# LOCAL GOVERNMENT AND COMMUNITY DEVELOPMENT: A COMPARATIVE STUDY OF OWAN EAST AND ETSAKO WEST LOCAL GOVERNMENT AREAS OF EDO STATE (1992 - 1997)

BY


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BEING A THESIS SUBMITTED TO POSTGRADUATE SCHOOL IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE AWARD OF THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION, MPA (LOCAL GOVERNMENT)


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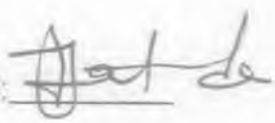

SEPTEMBER, 1999

# DECLARATION

I, Tunde Jatto, hereby declare that this thesis is a result of my personal research work, and has not been previously accepted and/or submitted for any research study.

Also, all information derived from other sources are fully acknowledged where necessary. And any error(s) in the script are entirely mine.

TUNDE JATTO

Signed: 

# DEDICATION

This work is mainly dedicated to God, who has been marvelously gracious to me. And to my late parents, who ought to be alive to see how gradually am building on the educational foundation they laid for me.

# CERTIFICATION

This thesis entitled "Local Government and Community Development: A Comparative Study of Owan East and Etsako West Local Government Areas of Edo State" by Tunde Jatto, meets the regulations governing the award of the degree of Master of Public Administration (Local Government) of the Ahmadu Bello University, and is approved for its contribution to knowledge and literary presentation.

CHAIRMAN, SUPERVISORY COMMITTEE — DATE 5-10-99

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DEAN, POSTGRADUATE SCHOOL — DATE 06/03/01

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# ACKNOWLEDGEMENT

First and foremost, I am most grateful to Almighty God for His continuous wonderful grace, mercies, guardianship and sustenance.

Second, I wish to express my profound gratitude to my supervisors, Dr. S.B. Oni and Mallam Bello Ohiani for their tremendous encouragement and guidance towards the successful completion of this work. In fact, I must say that Dr. Oni was not just a supervisor, but like an uncle, whose unquantifiable sincere desire for me was to get this work off my neck. I am really grateful for the interest he took in the work and my welfare. And for Mallam Ohiani, words are inadequate to express his invaluable relentless efforts, great patience and ever-ready attitude in diligently reading, correcting and offering of useful and concrete suggestions. Indeed, I appreciate all his efforts.

Also, I must express my sincere thanks to Professor F.C. Nze, the Postgraduate Coordinator, for his personal concern for my welfare, and all the moral and encouraging support I received from him.

I also wish to thank the rest of my lecturers - Professor H.I. Abubakar, Dr Omar Massoud and Dr. A. Odoh. The knowledge imparted in me through their lectures is a manifestation of the successful completion of this work. And to the rest members of staff in the Department, Mallam Usman, Mallam Abdulkareem, Mallam Jumare, Mallam Mohammed, Mr. Ado, Mr. Daniel, Mallam Yahaya and Mr Simon, I am very grateful for your advice in one way or the other.

Furthermore, I wish to express my deep appreciation to Professor Sheik Abdullahi, Professor Kofoworola Ezekiel, Professor Ikoiwak, Dr. (Mrs.) T.O. Gani-Ikilama, Mrs. T. Omojuwa, Dr. Kolawole Obaitan, Dr. A.A. Joshua, Dr. Dili, Mr. John

Ochu, Mr. Gbenga Ibileye, Mallam Mohammed Musa Kano, Chief Philip Edoreh and the Afegbuas. May God bless you all for the special interest you took in me, and the moral encouragement you gave me.

I will be leaving a big stone unturned if I don't thank my 'Big Aunty', Mrs. C.O. Olowodu, who has been like a mother to me in Zaria, and my cousins - Professor B.O. Elugbe, Dr. E.O. Izegaegbe, John Afedia, Mrs. Shola Ijabor, with the rest of my brothers and sisters - Bernard, Sunday, Ifuafe, Duduyemi and Bose. I thank you all for your support.

And to those close friends of mine, Kayode Kofoworola, Sunday Akagu, Jane Isunuoya, Kehinde Jinadu, Becky Ethe, Rose Oseghale, Sani Maidama, Ofure Eborieme, Mahmud Omo-Eboh, Dada B. Ogunwole, Monday-Ahonsi, Idris Suleiman, Pius Abang, Collins Choko, Felix O. Collins, Toyin Adisa, Remi Salawu, Yemi Alabi, Kolawole Pasternak, Favour Tobele, Julius Agbi, Jonah and Ruth. I quite appreciate all your encouragements.

I also owe a lot to Mr. Momodu O. Dauda (Account Asst), Mr. Mathias O. Ahonsi (CPO), Mr. Monday H.E. Oare, Mr. Omogbai (C.D.O), Mr. Dennis and Mr. Braimah (PH Unit) - all in Etsako West Local Government council, and also, Mr. I. Itebimen (Accountant), Mr. C. Ogwogho, Mr. Desmond Ajakaiye, Mr. Tony Omireh, Mr. O. Benjamin (C.D.O.) and Mr. Ilalokhoi - all in Owan East Local Government council, for their unflinching support and cooperation during the course of my data collection.

Finally, I must express my appreciation to Mr. Bala Achika, Secretary, Department of Civil Engineering, A.B.U. for his professional advice and meticulousness in typing this work.

TUNDE JATTO

# ABSTRACT

Studies have shown that a large number of Community Development programmes initiated and planned by government officials in most third world countries, like Nigeria, have failed to achieve their stated objectives. Prominent among the factors responsible for the situation are:

a) non-involvement of target communities in the initiation and planning of programmes and projects;

b) lack of people's commitment to the implementation, monitoring and evaluation of projects as a result of (a) above;

c) shortage of funds and gross mismanagement of the little available by government officials;

d) lack of sincerity on the part of policy makers to improve the living standard of people at grassroots level.

These factors or problems formed the bases of this thesis. This writer set out to investigate the extent to which any of these factors are responsible for the persistent failure of Community Development efforts to improve the living standard of people in Owan East and Etsako West Local Government Areas of Edo State. In carrying out the investigation, efforts were made to sample the opinion of respondents in some selected communities through administration of questionnaire and interview. The writer also extract information from secondary sources after reviewing relevant literature. Our understanding of the real forces at work in the places of study was enhanced by the theory of Participatory Democracy which we adopted as Theoretical Framework for this study.

Data presented and analysed helped us to test the two hypotheses that were proposed, and we arrived at the following findings, among which are:

First, there are shortage of adequate and skilled manpower in terms of educational qualifications and on-the-job training of employees in the two local government areas of our study which leaves much to be desired. For example, out of 262 total staff strength of Owan East Local Government, and 330 staff strength of Etsako West Local Government, 180 or 68.70% and 235 or 71.21%, respectively belong to the lower cadre, that is, level 01-06, majority of whom are labourers and artisans. In terms of training received on-the-job within the period of this study, only 25 or 9.54% and 31 or 9.39% of the total staff in Owan East and Etsako West Local Government Councils respectively have received on-the-job training.

Secondly, there is inadequate finance which have a devastating effect on the amount spent on actual physical development. For example, 69.74% of the total revenue of Owan East Local Government was spent on recurrent expenditure while only a paltry sum of 33.02% of the total revenue was used for capital expenditure. And in Etsako West Local Government Council, only 31.61% of the total revenue was spent on capital expenditure while 68.38% of the total revenue was spent on recurrent expenditure.

And thirdly, Owan East and Etsako West Local Government councils have done little to mobilise and/or involve the local people in the planning and implementation of projects that would enhance their desired development.

On the basis of our findings, some of the following recommendations were made. And they are:

i) Since manpower is one of the pillars upon which the performance of Local Government rests, more training centres should be established, and staff should be adequately trained and assured of good career prospects;

ii) Federal and State Government statutory allocations should be reviewed upwards in order to enhance the general output or performance of Local Governments; and

iii) The local people should be well-informed about government programmes, and also involved in the planning and implementation of development projects.

