group. Based on the cultural organization of the Nigerian communities, this can be a better method by which the rural population can be stimulated into involving themselves in the development process. Participation emphasizes the importance of consensus and equilibrium to the virtual exclusion of conflict. Where there is conflict, programme implementers should resolve it. It also demands the inclusion of leaders of the most

important factions and also local leaders in the process of decision-making.

(v) A two-way information flow (both formal and informal) between programme implementers and potential beneficiaries should be established at the beginning of a programme. This will generate useful information for planning, implementing, monitoring and evaluating programme activities and facilitate local involvement in programme decision and action.

(vi) Local control is the key to any strategy designed to encourage participation. This emphasizes decentralization of power. It is at the heart of any attempt to stimulate local participation. This demands seeking ways to broaden the leadership base of the community by developing leaders for new types or organized activities and especially encouraging the development of youth leaders and women leaders and organizations for rendering constructive services to the community. On the other hand, it requires central government or rural development agencies to desolve authority to lower levels.

To achieve effective community participation, people with legitimate interests in programmes should be identified. Members of the community involved in planning should be made to feel that they are

participating in something that will be beneficial to the whole community.

Techniques

The techniques of obtaining and sustaining positive community participation may be related to the subsidiary objectives of information, dispersal, information gathering and the promotion of interaction between the planning and development authority and the community (Hampton, 1976).

Sewell and Coppock, Sinclair and Schatzow (1976), completely agreed that no one technique is adequate for motivating and sustaining effective community participation and that a combination of several is required. Coombs (1980), also agrees with Hampton and from his experience of Asian programmes, suggested a number of techniques of community participation which include the following:

(i) The process approach - this they argued will allow project staff and potential beneficiaries to try various alternatives, discard them when they prove unworkable and try others. The process approach assumes considerable uncertainty and is characterized by continual openness to redesign and adapt to changing circumstances. This approach is rooted in dialogue with the rural population and thus, is more

responsive to local potentials and needs. It will also allow variation in bureaucratic structures which are based on learning and capacity building. It transfers ownership of the programme to implementers and it avoids negative side-effects by eliminating design components that are deemed inappropriate.

(ii) Developing local competences to plan and manage projects on a village - wide or multi-village basis. By so doing, members of a community will feel proud to manage their activities without the help of outsiders. This requires that emphasis be placed on building organizational capacity.

(iii) Initiating, as soon as feasible, viable income-generating projects tailored to the needs of particular disadvantaged sub-groups and helping them develop the required institutional base for effective self-management. The low income levels coupled with lack of income generating projects amongst rural communities in Nigeria, influences the degree to which they participate in the development process.

(iv) Using educational processes to increase people's awareness of their inherent capacity to effect change and improvement in their own conditions of living. For educational processes to be meaningful in the process of change, there is the need to change the emphasis of training people for white-collar jobs

to that which will be meaningful to the communities.

(v) Finding ways to mobilize and upgrade existing special talents in the community such as local religious leaders, teachers, traditional birth attendants and other health practitioners, blacksmiths, organizations leaders, ~~farmers~~, cooperatives and so forth. These organizations can encourage their members to participate in the implementation of community programmes.

(vi) Encouraging traditional cultural and recreational activities such as festivals, fairs, exhibitions and contexts that de-emphasized class distinction and invite community-wide participation. This can be an effective means of mobilizing resources that could be used for positive participation in development activities.

(vii) Setting good personal examples by involving abled and respected urban participants in the programmes, but under village austerity conditions, to demonstrate the value attached to serving the cause of the rural poor. Each urban settler belongs to one rural community or another. Though far-away from his home, he contributes towards the development of his village and community as a whole. They can be very good agents of development in their community if they are wisely used by the government.

The selection of the appropriate techniques in this case by government or its agency to effect rural development will go along way influencing the degree to which the concern community will participate in community development programmes. The need to identify and use the appropriate principles and techniques to ensure the most effective rural development process in Nigeria cannot be over emphasized.

2.7 Principal Causes of Weak Community Organization

Many scholars have identified and measured impediments that could initiate against community development in various parts of the world (Smith and Zopf, 1970). Five principal causes of weak community organization or arrested community development have been identified. These include the following:

First, is the concentration of ownership and control of the land in a few hands, and the consequent reduction of the masses of the people to the status of agricultural labourers. In a situation where a favoured few own and control the bulk of the best lands, much of the population is held in positions at the bottom of the social scale. They are deprived of any opportunity to exercise the managerial and proprietorial functions. They are also unable to transmit to their

children any attitudes, aptitudes and skills other than those involved in the routine performance under the watchful eye of an overseer, of a few types of manual labour. Despite occasional exceptions, the concentration in a few hands of the ownership and control of the land means that the bulk of the population is reduced to a level of mere creature existence, and anything resembling a strong and satisfactory community life is absolutely impossible.

The second cause of arrested community development is the lack of control by the people of the community themselves of the basic forces on which their well-being is dependent. The system of large estates is part and parcel of this lack of control, especially when the landlords are absentees. A situation where the land is owned by a few people residing in state and national capitals or other cities. Most of these landlords visit their estates only at rare intervals. Although they secure the bulk of all that is produced within the community, over and above that required to meet the bare creature needs of the workers, they make very small contributions to the support of community institutions and agencies. Because of the power that these owners exercise at the national and state levels, the people who live in the community largely lack control over their own destinies, chiefly because the small landowning group has a stranglehold

upon the political and administrative life of the nation. They see to it that there are national and state prohibitions to prevent the people in the local unit of government from levying any significant tax upon the land, or otherwise establishing any effective means whereby significant proportions of the energy expended and products produced locally are pooled for the support of schools, the building of roads and bridges, the provision of health services and so forth.

A third cause in weak community development is certainly the lack of schools and other educational institutions. Irrespective of the cause, unless it possesses adequate facilities, freely available to all children, in which they may acquire the basic elements of a general education and considerable training and drill in vocational subjects, no rural community can advance very far or become very strong.

A fourth principal cause of retarded community development is the ineffective and inefficient ways in which the bulk of the world's farmers are attempting to ~~wrest~~ a living from the soil. Even at present, at least half of the world's agriculturists are dependent upon methods of farming that are less effective. Wherever man's principal aids in his struggle with nature consist only of the ax and fire, of the hoe and cutlass etc., the factors of production are being

combined in a highly inefficient manner. Production per man inevitably is very low. Under such circumstances, the members of the rural community can never produce enough to enable them to attain a standard and level of living that are anything except very low.

Finally, that many rural communities make a poor showing due to the simple fact that the area in which they are located is over populated. Therefore, with the existing state of knowledge of what constitute resources and how they may be used, there are more people on the land than it can maintain at anything like a desirable level of living.

Land is one of the main sources of wealth for the rural population. Yet traditional land tenure systems have hitherto prevented the rural population from making satisfactory use of the land, and hence impeded rural development. For instance, the success of the Maoist revolution in 1949 gave the Chinese peasant the opportunity to reorder his life. The revolutionary regime introduced rural social transformation by concentrating in three areas: altering the pattern of land holding, redistributing all confiscated lands to all persons; and adopting a production pattern by which China experienced a transformation from small peasant economy towards a collective agriculture. And

collectivisation of agriculture and related activities is another important pre-requisite of integrated rural development. It is, in fact, impossible to devise a meaningful strategy of rural development without some collectivisation in one form or another.

The first and most obvious purpose of agrarian reform therefore is to achieve greater equality in the distribution of income by taking away land from the relatively large farmers and redistributing it to the small farmers ~~or~~ the landless workers. The extent, nature and success of agrarian reform depends essentially on the political power structure. Perhaps the most striking feature of the Chinese Revolution was its success in transferring effective political power to the poor majority and retaining it there. But major structural reforms have rarely been instituted with the enthusiastic consent of those who are most likely to lose as a result of those reforms. A certain modicum of legal coercion is a necessary component of any effective strategy of social change. Community development has been rather slow to appreciate this elementary principle. This may in part account for the more or less peripheral role that it has played in movements for rural land reform in most developing countries.

2.8 Background to Community
Self-Help Activities in Africa

The traditional African social organizations have a strong base of kinship and tribal interrelationships. Most African communities still live in villages where kinship is the strongest bond uniting people and it is the most important determinant of roles to be played in the community in both cultural and economic activities. In most cases, land, the basic productive asset, is owned communally, and in most cases also, the right to cultivate land was always based on the decision of the village elders. In establishing facilities for common use, more often collective action was required.

While this basic mode of social organization is being ~~slowly~~ eroded with modernization, it has provided the basic of most of the self-help organizations and groups in modern Africa. These groups, due to the emergence of the aspirations towards modernization, have organized themselves for communal cultivation of land and construction of social welfare and economic facilities.

2.9 Self-Help Activities in Some African Countries

There are places where a community development effort is required to help people to see what they need; there are other places where an explosion of enthusiasm has created a chaotic proliferation of

projects (Chambers, 1974). An example of development from below which has flourished with little or no government intervention is the Harambee self-movement in Kenya. It provides thousands of instances of development projects planned and carried out at the local level. The movement has been characterized by local identification of needs, mobilization of resources and implementation. Indeed, a great number of these projects have been conceived and carried out outside government development programmes (Mbithi and Barnes, 1974). In 1967, for example, over 3,600 community facilities were completed, 119 piped water supplies were installed and 410 wells and protected springs built. In addition, 1,659 fish ponds were built and stocked. The local people's contribution to self-help projects in terms of labour, cash and materials for the year was approximately £2 million (equivalent of K36 million at sh60 = K5) which was 94% of the total effort, with the government supplying only 6% of the capital. 1970 estimates show that the Harambee contribution to development had amounted to £8.5 million (K153 million) Mbithi, 1974. In fact, Kenya is exceptional in the extraordinary energy and diversity of the Harambee movement - the best documented self-help in Africa with its roots in the long struggle for independence and its highly competitive local character (Anderson, 1971).

In his analysis of self-help groups in Kisii District, Kenya, Holmquist, (1970) reveals that local groups show peculiar disregard for and even rejection of official programmes. He shows that the local people will build maternity clinics even when the government opposes the project on the basis of insufficient supply of nurses and doctors in the country; they will build schools and run them even when the government refuses to guarantee them teachers. The Kenya experience of development from below strategy has clearly shown that the strategy has the potential of reaching the more deprived groups and the poorer sectors of the community because it pays more attention to local detail (Mbithi, 1974).

Again, the seven-year Development Plan of Ghana (1963-1970) recognized that the direct investment of Ghanians in building their own houses, extending their farms and making numerous improvements in their towns and villages through individual and communal labour has contributed greatly to economic and social development. Furthermore, the community development and adult literacy programme (through self-help) has during the past decades contributed greatly to the receptivity of the population to these new ideas which have helped to make rural Ghana one of the more progressive rural areas in Africa (Lemarchand, 1965).

In Tanzania, the Ujamaa concept was based on the idea that villages could rely on themselves and their resources. The Ujamaa strategy was unique in the sense that it had evolved around a timely African institutional framework as regards the extended family system. It was the resettling of the people so that a group of family will live together, work together on a common farm for their common benefits, build their houses from their own resources, own property jointly and the distribution of goods will all be determined by the village members themselves. It was the belief of the ruling party that:

If every individual is self-reliant
the ten-house cell will be self-reliant;
if all the cells are self-reliant the
District will be self-reliant. If the
Districts are self-reliant, then the
Region is self-reliant, if the Regions
are self-reliant, then the whole
Nation is self-reliant and this is our
aim (TANU, 1987, 18).

It was therefore aimed at the transformation of Tanzania rural communities into self-reliant, democratic, egalitarian and cooperative units (Ghai and Green, 1979).

Self-help groups are usually quite independent of government interference. Though in some cases, government inputs of money and personnel have been significant. Nonetheless, many of the opportunities and problems associated with self-help efforts all

over Africa seem to be similar to, if less intense than, those in Ghana, Tanzania and especially Kenya; and the measures which work or seem workable in Kenya may also work elsewhere because of similar socio-cultural background.

Brokensha and Erasmus (1969) have argued that Africa represented by case studies of Ghana, Kenya and Tanzania, has a much higher rate of community project output than does Latin America because of Africa's more egalitarian system of social stratification.

2.10 Empirical Examples Outside Africa

Perhaps one of the strongest statements from a planning body, in support of community development as a means of promoting a socio-economic progress, comes from Venezuela National office of planning and Coordination (CORDIPLAN). Human capital, according to CORDIPLAN is the principal reserve on which a country can depend for a true socio-economic transformation; community development is viewed as a means of channelling all the social energy found latent in local communities. CORDIPLAN sees community development as a means of carrying out the promotion and coordination of national, regional, state and municipal programmes, the diffusion of national

development programmes, the decentralization of certain features and the formation of special bodies in the localities where plans are to be carried out (Lemarchand, 1965).

Experience in Ceylon has also shown that the imagination, vision and self-directed effort of villagers, thinking in purely local terms, are often impressive. If villagers could see their goals as part of a national goal, and their efforts as part of a national effort, and their own self-esteem would be enhanced, their horizons enlarged and a new dimension added to their motivation (Ibid, 1965). It is possible for village effort as a whole to be heightened if people have a chance to see themselves in these larger terms. Consequently, Ceylon stresses the vital role of the concept of community development which by mobilizing manpower on a voluntary or self-help basis for construction work could release substantial financial resources for other uses.

The concept of building a firm base for a nation's effort through community development is also evident in Puerto Rico when her National Planning Board yielded to a practice of setting aside certain sums to respond to the efforts towards self-help that arise outside of the priorities established by the National Plan, on

the assumption that those efforts constitute a national asset to be developed and fostered, and that the planning board has the same responsibility in this matter as it has with respect to any other national resource (Ibid, 1965).

Finally, the community development approach, with its emphasis on local goal setting and problem solving, came to be seen as a means of creating more intelligent support of, and participation in, planning at higher levels. It opened up the possibility that people might be more cooperative in the attainment of certain national targets of productivity and consumption because of their having themselves experimented with some rudimentary planning based on reasoned analysis of their local situation.

2.11 Self-Help in Nigeria

The concept of self-help is not new in Nigeria either because people from time immemorial have gathered themselves together and constructed many social amenities. Self-help development have flourished in Nigeria since the early 1960s to make up for the shortfall in educational opportunities provided by the colonial government. These groups help to reduce the level of public demand on the state governments to provide certain basic services like primary and secondary education, community health care etc, to the rural areas.

Historically, in the northern part of Nigeria particularly among the Hausa people communal efforts popularly known as "aikin gaiya" were organized in almost every town or village as an annual event. The process of "aikin gaiya" envisaged that communities be organized to accomplish a specific goal e.g. cultivating or harvesting the Emirs or village heads farm, clearance of bush at the outskirts of the town or village. Usually drummers, girl friends and fiances of participants were in attendance to entertain and encourage them.

With growing political awareness people began to think of organizing collective efforts to help some individual achieve personal gains. Hence the shift of emphasis to cooperative efforts to improve social, economic, or cultural conditions of the community as a whole now popularly known as "aikin sa kai da kai" that is "willing self-imposed labour" as against "aikin gaiya" which is regarded as a forced labour in the sense that absence at work site was seriously noted by the village head or the Emir. This shift of emphasis marked the beginning of fully embraced community development activities in northern Nigeria (Abdulkarim, 1983).

Similar trend, of events were noted in other parts of Nigeria. In fact in most parts of the southern states of Nigeria, especially in the Ibo land, rural development is synonymous with community self-help. The rural population funds by competitive donations, by levies or by local taxation the building of local infrastructures through well structured organizations with the Obi of such communities at the helm of affairs. These community development organizations have variety of names according to the choice of the community e.g. Abiriba Improvement Union, Ndeaboh Development Union in Imo state; Umukabia-Nkala Progressive Union in Anambra state; Ughelli Youth club, Urhobo Progressive Union in Bendel state; Isoya Farmers' Cooperative Society in Oyo state; and Ilaro Development Union in Ogun state.

Over the past three decades self-help projects have evolved into the development process and have provided members of rural communities with an organizational mechanism to bring about rural transformation. Ajaegbu (1976) traced this effort to two main forces. First we have the internal forces generated from within the community by which either individual innovators or action leaders in communities undertake development projects. The second is the external forces which consist of emigrant community

members living outside the community who have constituted themselves into Development Unions, Descendant Unions, Cultural Associations, etc. who through individuals, family or such unions initiate and undertake development projects in their home communities.

Individual and family projects are usually profit oriented. Their development objectives are usually secondary. They include living houses, hotels, consumer shops etc. Community projects consist of projects such as roads, schools, libraries, hospitals, clinics, markets and postal agencies. The communities initiate, plan and implement the projects on the basis of their common needs. They therefore provide labour, and raise all or part of the financial capital required for the project. These community self-help projects are receiving new attention because they now serve as a spontaneous reaction by a group of people to their development plight. It comes from the perception of a common need and a desire by all to satisfy this need. Its present day recognition therefore is consequent upon its ability to usher in development consistent with the principles of basic needs and self-reliance. The government regards it as a supplementary and complimentary effort and make grants-in-aid to communities undertaking self-help projects.

Today, many self-help projects are being executed under the banner of development associations and village/town committees. A clear understanding of this approach to rural development can be sought from examples of such self-help efforts in different parts of the federation.

Using the Abiriba Improvement Union (in Arochukwu/ Ohafia Local Government Area, Imo state) as an impressive case history, Akpala (1986) wrote about this association saying that the whole community is divided into age grade associations, comprising men and women. One age-grade association is spaced from a younger or an older one by about five years. Each age grade association has a government and control system of its own. And all age grade associations are coordinated and controlled by the Abiriba Improvement Union. Each age grade association has its name, and its contributions to the development of the community may be named after the association.

The youngest age grade due to be admitted as a contributing rural development organization must present a completed project to the community. Retirement of an age grade association means that the members are henceforth exempted from all levies and taxation or all active participation in developmental activities of the community. They can participate as advisers or patrons. Admission and retirement are very memorable occasions.

Through these age grade associations, Abiriba has acquired a hospital, a nurses' training unit attached to the hospital, a town hall, a library complex, a secondary grammar school for boys and another for girls. A few years ago the community got a technical secondary school for which four members of an incoming age grade contributed half a million naira to complete in four months to enable the technical school start the following September.

Another example is the Umakabia-Nkata, a small enclave also in Imo state close to Umuahia. There the trick is not to wait for the government. One of their stunts is to take two steps forward. Between 1964 and 1965, they constructed their own pipe-borne water supply that cost them £15,000 (N105,000 - converted from pounds to naira at the rate of seven naira to a pound). In 1975, they brought electricity supplied by NEPA to their village. And that was solely through their own effort. If 50,000 people, mostly farmers, of the village can put together N80,000 to get electricity for themselves, then there is very little they cannot achieve.

Also in Ogun state, while the commissioner for Local Government and Community development was delivering a speech at the launching of N25 million Ilaro Development Fund at Ilaro in 1987, he revealed that

self-help projects in the state within the last three years is about N35 million (Daily Sketch Thursday, July 16 1987, page 8). The state government then expressed delight that the philosophy of self-help had spread to all corners of the state and hoped that the momentum would be maintained.

In Bendel state, a total of 285 projects valued at N1.3 million were executed between 1970 and 1971 alone. Table 2.1 gives the number of projects carried out in the state between 1967 and 1971 for which a total government grant of N79,805 was made. This was only 3.5% of the communities contributions.

Table 2.1

SELF-HELP PROJECTS COMPLETED IN BENDEL
STATE 1967-1971

Year	No of Projects	Estimated value*
1967-68	81	202,976
1968-69	113	397,522
1969-70	95	386,586
1970-71	285	1,293,054
Total	574	2,280,138

*Figure converted from pounds to naira at the rate of two naira to a pound.

Source: Mid-Western State Development Plan 1970-74 (in Ajaegbu, 1976, p. 71)

While in Kwara state between 1973 and 1974 alone, 280 self-help projects were executed with the communities contributing nearly ₦1.3 million while government's contribution was ₦180,000. Table 2.2 shows that in four years (1969-1974), a total of 967 self-help projects were executed.