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# CHAPTER ONE

## INTRODUCTION

### 1.1 Background to the Study

The most fundamental problem confronting many developing countries of the Third World today, is the way and manner in which they can free themselves from the vicious circle of socio-economic and political underdevelopment. And so, one of the major pre-occupations of these developing countries, of which Nigeria is one, has been how to enhance the living conditions of their citizens. In this regard, many developmental strategies were evolved. Such strategies often vary from one country to another depending upon one's historical background, level of resource endowment, economic development, socio-political institutions, and administrative capability. The different strategies that were experimented with little or no success, include the growth maximization approach, massive importation of technical assistance personnel, integrated rural development, and attracting foreign investment.[1]

Thus, there was a disenchantment with those development strategies when it was later discovered that large sections of the national populations were virtually excluded from the benefits of growth. And in spite of the ethnological choices that were made in the promotion of growth, development merely tended to benefit only the urban sectors and others in the middle and upper income brackets, while ignoring, or rather, abandoning the wide-spread problems of the poor especially those located in the rural communities.[2] Indeed, this earlier idea of development resulted in a terrible and disastrous economic policies and programmes. And

consequently, there was economic and fiscal crises–growing external indebtedness, declining economic performance, heavy reliance on food and other aid, deteriorating economic and physical environment etc., which confronted most African nations in 1970s and early 1980s. This, in essence, led to a serious questioning of the role of the prevailing paradigms relating to the role of the State in economic, social and political management in developing African Countries.[3]

This, therefore, necessitated the search for new approaches in realization of the fact that effort in nation building through the provision of socio-economic and political services cannot only be the responsibility of government but also of the people. Moreover, the increasing realization among African Scholars and policy makers that local people are rational and possess the right capabilities to sustain an indigenous-based development strategy, is in sharp contrast to both the failed social, economic and political management strategies since independence in several African countries, and the earlier presumptions that the peasants were irrational and anti-progressive as it was observed by Richards 1985[4] and Ake 1987[5] It is for these reasons that many national governments and donor agencies have renewed their interests in the potential contributions of local institutions to the social, economic and political development of African countries. This has, however given way to an idea of development which highlights the important contributions that can be made by well organised local activity to complement the development efforts of the developing countries.[6]

And the kind of development strategy conceived here is that of community development which is rooted at the local level, and consisting of the involvement of people from all works of life, at all stages, in deciding and implementing policies that

have direct bearings on their daily lives.

The objective of such development is to improve the standard of living of all sections of the population. And this implies nothing less than the drastic reduction in the number of communities with little or no adequate basic needs such as health services, good roads, electricity, safe drinking water, and limited opportunities for formal and/or informal education. The improvement of the living standards of these communities is, therefore, the essence of community development. It is the most essential process through which the needs and priorities of people can be met, and thereby, motivating them into identifying themselves with the national development efforts.[7]

Thus, while community development is a necessary part of the general development process, and even more important in rural communities where substantial efforts are required to raise living standards, all levels of governments have their roles to play. And since there is a limit to what the central and the state governments can reasonably accomplish in this regard, then, local governments, by virtue of their closeness to the local communities, have a greater role to play in promoting community development.

## 1.2 Statement of the Research Problem

In Nigeria, in spite of the emphasis of local government in community development, there is still a general consensus of opinion from the highest official sources to the common man in the street that she is not developed. Many of her citizens are characterised by general poverty, diseases and general squalor. This is even moreso in the rural communities where more than 70% of her population

live. Many of these rural communities have no access to the basic necessities of life, such as: that great convenience and means of light--electricity. And as one says of electricity, so it could be said of health, of food and shelter, of educational facilities, of transport and communication. And so, with the sharply declining services and deteriorating infrastructures everywhere, the condition of life of the ordinary peasants and the poor generally in Nigeria is better imagined than experienced by anybody.

Thus, despite the numerous Local Government Reforms and Federal Government directives towards community development - oriented programmes, many of the local communities in Owan East and Etsako West Local Government Areas -- like in many other Local Governments in Edo State, and other States in Nigeria, are still wallowing helplessly in the problem of underdevelopment.

In Edo State, Owan East Local Government Area is particularly regarded as one of the most backward and neglected local government area. Apart from Afuze, the Local government headquarter, which could be regarded as a small town with the presence of the institute of Physical and Health Education, and a few Banking Institutions, all other parts of the area are grossly underdeveloped. They lacked most of the basic socio-economic infrastructures. They are infact in a state of developmental nightmare. There are very few motorable roads - which are unpassable during the raining seasons, no pipe borne water and electricity in almost all the areas. The people are predominantly farmers who still rely on the age - long farming tools to produce food crops for their immediate families and the sale of the little surplus in the few markets which comes up every five days, and a few cash crops like Cocoa and Kolanuts.

On the other hand, despite the electrification and provision of pipe borne water and/or communication systems in a few towns of Etsako West Local Government, the whole area, with the exception of Auchi and Uzairue towns, is still rural and relatively underdeveloped. They also lacked some of the basic socio-economic infrastructural needs. The people are mainly subsistence farmers. And the majority also depend on the use of hoes and cutlasses, and coupled with the drift of most of the young able-bodied and educated elites into the cities, there is a devastating effects on the production of food crops such as rice, cassava, yams etc, in spite of the rich agricultural land of the area.

However, the major obstacle to community development since Nigeria's independence in 1960, has been the great discrepancy between the declared goals of development and the actual results of implementation efforts. In most cases, bureaucratic attitudes towards community development is such that plans are drawn without actually involving the communities who are expected to participate in the implementation of such development projects. Even when the communities are involved, there are often delays when the governments and other agencies are to complement their own quota. And coupled with this, is the deliberate improper funding of projects, poor programme design, and the lack of continuity and dedication on the part of policy makers and policy implementors towards community development programmes. Thus, the impact of the programmes on the life of the people are characterized by abject poverty and neglect.

In our line of investigation, therefore, we shall be concerned with such pertinent questions as:

i) Why are local governments in our areas of study unable to sustain planned community development programmes and/or projects?

ii) Why is it that Local Governments do not promote local based solutions to development problems, that is, consciously tap the available know-how and experience of the communities concerned?

iii) And finally, to what extent do the local people participate in their own development?

It is all these that has given credence to this research study which is designed to help us in finding answers and possible solutions to the problems of community development in our areas of study.

## 1.3 Objectives of the Study

The main objectives of this research are: -

First, it will attempt to investigate the extent to which the Local Governments have been able to enhance community development activities in Owan East and Etsako West Local Government Areas, and what their strength and weaknesses are in this regard in order to identify the measures that could be taken by the Local Government Councils to promote, sustain and protect local efforts as effective participants in the development process;

Second, to find out the extent to which the communities in Owan East and Etsako West Local Government Areas have been involved in the process of transforming their areas so as to know how committed they are towards their own development, and what possible constraints or obstacles that militate against their

efforts;

Third, to assess the impact of other agencies or organisations in the community development of areas of our study for we to ascertain how development-oriented they are; and

Finally, it will suggest solutions to the problems of community development in the areas of our study based on the research findings.

## 1.4 Scope and Limitation of the Study

This study is meant to cover two Local Government Areas -- Owan East and Etsako West. These two Local Government Areas were created in 1991. Owan East and Etsako West Local Government Areas have (by projection from 1991 census) a population of approximately 90,927 and 126,112 people respectively as at the time of this study (1997). And the time period of the study is between 1992 and 1997.

he choice of the two Local Governments for this s dy is not in anyway determined by an objective random sampling of local governments in Nigeria. Rather, the selection is based on considerations of ease of data collection, limited resources such as time, money and availability of material to the researcher. Moreover, the selection of the two Local Government Areas is, to a large extent, limited to a good comparison in terms of the contributions of the Local Governments to Community development activities during the period under review.

## 1.5 Significance of the Study

The success of any development strategy is contingent upon the extent to which it has achieved its objectives. And since rapid community development is one of the most effective ways of achieving these objectives, and improving the living standards of the majority of the population, there is, therefore, enough justification for the attention being given to it through this study. Thus, given the fact that the rural communities constitute the majority of Nigeria's population, no amount of research on the state of development at the grassroots level that could be too much. It is only through these numerous research studies, conducted in different places within the country, that it would be possible to learn more about community development problems and possible ways to enhance the needed rapid socio-economic and political transformation of the local communities.