Table 2.2

SELF-HELP PROJECTS COMPLETED IN KWARA STATE 1969-1974

Year	No of Projects	Amount : Contributed by Communities	% of Total	Amount Contributed by State Government	% of Total
1969-70	218	358,952	87.8	50,000	12.2
1970-71	247	1,192,704	91.3	113,388	8.7
1971-73	222	919,809	90.2	100,000	9.8
1973-74	280	1,248,489	87.4	180,000	12.6
	967	3,719,994	89.4	443,388	10.6

Source: NYSC Lecture Series, National Directorate
1984, p. 10.

It is also obvious from the above table that financial contributions by the government constitute only 10.6% of project values.

Idakwo (1982), in his study of community self-help projects in Benue state, also observed that the possibility of the grants-in-aid (government assistance) forming a sizeable part of the financial resource for

community projects is very slim. For, grant as contribution to project value for 1971 projects in Ankpa, Otukpo, Katsina-Ala and Makurdi Local Government Areas indicate that government grants constitute less than 20% of project values.

In the Mubi Local Government Area of Gongola state, 13 villages embarked and executed 142 projects value at N569,142 between 1978 and 1985. The projects undertaken in the above villages were recorded as minor ones like primary school repairs, except in two cases where a maternity clinic and a block of three classrooms were constructed. The inability of the people to embark on major projects was due to lack of encouragement from the local government vis-a-vis the state government (Mohammed, 1987). "Encouragement" here means lack of financial assistance and the people had to do it all alone.

Similarly, in the Jema'a Local Government Area of Kaduna State, between 1981 and 1985, 330 self-help projects were completed at an estimated cost of N892,132. Rural communities in the area embark on these projects in realization of government's inability to meet all their basic needs (Dogo, 1987, 195). In the same local government area, some eight communities embarked on an electricity supply project estimated at N150,000. The communities that benefitted

from the project are Dangoma, Takau new extension, Unguwan Tete, Unguwan Tudun Amba, Amere, Gwaska, Bakin Kogi, Rafin Taba, Unguwan Baki and Unguwan Fari in Godo - Godo District. The communities are currently engaged in the construction of feeder roads to link Unguwan Fari, Amere, Gwaska, Dangoma, Nimzam, Zankwa and Godo-godo town (The populist Friday, December 4-10, 1987, p. 6). While in the study area, a total of 848 projects valued at ₦6.03 million were executed between 1983 and 1986 (Table 2.3). For the same period the total of government grant was ₦704,659.00. This represents only 11.7% of the communities contributions.

Table 2.3

SELF-HELP PROJECTS COMPLETED IN ZARIA LOCAL GOVERNMENT AREA 1983-86

Year	No of Projects	Amount Contributed by Communities	% of Total	Amount Contributed by state/ Local Govt.	% of Total
1983	188	687,350	88.1	92,820	11.9
1984	168	1,458,875	84.0	2,59764	15.1
1985	284	1,550,491	89.6	179,245	10.4
1986	208	1,624,650	90.4	172,830	9.6
	848	5,321,366	88.3	704,659	11.7

Source: Field survey, 1987.

This situation and as it is elsewhere, indicate that the benefit of grants appears to be its demonstration appeal to stimulate communities to contribute more. The number of projects carried out respectively in Tables 2.1, 2.2 and 2.3 in four years and series of others as mentioned above, suggest that self-help projects of this nature have potentials to become an effective strategy and a precondition for rural development. The extractionist view - that it enables the exploitation of which would otherwise lie dormant, that it saves government funds, that it makes use of underutilized labour, that it releases pressure on over extended government agencies - is valid as far as it goes (Chambers, 1974).

All the empirical studies cited, however agreed that as the bulk of self-help projects are being financed by the rural population with little or no assistance from government, self-sustaining national development can only be achieved if the rural population shares in the development process. But little attention has been paid to the possibility of harmonizing self-help efforts with those of government efforts by way of say what types of projects will or will not be supported by government. That is, no serious efforts have been made to identify a better way of fusing together the people's efforts on one

hand and government efforts on the other into an integrated development strategy.

If community development activities are to provide the much needed instruments of rural development, then the efforts of the rural communities in the execution of self-help projects need to be recognised and incorporated into the official rural development plan of specific localities. This study therefore attempts to fill an obvious gap in rural development planning - that of evolving a practical approach to the integration of official and local resources in the formulation of development priorities and plans. It will be a strategy aimed at putting into more prudent use of local resources, bearing in mind the fact that whatever method to be adopted must be the one best suited to the accelerated implementation of rural development projects or programmes.

It is hoped that the end-product of the strategy will entail a system of governance which gives substantial control over development priorities and programmes to the local village/district population. It is an attempt to give the local governments a stronger role in decision-making/planning in the implementation of future rural development programmes. This is, more so, at a time when the most significant change in

the recent implementation of new rural development policies was the government's commitment to ensure a stronger role for local governments in decision-making/planning.

COMMUNITY DEVELOPMENT PROGRAMMES IN THE
ZARIA LOCAL GOVERNMENT AREA

3.1 Development Organizations in the Zaria L.G.A.

Effective community development depends on the existence of functional human organizations which serve as the mechanisms for need (goal) articulation and resource mobilization. The practicalization of the planning from below procedure has therefore called forth the constitution of several types of social organizations through which self-help activities are carried out. These organizations work together for community improvement in the study area and in all autonomous communities of Kaduna state in general. They differ in size, the extent to which they carry on direct activities themselves and in the inclusiveness of their concern. About seven institutions were identified during the survey which exist for rural development projects. They are:

- (i) Village development committees
- (ii) District Development Committees
- (iii) Youth Associations
- (iv) Student Associations
- (v) Social Work Groups
- (vi) Project Committees
- (vii) Joint Village Work Groups

The first two are all embracing since representatives of the other institutions are members either at the village level or district level. And membership of Development Committees does not attract any remuneration, though some communities may approve certain privileges to members to motivate them such as occasional communal labour to work on their farms.

The main functions of the Development Committees include:

- (a) Organization of town and village meetings for the purpose of discussing and ascertaining their immediate needs for socio-economic development.
- (b) Identification of possible projects geared towards satisfying the immediate needs and requirement of the community.
- (c) Mobilizing the grassroots population for domestic resources generation in order to supplement and complement government effort.
- (d) Defending the community's interests against outside competitors or opposition, for example, in the allocation of government resources among communities.
- (e) The actual organization of community members for the purpose of projects' execution.

3.2 The Planning Process in the Zaria L.G.A.

In making their choice, the rural communities sometimes consider the social cost of their decision, which may be measured in terms of money, time, effort, or any one of many other community resources. The following stages are therefore followed - through in the planning and execution of community development projects in the study area.

I. Village Development Committee (VDC)

Prior to deliberations of the various village committees, communities leaders would first seek the cooperation of all members of the communities at a general meeting, which all able bodied members are expected to attend. At the meeting, problems affecting the community are outlined and deliberated upon. Priorities are given to those problems that have been considered important and need to be solved by all members. Once decisions are taken, the priority list of such problems is passed on to the village development committee for planning and implementation. At this stage, the decision of the VDC is regarded as being synonymous with the candid opinion of the traditional rulers. Members of the community concerned are obliged to participate fully in the programme until it is successfully implemented (Allahmagani, 1986). The enabling factor is the stronghold of traditional rulers

on their subjects due to strong ties of tradition and custom. The VDC is empowered to plan and carry out decisions or plans that are necessary or expedient for the economic and social development of the village.

Village plans are formulated in two sectors; one based purely on local resources, the other tentatively worked out on anticipated help from the local or state governments. A village in planning its projects, decides what help it needs from outside, obtains some technical assistance through the village level worker, from local authorities at the local government level and obtains from the state government such further technical and material aid as is warranted on merits of the case and in relation to competing demands from other villages.

The VDC comprises the important people of the village, whose patron is the village head-sarki. The village head together with his ward or hamlet heads - Masu Unguwoyi, elders - Fadawa, and household heads - Masu Gidaje, see to the day to day administration of the village. The hamlet or ward heads in particular help with the collection of local taxes and organize their ward members for communal activities when the need arises (Brown, 1979). In fact every village has a VDC whose chairman is chosen by members and the secretary is the village level worker who is an employee of the

Ministry of Local Government and Community Development (See Appendix C for composition). The village level worker is there as a specialist to coordinate the activities of community development in the village or villages. He guides and coordinates purely as an extension social worker offering advisory services.

The function of the VDC among others, is to encourage and organize communities to execute projects that will improve the social, economic and cultural conditions of the people. The VDC is responsible for the initiation, the selection of the type of programmes and projects, and the design of projects and their implementation. The committee sees itself as expert which has good knowledge of the immediate needs of the people. The committee meets and discusses developmental needs from time to time on the basis of which they propose projects which would meet these needs. The proposals of the VDC is usually for one year. Projects estimates are then compared with the village financial resources as well as labour force availability. The choice is further guided by the priority nature of each project. The meetings of the committee is held at least once in a month. After all the projects have been assembled, they are categorized according to priority, and into two main areas thus:

(i) those projects that will be wholly financed and maintained by the communities themselves with clear undertaking from them; and

(ii) those that will be partially supported by the Local Government and the state Government.

Finally, all projects that the village or villages (through joint efforts) are capable of undertaking are set aside for implementation while those beyond their immediate financial resources are forwarded to the District Development Committee to study and process accordingly for government financial assistance. Below is a schematic representation of the procedure (Figure 3.1).

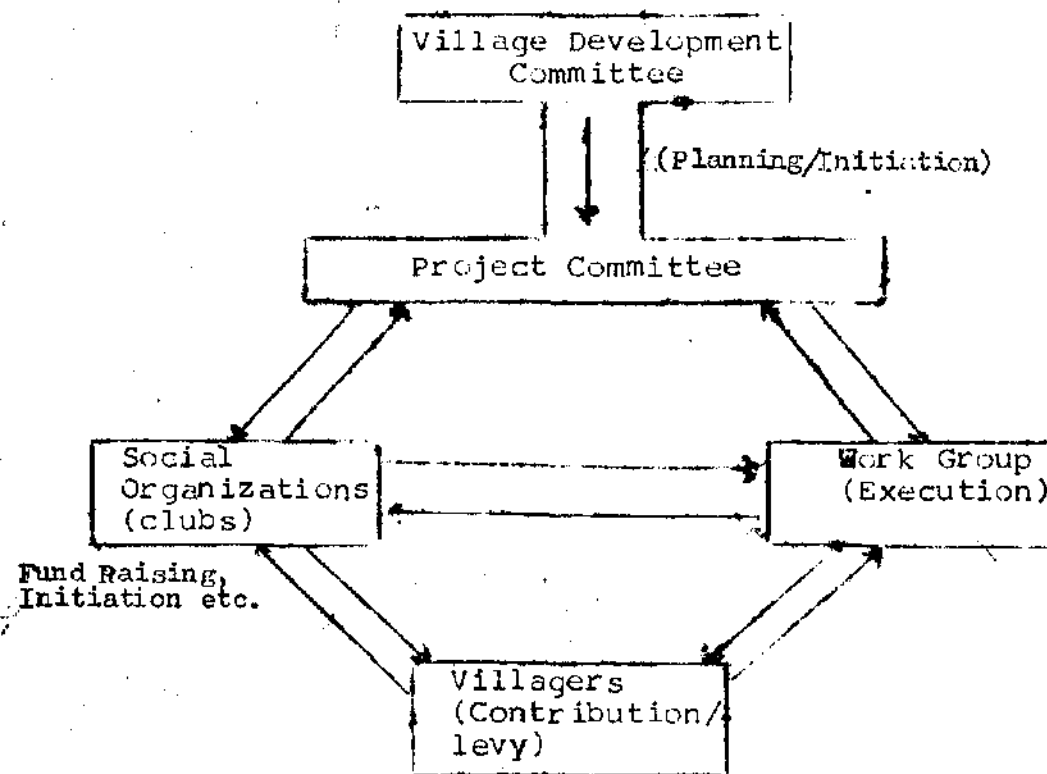


Fig. 3.1: A typical organizational structure at the village level.

Figure 3.1 depicts a typical organizational structure in the rural communities of the Zaria L.G.A. The organizational structure shows that there is a free flow of information between the village development committee, the social clubs, the villagers themselves and the work groups.

A committee such as the project committee becomes very important in execution of self-help projects. A project committee becomes active once it is headed by a competent leader and this forms the prop of successful execution of community self-help projects. If other resources are available and effective leadership is lacking, projects may never take-off. The field survey reveals that most initiators are equally project leaders. This category of leaders are usually people with considerable status in the community and are made up of village heads, district heads, and other key power holders in the community (those who do not possess titles but have acquired the ability to influence community level decisions because of their wealth or education - legitimizers).

In each village, the VDC makes policies while the actual project execution is delegated to project committees. The project committee is an important leadership group for project implementations. It is the central pivot around which the success or failure

of a project revolves. While work groups form the major organizational labour unit for community work. They take various forms depending on the nature of work to be done. For instance, where a project is undertaken by two or more villages, a Joint Village Work Group is formed. The groups are usually made up according to age-sets and the women sometime constitute a single group.

Table 3.1

Methods of Selecting Project Committee Leaders

Method	No of Respondent	% of Total
Election	10	4.9
Appointment	112	50.0
Traditional office Holders	92	45.1
Total	204	100

Source: Field survey, 1987

Leadership selection into the project committees is done in two main ways. Members are either appointed by the VDC or people become leaders by virtue of their traditional leadership position within the community.

II. District Development Committee (DDC)

The next stage is the forwarding of list of projects that the VDC considered to be above its financial resources to the District Development Committee, where they will be coordinated and organized according to the needs and priorities of the district. Members of the DDC are elected from the various village development committees. The District head who sees to the day to day administration of the district is the patron. The chairman/Secretary are chosen by the members (see Appendix C for composition).

The committee coordinates all projects within the district, for which government financial assistance is being sought. This involves examination and rationalization of the development schemes of various village development committees. Projects so selected and approved at this level are recommended to the Local Government Development Committee.

III. Local Government Development Committee (LGDC)

This committee is set up for the purpose of development within a given local government area. The patron in the case of Zaria LGA is the Emir of Zaria and the chairman is the Local Government chairman. The secretary is the principal community Development Officer in the Local Government concerned (see Appendix C for composition).

The role of the committee at this level is the collection and sorting out of various "Development Packages" from the District Development Committees. This involves Coordination of all projects initiated from all the five districts of the Zaria Local Government Area. Its functions are manifold, ranging from the elaboration of development plans, the assessment of costs and approving or disapproving the proposed projects submitted to it by the various communities, to the allocation of responsibilities to various departments, the communication of progress reports to the Ministry of Local Government and Community Development. The composition entails that it can cost and justify programmes before they are sent directly to the Governor's office for final approval. Below is the levels of operations of development committees.

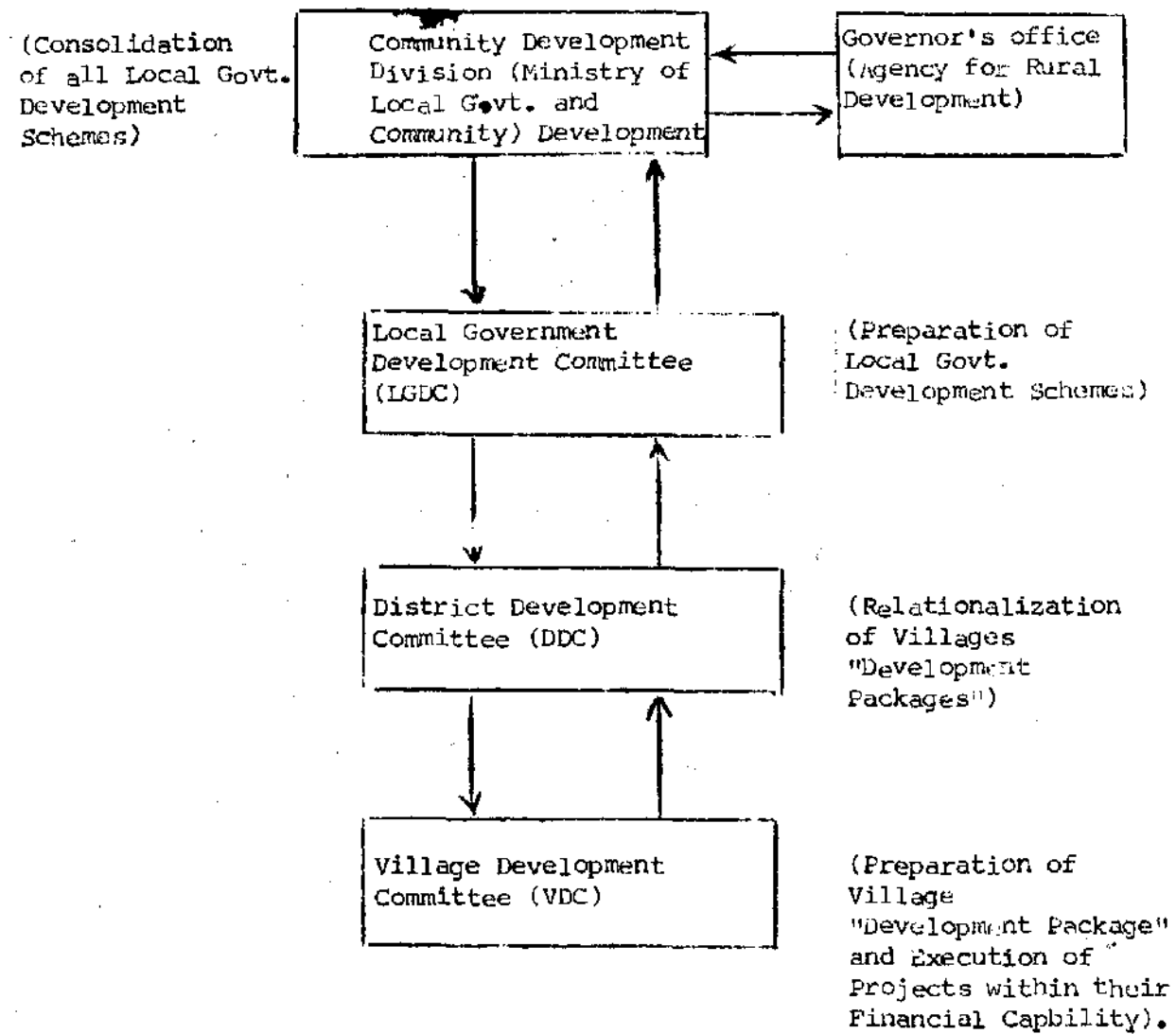


Fig. 3.2: Organizational Structure of the Planning Process:
Zaria L.G.A.

IV. Kaduna State Agency for Rural Development

The Agency for Rural Development under the auspices of the Governor's office integrates all local governments "Development Schemes" into the state development programme. The agency liaises with the Community Development Division of the Ministry of Local Government and Community Development for successful synthesis, fusion and harmonization of the Local Governments' development schemes. All the state-wide activities of community development are coordinated by the Community Development Division which communicate details of community programmes to the Agency for approval and implementation.

The importance of the "Development Packages" is that it gives an X-ray of the salient and peculiar features of a given local government economy, and more importantly establishes its development possibilities and options. The articulated programmes are well checked for purposes of equitable distribution, relevance and priority before funds are allocated for the execution of projects that received approval. The crucial determining factor here for project's admissibility is the extent to which adequate measures have been outlined for its implementation largely through community-generated resources.

The organizational structure (fig. 3.2) shows that there is a free flow of information between the village level and state level. One spectacular feature of the organizational structure is that major decisions are taken at the village level and pass on to the state level, but at the state level final decisions are dictated. This dictatorial framework is apparent when the Agency for Rural Development through the Community Development Division always tried to regulate the local government areas on the same basis of priorities despite their different development programmes. This has resulted in non-approval of grants for projects that are deemed not to have commonly featured in the requests from all the local government areas. In this way the Agency has severally acted as a stumbling block on the path of development.

Secondly, the conditions listed above required that projects be approved at various levels from village level to the state level before they would attract grants. The procedure is cumbersome, more so at the state level where the determination of grants is devolved on the Agency for Rural Development (Governor's office) which might not see the needs of a project as perceived by the initiators. The bureaucratic processes involved in getting a community development plan approved does not only slow down the pace of effecting rural development in the local

Government Areas, but also dampens the spirit of self-help amongst the people as well as community participation in community development activities.

Chekki (1979) showed that community participation in any society is generally a middle and upper class phenomenon. In the Zaria Local Government Area the case is the same. The above mentioned development committees are dominated by the people that possess considerable social resources, such as power, wealth, position, influence over others and knowledge. They dominate not because they want to, but the people want them to be there. For example, two reasons were given for the continuous election of certain category of influential people as project leaders. First, not because of their ability to lead but because of the great financial and material contributions they do make towards the implementation of the projects they head. Second, because of the people's belief that they can bridge the political and status gap between the village and outside authorities, hence, the people inevitably turn to those who can invite influential men who may donate money towards their project, to those who can present reminders to influential people on various informal occasions, and to those who can enlist their influential friends in support of their cause thereby creating a snowballing effect.

What are the advantages of securing widespread community participation in decision-making? Through participation in the decision-making process, individual members learn that others in the community are also willing to go along with the decision. Participation is thus a means of revealing group consensus. If the individual member knows of group support for the decision, he is more likely to be satisfied with it himself. Secondly, the decision to accept or reject community decision is likely to be more appropriate to the needs of community members if they take part in reaching such a decision. Thirdly, widespread participation allows the opinion leaders in the community to assume a leading part in making the decision. Hence each opinion leader's position is reinforced, and the members are induced to abide by the decision and be more satisfied with it.

3.3 The Role of The Community Development Department in the Zaria LGA.

The department has a wide range of activities. Its operation starts from the village level to the state level. The establishment of development committees has made it necessary for the department to engage in public enlightenment of the various communities on the importance of popular participation in development

activities. Regular public enlightenment is carried out using the mass-media, through public lectures etc., to educate the public on the purpose and why it is necessary to carry out development activities. Workshops or symposia are organised to educate the people on how they can help themselves rather than waiting for the government to do everything for them.

The department is not only concerned with the physical development of the communities, but also highly concerned with the socio-economic and moral development of the various communities. That is, you cannot develop an area (physically) unless you are able to develop the people through motivation and enlightenment based on their pressing problems or needs. Sometimes, the community development officers go round and hold discussions about such envisaged problems or needs with the enlightened members of the community. Such discussions often constitute the driving force behind the enlightened members initiating projects that are beneficial to the community. Therefore, it is the people who initiate the projects and not the community development officers or the village level workers. It is when the community have agreed to undertake such projects that the village level worker or the community development officer will come in with his technical advice.

The department also coordinates its activities with other departments such as health, works, education, social welfare, agriculture etc. Through such cooperation the department receives technical advice from these other departments from time to time in respect of its various activities in the communities.

3.4 Functions of the Village Level Worker

The main functions of the village level worker include:

(i) Living with village committees in villages and spreading community development ideas and techniques on self-help programmes.

(ii) Education and enlightenment of rural community on the changes taking place and furthermore, to assist them on how to go about solving their development problems.

(iii) To encourage the communities to maintain and intensify their self-help activities to enhance the efficiency of the people in undertaking projects

(iv) He organizes the community clubs and unions so that they can benefit from grants during the course of project execution.

(v) Unites with the people to organize and attend all their projects' committee meetings; participate in all self-help meetings at both village, district and local government levels by way of helping villagers discuss the needs of the various communities in economic, social and cultural spheres; acting as secretary to the village development committee and keeping all necessary records.

(vi) To motivate people to embark on project activities with majority support.

(vii) To motivate and guide the people to involve themselves in the execution of projects which the government is not ready to provide any financial aid in the near future but such projects are of urgent demand (Kaduna state Annual Report for Social Welfare, 1975 - 76, p. 10).

The functions of the village level worker as enumerated above, is purely based on realistic partnership in-progress with the communities. He therefore functions as an intermediary between the government and the communities.

3.5 The Role of Social Clubs in the Development of the Zaria LGA.

In referring to the role played by voluntary organizations, it should be noted that these are not by any means considered as alternative to development

committees but may well co-exist with them and reinforce them. In fact their representation is automatic in the development committees at the village level or district level. These social clubs stand as democratic local level organizations through which the people are consulted and involved in development programmes and also through which the cultivation of democratic and self-reliant social values at the grassroot level are made. Through these clubs people are becoming more and more enlightened about the importance of communal labour towards development. These clubs have played a significant role of making the various communities to realise the importance of coming together to get things done for their own benefits.

Generally the Community Development Division of the Ministry of Local Government ^{and} Community Development organizes community planning through a four-step process as illustrated in the flow chart below (figure 3.3). At every stage of the process the contributions of social clubs is felt. Discussions of the common needs of the community are held during meetings which the clubs conduct regularly. These clubs initiate, plan and execute self-help projects. In doing so they

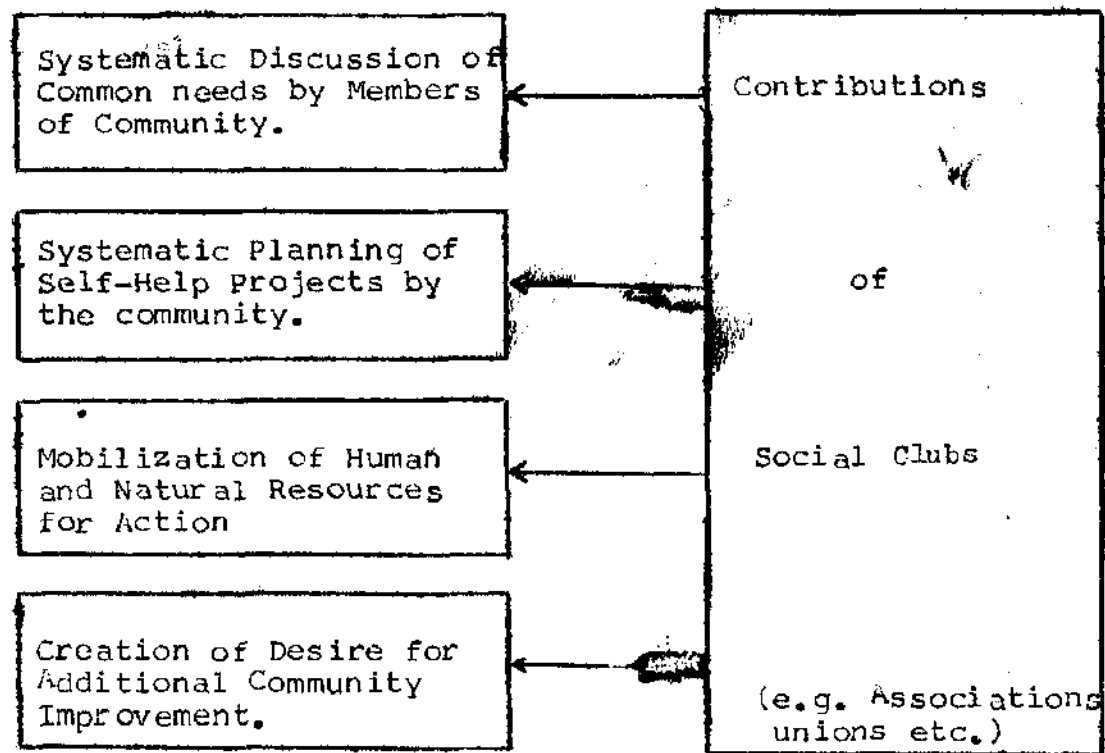


Fig. 3.3: Four-step Community Development Process and Social Clubs Contributions in Kaduna State.

mobilize the available resources - human and natural - at their disposal thus creating the desire for additional community improvement (see Appendix B for list of clubs).

On identification of goals and objectives: Social club members act as informers of problems and felt-needs of the community. Consequently, they identify goals and objectives of proposed community development projects during clubs' meetings as a result of which lines of action are determined. Clubs occasionally invite community Development officers to

participate in the discussion of felt-needs, goals, objectives and also priority of action. But more often than not the clubs meet all alone to discuss such things. Holding of meetings is regarded very crucial by the social clubs for their continued existence and effective functioning. Meetings are held by majority of social clubs in the area at least twice a month.

Table 3.2

YOUTH SOCIAL CLUBS REGISTERED WITH SOCIAL WELFARE DEPARTMENT, KADUNA STATE (1975-82)

L.G.A.	No. of Social Clubs		% Increase + % Decrease -
	1975	1982	
Zaria	121	115	-5.0
Saminaka	11	32	+191.0
Birnin Gwari	7	8	+14.3
Kachia	20	41	+105.0
Ikara	14	45	+221.4
Jema'a	28	20	-28.6
Total	201	261	+29.8

Source: Abdulkarim (1983) p. 8

Table 3.3

<u>NUMBER OF SOCIAL CLUBS IN ZARIA LGA</u>			
	1975	1982	1987
Total Number	121	115	104
% Decrease	-	-5.0	-9.5

Source: Field survey, 1987

The Table 3.2 shows the general trend of social clubs formation in the state six Local Government Areas. There is an average increase of social clubs within the period 1975-1982. While the case of Zaria Local Government Area looks like that of proliferation of social club formation, the underlying factor as confirmed from the field survey is the awareness of social clubs' activities in rural development. But the decrease of -5.0% to -9.5% between 1982 and 1987 is due to drift of membership and inadequate finance (Abdulkarim, 1983).

Table 3.4

SOCIAL CLUBS MEMBERSHIP (TOTAL MEMBERSHIP AND SEX RATIO) 1987

District	No of clubs	Membership				
		Male	Female	Total	%M	%F
Giwa	20	2450	275	2725	89.9	10.1
Sabon-Gari	25	3000	560	3560	84.2	15.8
Kewaye	22	1760	264	2024	86.9	13.1
Igabi	27	4050	810	4860	83.3	16.7
Soba	10	1070	150	1220	87.7	12.3
	104	12,330	2,059	14,389	85.6	14.4

Source: Field survey, 1987.

With reference to the list of registered clubs, the decrease of -9.5% recorded does not have much to do with community development activities in the area because not all these clubs take interest in community development programmes anyway. The surviving 104 social clubs are strongly identified as active participants in community development. It can also be inferred from the total membership of 14,389 for the 104 social clubs, that social clubs participate fully and directly in the community planning process.

Over 80% membership in the study area are for males as against 14.4% for females. This also points out the dearth of female participation in community development

through organization such as social clubs and there is the need for strong public enlightenment in this regard to get the women more involved.

The internal organization shows that every social club has a president, Vice-president, Secretary, Treasurer, project leader or work leader, a constitution, by-laws etc. The highest authority in a social club is the president. Another very important office is that of the work leader. He organizes community self-help projects. All officials are appointed by popular election.

The various social clubs in the study area do undertake activities for the benefit of the entire community. One example of such clubs is the Zaman Lafiya Amaru club. This club claimed to have embarked and executed community development projects ranging from road construction, dredging of streams, to digging of water pipe lines etc. This are some of the examples of physical development undertaken by these clubs. Worth mentioning too is the Sogayya Matasa social club of Giwa which built a road and Ham Youth Social club of Rigachikun also constructed the Mahuta-Birnin Lamiya access road. An example of an urban based club which has played very important role in community development activities in the area is the Zaria Rotary club. For instance, the Leprosarium college along

old Zaria-Kaduna road, Zaria children's Home along the new Kaduna road, a poultry for TB isolated patients in the Kewaye environ and the donation of water filtration plant to Bomo and Guga villages, were among projects executed by the Rotary club of Zaria.

Besides, social clubs in the area perform some social and educational functions. They conduct informal community educational programmes and these take the form of dramatising the felt needs, social evils and the problems currently facing the community. Another area of their contribution is in public enlightenment, that is, to sell ideas of project need to the local people in order to secure their approval and involvement. The inference to be drawn is that the social clubs are capable of presenting their individual or community's point of view or reaction and this quality or attitude helps the planners (Development Committees) to evaluate alternative proposals.

It is interesting to note that financial sources of these clubs from my investigation are mainly contributions by club members, donations by the public and fund raising ceremonies.

3.6 Popular Participation in Community Development in the Zaria LGA.

There are two types of popular participation in the Zaria Local Government Area: The Passive and Active participation of the people in community development projects. Once the community is undertaking a project through communal labour, the people are mobilized by their leaders through these two types of participation.

Active participation entails participation in community development activities which arise from the people's wish or out of their personal volition. It involves labour and material contribution with enthusiastic response.

While passive participation is a follow up of the above. Once a well organised local group starts working on a project which if completed will yield obvious and early benefits to the whole community, members who have thus far been only mildly interested or even skeptical, will start contributing to its successful completion. Sometimes some people within the community might not be interested in a project or the project is of no value to them, but because the initiation was from their leader, they will have to participate. The leader therefore serves as a source of inspiration to those who sit back and watch a project going on. Such

inspiration gives such people the opportunity and challenge to become involved with others, to become part of the community effort. Sometimes it goes with sanctions and punishment for deviant behaviour. Members, contributing in this manner become passive instead of active participants.

The active participation is one of the most important system of community development. This can only come to be effective when there is a better human relationship and people on their own are able to identify the values of self effort. This is highly practicalized mostly in the villages as well as in urban areas. This came to be more distinct as many social clubs are formed both in the villages and in the urban areas by younger people and school leavers who appreciate the importance of communal labour towards development. Through these clubs, the rest of the society has come to realise the importance of coming together to get things done for their own benefits. This is active involvement.

The two methods, active and passive involvement are both practised in the Zaria Local Government Area. However, with civilization sweeping away ignorance the communities tend to suppress the passive method and embark almost completely on the active participation.

The shift in emphasis to active participation in the study area shows how intensive the efforts shows how intensive the efforts of the people are.

3.6.1 Role of the Natural Rulers in Community Development

One will not dispute the fact that our traditional leaders are sources of development in many aspect. Some of the self-help community projects are originated by traditional leaders and emphasis in this case is on the stronghold of traditional rulers on their subjects. As fathers and leaders of their communities the natural rulers play an important role in community development. They motivate their people into embarking on community development projects to improve the social, economic and cultural conditions. For instance, they play leading roles in launching community development funds. Again, the Emir of Zaria donated a trophy to be competed for by the various districts. This has resulted in all the districts embarking on many useful projects. Elaborate celebrations are always organized yearly at which the winning district, led by its district head, is handed the ruler's trophy for the year.

It is also interesting to note that in communities such as Igabi, Kewaye, Giwa and Doba that have strong

ties of tradition and custom, the feeling of being one entity is very strong and it is relatively easy to whip up collective enthusiasm for development. The outlook of these closely knit communities is that of preparedness to sacrifice their time and money on development projects. But in a mixed community (predominantly urban) of the Sabon-Gari district, the ties of tradition are less recognised and the community spirit is weaker. It is therefore not so easy to imbue enthusiasm through traditional methods vis-a-vis less sacrifice of their time and money on development projects.

3.6.2 Labour Contribution

Labour contribution is a very critical factor for the effective implementation of community projects. The local input of labour stands out as the essence of local group action, hence, in the study area labour contribution take the form of voluntary communal work (Gayya). Elders in the various communities in conjunction with project leaders normally play the role of organising, coordinating, directing and controlling men at work. The women folk help the men in providing food and water and many other services at construction sites.

Labour for the implementation of local projects are readily available in all communities in the study area. But in some cases, this abundant labour is not effectively being utilized as more and more community projects today are given out on contract to contractors who bring labourers from elsewhere. Examples of such projects include the Kubanni bridge that is constructed across Kubanni river in the outskirts of Tudun Wada area of Zaria. The Zaria community, for instance, contributed the sum of N600,000 towards the completion of the project. Another is a primary school built at Rimi-Tsiwa at a cost of about N70,000. But it is interesting to note that sometimes, even after a community project has been contracted out, some community members still participate voluntarily in its execution. This attitude of the people is what is considered popular participation in this study.

3.7 Non-Aided and Grant Aided Community Programmes

Government involvement in community development programmes significantly affects the nature and pattern of people's participation. The involvement of the government is articulated through the community Development Division located in the Ministry of Local Government and Community Development. It is the responsibility of this department, at least in principle,

to oversee, coordinate, and supervise all community development activities in the state. This is because some of the community development projects are grant-aided by the government while majority are not. The pattern of community participation differs between grant - aided and non-aided projects.

The grant-aided community programmes tend to be more capital-intensive and their execution undertaken either by contractors or by technical staff of the government, supplemented with closely supervised community labour. Usually, such projects originate either from the staff of the community Development Department itself by way of motivation and enlightenment based on the community pressing problems or needs, or from the community leaders or other local social clubs or elites. Once discussed with and accepted by the VDC or the DDC as the case may be, such projects are usually deemed to have been accepted by the people. These community programmes are aided both at the planning and implementation stages by the government. This is because they require qualified manpower at the construction or the management stages. The most recent of such programme is the Kubanni bridge which was mentioned earlier on. Others of such projects may include building of schools, hospitals, libraries and the construction of inter-village roads etc.

Grants given for projects in this case may be in the form of financial, material or technical assistance. Through the aid given in these various forms, communities are encouraged to pool their resources of land, capital and labour together for development.

Non-Aided Community Programmes: the inability of the government to effect the required changes in the lives of the rural population has resulted in communities organizing themselves into groups so as to effect development in their environment. These community programmes are considered as non-aided community programmes within the context of the study. These programmes embody ideas of mutual assistance, joint effort, mutual social responsibility and community self-reliance. They are less capital intensive and it is applied in day-to-day life in such ways as collective neighbourhood house building, weeding, bush clearing, construction of roads, irrigation, harvesting and fund raising etc, (Mbithi and Rasmusson, 1977). These programmes are initiated planned and implemented by the people themselves based on the resources available to them. These spontaneous voluntary communal projects rely heavily on internally generated financial and material resources more especially from indigenous "big shots" such as contractors, politicians and high government officials

(Idakwo 1980). Very often the people participate directly in the imposition of levies on themselves or their exhortation to contribute materials or manual labour for the execution of the projects.

3.8 Financial Sources for Non-Aided Programmes

The major financial sources identified for non-aided projects in the study area are through donation and levy. The amount paid by individuals depend on the estimated cost of the project concerned. This is not proportional to a contributor's income in any way because in most cases the amount is fixed. Any amount higher than the fixed sum in form of donations are always gratefully accepted. These forms of donation in cash usually come from the rich individuals within the community and from members of the community working and residing in urban centres. Generally, levies are kept low so as to enable each member of the community pay up. Every adult male and female pay annual levy of five and three naira respectively toward communal development. This practice is strictly adhered to in all villages. Non contributors are sometimes forced to pay and failure to do so may face sanctions such as being denied certain rights within the community. Various degrees of coercion are employed, for instance, a family may be denied access

to one self-help project, say a school, because they refused to support another project, say a dispensary. I was able to confirm cases where levy receipts are tendered as requirement for admission into primary schools.

Table 3.5

MAJOR FINANCIAL SOURCES FOR NON-AIDED PROJECTS

<u>Form of Contribution</u>	<u>No of Respondent</u>	<u>% of Total</u>
Levy	120	58.8
Community Taxes	24	11.8
Donations	60	29.4
Government Grants	-	-
Total	204	100

Source: Field survey, 1987

Another fund raising method characteristic of projects in the area is the launching of projects. This affords the communities the opportunity of organising a forum for non-indigenes of the community to contribute or donate generously for projects. Most of such donors are either friends of members of the community or affiliates or businessmen residing within and outside the area.

Mbithi and Rasmusson (1977) have advanced three factors which are responsible for this increasing trends towards more cash contributions, and these factors have been found applicable to the Zaria Local Government Area. These factors are: first, the changing nature of projects towards more capital intensive ones such as water supply projects, town hall building, dispensary, bridges etc. Second, increase in urban-rural income transfers by those residing and working in the urban centres. And Thirdly, changing structure of participants where organization sophistication may bring more higher income groups into the activities.