Thus, while this research study is not claiming to be investigating a subject matter that has never been covered by previous research efforts, it has made useful contribution to the knowledge of community development prospects and problems, particularly in Owan East and Etsako West Local Government Areas. Moreover, the analyses and explanations that emerge from the study are not only be comprehensive, they also have more qualitative value and implications for policy, programme and/or project considerations in our chosen areas of study. Besides, this study recommended some measures based upon the research findings which will certainly contribute to the effective mobilisation for community development in our areas of study.

It is, therefore, hoped that this study has generated a research agenda that is relevant to the current concerns in community development strategy that will act

as a bench mark for further investigation.

## 1.6 Hypotheses

The hypotheses to be tested in this study are that:

1) The extent to which socio-economic and infra-structural facilities could be provided in the local communities by local governments is dependent on the availability of adequate manpower and financial resources.
2) The performance of local governments would be meaningfully enhanced when the local communities are involved in the planning and implementation of projects.

## 1.7 Operational Definition of Concepts

The following concepts shall be operationally defined thus:

Community

There are many sociological definitions of community that tends to be structured by referring to it as a town meeting, a planned settlement, an entire city, a self-contained rural hamlet, a social system and so on.[8]

Nisbet gave an all embracing definition of community when he states that:

> a community goes far beyond mere local community. The word as we find it in much nineteenth and twentieth centuries though encompasses all forms of relationships which are characterized by a high degree of intimacy, emotional depth, moral commitment, social cohesion, and continuity in time, it draws its psychological strength from a level of motivation deeper than those of mere

> volition or interest and it achieves its fulfillment in a submergence of individual will. Community is a fusion of feelings and thoughts, of tradition and commitment, of membership and volition. It may be found in, or given symbolic expressions by locality, religion, nation, race, occupation, or crusade.[9]

Ekong shares Nisbet's views when he says:

> A community can be found in rural and urban areas; it may be large or small in size, territorially defined or diffused provided the basic spirit of interaction and identification is present among the elements.[10]

In this study, community shall be taken to mean a population living within established city limits where the people have some social and economic features in common which enable them to pursue common goals. Important characteristics of a community as defined here includes:

(a) Population which could be large or small;

(b) Geographical limits which could be large or small too;

(c) Common socio-economic problems or characteristics such as poverty or affluence, highly industrialized or agricultural, lack of infrastructures or availability of facilities, highly socialised or apathetic; and

(d) A feeling of oneness and sense of belonging which enables them to pursue common goals such as the development of the people and their physical environment.[11]

Performance

This shall be taken to mean the effective and efficient accomplishment or implementation of a given level of development projects, by Local Governments and other developmental agencies, within a specific period of time.

Strategy

This is usually more of a military concept, but literally, it is a designed plan to attain a purpose. In other words, it is a means to an end.

Felt Needs

The concept of Felt Needs implies that the goals and needs of local communities should not been externally determined or centrally planned. And felt needs simply means the basic needs of a community -- which includes those tangible and intangible things that are essential to the survival of the community.

Institution

Institutions are usually characterised as lasting or permanent social regulations. This shall be taken to mean an agency that helps in achieving the necessary transformation in the rural areas.

Process

Process shall be used to refer to a progression of changes that is planned by the participants to serve goals they progressively choose.

Underdevelopment

This refers to the loss of self-reliance and the inability of a society to control its own fortunes. We shall, however, take it to mean a state of societal well-being in terms of the satisfaction of their basic needs which, in relation to conditions elsewhere, is far from satisfactory.

Resources

This shall be taken to mean those community elements -- financial or non-financial, that can be brought to bear on community problems.

Sustained

This means the ability to keep up the strength, spirit or determination of maintaining and/or carrying out a function.

## 1.8 Research Methodology

The data for this study was obtained from two sources:

(a) Primary source: and

(b) Secondary Source.

### 1.8.1 Primary Source

The survey method was employed in generating primary data. The methods of generating the primary data include: the use of questionnaires, field observation and personal interviews of the local government officials on issues concerning local government performance in community development.

In terms of the questionnaires, the closed-ended questions were ~~be~~ mainly used to facilitate easy collation and processing of data. Moreover, the open-ended questions were included in the questionnaires so as to give the respondents an opportunity for free expression of their views. In addition, respondents were required to briefly `fill in' spaces that were provided in the questionnaires.

Two separate questionnaires were ~~be~~ designed to obtain information. One was for the Heads of Departments and senior staff members of each of the local governments. (See Appendix B). While the second one was designed to get information from the general public on a random sampling basis. (See Appendix A).

In terms of field observation, some socio-economic facilities in the geographical areas of our study were inspected.

Interview method was used to complement the attitudinal and judgmental data that was obtained through questionnaires. Basically, the data collected from the use of this method was based useful in determining the stated hypothesis. Thus, the choice of the interview respondents was based ~~be~~ on a `purposeful basis', rather than on a random sample basis. This means that the selection was only for those who had access to information that was relevant to our study. And this included the chairman, secretary, treasurer and all the departmental heads with some senior staff members of the local government councils.

### 1.8.2 Secondary Source

The data from this source was obtained mainly from official records, journals articles, textbooks, research reports, relevant unpublished materials, conferences and seminar papers that have relevance to this study.

Moreover, the above sources of information were complemented by the researcher's experience and knowledge of the areas under study. For instance, the researcher was born and bred in Owan East Local Government Area, schooled and spent most of his life there. And as for Etsako West Local Government Area, most of the researcher's holidays were spent there. This gave the researcher the singular advantage of validating some of the points raised by the respondents. The present work is therefore based on the syntheses of the various sources of information as well as that of the researcher's personal experience and knowledge of the areas.

1.8.3 Sampling Technique and Sample Size.

The random sampling technique was used. And to obtain the required sample size, one village was selected from each clan (district) in each of the two local governments Areas for the purpose of administering the questionnaires. (See tables 1.1 and 1.2 below).

Table 1.1: NUMBER OF HOUSEHOLDS ADMINISTERED QUESTION-NIARES TO IN VILLAGES AND DISTRICTS OF OWAN EAST LOCAL GOVERNMENT AREAS.

| S/NO | DISTRICT (CLAN) | VILLAGE | NO. OF HOUSEHOLDS | PERCENTAGE OF TOTAL SAMPLE |
|---|---|---|---|---|
| 1. | Emai | Afuze | 60 | 17.14 |
| 2. | Ivibimion | Arokho | 45 | 12.85 |
| 3. | Igue | Igue-Oke | 40 | 11.42 |
| 4. | Ihievbe | Ihievbe | 40 | 11.42 |
| 5. | Ivbi-Ada-Obi | Warrake | 35 | 10 |
| 6. | Uokha | Uokha | 40 | 11.42 |
| 7. | Otuo | Iyeu | 55 | 15.71 |
| 8. | Ikao | Ikao | 35 | 10 |
| TOTAL 8 | | 8 | 350 | 100 |

Source: Survey by the Researcher

Table 1.2: NUMBER OF HOUSEHOLDS ADMINISTERED QUESTION-NIARES TO IN VILLAGES AND DISTRICTS OF ETSAKO WEST LOCAL GOVERNMENT AREAS.

| S/NO | DISTRICT (CLAN) | VILLAGE | NO. OF HOUSEHOLDS | PERCENTAGE OF TOTAL SAMPLE |
|---|---|---|---|---|
| 1. | Awain | Idegun | 50 | 14.28 |
| 2. | Auchi | Auchi | 75 | 21.42 |
| 3. | Aviele | Agbede | 55 | 15.71 |
| 4. | Jagbe | Jagbe | 40 | 11.42 |
| 5 | South-Ibie | Iyakpe | 50 | 14.28 |
| 6. | Uzairue | Jattu | 85 | 22.85 |
| TOTAL | 6 | 6 | 350 | 100 |

Source: Survey by the Researcher

Tables 1.1 and 1.2 above shows the Distrcits and Villages where the questionnaires were administered.

1.8.4 Data Analysis

This involved the adoption of a statistical approach in analysing the data such as calculating of percentages and frequencies, and the presentation of such calculated figures in tabular forms. This technique was found useful in evaluating the questions that initiated the research.

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# CHAPTER TWO

## 2.0 LITERATURE REVIEW

### 2.1 Introduction

The main objective of this chapter is to provide a theoretical background under which local governments, and community Development in particular, is based. This will therefore entails an examination of the views, ideas and experiences of scholars, researchers and policy makers as expressed in their works which are relevant to our argument in this chapter, and in fact, for the whole study.

In this regard, we shall first discuss the concepts of development and that of Community Development. We shall then examine the conceptual considerations underlying local governments as a tier of government in both developed and developing countries. Also, a brief historical perspectives of local governments in Nigeria with a view to finding how development-oriented they ~~were~~ are will be examined. In this case, the objectives of the 1976 local government Reforms would be considered. Moreover, Community Development in relation to the planning process would be examined.

Furthermore, we shall examine the experiences of Community Development as a possible approach to socio-economic development in some developed and developing countries. And finally, we shall attempt to work out a theoretical base for the study.

## 2.2 Concept of Development

The term development is a word which has many definitions, and thereby meaning different things to different people, depending on their educational orientation and profession. This is why there are a lot of conceptual explorations in to the meaning and analysis of the term. So, while some people take it to mean change, others see it as advancement, improvement and progress.[1]

Breth, for instance, takes it to mean a change process characterised by increasing productivity, equalization in the distribution of the social product and the emergence of indigenous institutions whose relations with the outside world, and particularly with the developed centres of international economy, are characterized by equality rather than dependence and subordination.[2] And to Joseph Lapalombara, development is a self-sustained growth: a continuous process of growth is produced by forces within the system which is absorbed by the system. It is the ability to absorb varieties and changing types of political demands and organizations.[3]

Thus, in the views of Todaro, development is concerned with economic social and institutional mechanisms, both public and private, necessary for bringing about rapid and large scale improvements in the level of living for the masses of poverty-stricken, malnourished and illiterate peoples of the development world.[4] In the observations of Mabogunje, he identifies and discusses four cardinal dimensions to the process of development, namely, economic growth, modernization, distributive justice, and socio-economic transformation. His opinion is that within these dimensions, the economic planning of most developing countries change emphasis. According to him, at one stage, for instance, development has

been equated with growth or a rapid and substantial rise in the real output per head and attendant shifts in the technological, economic, and demographic characteristics of society.[5] Aboyade however, sees development as "essentially a continuous process of generating and more efficiently allocating resources for achieving greater socially-satisfying ends."[6] And in the opinion of Adedeji, development is a process by which man's overall personality is enhanced. And development for society means the development of the collective personality of society.[7] Also, Nerfin, writing in the 'Development Dialogue' stated that: "there is development where people and their communities - whatever the space and timespan - act as subjects and are not acted upon as objects, assert their autonomy, self-reliance and self- confidence, when they set and carry out projects".[8] And looking at the concept against the background of developing countries, Baster says it involves the changes in structure and capacity as well as output in low income of poor economies.[9]

Thus, the analysis given to the concept of development by Seers development as involving not only economic growth but also conditions in which people in a country have adequate food and jobs and the income inequality among them is greatly reduced. As he puts it:

> The question to ask about a country's development are three: What has been happening to poverty? What has been happening to unemployment? What has been happening to inequality? If all three of these have declined from high levels, then beyond doubt this has been a period of development for the country concerned. If one or two of these central problems have been growing more, especially if all three have, it would be strange to call the result development even if per

> capita income has soared. This applies of course to the future too in the sense that a plan which conveys no targets for reducing poverty, unemployment and inequality, can hardly be considered a development plan.[10]

The implication of Seers concept of development for community development is that the answers to the three crucial questions above would serve as a measure of the degree of effectiveness of community development programmes in a country.

However, for the purpose of this study, we shall define the development concept as a continuous process of fundamental improvements in the welfare and happiness of the people of a society in terms of their socio-economic, technological, cultural and political activities and infrastructures.

## 2.3 Concept of Community Development

The concept of Community Development has been used by many writers and in many ways, thereby conveying various meanings to different people depending on the circumstances and issues under treatment. Scholars have therefore, variously used "development of initiative", "cooperation", "self-help" and "active participation" as key words and criteria in defining the concept.[11] However, whichever way the concept has been defined, certain distinctive features seem to have re-occurred in the definitions and in the literature on the subject. Thus, before discussing the common features that run through the definitions, we shall attempt a few of the popular ones given by authors and practitioners of community development.

Murray Rose defined Community Development as "the utilization under one

single programme of approaches and techniques which rely upon local communities as unit of actions which attempt to combine outside assistance with organised local self-determination and effort, and which correspondingly seek to stimulate local initiative and leadership as the primary instrument of change".[12] And in the views of William Biddle, community development is basically a social process by which human beings can become more competent to live with and gain some control over local aspects of a frustrating and changing world.[13] As he stressed further, it is a group method for expediting personality growth, which can occur when geographic neighbours work together to serve their growing concept of the good of all, which involves cooperation study, group decisions, collective actions, and joint evaluation that leads to continuing action.[14]

Murray's and Biddle's definitions attempts to emphasise the importance of participation by the people of a community in improving their living conditions and physical environment.

Author Hillman, however, regard the term as a method of helping local communities to become aware of their needs, to assess their resources more realistically, to organise themselves and their needs, and in so doing, acquire the attitudes, experience and cooperative skills for repeating this process again and again on their own initiative.[15] Also, Mezirow, defined community development as "a planned and organized effort to assist individuals to acquire the attitudes, skills and concepts required for their democratic participation in the effective solution of a wide range of community improvement problems as possible in an order of priority determined by their increasing levels of competence".[16] In the same perspective, Baikie defined community development as "a process of working with people".[17]

And to Ogunlade, community development includes conscious acts of government at acceleration of economic, technological and social change as well as planned social change in the rural areas.[18]

As could be seen above, community development in the perception of Arthur, Mezirow, Baikie, and Ogunlade, is that it is a dynamic process which, when set in motion, supplies its own driving force so that people in the community through their own efforts are enabled to move steadily towards the goal of self-improvement.

Thus, the term community development, according to the International Cooperation Administration is:

> A process of social action in which the people of a community organise themselves for planning and action, define their common and individual needs and problems... execute these plans with a maximum of reliance upon community resources, and supplement these resources when necessary with services and materials from governmental and non-governmental agencies outside the community.[19]

This definition is, however, corroborated with that of the United Nations. According to the United Nations, the term Community Development has come into international usage to connote.

> The processes by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the nation, and to enable them to contribute fully to national progress.[20]

In the same vein, Community Development, according to one Nigerian government is:

> A process in rural transformation whereby the government in partnership with the people particularly in rural communities aim at bringing about socio-economic and cultural changes in the way of life of the people through their own initiative. This initiative is encouraged by the provision of financial grant, technical assistance and expert advice.[21]

The preceding three definitions above, are made up of two essential elements: the participation by the people themselves in efforts to improve their level of living with as much reliance as possible on their own initiative, and the provision of technical and other services in ways which encourages initiative, self help and mutual help and make these more effective.

For the purpose of this study, we define Community Development as:

> A process of social action that generates scope and initiatives which enable communities to identify their felt needs, and also participate realistically in the planning and execution of community projects, with a maximum reliance on their own resources, supplemented with any form of assistance from both governmental and non-governmental organisations, in order to improve their social, economic and political conditions.

The common features that run through these definitions are people's initiative to find solutions to their individual and common problems, and the reliance on their own resources as well as assistance from outside the community, if necessary.

On the whole, it is important to point out that community development is a group endeavour, and those who taken part in bringing it about feel proud and satisfied in the spirit of working together for the common good of the community.