3.9. Government-Community Relationship in Grant-Aided Programmes

There is a need to clearly understand the term "financial assistance" in community development. "Assistance" means giving a help to an undertaking being carried out by someone or a group of people and in this sense the assistance given is in the form of money or material or technical know-how (skill or knowledge). A community that has enough money, sufficient materials and technical know-how to carry out its projects does not require or need any assistance. A community will only request or ask for financial assistance to supplement its lean resources.

At this juncture, it might be useful to highlight some steps followed in seeking for government assistance in Kaduna state. In order to obtain aid from the state or local Governments, the community concerned has to fulfil the following conditions:

(a) The project or projects must be initiated by the community as priority project and must be approved by

- (i) The Village Development Committee (VDC)
- (ii) The District Development Committee (DDC)
- (iii) The Local Government Development Committee (LGDC)
- and
- (iv) The state Government through its agencies e.g. Community Development Division and the Agency for Rural Development.

The approval is necessary at each level so that each level will become committed during the implementation stage.

(b) The next step is the statement of the exact commitment of each body and it must be clearly stated. Community development by design and as practised in Kaduna state is a tripartite venture, involving the individual communities, the respective Local Government Area and the state Government. As a matter of policy, the sharing of the total cost of a project that is being approved is as follows:

- (i) The community contribution - 40%
- (ii) The Local Government contribution - 20%
- (iii) The State Government Contribution - 40%

(c) The next step is the technical or any other assistance required from other departments or ministries such as Ministries of Works, Agriculture, Education, Health, etc. must be specifically stated. The staff of such departments/ministries do participate in the committees that discuss and approve such projects right from the initial stages up to the highest level.

(d) Lastly, the part to be played by the community concerned in terms of money, materials and labour contribution must be assured before the actual embarkment of the project/projects.

After the state government through its agencies has approved the projects under the above guidelines, the Local Government Development Committee meets again and shares the grants to the various projects by the filling of a special "FORM A" (see Appendix D) in three (3) copies in respect of each project. The essence of the "FORM A" is to document the projects and amount of resources expended by the various communities and the government. A copy each is deposited with the state government, local and village development committees respectively. This form has three (3) parts.

Part I

This part contains information on the location of the project, description of the project, when the project should be started and when the project is expected to be completed.

Part II

The information in this part include: (a) the contribution to be made by the community in terms of money, materials and labour (No. of men/women working days). (b) The contribution of the District and Local Government in terms of money, materials and labour. (c) Contribution by other agencies. (d) Amount of grants being sought from the state Government (contribution) (e) The total estimated cost of the project. (f) If there had been previous grants received in respect of the project from the state. (g) Purpose for which the grant is needed. (h) Specification of the quantity/cost of materials and labour needed, and (i) Name of the person who made the estimate and his title. This should be certified by an engineer or a technical officer authorized to do so.

Part III

This part has got three sections as follows:

(a) The community Development officer who represents the state Ministry to indicate the village, date and letter approving the project. He is to put his signature, his title and grade level.

(b) The chairman of the Local Government Development Committee using the conclusion reached on approval of projects during the committee meeting, is to recommend or not recommend the project.

(c) The chairman of the Local Government Development Committee and his secretary should sign the form and indicate the amount of grants being approved.

Other very important forms used in keeping records of projects at the Local Government Headquarters include:

1. Project History Sheet

This form has two (2) parts and conveys the following information. Part I shows (a) Name of the district, name of the project, the year, location and description of the project. (b) proposed estimates - total estimated cost, community contribution in labour, materials and money, local and state governments contribution. (c) Progress of proposal - the date when the proposal was first made by the village development committee, date when it was passed to the

Local Government Development Committee, and the date when the final approval was made, and (d) Target dates fixed - the target dates set and the actual dates when the project was completed.

The part II shows work progress chart. The chart shows the months, contribution receive from the community, contribution received from the local and state government, description of work done in the month, the value of work done in monetary terms, the progressive value of work and any other remark.

The importance of this form is that one can see at a glance the exact situation of the project(s) at any one particular time.

2. Monthly Project Progress Sheet

This sheet indicates the local government area and the month. It gives a summary of the projects that are being executed in that particular month. It shows the name of the district, name of the project, location of the project, the percentage of work completed during the last month and the month being reported on.

3. Final Inspection Sheet

This sheet also shows the following columns mentioned earlier on: Name of the Local Government Area, the year, name of the project, location of the

project, total estimated cost (TEC), community contribution, local and state governments total allocation, previous state's payments, balance due and remarks.

The filling of this form is necessary because (a) to enable the final inspection by the ministry or its agency, and (b) to enable the community development officer recommend the payment of the balance due if he is satisfied that the work is good.

4. Annual Compilation Projects Form

This form is intended to record all projects whether they receive grants or not. Records of the various projects as indicated in the above mentioned forms (1-3), are easily transferred into this sheet. It gives a very good picture of what the various communities have contributed to the development of their area. It also helps the government to appreciate the role played in the development process of the state through community development activities.

The inference to be drawn is that the procedure of seeking for government assistance is so cumbersome and it may be responsible for the low pace of grant - aided projects in the local Government Area. Out of 84 self-help projects executed in four years only

48 projects received approval for financial aid, representing 5.66% of the total.

Again, the selection of projects to be aided by the government is done at the highest levels where the scale of priorities of the communities concerned is least known and where financial, technical, and political consideration is uppermost in determining the selection (Nkom, 1984). Such projects often end up being elitist in nature such as the construction of television viewing centres, libraries etc.

Lastly, at different levels, a committee might not see the needs of a project as perceived by the initiators. When decisions are made at the top, they tend to be based on superficial observation and what appears to be common sense from the point of view of central bureaucracy may not be sufficient to solve problems at the local level.

Nevertheless, information gathered from the field survey confirmed that the philosophy behind community development in the state is to move people towards becoming self-reliant. It is therefore the aim of both the principle of community development and the government to educate the people to try as much as possible to be independent in executing their

self-initiated projects rather than depending on the government or any agency for help always. Communities are encouraged to put less emphasis on financial aid but to depend mainly on their own resources.

CHAPTER FOUR

DATA ANALYSIS

4.1 Introduction

In most rural settings, people need to organize themselves into groups and associations in order to achieve the goals of mass participation. Participation devoid of an organizational structure is often short-lived. This is because a good organizational framework serves as a motive force in facilitating popular participation. This becomes more important in the sense that participation is neither a self-initiating nor self-sustaining process. The participation of people in voluntary organizations often result in the acquisition of skills and information that enhance their individual effectiveness in the participatory process. It must, however, be reiterated that local involvement in planning and implementation maximizes the possibility that the plan allows for local constraints, that it will be accepted by a wide majority of people and that it takes into account the complexity of the local situation (Brown, 1979).

The aim of this chapter is basically to show the extent of involvement of the local people in the improvement of their own environment. The major issues discussed here are: the extent of involvement

of the various local groups in the development process vis-a-vis local development organizations; types of self-help projects planned and executed in the study area; local contributions in cash and in kind and their importance in the development process. Then an appraisal of the extent to which these projects reflect the resources and needs of the local people is also attempted.

4.2 Institutional Arrangement

For rural development to be really effective it is necessary to have various institutional arrangements whereby the active participation of the local population in development programmes would be ensured. One way of encouraging participation of local communities and individuals in development is through the formation of various local institutions. In this study efforts were made to find out from the respondents what institutional arrangements existed in the local community for ensuring successful execution of self-help community projects. One of the important institutional arrangement through which to stimulate the local communities in the development of their areas has been the village Development Committees (VDCs). Table 4.1 gives the distribution of the existing local development organizations at the village/district level in the study area.

The most frequently mentioned organization or institution by respondents is the village Development Committee, probably because of the all-embracing nature of its composition. It can be said that the VDC is the basis of village level development process. The VDC is

Table 4.1

Existing Local Development Institutions in the Study Area

Organization	No. of Respondent	% of Total
Village Development Committee	110	53.9
Project Committee	20	9.8
Youth Associations	51	25.5
Joint Village Work Groups	3	1.5
District Development-Committee	20	9.8
Total	204	100

Source: Field survey, 1987.

invariably set up to promote development projects in the local community and hence seek the general welfare of the local population. In this regard, every village has a VDC.

Table 4.2

Village Development Committee by District in Zaria LGA

District	No of Villages	No. of VDCs	No of Members	% Total of Members
Giwa	26	26	829	21.97
Soba	26	26	800	21.34
Igabi	32	32	1014	27.15
Kewaye	14	14	464	12.34
Sabon-Gari	20	20	650	17.34
Total	118	118	3748	100

Source: Field survey, 1987.

Table 4.3

Membership of District Development Committees by Districts in Zaria LGA

District	No. of DDC	No of DDC Members	% of Total
Giwa	1	70	21.5
Soba	1	70	21.5
Igabi	1	82	25.1
Kewaye	1	46	14.1
Sabon-Gari	1	58	17.8
Total	5	326	100

Source: Field survey, 1987

How effective are these development institutions?
The effectiveness of the organizational structure can best be understood in the light of the following features which characterized the development committees:

(a) A total number of 3748 members to a population of about 549,712 in 1987 is fairly adequate representation. This representation is approximately 1.0% of the total population. Though it may be important to increase the number to at least 2%, at 1% it is still a proper reflection of the involvement of the people in decision making.

(b) Since some members of the VDC automatically serve in the DDC, it is a form of democracy at the village level. This is because those that are elevated to serve in the DDC are elected by the VDC members.

(c) Although a few of the VDC members are appointed to serve in the committees, majority are elected representatives of various associations or clubs that operate various associations or clubs that operate at this level. On this basis, members selected in this manner are true representatives of the people.

(d) The various stages that are followed for project approval that has created a two ways communication between government and the people in terms of grants to communities is an indication of

government acceptability of the people's initiatives in project design, planning and implementation. Grants from government is based on the assumption that whatever resources expended will yield the desired benefits.

HYPOTHESIS I states that:

Local organizations that are formed on voluntary basis and which follow a decision-making process that is understood and accepted by the majority of the members will be highly conducive for carrying out self-help projects.

The assumption underlying this hypothesis is that although financial, labour and material resources are very crucial for rural development efforts, yet, the degree of success in executing projects is a function of effective community organization. An attempt was made to find out from the respondents what institutional arrangements as they exist in the local community that is conducive for successful execution of self-help community projects.

Table 4.4

Do you Think That the Following Are Conducive for
Successful execution of Self-Help Projects?

Institution Conducive for Execution of Self-help Projects	VDC		Project Committee		Youth Associations		Joint Village Work Group		DDC	
	No.	%	No.	%	No.	%	No.	%	No.	%
Yes	203	99.5	180	88.2	201	98.5	150	73.5	173	84.8
No	1	0.5	24	11.8	3	1.5	54	26.5	31	15.2
Total	204	100	204	100	204	100	204	100	204	100

Source: Field survey, 1987.

The combined results in Table 4.4 indicate that each of the local development institutions was thought to be very crucial in the execution of self-help community projects.

Again, there was also a probe computation to find out whether there is any association between number of village Development Committees (VDCs) and number of projects executed per district.

Table 4.5

VDCs and Number of Projects Per District

District	No. of VDCs (O _i)	No of Projects as percentage of Total	(E _i)
Giwa	26	13.2	26.4
Soba	26	21.6	43.2
Igabi	32	30.4	60.8
Kewaye	14	19.3	38.6
Sabon-Gari	20	15.5	31.0

Source: Field survey, 1987

$$\chi^2 = \sum_{i=1}^k \frac{(O_i - E_i)^2}{E_i}$$

$$\begin{aligned} \chi^2 &= \frac{(26-26.4)^2}{26.4} + \frac{(26-43.2)^2}{43.2} + \frac{(32-60.8)^2}{60.8} \\ &\quad + \frac{(14-38.6)^2}{38.6} + \frac{(20-31)^2}{31} \\ &= 0.61 + 6.85 + 13.64 + 15.67 + 3.90 \\ &= 40.67 \end{aligned}$$

$$\chi^2 \text{ Table} = 13.28 \quad \chi^2 \text{ calculated} = 40.67$$

Significant level $P < 0.01$ Df = 4

There is a high degree of association between the number of VDCs and number of projects executed per district.

These results confirmed that the existing local development institutions are representative in their behaviour and are acceptable to the people vis-a-vis the people's awareness in giving such committees the popular support needed.

4.3 Types of Projects in Community Development Programmes of Zaria LGA

At every stage of development people do know what their basic needs are. And just as they will produce their own food if they have land, so if they have sufficient freedom, they can be relied upon to determine their own priorities in development and then to work within the framework of such priorities. The community development efforts in the study area have acquired a heightened mode of expression under the new federal government inspired rural development drive. This can be seen in table 4.6 especially in the construction of rural roads, culverts, bridges, schools health institutions and so on. The underlying philosophy is to arouse and involve the entire citizenry in self-help rural development enterprises using traditional and modern agencies such as town unions, age grades and social clubs.

Table 4.6

Total Number of Self-Help Community Projects Executed in Zaria LGA (1983-1986)

Description	Number	% of Total	Amount Expended in ₦	% of Total
Roads	411	48.47	1,950,116	32.4
Drainages	14	1.65	39,725	0.7
Culverts	197	23.23	418,210	6.9
Bridges	37	4.36	345,986	5.7
Mosques	61	7.19	931,007	15.4
Classrooms (Primary/Adult Educ)	37	4.36	573,555	9.5
Islamaiya classrooms	59	8.90	1,514,985	25.1
Wells/Dam	18	2.12	40,371	0.7
Leprosory clinic	1	0.12	11,916	0.2
Clean-up-Campaign	9	1.06	69,829	1.2
Dispensaries	2	0.24	30,000	0.5
Market stalls/slaughter slab	11	1.3	100,326	1.7
Total	848	100	6,026,026	100

Source: Zaria Local Government Office.

The projects favoured by communities in the area are basic amenities and it can be inferred from table 4.6 that the high percentage recorded for access road construction, that is, 48.47% is an indication of the importance the communities attached to communication routes. Road projects are the model choices of rural communities for self-help efforts in the area. This same inference is applicable to the construction of culverts (which has the next highest score "23.23%")

and classrooms with 13.26% respectively. The inference that can be drawn from the latter is the importance attached to education by the various communities, hence they engaged themselves in the construction of Islamaiya/primary schools and Adult Education classrooms, and is also a reflection of the peculiar environmental needs of the area.

Table 4.7

Pearson's Product Moment Correlation Test for Table 4.6

Types of Projects	X Number	Y Cost (₹000)	X ²	Y ²	XY
Roads/Bridges					
Drainages/culverts	65	2754	434281	7584516	1814886
Mosques	61	931	3721	866761	56791
Classrooms	87	2088	7569	4359744	181656
Well/Dam	18	40	324	1600	720
Clinic	3	41	9	1681	123
Clean-up-Campaign	9	69	81	4761	621
Market stalls/slaughter slab	11	100	121	10000	1100

$$\Sigma x = 848 \quad y = 6023 \quad 446106 \quad 12829062 \quad 2055897$$

$$n = 7 \quad n = 7$$

$$\bar{x} = 121 \quad \bar{y} = 860 \quad \bar{x}^2 = 14641 \quad \bar{y}^2 = 739600 \quad \bar{xy} = 104060$$

$$s_x = \sqrt{\frac{446106}{7} - 14641} = 221.55$$

$$s_y = \sqrt{\frac{12829062}{7} - 739600} = 1045.52$$

$$r = \frac{2055897 - 104060}{\frac{7}{221.55 \times 1045.52}} = \underline{\underline{0.819}}$$

Significance level chosen = 0.05
 Degree of Freedom = 5
 Critical value of r = 0.669

In order to establish whether there is any relationship between the number (by types) of projects completed and expenditure, a Product Moment Correlation Coefficient was employed. A coefficient of 0.819 at 0.05 significance level was obtained (Table 4.7). This value shows a positive association between project-types and cost. This can be interpreted to mean that rural communities in the Zaria LGA spend more money in the execution of projects which they consider to be of priority. The huge amount of money spent and the number of roads, bridges, culverts and drainages completed is a clear indication of the priority placed on road construction. This is simply a confirmation of the fact that as a major food producing area, the need to have feeder roads to bring in inputs and evacuate farm products to markets has been perceived by the people as very crucial. Also, the huge expenditure, and the number of educational and health projects executed attest to the importance attached to education and health as instruments of rural modernization.

The rural communities in the Zaria LGA have mobilized financial and material resources for the implementation of self-help community programmes successfully. The amount of resources communities are willing, through self-help, to commit to projects is an indication of felt communal needs. Rural communities in the area, for instance, wish to reduce their sense of isolation and remoteness through a system of communally built network of feeder roads, culverts and bridges. These have high economic relevance for their economic activities because they are directly related to the marketability of their agricultural produce. The need for transport is thus always a derived need and it is an infrastructural element with profound implications for overall development. Hence, Johnson (1970) suggests that for rural development three types of roads are needed to meet different needs: the "Commuter route" needed to carry daily traffic to and from work and to allow for the clustering of the population into villages; the "farm-to-market roads" to permit access to district markets and avert monopolistic or monopsonistic conditions; and "truck roads" to allow each functional area to obtain goods and services from other areas.

The high number of projects carried out compared to the total estimated value indicate that most of the projects are of medium and small-scales (an average of ₦7106.16 per project).

Table 4.8

Size of Projects in Terms of Funds Expended

<u>Approximate Amount per Project</u>	<u>Number of Projects</u>	<u>% of Total</u>
N2500	215	25.4
N2500 - 5,000	425	50.1
N5,000 - 7,500	11	1.3
N7,500 - 10,000	8	5.7
N10,000-12,500	98	11.5
N12,500	51	6.0
Total	848	100

Source: Field survey, 1987

Nevertheless, the number of projects carried out in four years suggest that community development projects of this nature have high potentials to become effective strategy and a precondition for rural development.

4.4 The Distribution of Community Self-Help Development Projects

Local communities get together within the framework of self-help rural institutions to create concrete rural infrastructures. A classification of self-help projects across all the districts within the Zaria LGA shows that roads gained overall dominance in rural self-help efforts. A break-down of the number of projects

according to district areas is shown in table 4.9. Evidence collected from the five districts indicates that self-help projects enhance the application of local initiative, knowledge and resources to the development process. Comparisons of project types across locations demonstrated the utility of local inputs through careful formulation of project committees. Such measure has ensured that development efforts are undertaken by the local community and that projects which are undertaken are of value and use to local residents. Increasing public knowledge and participation including involvement of patrons in project formulation are some important ways identified to ensure that funds are used appropriately and that powers are not abused.