At this juncture, it would also be necessary to look at the philosophical considerations of local governments having considered the concepts of 'Development" and "community Development".

## 2.4 Conceptual Considerations of Local Governments

The conceptual considerations of local governments in this study is not wholly anchored to a particular form of theory or theories concerning local government. This is because there is no general theory of what local government is. And this has been argued by some scholars such as Mackenzie quoted by Ola.[22] According to Mackenzie, "there is no normative general theory from which we can devise testable hypotheses about what it (local government) is". In support of this views, Whitaker Jnr. said: "no obstacle to analysis (and comparison) would arise where there are universally accepted functions and purposes of modern democratic local governments, but of course there are none..."[23] Nevertheless, since what comes to mind anytime the issue of local government is debated is often the essence of its existence, then an examination of the conceptual considerations underlying the local government system as a tier of government becomes necessary. And so, in developing these ideological considerations, we will begin by asking a fundamental question: What is the rationale for the existence of local governments? And/or why is it that all the governments and the administration of a state are not left to the central government? Put differently, how can we conceptualise the local government as a tier of government in terms of its functional responsibilities and performance roles?

The main justifications or reasons often advanced by many scholars on local government are premised on the fact that it is established in order to provide basic local amenities and services. And also, the assumed superior ability of the local people to understand and conduct their local affairs since they "are naturally apt to know their own locality very well and are more likely to understand its needs more than others who are far away, however, sympathetic they may be".[24] There is also the need for easy flow of ideas and information between the local people and the policy makers of the centre which necessitates the setting up of governmental unit close to the local people who are familiar with their own socio-economic problems. This means that if development efforts are to mean anything to the local people, so that they do not rise against the efforts of the central government, local institutions which they are familiar with must be utilised. In this sense, familiarity with local institutions (such as the local governments), means identification with the hopes and aspirations of the institutions. In the views of Henry Maddick, this leads to people's participation in their own development. As he argues, the power to consult, the power to work out the relevance of policies and the speed of their implementation is of fundamental importance to the local people who have to be brought into a new system of social relations and a new system of economic development.[25]

Moreover, there is the argument that local government can be an effective instrument through which local pressures and interests which may not necessarily coincide with the ideals of the central government being articulated. In this view, as Sharpe observed, local government can be "the seed bed of democracy in that it holds out against the depredation of majoritarian tyranny and provides a chance for local political pressures upon the central government...".[26] Furthermore, there

is the point that local government provide an avenue for political socialization. It does this by providing opportunities for social and political activities and participation.[27] And to some others, the Local Government could serve as a better device or means through which citizens can articulate their demands and through which political leaders can generate popular support in an attempt to initiate development from below.[28]

However, having enumerated some of the justifications as to why we need another level of government at the grassroots other than the central government, it is, therefore our contention that a local government is an agency that, not only provides economic and social services but also encourages the promotion of political activities at the local community level, and taking into account the interests of minorities and drawing them into a broader framework of national unity and polity. In this light, therefore, it would be necessary to recapitulate the main objectives of local governments as a tier of government in both developed and developing societies.

## 2.5 Objectives of Local Government as a Tier of Government in Developed and Developing Societies

The generally accepted main objectives of local government as a tier of government anywhere in the world are many and diverse. And so, the raison d'etre of local government, as enumerated by Egonwan, may be stated as follows:

a) There are many amenities and services which can be best provided on a local basis rather than on central basis especially where the

needs of the people are many and the resources of the central government are insufficient to cover all the requirements demanded. In such cases, local initiatives and efforts must be called upon to provide the money, material and manpower for services which are beyond the capacity of the central government.

b) The central government in most cases is remote from the local community and cannot be expected to know the individual wishes of the many communities carrying on their lives on all over the country. This problem is better solved by having local government.

c) Different towns and districts have different traditions and customs, and perhaps, different languages. The people are proud of their home towns and their fellow citizens who live there. These traditions and customs are better preserved, under local government.

d) Local government provides a healthy spirit of competition between units of population thereby making them jealous of each other's standard and eager to develop their own standard of living.

e) Local government provides a secure and peaceful background in which the individual members of the society may pursue their prosperity and happiness.

f) Local government provides services which members of society want and are prepared to pay for but as individual citizens, they could not buy or provide for themselves, e.g. roads, water supply.[29]



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Having enumerated the broad objectives of local governments, it would be necessary to give a brief historical perspectives of local government in Nigeria in order for we to know how development-oriented it has been.

## 2.6 A Brief Historical Perspective of Local Government in Nigeria

In Nigeria, local government is an organization established by statute.[30] Currently, it is the third tier in Nigeria's three levels of political organisation viz: national, state and local. According to Blau and Scott, "an organization is a social unit that has been established for the explicit purpose of achieving certain goals".[31]

Historically, local government in Nigeria has passed through many stages before the unified system. In many parts of Nigeria, local administration during the pre-colonial period, was performed by traditional chiefs and/or village councils before the colonial masters introduced their colonial system of administration. Thus, the major dominant influences on Nigeria local government to date has been the Native Administrative system which was based on the principles of indirect rule introduced by Lord Lugard in 1900, and the liberal democratic system which borrows heavily from the British experience and began in the Eastern Region in 1950, Western Region in 1952 and Northern Region in 1957.[32]

However, the indirect rule system of administration was first experimented in Northern Nigeria, by Lord Lugard, in 1900, and then to other parts of the country in 1916. The system simply imposed the new colonial administrative machinery on the pre-existing Nigerian social structures of governance. Although there was no institution called local government, before and even after the amalgamation of Northern and Southern Nigeria in 1914, what there used to be under the colonial

rule were Native Authorities - which represented a system of indirect rule that sought to establish a form of local administration through traditional authorities.[33] Thus, this institution varies from one region to another, but history has shown that the overall unifying principle was the indirect rule system - a system which in the views of Wraith, the early administrators adopted it both from choice and from necessity.[34] The duties of the native authorities, as Cowan noted, "were almost completely regulatory, not executive".[35] They were not required to provide any social welfare services under the law and they engaged only the staff essential for their rudimentary administrative purposes. And in the views of Olowu et al, the native authority system was used more for a mere system maintenance and the attendant exploitation rather than development and change. According to them, "one evidence of this was the scanty attention paid to the promotion of social and economic development in contrast to the strong emphasis given to the collection of taxes and the maintenance of law and order". [36] Also, A.E.C. Ogunna, observed the system as being despotic, unprogressive and one in which the educated Nigerians were not allowed to participate in the government of their fatherland.[37]

So, in response to the increasing criticism against the native authority system, the colonial government attempted to democratize local government as a basis for social and economic development, thus, shifting the emphasis of the system from being a law and order agency to a developmental one".[38] And right from that time, local government became primarily more of a "vehicle for local social and economic development".[39] This led to a government white paper titled "Statement of Policy on the Apportionment of duties Between the Government of Nigeria and the Native Authorities" which was published in 1947 and showed what

functions where appropriate for the Native Authorities.[40] And this new policy on local government was, however, succinctly foreshadowed in the dispatch of the Secretary of State for the Colonies - Mr. Creech Jones, to African Governors in 1947.

It was, therefore, as a result of this shift in policy, that important reforms were made in local government throughout Nigeria. And so, local governments were created in place of native authorities only after 1951 subsequent to the post-second war nationalists pressures which led to the drafting of the 1951 constitution. As a result of this, relative internal autonomy was conceeded to the regional governments - North, East and West, within the democratisation process. However, since the early 1950s, when the liberal reforms of Nigerian local government system began, rapid and significant changes in the political and administration of the native authorities occurred when Nigerians began to share political power with the colonial authorities at the regional level. After many years of colonial domination and exploitation, the new regional governments led by the Nigerians were in a haste to promote economic development, build social infrastructures and provide welfare services to their people. And local administration was perceived in this circumstances, as a vital instrument of the desired transformation.[41]

Thus, the liberal democratic reforms of local governments which began in the early 1950s did not last because of the excessive proliferation of councils - most of which were unviable, and also, the unworkability of the precepting system, corruption of the newly elected councillors, coupled with the weak revenue base of the councils and the array of regional government controls on the new local authorities.[42] And so, the ideals of the liberal democratic system of local

government, and the political leadership which were required to provide unity, direction and inspiration in local affairs were completely absent.[43] All regional governments, for instance, were using local governments as instruments for inducing political support. As Gboyega reported, the local government police was the most formidable weapon in this respect that was used to harrass political opponents through arbitrary arrests and detentions.[44]

However, as a result of the considerable disillusionment with party politics and party governments, the military violently terminated the first republic of independent Nigeria on the 15th of January 1966, through a coup d'etat . Consequently, all pretensions to the liberal democratic ideal were abandoned following the beginning of the hostilities which resulted in the civil war (1966-1970). The trend of local government in post independent Nigeria, therefore, was that of the military in power. And its aim was to foster administrative tidiness rather than political participation.

By and large, in spite of the military intervention in the political system of the country, there was obvious disparities in the provision of basic services rendered by local governments within states and between states depending on their capabilities. Moreover, there was an increasing overheads, on state governments' bureaucracies and a continued impoverishment of local governments. In consequence of this there was an increasing pressure on the federal government to remedy the situation. This therefore led to the setting up of the Public Service Review Commission in 1974 and its terms of reference was, among other things, the review of the local government system in the country. The aim of this was to enhance adequate development and optimum utilisation of manpower, and to



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increase efficiency and effectiveness of the public services in meeting the challenges of a development-oriented society.[45] Thus the recommendations of the commission had not been fully implemented when a new military regime assumed the administration of the country in July ~~19975~~ 1975. The federal and state governments, however, agreed on the setting up of guidelines for local government reform based on the recommendation of those that were appointed in November 1975, to advice on an appropriate local government system for Nigeria. Their recommendations were partly derived from the Public Service Review Commission's Report. And the result of this was the 1976 Federal republic of Nigeria Guidelines for Local Government.

## 2.7 Objectives of the 1976 Local Government Reforms

Over time, experience has shown that the quest for local government systems in different political systems in the world normally developed as a result of certain expectations arising from the general needs and yearnings of that society. And in a fast developing country like Nigeria, it is a well known fact that we are moving at a faster rate as a result of which it becomes necessary for the government to review the establishment of certain structures at the local levels for meeting the general demands of the local people for a successful and efficient administration of the country.

It is, therefore, in the realization of this that the 1976 local government reform which formed the basis of this renewed interest in the developmental potential of local governments, highlighted the importance and involvement of communities n the social, economic and political development of their areas. And so, the 1976

Reform had the following four basic objectives which were all community development oriented. These are:

a) To make appropriate services and development objectives responsive to local wishes and initiatives by devolving or delegating them to local bodies.

b) To facilitate the exercise of democratic self government close to the local levels of our society, and encourage initiative and leadership potential.

c) To mobilise human and material resources through the involvement of members of the public in their local development.

d) To provide a two-way channel of communication between local communities and government (both state and federal).[46]

However, the objective of the government in this respect was determined to stabilize and rationalise government at the local level, and so decided to recognise local government as the third tier of governmental activity in the nation[47]. The reform document clearly declared the intention of government to properly articulate the grassroots (through local government) to the overall process of development.

Accordingly, the guidelines defines local government as:

> Government at the local level exercised through representative councils established by law to exercise specific powers within defined areas. These powers should give the council substantial control over local affairs as well as the staff and institutional and financial powers to initiate and direct the provisions of services and to determine and implement projects so as to complement the activities of the State and Federal Governments in their areas, and to ensure, through devolution of functions to these councils and through the active participation of the people and their traditional institutions, that local initiative and response to local needs and conditions are maximised.[48]

Nevertheless, the federal government stipulated in the reform guidelines that "these reforms would mean nothing if they did not include the certainty that as from now, every stratum of Nigerian society would benefit from the continued prosperity of this country, through the availability of amenities, indeed necessities, such as electricity, health facilities and so on."[49]

It is, however, evident from our discussion in this section that, reforms in the area of local administration in Nigeria have not led to a development breakthrough. Such reforms in Nigeria, were, perhaps, except until recently, both by law and practice, obsessed with the principle of regulating the behaviour and activities and citizens, than with any conscious attempt to radically improve the economic base of the local communities. Consequently, after more than half a century's experience" in local administration, Nigeria's local communities remained largely underdeveloped".[50] It was hoped that the 1976 Local government reforms with their decentralized administrative structure, would be the beginning of a change for the better. But the reforms themselves have not achieved the much desired administrative break through as events in the Nigerian Administrative scene from the 1980s would show.

Thus, in spite of all these, the 1976 reforms have relatively stabilised the structure of local governments in Nigeria. There is hope that the third tier of government will gradually assume its primary position in community development.

However, it should be noted that no detailed attempts have been made to examine how the reformed administrative structures specifically touched the lives of the local people. Rather, our discussion so far on administrative reforms



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indicates how the problems of community development failed to be solved by the mere strengthening of administrative capabilities as against what would be expected from a total and effective participation of the people in the planning and implementation of community development programmes, in order to integrate them into the life of the nation, and thereby enabling them to contribute fully to national progress.

In this regard, therefore, there is a general agreement that a closer relationship between community development and the planning process would be of mutual interest and advantageous in the efforts of national development.[51]

## 2.8 Community Development in Relation to the Planning Process

Community development provides a practical method for planning and implementation which ensures that programmes are in keeping with the norms of the indigenous society and guarantees the involvement and participation of the people. Such planning is also likely to lead to a better balance between socio-economic and human resources development. But inspite of the wide acceptance of community development in Nigeria from time immemorial as the backbone for socio-economic growth in many communities and towns,[52] it would appear that national policy which addresses the issue of development has not been explicitly stated in the National development Plans. Although there has been fragments of policy statements which by any consideration do not add up to what could be regarded as National Policy.[53] This is because such policies have not been vigorously and vigorously pursued. And where they are, in the views of John Idode, there has been a great discrepancy between the declared goals of development and the actual results of implementation

efforts .[54] And so, while the various plans have been beautifully conceived on paper, according to H.A. Sani, they left much to be desired at their various implementation stages.[55] Hence community development has continued to lag behind in the process of national development.

In the light of this, therefore, this study argues that judging from the various development programmes that have been initiated by the various governments in Nigeria since independence, it is obvious that the various community development programmes have not been implemented to meet their stated objectives. This is because the implementation stage has often been taken for granted as it has always been assumed that once a policy has been properly formulated, the implementation will automatically follow. But it can be rightly argued that for the implementation of a community development programme to be a success, a host of complementary set of organisations and institutions with efficiently designed administrative procedures are necessary.

It is, therefore, important to note that community development plans do not accomplish themselves, they must be carried out. Although the planning may be done by a handful of people on behalf of others, the implementation must be carried out by all. The implementation process extends over a longer period of time than planning. It deals with realities of concepts, and requires practical application of knowledge by people.[56] And in any given situation, it might be possible to formulate several different development programmes, each of them rational and practical. With successful implementation, any of such programmes might make a significant contribution to the development of a community.

In the views of Walinsky, planning without execution is a meaningless and

frustrating exercise. And planning followed by faulty or chaotic execution can end in failure. In his conclusion, he maintained that implementation is central to planning without which there can be no development.[57] His work, particularly his conclusion, is considered very instructive to this research.