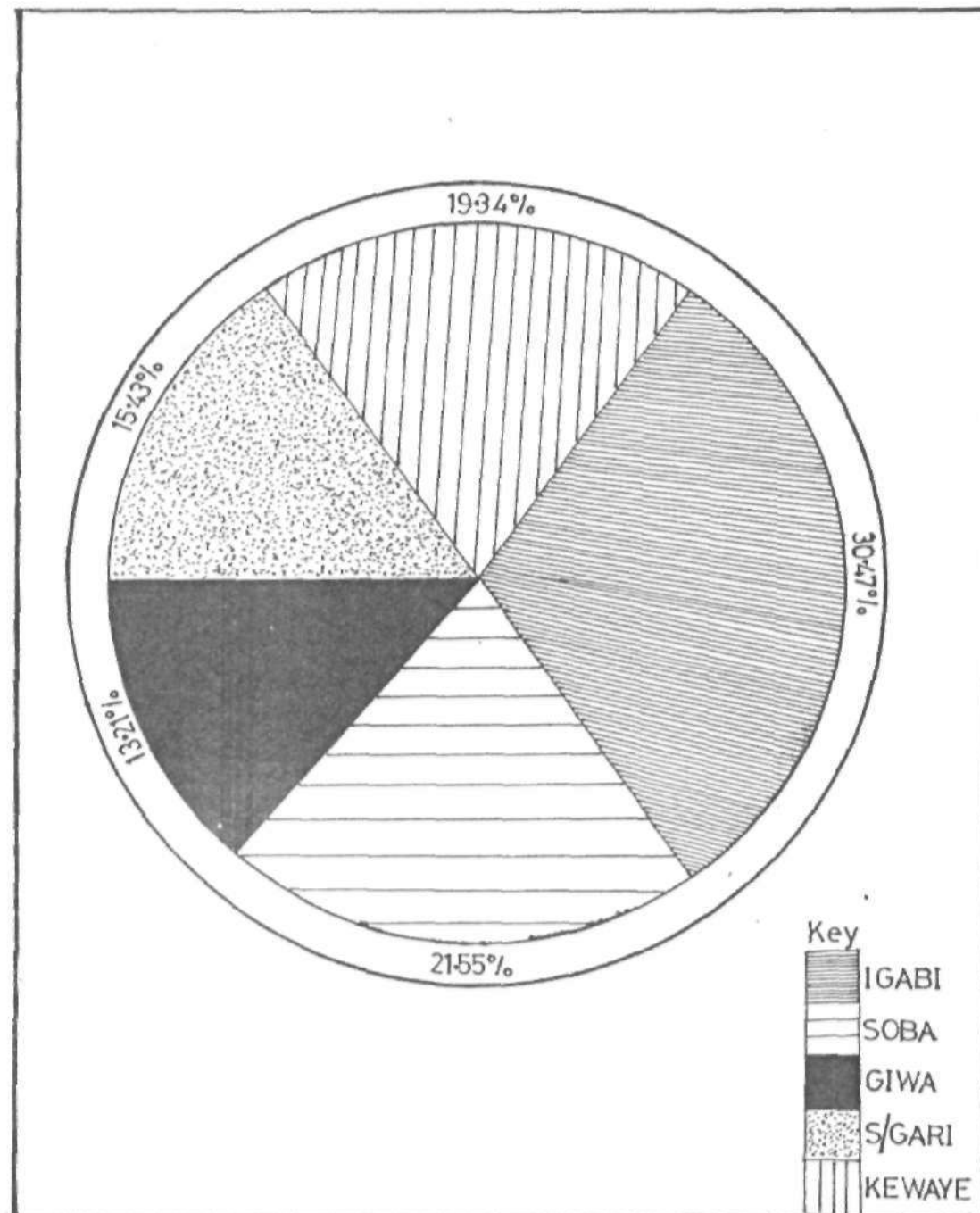
Table 4.9

THE DISTRIBUTION OF SELF-HELP PROJECTS ACCORDING TO DISTRICTS
(1983-1986)

Projects		Districts									
Description	Total Number	Giwa		Soba		Igabi		Kewaye		Sabon-Gari	
		No	%	No	%	No	%	No	%	No	%
Roads	411	42	4.95	137	16.15	74	8.73	98	11.56	60	7.08
Drainages	14	2	0.24	-	-	2	0.24	-	-	10	1.17
Culverts	197	30	3.55	14	1.65	76	8.96	35	4.13	42	4.95
Bridges	37	5	0.59	10	1.17	13	1.58	4	0.47	5	0.59
Mosques	61	10	1.17	3	0.35	41	4.83	6	0.70	1	0.12
Adult Education and Primary classrooms	37	-	-	6	0.70	20	2.36	8	0.94	6	0.70
Islamaiya classrooms	50	17	2.00	12	1.41	17	2.00	7	0.83	3	0.35
Well/Dam	18	4	0.47	1	0.12	4	0.47	5	0.59	4	0.47
Leprosory clinic	1	-	-	-	-	-	-	1	0.12	-	-
Dispensaries	2	-	-	-	-	2	0.24	-	-	-	-
Market stall and slaughter slabs	11	2	0.24	-	-	9	1.06	-	-	-	-
Total	848	112	13.21%	183	21.55	258	30.47	164	19.34%	131	15.3

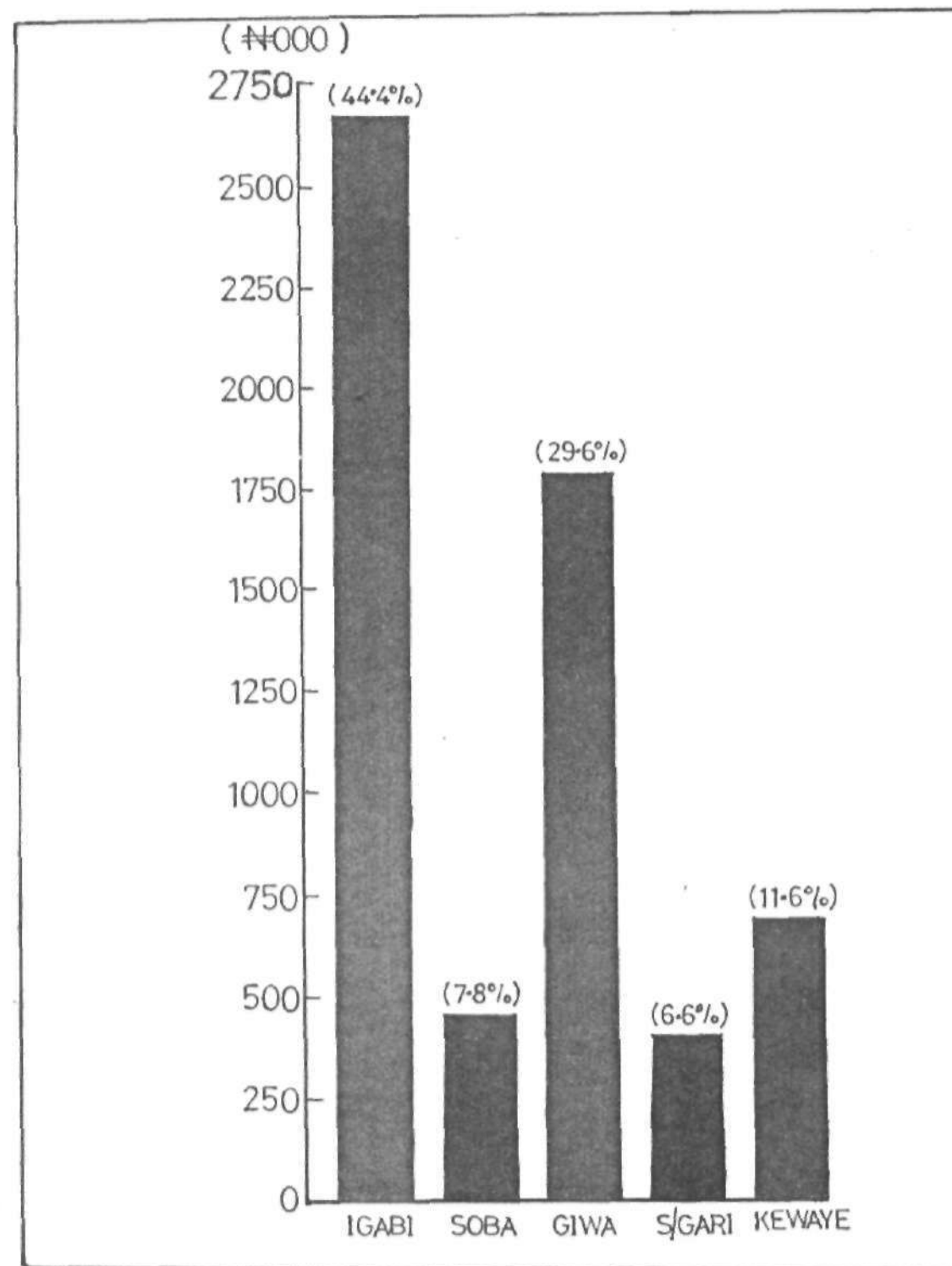
Source: Field survey, 1987

Table 4.9 above shows variation in emphasis on projects at district level which is an indication of the priority of projects in the study area.



SOURCE: Zaria Local Government Office

Fig 41 PERCENTAGE DISTRIBUTION OF PROJECTS PER DISTRICT (1983—1986)



SOURCE: Zaria Local Government Office

Fig.4.2: MONETARY VALUE OF COMPLETED SELF-HELP PROJECTS PER DISTRICT WITH PERCENTAGE OF TOTAL IN BRACKET (1983—1986)

Figures 4.1 and 4.2 give a clear picture of the geographic location of these projects in the local government area and monetary value of projects executed per district respectively. The highest number of projects are located in Igabi district (30.47%) and also has the highest projects value of ₦2,673,166. While the least number of projects is located in Giwa district (13.21%), but has the second highest projects value of ₦1,782,334. This may be interpreted to mean that the choice of projects within the district is that of medium and large-scale ones. Two districts (Igabi and Soba) alone had more than fifty percent share (52.02%) of projects distribution. Again, the same Igabi district and Giwa had more than seventy percent (74%) of total value of the projects. This is clearly an indication of lopsided regional development that is unhealthy for the Zaria region.

4.3.1

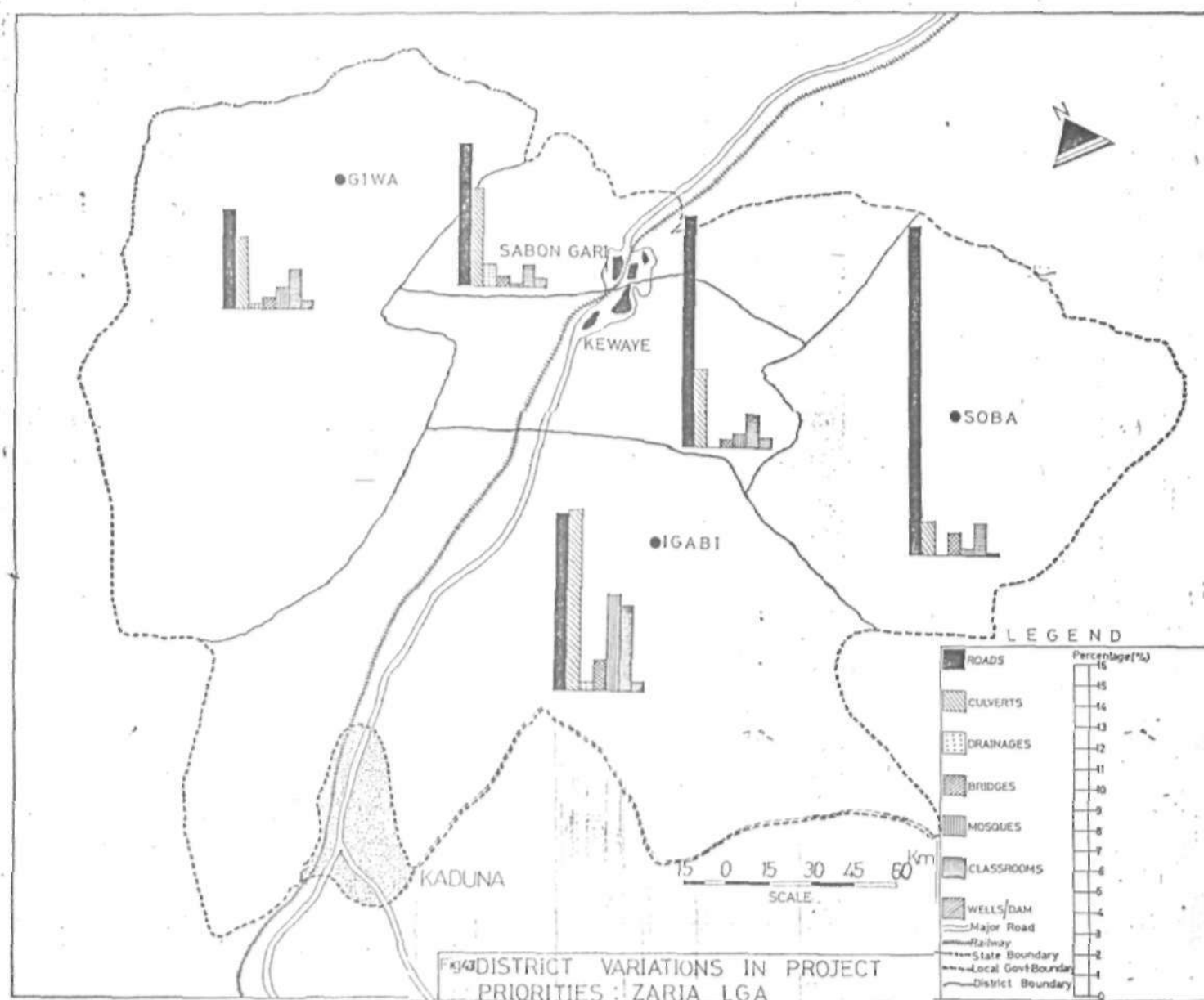


Figure 4.3 shows district variations in project priorities. For example, road construction which has the highest overall percentage in Giwa, Soba, Kewaye, and Sabon-Gari, ranks second to culvert in Igabi. The figure revealed much concentration of roads and culverts in all the districts. Typically road densities will not be evenly distributed throughout a region (Abler et al, 1972). The road density used in this analysis was obtained by relating number of kilometres constructed within a district to area. Generally, roads construction or improvement was carried out in proportion to people's needs not in proportion to hectares of land.

Table 4.10

Road Kilometre Density Per District in Zaria
LGA (1987)

District	Area(Km ²)	Km of Roads	Density (Km ²)
Giwa	2431.2	446	0.19
Soba	1632.7	563	0.35
Igabi	3006.3	646	0.22
Kewaye	546.5	495	0.91
Sabon-Gari	613.4	274	0.45
Total	8230.1	2424	2.12

Source: (a) Zaria Local Government office

(b) Field survey, 1987

Accordingly, the density of roads appears highest in densely settled areas. Road densities are generally low in three of the five districts - Soba (0.35km^2), Giwa (0.19km^2) and Igabi (0.22km^2). While road densities are high in Kewaye (0.91km^2) and Sabon-Gari (0.45km^2), which are smaller in areal extent but constitute areas at the centres of higher concentration of administrative activities and infrastructures. This district variation in road density has created a disproportionate large demand for transportation between districts. The result of this imbalance had been in the form of hue and cry for road maintenance in the two districts compare to the other three districts.

Still on Figure 4.3, education ranks second in the overall percentage of the projects executed. There is also much variation on priorities and planning of education in the study area. Whereas the field survey revealed that inadequacy of classroom is more acute in Kewaye district (52 pupils per classroom) and Sabon-Gari district (136 pupils per classroom), additional classrooms as an education need was perceived highest in Igabi district where the average is 40 pupils per classroom during the period under review. This is followed by Giwa district (24 pupils per classroom) and Soba district (32 pupils per classroom). While no adult education classrooms' was built in Giwa, the

other districts spread their resources in building both adult and primary classrooms. Again, table 4.9 (page 146) shows a corollary of the above educational variation where about 10.25% of the total 848 projects executed in the local government area is made up of classrooms and Igabi district alone has 4.36%. This inference is also applicable to Mosques construction that accounted for 7.17% and Igabi alone has 4.48%.

The above development trend is inconsistent with HYPOTHESIS III which states that:

A harmonious and cooperative development strategy among the communities and between them and government will lead to a more prudent use of available resources to satisfy the basic needs of the people.

The development trend reveals element of unguided, uncoordinated and not well nurtured planning that could be dangerous to even regional development planning. Moreso, this is happening in an era of vigorous struggle for personal achievement as well as the inter-community race for do-it-yourself development programmes. It could lead to wast of resources and duplication of efforts as clearly shown in their construction of roads, culverts and classrooms.

4.5 Aided Community Projects

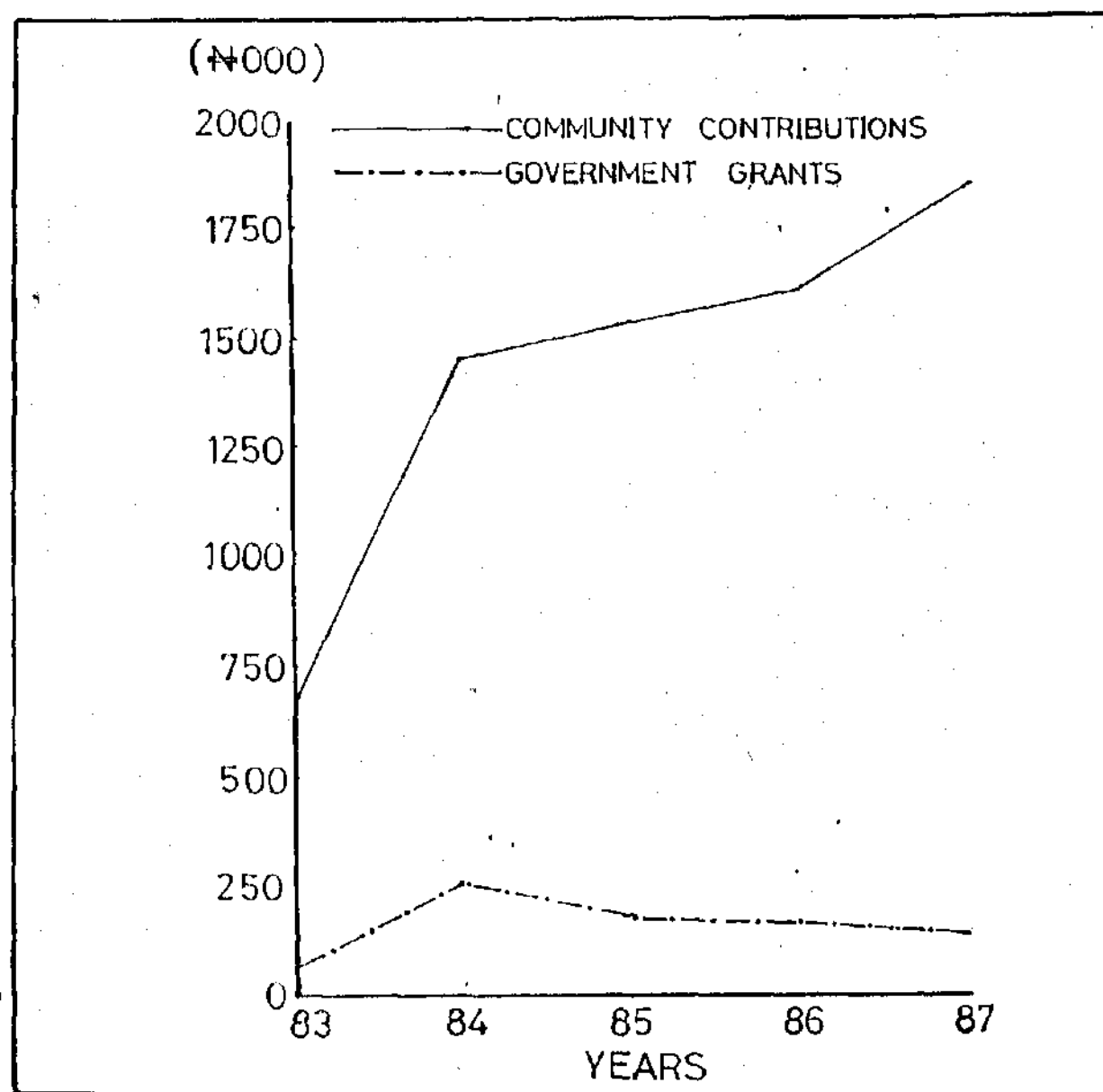
Through the combined efforts of the Kaduna state government and the local communities in the Zaria local government area, various rural development programmes have been initiated and successfully completed. But the formula of granting aid as explained in chapter three, has often times raised the hopes of communities and made them to start ambitious projects only to be left in midstream without completing the projects. The few projects recorded "uncompleted" in the study area are associated with this type of "false promises" in attempt to get communities to start projects. Accordingly, using a non-directive technique, the government as a change agent uses grants as an important means to stimulate rural communities to start self-help community projects with the participation of as many people as possible.