Indeed the experience of Nigeria since independence in planning for development, particularly in Local areas attests to the fact that actually more programmes have been designed while very little development has been achieved. This is because most of the programmes are not properly implemented, and besides, community development planning over the years has been to a great extent adhoc and defective.[58] As F.C. Nze remarked, the results of adhoc and defective planning were perennial programme and projects failures, and inability on the part of the government to mobilise and carry local communities along with it, on the road to rural transformation.[59]

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In similar vein, several other Nigerian authors have commented on the failure of past community development programmes in Nigeria. L.M. Olayiwola noted that in Nigeria, many policies and programmes ranging from the farm settlement scheme, the River Basin Development Scheme, Irrigation schemes, programmes and policy of crop pricing, have all failed, largely because the local communities who should benefit from the programmes gained little from them.[60] E.E. Ekong gave the reason that many past community development programmes failed because they were generally planned without consultation with the people. They were also based on borrowed ideas which were not adequately tested, modified and adapted to the Nigerian situation.[61] S. Famoriyo also observed that efforts made towards community development by successive Nigerian governments had been at worst



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more of propaganda and at best of adhoc, than concise systematic measures to promote community development.[62] And approached from the perspective of the elite theory, E.A. Ikoiwak, attributed the failure of development programmes in Nigeria to the fact that policy and development programmes reflected the values and preferences of the governing and administrative elites. He therefore, opined that as long as the preferences of the masses are only of concern to the political and administrative elites, without the masses participating in the dialogue of the rulers and the ruled, so long would there be inequality in development in different parts of Nigeria, in standards of living among thee people, and in thee distribution of incomes among the people and regions.[63]

In emphasizing t he inability of successive governments in Nigeria to properly implement programmes for development, Nkom pointed out that the problem of lack of implementation of community development programme is largely due to the inadequacy in the content and direction of government policy in Nigeria, and the fact that the contents of public policy in this country are not necessarily determined by the collective will of the majority. As he stressed further the failure of most government's development programmes to improve the living standards of the masses has been attributed to lack of executive capacity to implement an otherwise sound and egalitarian development policy. And poor understanding of the class structure of the society and class position of those involved in the policy making contributes also to the failure of government programmes to achieve what they are set to achieve.[64]

In Yaidow's comment on plan and implementation in developing countries with regard to community development, he said that in most cases, the end of the



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plan period means nothing to the masses who live in the local communities and have not seen any improvement in their living conditions, plan expectations fell far short of actual performance to improve the quality of life of the masses of the people. And that the empirical fundamental reasons for the failure include over ambition, irrelevance of the plans(projects) to the critical needs of the masses and inappropriate and administrative/ institutional system to cope with such needs.[65]

Most plans have failed to indicate precisely what is to be done, and this has tended to reaffirm the belief that the problems of plan formulation are separable from those of implementation. The tendency to separate plan formulation from implementation has been excavated by planners' pre-occupation with economic factors to the exclusion of organisational, administrative and political factors. Waterston, therefore, gave reasons for lag in implementation as dispersal of resources, lack of discipline, inadequate preparatory work on projects, lack of engineering supervision and administration, and procedural delays.[66]

The work of Yaidow and Waterston, attributes the lack of implementation of plans to administrative and procedural delays together with a host of other reasons. From the many reasons for failure in implementation, it becomes apparently clear that implementing a plan is a painfully slow, halting and uncertain business and as a result most plans and project suffer from serious inefficiency in implementation.[67] These variables as earlier noted by Yaidow and Waterston, have gone a long way to affecting community development policies in Nigeria.

Thus, this study would take into consideration by examining the predominant associational principles between the community and those governing the operations of the local government.

In Adewumi's contribution to the role of local government to community development, he observed that the major obstacle to community development in Nigeria since independence is the gap between well articulated policy statements and their implementation. Coupled to this is the lack of continuity, consistency and commitment t programme implementation by succeeding governments. As he further stressed this, no government seem prepared to examine the programme of its predecessor with a view to improving upon it, instead, the tendency is for a government to jettison on-going policy because it has a brighter idea of its own, on how to transform the local communities. The results has been sloganeering campaigns, all of which have ended up making the local dwellers poorer.

He, however, went further to provide possible solution to the above variables. To him, there is a need for the establishment of stable democratic system of government whose leadership is genuinely committed to local development. Then, there should be a clearly stated roles of the various levels of government and perhaps the extent of involvement of communities in the variety of development programmes.[68]

Shut, in examining community development through institution building, assessed local governments in the light of strategies adopted by governmental and non-governmental institutions. He asserted that the role of institutions in community development is limited to the extent that the local people themselves are not involved in taking fundamental decisions in respect of their well being. That rather than imposing development from above, a frontal approach, which is starting from the grassroots be adopted.[69]

And in this regard, Odoh was of the opinion that, since democracy involve

participation in decision-making, within a particular institution or community,before decisions are arrived at, people must therefore be seen to be given fair participation and take decisions which affect their lives.[70]

In the observation of R. Darke and R. walker, they expressed the opinion that the local government should be more responsive to public opinions, and greater direct decision-making responsibility should be given to the public. The local government should be able to give a chance to an 'open government, and consequently, the local communities need to take control of some aspects of local services.[71]

As Spiro and Liyon noted, this is expected to improve the quality of planning in order to make programmes responsive to the desires and preferences of local citizens to reduce alienation, enhance the power of the low classes and improve communication between government and the people.[72]

And in the views of Uma Lele, it is necessary to allow greater scope for social choice and for local participation in the planning and implementation of services such as community centres, drinking water, supply of health clinics, promotion of small-scale processing and servicing women's extension programmes etc.[73]

Massoud therefore remarked that, this is important since the possibility of the executive at the local level of governance in exercising their responsibility to the fullest without fear or favour, depends on the support they get from the local community.[74]

In general, there appears to be a consensus on the importance of this principle of community participation as a method of accelerating development from the grassroots. Considering criteria for development from below Mbithi identified



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local participation and stated that such "participation" includes involvement in planning and implementation stages and went further to say that such involvement "maximises the possibility that the plan accounts for local constraints that it will be accepted by a wide majority of persons and that it takes into account the complexity of the local situation."[75]

Writing on the concept of target system participation, Akinbode asserts that participation implies more than simple interaction, in this case, between council officials and the beneficiaries of their programmes. It must involve working with local people and their leaders in examining courses of action on the basis of the prevailing social situation and structure.[76]

And in stressing the importance of local participation, Pesson stated that:

i) Participation will speed up the process of social change among people;

ii) the involvement of local people will result in better decision compared with those determined by the professionals alone, people if provided with the facts can make the most intelligent decisions, and

iii) participation in programme planning is a useful learning experience and provides much of the motivating forces necessary in carrying out such programmes.[77]

Furthermore, the significance of involving people at the grassroots in development programming was also emphasised by Brunner. In his survey of literature, he concludes "there is practically unanimous agreement in all studies that maximum involvement of potential and actual constituents in programme building produces the best results".[78] Also Bruce puts the reasons for involving people as

ethical functional, administrative, manipulative, educational, primitive and protective.[79]

Thus, for the local citizens to be able to contribute significantly to the overall national development process, Ikoiwak was of the opinion that the Nigerian local citizens have to be 'liberated' from the dehumanizing consequences of underdevelopment. To him, the way to get them 'liberated' and enhance the required local transformation is to guarantee the local citizens' participation in policy and agenda setting for community development. The local citizens need to be given the opportunity to state what they want and how they want it.[80]

And in the views of Gboyega, citizen participation helps to define community needs and priorities much more accurately than public administrators can. As he stressed further, citizens may be extremely poor materially, but their lack never extends to inability to determine their own needs.[81]

Thus in spite of these well articulated rationale for local participation, Gold Blatt was of the view that local citizens cannot directly improve the situation substantially in its physical aspects, as such involvement may not receive higher official support and hence has little or no influence on larger official decisions.[82] In a similar vein, Peterson says in very strong terms that what people wants should not be the main determinants of a programme. He likened such process to a doctor asking his patients to prescribe medicine for themselves.[83] Although, Cohen also contends that citizen participation is a nuisance, and it's frustrating, he concludes by saying that we cannot dispense with it.[84]

However, we strongly believe that the above counter points are not strong enough to defeat the main thrust of the arguments for local level involvement which

includes ensuring psychological commitment and satisfaction as well as serving as a learning experience.