Table 4.11

GRANT-AIDED COMMUNITY PROJECTS IN ZARIA LGA (1983-1986)

Project Description	No of Projects	Community Contributions ₦	Local Govt Contributions ₦	State Govt Contributions ₦	Total Estimated Cost ₦
Roads	4	186,528	93,264	186,528	466,320
Bridges	14	84,486.66	41,892.93	78,806.06	205,185.65
Culverts	10	9,440	4,720	9,440	23,600
Classrooms	14	178,000	89,000	178,000	445,000
Dispensary	1	8,834	4,417	8,834	22,800
Well/Dam	3	5,520	2,760	5,520	13,800
Slaughter slab	1	800	400	800	2,000
Incineration	1	252	126	252	630
Total	48	473,860.66	236,479.93	468,180.06	1,178,620.65

Source: Zaria Local Government Office



SOURCE: Zaria Local Government Office

Fig 4.4: GROWTH OF COMMUNITY & GOVERNMENT FINANCIAL CONTRIBUTIONS FOR THE IMPLEMENTATION OF SELF-HELP PROJECTS (1983—1987)

The downward trend in the growth of government financial contributions as shown in figure 4.4 is understood to be associated with the dwindling finances of both the local and state governments for the period under review. It resulted to approval being given to only a few projects, thereby cutting down the grants given by both the state and local governments.

Table 4.12

Total Financial Expenditure on all Self-Help
Community Programmes 1983-1986)

Contribution	Total Expenditure	% of Total
Local community	5,321,366.01	88.31
Local Government	236,479.93	3.92
State Government	468,180.06	7.77
Total	6,026,026.00	100

Source: Zaria Local Government office

Consequently, of the total 848 projects valued at N6.03 million, a total of government matching grant was N704,659.99. This was only 11.69% of the communities contributions (Table 4.12). The figures revealed that communities in the area are 88.21% dependent on local resources for execution of projects. This is a clear indication of the willingness of the people that they can "with local resources" on their own improve their

living conditions and be prepared to sacrifice a large amount of their disposable resources for execution of self-help development projects. This is consistent with HYPOTHESIS II which states that:

Successful completion and operation of self-help projects requires a high degree of reliance on local financial, human and material resources.

When such ingenuity of local resource dependency is adopted extensively on a national scale and used as basis for national development planning, it could give much desired "bottom-up" emphasis based on the resources available to the ruralites.

4.6 Defects of Government's Aids to Community Projects

Through the aid given in various forms, communities are encouraged to pool their resources of land, capital and labour together for development. But the experience with initiatives in rural development in most countries has fallen short of what had been hoped for and what had been needed by the rural population. For instance, the 8km road at Soba has taken so long to complete, probably because much hope was built on government grants. As at the time of this study, the only five projects that have remained uncompleted are grant-aided projects due to partial or non-payments of grants. While non-aided projects have been associated with 100%

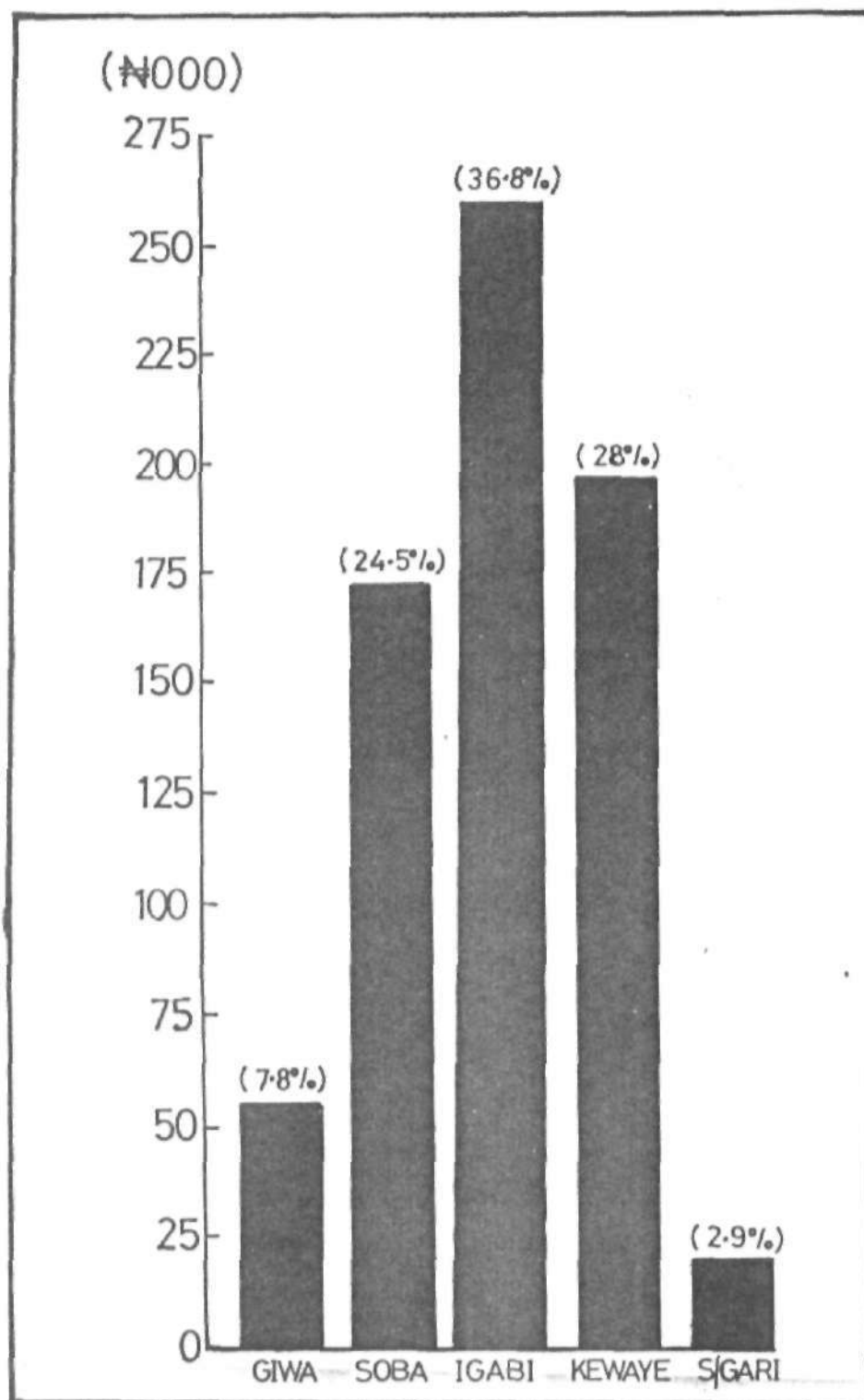
success stories. Furthermore, if out of 848 projects executed in the study area (1983-1986), only 48 projects received matching-grants from government, representing 5.66%, it is then obvious that either the administration of grants is unsatisfactory or the grants are insufficient to meet the demand.

Table 4.13

Analysis of District Variation in Grants to the
Zaria LGA (1983-1986)

District	Local Govt Grants N	State Govt Grants N	Total Grant N	% of Total
Giwa	187,22.4	36,022	54,744.4	7.8
Soba	57,899.05	114,931	172,830.05	24.5
Igabi	87,062.54	172,702.28	259,764.82	36.8
Kewaye	65,867.21	131,378.71	197,245.92	28.0
Sabon-Gari	6,928.70	13,146	20,074.70	2.9
Total	236,479.9	468,179.99	704,659.89	100

Source: Zaria Local Government office



SOURCE: Zaria Local Government Office

Fig45 DISTRICT VARIATION IN GRANTS
WITH PERCENTAGE OF TOTAL IN
BRACKET (1983—1986)

The table 4.13 shows the disbursing of community development grants in the Zaria LGA. A critical look at the table shows a bias in the administration of grants. When one considers the amount of grants between districts, a district like Igabi got as much as 36.8% of the total grants to the local government, while a district like Sabon-Gari got as low as 2.9%. This is a clear indication of district bias in grants (resources) allocation.

The above trend confirmed the opinion of respondents that grants from government are susceptible to political manipulation. It was said, there are handful of community "lobbyists" comprising of community leaders, prominent businessmen, civil servants-especially those who work in their home areas and so on. This group of influential persons serve as a link between the community and government. They are used to follow up initially favourable responses all through the allocation process. Therefore, there is the possibility that amount of grants is a reflection of the political and status gap among districts, between districts and government. This means local elites that are more influential have the tendency to capture more projects and programmes for their districts, while districts with less influential localites benefit much less. As a result, imbalances

and inequities occur and widen through time as districts continue to compete with each other for government favour.

4.7 Forms of Contribution

Since there was a general consensus as to the important role to be played by the local community or the individuals in the development process, the study was interested in finding out the kind of contribution which the local people could be asked to make towards the improvement of their environment. The results in table 4.14 show the various contributions which the respondents thought the local people could make or have been making towards the improvement of their local community.

Table 4.14

<u>Nature of Contributions</u>		
Nature of contribution common to projects	No of Respondents	% of Total
Financial contributions	146	71.4
Material contributions	58	14.3
Contributions in kind e.g. food, labour etc.	58	14.3
Total	204	100

Source: Field survey, 1987

The major form of contribution identified is financial contributions. Other forms of contribution include labour, time, moral support and materials that were given from time to time for community developments by the indigenous organizations or unions within the community. Local contributions in kind such as food and labour; and local financial contribution such as the payment of local levy were thought to be very crucial in the rural development process. The willingness of the local people to finance development projects was also linked to the effectiveness and the operation of the local representative institutions (VDCs). Indeed, it was discovered that where the local people thought that their village development committee was not doing enough for their local community they would not feel any obligation to further contribute financially towards the improvement of their area.

In order to determine the level of awareness to reach out to others, to work together to develop their own community, the term "Civic Responsibility" was used to put a fundamental question to the respondents as to their readiness to pay a levy or donate towards the development of their village. "Civic Responsibility" is hereby defined as the nonpolitical rights of the individual which he exercises willingly by conforming with

the established rules and customs of his community. It is the individual feeling to provide service to his community as an essential mark of citizenship. Majority of the respondents confirmed the VDC good performance

Table 4.15

Degree of Civic Responsibility to Development

Willingness to pay	<u>Levy</u>		<u>Donate</u>	
	No	%	No	%
Yes	203	99.5	202	99
No	1	0.5	2	0.98
Total	204	100	204	100

Source: Field survey, 1987

and are ready to donate. People's priorities are reflected by their reasons for contributing money, labour or materials. Two very common answers refer to the desire to ensure the rapid development of one's village, and the great need for the project in question. Table 4.16 was used to seek the opinion of both males

Table 4.16

Individual Contribution to Development

Individual Contribution	Male		Female		Total	
	No	%	No	%	No	%
Yes	172	95.6	10	41.7	182	89.2
No	8	4.4	14	58.3	22	10.8
Total	180	100	24	100	204	100

Source: Field survey, 1987

(88.2%) and females (11.8%) of the respondents as to the involvement of both sexes in contributing to development of their areas or programme of the local community. It is also interesting to note that most of the contributions as claimed by respondents was made by the male inhabitants. Whereas 95.6% of the males indicated that they were involved in the development of their village community, only 41.7% of the females indicated that they had made any meaningful contribution to the develop of their villages.

The willingness to donate or pay a levy towards the development of one's village is also a reflection of a derived satisfaction that benefits to the local community accruing from self-help community projects tend to be widely if not uniformly shared. It is therefore not surprising that projects of this type have generated widespread support and participation among local communities. It is being increasingly stressed in the development literature that, for rural development to be viable and self-sustaining in the long run, it is crucial, in the design of rural development programmes, to ensure the active involvement and contribution of the total rural community who should be educated to share responsibility along with the benefits of development (Imy and Barnes, 1973; Brown, 1978; Oyugi, 1983).

4.8 Summary of Results of the Hypotheses

At the beginning of this study three hypotheses were postulated concerning the role of self-help community projects in rural development. The results of the hypotheses as obtained from the data analysis can be summarized as follows;

(a) There was a direct relationship between local development organizations or institutions and the popularity of grassroot development through self-help projects. One percent representation of the total population recorded for functional local organizations was adequate and proper reflection of the needs of the people in decisions made.

(b) The situation where the money-value of the total contribution made by communities to all projects undertaken during the period under review far outstripped official or government aid is an indication that successful execution of self-help projects requires a high degree of reliance on local financial human and material resources. Official figures (Table 4.11) put the total cost of community projects at N6,026,026 of which the communities contributed over N5.3 million, local government - N142,000 and the state government - N568,000 approximately. In other words, nearly 88% of the total expenditure was met by the local communities of the Zaria LGA.

(c) The self-help development strategy was devoid of harmonization of projects among the communities and between them and government. There was therefore no prudent use of available resources, resulting in a development pattern that was lopsided, unguided and uncoordinated, a trend that was inconsistent with hypothesis III.

Furthermore, the general impression which was created from the analysis of the data collected was that local self-help projects are the exclusive responsibility of the local people with the government giving only a token assistance when necessary. The proportion of non-aided to grant aided community projects testifies to this fact. Perhaps the main reason for the local people's reliance on their own resources for development is due to the low pace of securing grants from government. This implies if government could direct more financial and material resources to the implementation of these community development programmes, the rural communities in the Zaria LGA having reached such a height as it is, can easily be galvanized into participating more positively by making more financial contributions.

The success of self-help community programme in the area is due mainly to the development of local self-confidence and self-reliance which are crucial for and effective local participation in the rural

development programmes. The rural communities, probably due to their development plight have come to understand that the will to "develop" must come from the villagers themselves. This "will" has brought the people of the area into the planning process, makes them participate and gives them a stake in the success of most programmes. Community involvement in selection, design, construction and implementation of rural development programmes is often the first step in acceptance of change (Battern, 1957). Such a spontaneous approach to development from below in which the people of the Zaria LGA make their own decisions with little or no government interference, whilst welcoming assistance from government when needed, has been a major factor for their success.

CHAPTER FIVE

SUMMARY AND CONCLUSION

5.1 Introduction

In the foregoing chapters an attempt has been made to establish the role of self-help community activities in the development of the rural environment of the Zaria Local Government Area. The research was prompted by the growing awareness in the development literature of the importance of local self-help efforts in the development process. In a developing country like Nigeria where nearly 80% of the population is rural, it is important that the local population become actively involved in the formulation, planning and implementation of development programmes. The idea of effective local participation in the rural development programme calls to mind the problem of how best the rural population can be induced to be active partakers in the development process. The principal objective of this approach is to utilize rural resources which often remain idle due to lack of a catalyzing agent (Prates et al, 1962). These resources comprise mostly of the entire rural population, the land and the degree of social integration.

This chapter is devoted to a summary of the major findings and problems encountered in the study. Following that, some suggestions are offered for dealing with these problems.

5.2 Principal Findings

The principal findings can be considered under the following headings.

Projects

The overall dominance of roads in the Zaria community development programmes is^a clear indication of the importance the communities attached to communication routes. Feeder roads have high economic relevance for the people's economic activities because they are directly related to the marketability of their agricultural produce. This particular finding therefore suggests a strong need for the Kaduna state government and its agencies to give top priority to rural roads in the allocation of public resources for the development of the rural sector. It is hoped that this finding will serve as a crucial pointer to policy makers and rural developers in the planning and implementation of rural development programmes.

There was evidence of unhealthy rivalry between villages that resulted in neighbouring villages planning to undertake construction of the same type of facility even if one of such facilities can serve both villages. It has been observed that it is unwise for two villages that are two to three kilometres apart to undertake the construction of maternity and dispensary respectively instead of coming together to construct a maternity and a dispensary complex in one place to serve the two villages. Perhaps the desire to be self-sufficient is due to lack of transport between villages.

Since the rural communities do not have resources comparable to those of government, they have tended to select projects that will meet the true needs of the people at the time that this is most required. Except in the case of a few (e.g. UPE primary schools at Rimin-Tsiwa and Rigassa at the cost of N100,000, respectively, construction of a bridge at Rigachikun - N70,000, Juma'a Mosque at Labon - N70,000, and road improvement at Igabi - N25,000) most of their projects have therefore been small and medium; these are easy to manage and implement.

Self-help community projects have also proved to be convenient channels through which both domestic and external resources can be mobilized for community based projects.

Community development activities are still regarded by certain communities as occasional events to solve one single problem in isolation without necessarily thinking of its continuous nature in the form of project maintenance. For example, the building of dispensaries at Bina and Wuseno which hardly function due to lack of dispensary attendants and drugs.

Despite the obvious small number of projects that received grants from either local or state governments, increase in financial assistance from government could constitute a major resource for community projects and enhance project execution of this nature.

Leadership

There was a favourable local commitment towards the village Development committees as to their role in the development programme of the local community. On the whole, there was a general satisfaction with the existing institutional arrangements (both at the village and district level) for the active involvement of the local people in the rural development process.

Local Resources

The major contributions which the communities had made towards the development of their local community was through contributions in cash and in kind and through communal labour (gayya). These contributions had been

made mainly to ensure the rapid development of their environment

The communities within and between districts operate independently and expended the scarce resources on similar projects. This was very glaring in their roads and culverts constructions, that is, duplication of efforts and waste of resources that could have been used for alternative projects. This was due to lack of priorities coordination between them and government.

Community Participation

Self-help projects have created awareness among the various communities. They have proved to be channels through which the people increase their awareness about their relative deprivation and the need to tackle their problems through their own efforts. An overwhelming proportion of the respondents expressed the view that local people's participation was a crucial factor in rural development process.

Popular participation in community development requires changes in rural institutions in order to bring about social transformation. A social relation which emphasizes cooperation between groups and cuts across classes possesses a tremendous potential for mobilizing the rural people for full participation. Social clubs or associations were identified as

mediators between the individual and the larger society. They tend to be the single most important factor in the rural mobilization process.

5.3 Problems Identified

Perhaps, the most important limitation to rural development efforts in the Zaria LGA is the absence of skilled manpower. The rural population is generally unlettered, unskilled and ill-motivated (Idakwo, 1982). Theoretically, a community should be able to carry out self-help improvement activities with or without outside encouragement or stimulation. However, it is found that most traditional rural communities are limited in their abilities to carry out self-help activities. Some of these limitations are sociological (lack of new ideas and methods), some technical and some economic. Within this kind of atmosphere in most rural communities, a number of problems had been identified in the study area as follow:

Except for the initial financial contributions, most of the completed projects have greater percentage of their problems connected with finance, equipments and materials. Others include technical know-how for running, managing and maintaining the projects when completed.

Since self-help groups are by and large voluntary organizations, the resources for employing qualified project planning and management staff are limited. The projects are usually poorly prepared and the managers are either illiterates or poorly trained. Because of this, most often government assistance is sought for project design and supervision. This is often the chance for government to get involved in their activities to the detriment of the local people's autonomy and independence.

It is no easy matter to maintain interest and enthusiasm for projects that take some months or years to complete. This was a common occurrence with aided community projects due to ~~bureaucratic~~ process of granting aids. This has resulted in abandonment of a few projects in the area.

Poor communities in general are not sufficiently organized and lack the confidence to articulate their plight or represent their problem to the relevant authorities. Their problems remain with them and become disadvantaged since the Kaduna state policy of community 40%; Local Government 20%; and state government 40%, does not favour poor communities in the area.

Another problem is lack of proper machinery set up for the maintenance of the projects that have been executed. This is, liable to be dismissed as a function of good initial control and planning: if the health centre had been "properly planned" then there would have been adequate staff and drugs to operate it (Chambers, 1974). The group that built a school might ignore the need for teachers' houses, the need for a water supply and so on. But perhaps it is right that these needs are not always clearly perceived in the early stages. Projects that suffer seriously from this lack of maintenance are roads and culverts. This has resulted in continuous investment on road and culvert projects.

In the course of seeking approval for aided community projects, local proposals are sometimes revised, but usually the villagers are not told why these changes are made. There have often been unnecessary delays: the request is sent upwards and sometimes lost forever in a bureaucratic maze of the civil service; or returned after many months with requests for additional information; or accepted, but only after a long enough time has passed for local enthusiasm to have waned. The general consensus of the rural communities is that the bureaucracy surrounding the approval and release of grants has led to delay and serious bottlenecks to development projects.

There is also the problem of lack of a system of recording and retaining information at the local level especially in very remote areas of the Zaria local government area. Shortage of community development assistants was said to have been responsible for this. The development committees need some data for planning but they are lacking. The outcome has been unsystematic development with resources being expended without a reference back on previous experiences.

5.4 Recommendations

These recommendations fall into two parts:

(a) specific to study area, and (b) General on rural development.

From the foregoing account of the problems of self-help community projects, it is quite evident that these problems are inherent in regional development planning. Joining the development efforts of government with the improvement activities of thousands of small rural communities is a major challenge. The challenge cannot be met without imaginative vision, careful planning, endurance and hardwork on the part of rural communities and government. The following measures are being offered to tackle the problems specific to the study area.

Rural communities can solve the problem of finance which usually occur after completion of projects by way of generating more revenue. For instance, the local communities as entities can embark on industrial and commercial activities.

On problem of project planning and management, communities should always endeavour to solicit for help from indigenes or "sons of the soil" who are qualified professionals in relevant fields. They will help and it is more economic to do so. Therefore, only qualified and committed people should be allowed to man projects.

Self-help projects are most likely to be successful when the gestation period is short. This minimum-period requirement should be maintained. This will enable interest and enthusiasm to be maintained. The project must be simply designed. To support the notion of simple design Robert Chambers (1968) lists the following characteristics for projects designed to help the poorest: they should be small, administrative - intensive rather than capital-intensive, and highly dispersed.

Some of the delays in dealing with bids for resources from government can be overcome by the government staff concerned coming together and carrying out a programming exercise for the process of allocating funds and other resources to projects. This has a beneficial effects of forcing the fixing of dates of meetings with local

representatives to decide and agree who is going to do what, when or how. It will be a demonstration of the need for decisions to be speeded up and taken lower down the hierarchy.

Too much assistance can kill the spirit of self-reliance; too little may mean that a project is never undertaken or if undertaken never completed. Since several often conflicting factors and criteria govern the levels of assistance, simple prescriptions of say 40-20-40 percentages are liable to be misleading. Instead, matching grants should be disbursed in an equitable manner. The state government concerned could categorize projects according to districts and allot the amount of grants for each category of projects, that is, equal rate of grants to districts, using official number of districts per local government area as a determining factor. This recommendation is based on the fact that land area and population are given uppermost consideration in the demarcation of districts vis-a-vis local government areas in Nigeria.

There should be periodic grassroots meetings and seminars to discuss various programmes with the rural dwellers themselves. It is in these meetings and discussions that government could encourage the rural dwellers to air their views and thereby involving them more meaningfully in rural development programmes.

Without making promises government should clearly indicate to the rural dwellers the short term, medium term and long term easily identifiable socio-economic benefits of programmes. Such benefits should flow as a result of the people's own efforts and contribution that should give them that pride and satisfaction of having achieved an objective.

Finally, the Kaduna state government should increase the intakes of the social Development Training centre located in Zaria. This will go a long way to help produce the much needed community development workers that are currently inadequate.

5.4.1 Recommendations (General on Rural Development)

The present trend is that many villages and communities now carry out community development activities. Such activities could be of much greater significance if due cognisance is taken of the people's efforts and if such efforts are fused with government development plan proposals. I would therefore recommend that:

1. A policy which specifies and regulates what types of activities will and will not be supported by government should be enforced. In this regards, projects need to be categorized into two main areas:

classrooms, dispensaries, culverts, drainages, wells, market stalls, mosques, churches, road maintenance, naming of streets, building of toilets etc.

While the concurrent initiative list falls within the jurisdiction of joint efforts of the people and government. These are projects that, by necessity, should be provided by the local or state governments but which rural communities may volunteer to provide or lend helping hand. These projects require substantial aids and support from both the local and state governments. Because of the possible tripartite nature of financing, the projects should be medium and large-scale projects such as hospital, construction of roads (tarred), bridges, dams, schools, electricity supply, pipe borne water supply etc. Whereas project initiators of this second category may be the rural communities (the people) the actual implementation of such projects should await a satisfactory arrangements of their design, financing and supervision. This is a very important aspect of the planning strategy being recommended here, because in Nigeria it is a common observation among self-help groups that the project initiators regard initiation as their function and anticipate that in due course government will be either willing or forced to assume responsibility for completion and/or operation.

2. Under the above arrangement the establishment of Area Development offices is recommended. These are to be sited in all district headquarters and to be manned by committed and qualified staff. The staff are to be local government employees who should act as technical advisers on self-help projects. In addition, they are to coordinate and monitor development efforts of the people and that of government.

Figure 5.1 (next page) is the structure of a proposed local level planning organization informed by the foregoing consideration. The village development committees and the local government development committee will still perform the same functions as they are now doing in the existing institutional arrangements explained in chapter three. While the Agency for Rural Development will coordinate all community development planning activities of the state and federal authorities such as Directorate for Food, Road and Rural Infrastructure (DFFRI), Directorate for Social Mobilization (MAMSER) and of the budgetary provisions for various community development activities. In addition, the agency is to assist the works departments of the local governments where technical implementing capacity involving water engineers and technicians, heavy road-making machinery, skilled staff etc are required.

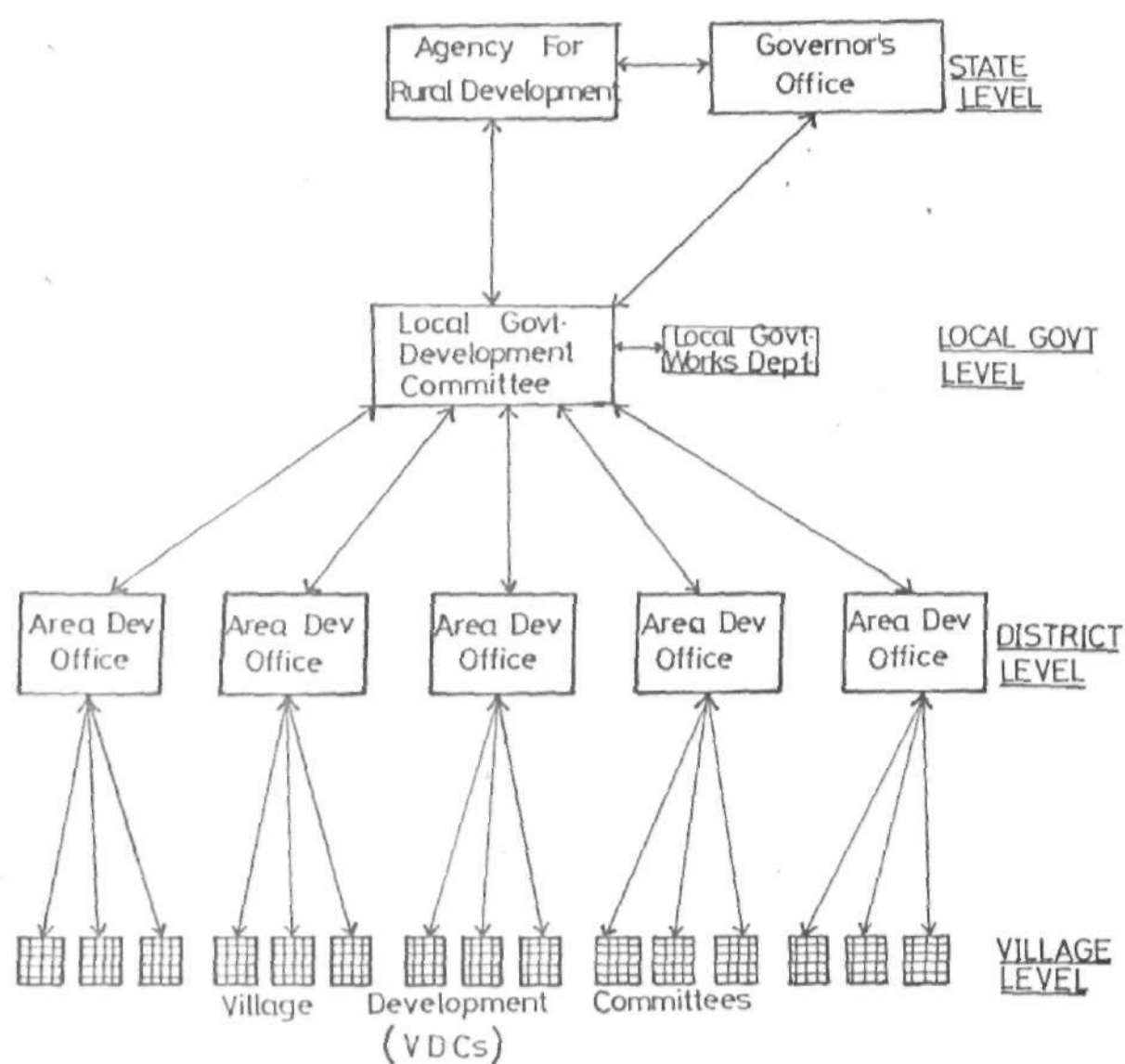


FIG-5.1: PROPOSED ORGANISATION STRUCTURE FOR LOCAL LEVEL RURAL DEVELOPMENT OF A TYPICAL LOCAL GOVERNMENT AREA

The highlight of the above proposal is at the district level that has been designated "development planning area or unit". The Area Development offices will replace and take over the functions of the District Development committees in addition to its role in the new set-up. It must be emphasized that in carrying out the above planning functions in the new dispensation, there must be continuous cross channelling and inter-change of views and ideas among all the identified planning bodies.

It is pertinent to elaborate on the functions of the area development offices which include:

- (1) They are to coordinate and monitor development efforts of the people and that of government.
- (2) They are to serve as a link between government and the people and will enable the people to articulate opinions on the roles and performance of government in rural development.
- (3) They are to ensure that the basic needs of the citizens are met. The local governments in their turn, would be seen as the first level of government that can undertake comprehensive economic planning and the emphasis is in its development planning.

(4) The area development offices are to be self-accounting. The prime objective is to ensure proper disbursement and utilization of state and local government grants to self-help projects.

(5) They are to cater for technical drawings for community projects as well as offer advices on technical problems that may face the communities in their development activities.

It is the responsibility of the local government concerned to give firm guidelines to the area development offices on the identification and appraisal of their projects. Each area office should be guided by its local government regarding the application of materials, labour, and finance in the implementation of its community development projects. The guidelines should cover the keys areas of funding the community projects, as this is material to the successful execution of such projects. These functions require on the part of every local government additional efforts and programme which should serve as a guide towards the realisation of the objectives of the new dispensation.

Why, one might ask, is the writer placing so much emphasis on planning at the district level as shown in the numerous functions assigned to the Area Development office which will operate at this level?

The relevance of the district as an appropriate level for grassroots planning is based on the following reasons.

a. The districts are distinguished by a certain community of interests.

b. The districts are sufficiently small in terms of area and population to enable intimate contact and understanding between the planners, those responsible for implementation of the plan and the people.

c. The districts provide observation platform in close proximity of the beneficiary group of governments efforts and thus will help government to

- (i) understand more clearly the felt needs of the people and factors inhibiting the uplift of the weaker communities;
- (ii) ascertain the districts specific physical and human resource potential
- (iii) identify constraints inhibiting socio-economic and technological growth; and
- (iv) expand the area of people's participation in the preparation and implementation of plans

d. The district is the most enduring geopolitical unit in northern Nigeria. Whole districts may be aligned and realigned with one local government or the other over time, but individual districts are never

split among local government areas (Ariyo, 1983).
The principal objectives of this proposal therefore include:

To develop an organization that can reach the people in their development efforts with those of government;

To energize the communities by developing their human resources such as community organization and leadership and mobilizing their efforts in development programmes;

To render services to and provide facilities for the people in a manner that every individual will have an unrestrained access to the services so rendered and the facilities so provided; and

To integrate the communities into the development programmes of the state and local governments so that their participation at the local level may have some impact on the progress of the state vis-a-vis the nation.

The objectives hereby outlined inevitably makes it mandatory or compulsory for the Area Development offices to be granted and assigned executive responsibility in the local government system. The intention here is to boldly adopt a new concept which will respect and recognise the primary role of the people in development.

It is also pertinent to note that the above proposals, in an attempt to carry development to the grassroots is in line with the 1976 Local Government Reform which was aimed at:

- (a) Provision of appropriate services and development activities to the local people.
- (b) Democratic self-government close to the local people at local levels of the society and to encourage initiatives and leadership potential.
- (c) To mobilize human and natural resources through the involvement of members of the public in their local development.
- (d) To provide a two channel communication between local communities and government (Guidelines for Local Government Reform 1976 p. 1).

The recent abolition of local government ministries in the country is therefore a progressive step towards the realization of the proposal recommended above. This is because the action is geared towards granting the local governments autonomy in accordance with the Dasuki Panel's recommendation (Ibid, 1976, p. 1). The step was laudable because three things are obvious. One, it would reduce red tapism in local government administration to enhance development; two, it has

extricated the local governments from the bureaucracies that had hamstrung the performance of their constitutional duties; and third, the local governments could now receive funds directly from the federal government. The difference between the new dispensation as at 1 October, 1988 abolition of local government ministries and the pre- 1 October 1988 system whereby state ministries of local government were involved in various forms in the management of local matters, the guidelines for the new system aimed at building strength into the local government system.

Again, under the arrangement that the local governments are to get 10% of Federal Government Revenue, that is, from the Federation Account, and 10% of state internally generated revenue as amended by the government's views and comments of the Federal Military Government on the Findings and Recommendations of the committee on the Review of Local Government Administration in Nigeria 1985 p. 11, is quite adequate for local governments to undertake development projects in the rural areas. Federal government special allocation (if any) for rural development should also be channelled into local government accounts. This will enable all the 301 local government councils in the country have equal share of government contribution to rural development. Then, it will be the turn of the local government councils to effect meaningful changes

at the grassroots level by further harnessing additional local resources in order to utilize whatever amount that is given to it. Such a policy will surely bring into play equal opportunity even development, conscientious effort of rural communities and unnecessary politicking.

5.5 Conclusion

What I have tried to show in this study is that the actual process of planning must start at the community level. The success of any rural development programme depends to a large extent on what the people can do for themselves. This has been observed in the successful execution of self-help projects in the Zaria Local Government Area, where the effective participation of the beneficiaries of such projects was very strong. Community development involves hard work, sacrifice and discipline. Development is by its very nature an on-going process in which those concerned must feel adequately involved. As mentioned earlier on, this underscores the importance of dynamic two-way flow of information between the people and the government. To be successful, development packages should not come as an imposition from "up there" but should come as a direct consequence of the consultations and the specific needs of the rural dwellers who should accept it as having originated from them. The basic unit of organization through

which rural transformation should take place is the village. The overall aim is to build a self-reliant, self-sufficient, self-regulating and self-financing human communities.

Furthermore, for an institution like local government to effect any development, the spatial and structural organizations of the institution are very important. It is in the light of the above that local government administration has undergone many reorganizations in this country. For any grassroots administration that is far away from the day-to-day realities of the rural areas is unlikely to be properly equipped for the task of rural development. "Planning from below" strategy as elaborated above, possesses the basic ingredients for balanced development by virtue of its pervasive and widespread nature. Its advantages are enormous because it brings government closer to the people, and spread development uniformly.

5.6 Suggestion for Further Study

While there is no single global solution to the problems of rural areas because of different political, social, cultural and economic backgrounds, a strategy for rural development must aim to increase the efficiency of existing forms of activity and to introduce opportunities and instruments of development. It means efforts should be intensified to utilize rural

resources which often remain idle due to lack of a catalyzing agent (Prate et al, 1982). These resources comprise mostly of the entire rural population, the land and the degree of social integration. Land was identified as one of the main sources of wealth for the rural population in the study area. Yet traditional land tenure systems have hitherto prevented the ruralites from making satisfactory use of the land and hence impeded rural development. And it is not within the scope of this study to make a blanket recommendation regarding the best method of achieving land redistribution.

As a final note, therefore, research should be adequately integrated into area of land holdings. The problem should, in each case, be carefully analyzed, bearing in mind the fact that the method selected should be the one best suited to the accelerated implementation of rural development.

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APPENDIX 'A'

NAME OF VILLAGES

SOBA DISTRICT

- | | |
|--------------|--------------|
| 1. AWAI | 22. TABA |
| 2. BAGALDI | 23. T/LAFIYA |
| 3. BAKURA | 24. TURAWA |
| 4. DANWATA | 25. YAKASAI |
| 5. FAGACI | 26. YELWA |
| 6. GAMAGIRA | |
| 7. G/AWANKI | |
| 8. GIMBA | |
| 9. GURBABIYA | |
| 10. KINKIBA | |
| 11. KWASALLO | |
| 12. MADAZAI | |
| 13. MAGADA | |
| 14. MAIGANA | |
| 15. MARWA | |
| 16. MATARI | |
| 17. PANKASA | |
| 18. RAHAMA | |
| 19. RICIFA | |
| 20. SHARIFAI | |
| 21. SOBA | |

ZARIA/KEWAYE DISTRICT

1. ABA
2. DAKACE
3. DAMBO
4. D' ABBA
5. DOGARI
6. GYELLESU
7. KAKKEYI
8. K DUSTE
9. K/MARDANNI
10. KUFENA
11. KWABE
12. P/MADINA
13. TUKUR TUKUR
14. **Wacioiri**

GIWA DISTRICT

1. BIYE
2. D/WAJI
3. FATIKA
4. F/HAUYA
5. GANGARA
6. GIWA
7. G/GAU
8. GUGA

GIWA Contd.

9. IDASU
10. IYATAWA
11. KADAGE
12. KANKAYI
13. KAYA
14. KIDANDAN
15. KANDU
16. K/KARAU
17. KURINGA
18. MADARA
19. MAJE
20. M/DAWA
21. RUKA
22. R/YASHI
23. TSIRIBI
24. WALATA
25. YAKA WADA
26. YELWA

IGABI DISTRICT

1. AFAKA
2. ASHEHU
3. AUDI
4. BARGU

IGABI DISTRICT Contd.

5. B/YERO
6. D/MAI
7. DUNKI
8. FARAKWOI
9. GIRKU
10. GWADA
11. GWANDU
12. GWARAJI
13. IFIRA
14. IGABI
15. JAJI
16. KABAN
17. KERAWA
18. K/KADUNA
19. KWARO
20. LABAR
21. MAKERA
22. MANGI
23. PAIDA
24. PANSHANU
25. RIGACHIKUN
26. RIGASA
27. RIHOI

IGABI Contd.

- 28. RIKOKA
- 29. S.B. DAJI
- 30. T/MI
- 31. T/TSOHOWA
- 32. Z/AYA

SABON GARI DISTRICT

- | | |
|--------------|----------------|
| 1. BASAWA | 15. RANJI |
| 2. BOMO | 16. SAKADADI |
| 3. CHIKAJI | 17. SAMARU |
| 4. D/BAUCHI | 18. SHIKA |
| 5. DOGARAWA | 19. Sr. NUPAWA |
| 6. GWANDA | 20. TSUGUGI |
| 7. G.R.A. | 21. ZABI |
| 8. HANWA | |
| 9. HAUSAWA | |
| 10. JEMA'A | |
| 11. J/WAJE | |
| 12. KALANGA | |
| 13. MUCHIA | |
| 14. PALLADAN | |

REGISTERED YOUTH CLUBS

GIWA DISTRICT

1. ALBARKA SOCIAL YOUTH CLUB KARFE
2. ALHERI MATASA CLUB UNG/NA, MAMA KAYA
3. GANGARA PROGRESSIVE ASSOCIATION GIWA
4. GIWA PROGRESSIVE FARMERS YOUTH CLUB
5. INGANCI SOCIAL YOUTH CLUB - RIHOJI
6. KULLA ZUMUNCI MATASA CLUB
7. KWNGIYAR TAIMAKON KAI DA KAI MAHUTA - /U/LIMAM
SHIKA - GIWA.
8. MUSO FUNA SOCIAL YOUTH CLUB AGW/KASTINAWA
9. NAGARTA SOCIAL YOUTH CLUB GUYA GIWA
10. NASARA MATASA CLUB AUDI
11. NASARA MATASA CLUB SAURA NA YALI, KAYA
12. RAYA KARKARA ZUMUNTA SOCIAL YOUTH CLUB
13. RAYA KARKARA ZUMUNTA SOCIAL YOUTH CLUB -
U/MAI ALEWA - GIWA
14. SOGAYYA MATASA CLUB KAYA - GIWA
15. TARIAYA SOCIAL YOUTH CLUB-MADOBI
16. TAWAGAN BUNKASA GUNDIMAR GIWA
17. TANAKALTU INDALLAH
18. UMARU IDRIS SOCIAL YOUTH CLUB
19. WAZATTA SOCIAL YOUTH CLUB WAZATTA
20. ZUMUNTA SOCIAL YOUTH CLUB U/SHEHU GIWA

SABON GARI DISTRICT

1. ALHERI MATASA SOCIAL YOUTH CLUB HAYIN-BOGO
2. CHIKAJI SOCIAL YOUTH CLUB
3. CLUB 25% P.O. Box 327
4. CLUB IN TIMA HOSPITAL ROAD
5. GARIN ALI SOCIAL YOUTH CLUB
6. GASKIYA SOCIAL YOUTH CLUB KALLON-KURA - SAMARU
7. HASSADA GA MAI RABO TAKI KWANGILA
8. HIGGI COMMUNITY CLUB
9. HIMMA MATASA COMMUNITY DEVELOPMENT Y.C Gwanda
10. KUNGIYAR ALHERI MATASA CLUB GWANDA
11. KUNGIYAR DOGARO DA AI BOMO
12. KUNGIYAR MATASA NA JAGORAN JAMA'A LAGOS STREET
13. KUNGIYAR MATASA RESHEN MAHANTA
14. KUNGIYAR MASU SAYAR DA DOYA K
15. MANU NA JAGA YOUTH FARMER'S CLUB BOMO
16. MARTABA MATASA YOUTH CLUB (SOCIAL) SHIKA
17. NATASA COMMUNITY DEVELOPMENT CLUB - KWANGILA.
18. NASARA YOUTH SOCIAL CLUB SAMARU
19. NORTHERN TIGER YOUTH SOCIAL CLUB D/BAUCHI
20. RAHAMA SOCIAL YOUTH CLUB No. 77 LAGOS STREET
21. SAMARU DEVELOPMENT YOUTH CLUB SAMARU
22. SOCIAL DEVELOPMENT YOUTH CLUB
23. SODANGI SOCIAL YOUTH CLUB HAYIN-DOGO - SAMARU
24. TIGER SOCIAL CLUB
25. ZUMUNTA SOCIAL YOUTH CLUB

ZARIA/KEMAYE DISTRICT

1. BAJINFA HAUSA CULTURAL AND DRAMATIC SOCIAL CLUB
2. BARAKALLAHU K.M. K/DANMAGAJI
3. BARANZAN SOCIAL YOUTH CLUB
4. HAMDALA YOUTH (SOCIAL) CLUB MAJE ROAD T/WADA
5. HIMMA BATA GA RAGO KUNGIYAR HADA KAN - SAMARI
ANGUNAR GALADIMA - CITY.
6. HIMMA SOCIAL YOUTH CLUB DAKACE ROAD T/WADA
7. HIMMA SOCIAL YOUTH CLUB - KWABA
8. IKON ALLAH K. SOCIAL CLUB KWA KWARO
9. KAMADALA SOCIAL YOUTH CLUB T/WADA
10. KUNGIYAR CIYARDA ANGUWAR KAURA GABA
11. KUNGIYAR RAYA AL' ADUN HAUSA
12. MUSA HANNU AKUSHE DAYA YOUTH CLUB - CITY
13. NI'IMA SOCIAL YOUTH CLUB T/WADA
14. QUEEN AMINA HIMMA SOCIAL CLUB
15. QUEENS CLUB BOX 1458 T/JUKUN
16. RAHAMA SOCIAL CLUB JUSHI
17. SHUKURA SOCIAL YOUTH CLUB T/WADA
18. SUNSHINE SOCIAL CLUB U/MAGINA - CITY
19. TUDUN JUKUN YOUTH ASSOCIATION
20. UMARU ISA SOCIAL CLUB DAMBO
21. ZAMAN LAFIYA AMARU CLUB - CITY
22. ZARIA CITY YOUTH SOCIAL CLUB.

IGABI DISTRICT

1. ALBARKA SOCIAL CLUB SABON TASHA, KUSONO
2. ALFIJIR ZUMUNTA CLUB, RIGACHUKUN
3. ALHERI HADA KAI ZUMUNTA SOCIAL YOUTH CLUB
KURUNGU
4. ALHERI MATASA CLUB, FARIN RUWA YALWA
5. ALHERI MATASA CLUB, JABANGA, RIGACHUKUN
6. ALHERI ZUMUNTA CLUB, DANAKI
7. AMANA MATASA CLUB, SABON BIRNI
8. AMANA SOCIAL CLUB - AMANA
9. HASKE MATASA CLUB, BARKALLAHU
10. HASKE NASARA SOCIAL YOUTH CLUB FARAKWOI
11. IMANI MATASA CLUB, AFAKA
12. IMANI MATASA CLUB, KARGO
13. KUNGIYAR HADA KAN GBAGYI, RIGACHUKUN
14. KUNGIYAR HADA KAN MANOMAN D/WAI
15. KUNGIYAR HADA KAN MANOMAN KASAR IGABI
16. KUNGIYAR MATASA CLUB, MARABAN JOS
17. KUNGIYAR TAIMAKON KAI DA KAI YOUTH CLUB
18. KUNGIYAR TAIMAKON KAI DA TAMI
19. MASOYA SOCIAL CLUB, RIGASA
20. MATASA SOCIAL CLUB - JAJI
21. NASARA ZABI SONKA CLUB - JAJI
22. NASIHA SOCIAL CLUB MAKERA - RIGASA
23. NUPE ZUMUNTA SOCIAL CLUB - RIGASA

IGABI DISTRICT'CONTD.

24. RIGACHUKUN COMMUNITY DEV. ASSOCIATION
25. SAMARIN MANOMA CLUB SABON - BIRNIN DAWJI
26. YOUTH MATASA CLUB WUSONO
27. ZANGON AYA PROGRESSIVE YOUTH CLUB - AYA.

SOBA DISTRICT

1. AMANA YOUTH CLUB, GIMBA
2. AWAI YOUTH DEVELOPMENT ASSOCIATION, WAI
3. DA'A SOCIAL YOUTH CLUB - KWALLIYA - BAKURA
4. HIMMA CLUB FARIN KASA
5. HIMMA DRAMATIC CLUB, SOBA
6. GIDAUNIYA SOCIAL YOUTH CLUB, DANJABA
7. MURUDEN SOCIAL YOUTH CLUB
8. SAKWATAWA YOUTH SOCIAL CLUB, DANJABA
9. ZUMUNTA MATASA CLUB, SOBA
10. ZUMUNTA SOCIAL CLUB, TUDUN SAIBU

APPENDIX 'C'

COMPOSITION OF DEVELOPMENT COMMITTEES

A. VILLAGE DEVELOPMENT COMMITTEE (VDC)

Village Head	- Patron	
Respectable Headmaster	- Member	) Chairman is chosen by members
Religious Leaders (2)	- "	
Elders/Ward Heads/Hamlet heads(20)	- "	
Health Assistant	- "	
Education Officer	- "	)
Agric Extension Officer	- "	)
Clubs' Leaders	- "	)
CDA/Village Level Worker	- Secretary	)

B. DISTRICT DEVELOPMENT COMMITTEE (DDC)

District Head	- Patron	
Principal of a Secondary School	- Member	) Chairman is chosen by members
Religious Leaders (2)	- "	
Youth/Club Leaders (4)	- "	
Sarkin Noma	- "	
Sarkin Kasuwa	- "	)
Sarkin Pawa	- "	)
Education Officer	- "	)
D.P.O	- "	)
Agric Officer	- "	)

Health Inspector	-	Member)
Forestry Supervisor	-	")
Veterinary Inspector/Supervisor	"	)
All Chairmen of V.D.Cs	-	")
All Secretaries of V.D.Cs	-	")
CDA/ACDO/Village level worker		Secretary

C. LOCAL GOVERNMENT DEVELOPMENT COMMITTEE (LGDC)

His Royal Highness, The Emir of Zaria - Patron
Chairman, Zaria Local Government
Council - Chairman
All Supervisory Councillors - Member
Secretary to the Local Government
Council - "
Representative from the Emirate Council "
All Head of Local Government Dept - "
Area Social Welfare Officer - "
Principal of the Social Development
Training Centre, Zaria - "
Divisional Police Officer - "
Zonal Director of Education - "
Information Officer - "
Chairman Youth Council - "

3 Elders and 3 Businessmen	- member
Chairmen of the District	
Development Committees (5)	- "
Secretaries of the District	
Development Committees	= "
Principal Community Development	
Officer	-Secretary

APPLICATION FOR GRANTS TO COMMUNITY DEVELOPMENT
PROJECTS MINISTRY RESPONSIBLE FOR COMMUNITY
DEVELOPMENT, COMMUNITY DEVELOPMENT DIVISION,
NORTH-CENTRAL STATE.

(Four Copies to be Completed)

PART I

1. Name of Village/Town:
2. Project description of project:
3. Project work started/is starting:
4. Project work completed/is likely to be
completed:

PART II

- | | # | Kobo |
|--|---|------|
| 5. Estimated local contribution | | |
| (a) Money | | |
| (b) Material | | |
| Communal labour (No. of Men/Women
working days) | | |
| 6. District/Local Authority Contribution: .. | | |
| (a) Money: | | |
| (b) Materials: | | |
| (c) Labour (Types of artisans and
No. in bracket) | | |
| 7. Contributions by other Agencies | | |
| 8. Amount of grant now sought | | |
| 9. Estimated overall cost of project | # | |

10. Government Grant previously received on
this project:#

11. Purpose(s) for which Grant sought in
paragraph 8 above. (Specify type of
materials/labour, their quantity/cost).
.....
.....
.....
.....
.....

12. Estimate made by Title
(Name in Capital Letters)

I certify that the Estimated given are correct
and the design is in accordance with the
approved standard plan.

A. Engineer's Signature: Date.....

PART III

B. CERTIFICATE OF SENIOR LOCAL MINISTRY'S
REPRESENTATIVE ON PROJECTS INVOLVING/RELATED
TO HIS DEPARTMENT.

I certify that approval has been given on Date.....
by letter No: to.....Village/Town
to open and run or to replan..... in
Village/Town.

Signature of Ministry's Representative.....

Rank/Grade: Date:

Ministry:

(P.T.O)

COMMENTS OF THE AREA COMMUNITY
DEVELOPMENT COMMITTEE

The Project is not recommended/recommended and has
been incorporated in the Area Council Development Plan.
subject to following conditions:

.....
.....
.....
.....

Date:

Chairman
Area Community Development
Committee

D. LOCAL AUTHORITY'S UNDERTAKING

I certify that Local Authority has
agreed/is prepared to equip and staff.....and
(Name of Project)

Provision for staff and funds to meet the recurrent
costs has been made in the Approved Estimate and
that no

CAPITAL GRANT will be claimed in respect of the project.

Signature: Rank:

Local Authority: Date:

E. CERTIFICATE OF THE PROVINCIAL COMMUNITY
DEVELOPMENT OFFICER/INSPECTOR

I certify that the amount of grant sought is not more
than one-third of the Estimated cost of the project.

.....
Signature ADI/CDO Date

F. COMMENTS OF THE PROVINCIAL COMMUNITY
DEVELOPMENT ADVISORY COMMITTEE

The sum of ₦: Grant Approved/not Approved
subject to following conditions:

.....
.....

Secretary,
Provincial Community Development
Advisory Committee

Date:

.....

Chairman

Provincial Community Development
Advisory Committee

Date:

PROJECT HISTORY SHEET PART I

APPENDIX E

DISTRICT:..... YEAR:..... DESCRIPTION:.....
NAME OF PROJECT:..... LOCATION:.....
4. PROPOSED ESTIMATES
Total Estimate Community Contribution L.G.A. Authority Government
in # Contribution in # Contribution in # Remarks

5. PROGRESS OF PROPOSAL

Date proposal first made Date proposal passed by Date proposal passed by N.A. Date final sanctioned by
in village committee District Committee and other committee competent authority

6. REMARKS ON PROGRESS OF PROPOSAL

7. TARGET DATES FIXED

Commencement of work

Stage I (describe)

Stage II (describe)

Completion

Target Date

Actual Date

INSTRUCTIONS: (1) For detailed instruction please refer to SWCD Ministry letter No. CD/2/27/15 of 31/8/67.

(2) A project history sheet will be maintained for every C.D. project approved by the Village/District C.D. Advisory committee, one copy will be maintained by the District Council Office and another by the CDO/CDA

(3) Entries coording programs of work will be made on the first of every month.

[illegible]

42. Are these problems related to:

- (a) Shortage of qualified staff (
- (b) Lack of Equipments (
- (c) Lack of Patronage (
- (d) Shortage of Funds (
- (e) Government failure to take-over projects (

APPENDIX F

COMMUNITY DEVELOPMENT PROJECT 19...../.....

MONTHLY PROJECT PROGRESS SHEET

..... (GOVERNMENT AREA)..... MONTH)

Item	District	Name of Project	Location	% or No. Comp. L/month this month	Comments
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					
11					
12					
13					
14					
15					
16					
17					

Signed

Date..... 19.....

LOCAL GOVERNMENT 19...../.....

No.	NAME OF PROJECT	LOCATION	T.E.C.	'COMM.	'LOCAL GOVT.	'STATE GOVT TOTAL ALLOCATION	1st PAY- MENT	'BALANCE DUE	REMARK
			"	"	"	"	"	"	

APPENDIX 'H'

DEPARTMENT OF GEOGRAPHY
AHMADU BELLO UNIVERSITY
ZARIA

FORM SHP

QUESTIONNAIRE FOR SURVEY OF
SELF-HELP PROJECTS IN ZARIA
LOCAL GOVERNMENT OF KADUNA STATE

TO THE RESPONDENT: The purpose of this survey is to assess the role of self-help projects in community development and to record your opinions.

Thank you.

1. Name of Village:
2. Name of District:
3. Which of the following institutional arrangements exist in your village/community for local involvement in development projects?
 - (a) Council of Elders ()
 - (b) Village Development Committees ()
 - (c) Youth Associations ()
 - (d) Project Committee ()
 - (e) District Development Committee ()
4. Are the above arrangements adequate to mobilize the people for development projects
Yes () No ()
5. If No, what other arrangement would you suggest to be made to the people to get them more involved in self-help programmes?

6. What is the name of the Development Association in your village/community?
-

7. How are members of your Village/Community Development Association selected?

- (a) Election ()
(b) Appointment ()
(c) Traditional office holders ()
(d) Others (specify)
.....

8. Are decisions taken at your village development association meetings given the popular support needed?

Yes () No ()

9. How often do members meet?

- (a) Weekly ()
(b) Monthly ()
(c) Quarterly ()
(d) Only when there is a project to be executed ()
(e) Others (specify)
.....

10. Do you think rural people are given enough opportunity by the Government/State to initiate their own project?

Yes () No ()

11.

11. Who determines the felt needs/projects in your village/community:

- (a) Local Leaders ()
- (b) The people themselves through development associations ()
- (c) Local/State Governments ()
- (d) The people and their leaders/government ()

12. What do you consider to be the responsibilities of government to the people?

Yes/No

- (a) Provision of Hospital/Health Centre () ()
- (b) Provision of Electricity () ()
- (c) Provision of School () ()
- (d) Provision of well/well supply () ()
- (e) Provision of Roads/Bridges () ()
- (f) Others (specify)
.....

13. What do you think the people should do for themselves?

Yes / No

- (a) Provision of Culverts () ()
- (b) Provision of Markets stalls () ()
- (c) Provision of Health Centres () ()
- (d) Provision of Town Halls () ()
- (e) Provision of Adult Education Classroom () ()
- (f) Provision of Roads () ()
- (g) Others (specify)
.....

14. Which of the following local groups should be involved in rural development programmes?
- (a) All local people ()
 - (b) Local elites/opinion leaders/
representative of local group ()
 - (c) Traditional office holders/
elders/religious leaders ()
 - (d) Local youth groups/organizations ()
 - (e) Others (specify)
.....
15. In the execution of projects does your village/
community function:
- (a) Independently ()
 - (b) Always rely on government grant ()
 - (c) Sometimes rely on government grant ()
 - (d) Others (specify)
.....
16. Do you think that rural development programmes
should have government/state intervention?
- Yes () No ()
17. If Yes, should the intervention be
- (a) Total ()
 - (b) Partial (but more to Government/
State) ()
 - (c) Partial (but more to local people) ()
 - (d) Equitable (i.e. 50% to state, 50% to
local people) ()

18. At what stage do you think the government/state should intervene in local development programme?
- (a) Preplanning ()
 - (b) Planning ()
 - (c) Implementation ()
 - (d) Evaluation ()
 - (e) No Interference ()
19. Which of these projects would you prefer in your village/community?
- (a) Projects initiated by the people ()
 - (b) Projects initiated by government ()
 - (c) A combination of the two ()
20. Has the Government/State done anything for your village?
- Yes () No ()
21. If Yes, what are they?
- (a)
 - (b)
 - (c)
 - (d)
22. Has your village/community development association carried out any development project?
- Yes () No ()
23. If Yes, how was the location for the project chosen?
- (a) By Ballot ()
 - (b) Community leaders ()

- (c) Central to all potential users ()
- (d) Tradition Headquarters of the community ()
- (e) Others (specify)
-

24. Mention some of the projects that have been executed by the development association in your village/community:

<u>Projects</u>	<u>Location</u>
(a)	
(b)	
(c)	
(d)	

25. On the whole are you satisfied with the various government/state activities in your local community?

	Highly Satisfied	Not so Satisfied	Dissatisfied
(a) Tax Drive () ()	()	()	()
(b) General Administration ()	()	()	()
(c) Light (Electricity () ()	()	()	()
(d) Education () ()	()	()	()
(e) Health () ()	()	()	()
(f) Road Development () ()	()	()	()
(g) Water Supply () ()	()	()	()

26. What is the major source of funds for rural development projects in your village/community?

- (a) Levy ()
- (b) Community Taxes ()
- (c) Donations ()
- (d) Government Grants ()
- (e) Others (specify)
.....

27. Was it compulsory for every adult living in the area to contribute?

Yes () No ()

28. Did your village/community development association receive help from outside agencies?

Yes () No ()

29. If Yes, state type of help

<u>Source</u>	<u>Type</u>
(a)	
(b)	
(c)	

30. Would you be willing to pay a levy or donate for the purpose of developing your village?

Yes () No ()

31. If Yes, what form of donation?

- (a) Material donation ()
- (b) Financial contributions ()
- (c) Contributions in kind e.g. food, labour, etc ()

32. Has funds raised for development projects been satisfactorily spent?

Yes () No ()

33. If No, is it because of

(a) Corruption ()

(b) Embezzlement ()

(c) Misuse of Funds ()

(d) Others (specify)

.....

34. How do you get labour for the execution of most projects?

(a) Contract/Hire labour (Kwadago) ()

(b) Cooperative labour (Gaiya) ()

(c) Others (Specify)

.....

35. Has your village/community in conjunction with neighbouring villages/communities executed any rural development project in the past?

Yes () No ()

36. If Yes, Name such Projects

(a)

(b)

(c)

(d)

37. Do you think such joint efforts is a more prudent way of using available resources?

Yes () No ()

38. Has any project been launched and abandoned in your village/community?

Yes () No ()

39. If Yes, what was responsible for the abandonment?

- (a) Lack of Fund ()
- (b) Lack of enthusiasm on part of the people ()
- (c) Government Interference ()
- (d) Others (specify)

40. Name some completed projects that are being maintained by your village/community:

- (a)
- (b)
- (c)
- (d)

41. Do your village/community often experience any major problem of maintenance of existing projects?

<u>Project</u>	<u>Maintenance Problem</u>
(a)	
(b)	
(c)	
(d)	