Nevertheless, in a way of summary, J.F. Jones based all these views on three major assumptions that:

i) Citizen participation is a democratic right;

ii) social justice is most likely to be attained when all citizens can effectively voice their interest; and

ii) informed citizens must be involved in the governance of bureaucracies in order to keep institutions responsible to changing societal needs.[85]

In all, citizens' participation, according to Oni, are aimed at the promotion of the collective efforts of citizens to better their communities and the provision of opportunities for them to be involved in various aspects of government decision of planning processes.[86] The participatory approach therefore needs to be adopted to enhance this much desired development. It is a package of concerted actions which should be taken simultaneously in an integrated manner to break the vicious circle of poverty in the local communities. It is not an ad-hoc, piecemeal approach but rather a permanent, long-term plan, which requires mass mobilization of resources, human, material and a national sense of commitment to total transformation of the local communities in a revolutionary manner. As D. Olatubosun observed, 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 local communities. This encourages the local populace to contribute more to the national progress. However, he stressed that for community

development to succeed, it requires expertise from other agencies responsible for health, education, agriculture, rural electrification, cooperatives, home economics, transport, water supply, rural credit and road construction.[87] All should be planned and implemented simultaneously in an integrated manner. It should be noted that, for mass mobilisation of human and material resource to succeed, there must be power sharing between the government and the people at the grassroots. The people at the grassroots should be encouraged to play an active role in the conception, formulation and implementation of those plans which touch directly on their lives and means of livelihood. It is only through power sharing that the creative energies and potentials of the rural masses could be released. It is power sharing that gives them the pride and self esteem that comes from knowing that they, and nobody else, are the architects of their personal and communal commitment to programme implementation.[88]

So far, it is to be emphasised in this review that for the desired development to be achieved, there must be political stability, continuity and consistency of government policies, and above all, the political will, to initiate and pursue mass mobilization and community development oriented policies. Such policies need to be backed by efficient, effective and patriotic administrative machinery to attain rapid development at the grassroots level.[89] In this regard, scholars are in agreement that there must be people's participation in their local government and in their own development.

On the whole, a number of studies that look explicitly at the problems of community development have been reviewed. This study therefore utilizes the various studies particularly those that help to provide the basis for more

comprehensive understanding of the problem of community development, and that this enabled us draw our strategies as to the viability of using local government as instrument for community development.

## 2.9 Community Development As An Approach To Socio-economic Development

The strategy of community development has both an ideological and instrumental dimensions. The former relates to ideas concerning preferred societal organisations and relations. In other words, it entails the development of a perspective and 'we' consciousness in a people that their destiny and survival lie in their determined and sustained efforts rather than on the efforts and directions of other people who have transformed their environment for their own well-being. The latter is concerned with the means of achieving the former, that is, to shake off inertia in a people in order to enhance their mobilization and direct their productive forces in improving their living conditions. Thus, in real life, both dimensions are closely inter-related. But our emphasis here will be on the instrumental aspect of strategy - that is, on the means and processes of transforming local communities so as to ensure greater effectiveness in the interaction between a given society and its environment. And this will involve a conceptional basis for a swift and comprehensive strategy of change in the local communities of underdeveloped countries and to show that something similar characterized the transition of developed countries to their present status.[90]

This strategy of community development is valuable because community development efforts of many developing countries of the world, including Nigeria, has for decades of years, now only recorded very little positive results. In view of

this, therefore, it would be interesting and beneficial to examine the community development strategies of some countries or societies which have a viable record of some considerable positive results as far as socio-economic development is concerned. And this would provide a basis for evaluating the historical experiences of other societies in the process of development. Our intention here is not to argue that the situation in different countries and/or societies are similar or replicable, of the path of development of the present day underdeveloped countries must follow that of the developed. Rather, it is an attempt to get at the essence of the transformation achieved in the various societies and to show how the crossing of this critical threshold laid the foundation for their subsequent growth and development.

### 2.9.1 The Chinese Experience

The socio-economic transformation and the rural communities in China is carried out within the context of the administrative structure popularly known as "People's Communes". A Chinese commune is a composite unit of local government that encompasses the whole range of economic, social, administrative and political functions for the rural community.[91] Its essential purpose is to organise and mobilize thee rural population to develop their land and other resources in order to meet their essential needs on the principle of self reliance while at the same time reducing social inequalities and creating a rural community based on justice and equality.

Generally, the commune provides leadership, guidance and assistance for agricultural and rural development through production planning, provision of

essential inputs, diversification of the rural economy, and provision of certain social services. Thus, the system of commune, while allowing smaller self contained groups to plan, manage and share agricultural production through production teams, and thus retaining some element of material incentives, provides for two supplementary levels of collectivization and leadership at which large projects can be undertaken, supplementary resources can be generated, and certain essential services provided for the benefit of members of the commune.[92]

Within the overall political framework and national policy on the use of national resources of the pattern of rural institutions, the communes enjoy a very wide measure of autonomy. The commune and its constituents units are free to decide the best use of land, water and human resources, and how to distribute, save or invest their income. The commune is also well linked with the central authorities, through centrally determined national targets and quotas. However, the targets or quotas are essentially guidelines with a great deal of flexibility.

The system has been working effectively in China. China's success in utilizing the surplus labour force available in the rural areas was greatly facilitated by its policy of collectivization. The system helps to convert the rural surplus labour into producers surplus.

Another significant factor in practice in the success of the system is its role in planning. the system of commune provides a very effective mechanism of local planning in accordance with the simple philosophy: "From the bottom up and from the top down". The primary merit of the Chinese system of planning is its emphasis on maximum exploitation of local resources for meeting local needs.[93]

In all, the system of peoples communes has accomplished all the essential

requirements of rural development in China. It has enhanced agricultural productivity, generated rural surplus for the diversification of the rural economy, absorbed the additional labour force, promoted appropriate technology, provided essential social services and rural infrastructure, as well as integrated activities of the commune with the national targets, priorities and policies through carefully devised linkages with higher political and administrative levels. It has also promoted equitable distribution of income and wealth. In essence, the commune represents not only a synthesis between social and technical transformation of rural society, but the main institutional tool through which the transition from agricultural to development towards the objectives of a modernized country-side, has been achieved.[94]

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2.9.2 The Tanzanian Experience

The focus and ideology of Tanzania's development centres around the country's two policies of Socialism (Ujaama) and Self-reliance (Villagisation). Ever since the adoption of the "Arusha Declaration" in 1967, Tanzania's political leadership has stressed the two fold concept that development is useful only if it entails the development of people", and that "people cannot be developed, they can only develop themselves". Thus, according to the view of the country's political leadership, the people should be seen as both the purpose and the agent of all development efforts".[95] People's participation in the formulation and implementation of social, economic and political decisions at both the local and national levels is an integral part of the ideology which has guided subsequent administrative and political reforms.

The designation of Tanzania's programme of administrative reform in 1972 was to strengthen the on-going Ujaama programme in which widely dispersed rural population was concentrated in communal production and settlement units and given responsibilities for planning and carrying out programmes for self-reliant development. This programme of administrative decentralization absorbed local officials into the national ministries.

In the reformed system, there were three levels of administrators namely, the central administrators, regional management team, and district management team. Local development directors were recruited and trained by the central government while powers of district and village development committees were expanded. As part of the reorganization, there was a massive reassignment of government personnel from the centre to the rural areas. the planning process was redesigned so that the majority of project proposals would be initiated from village and district levels, by those persons who would be responsible for their implementation.

Following this administrative reform, there was a renewed commitment to villagization. The Ujaama villages were a means of organizing the people into settled concentrations. The rationale for this scheme was four fold:

i) Better use of available resources to increase production as producers take advantage of economies of scale in production, purchasing, marketing mechanization and the provision of required social and economic infrastructure;

ii) More efficient use of labour in the rural sector through division of labour and specialization, increased dissemination of agricultural and non-agricultural skills, and increased work

discipline;

iii) Introduction of socialist made of production to check development of class formation, as well as tendencies towards human exploitation and excessive differentiation in wealth, income and power; and

iv) Broadly based peasant participation in making and implementing decisions that affect their daily lives hence evolving toward a genuine democracy.[96]

The emphasis of the Tanzanian government was on agricultural and rural development. Thus, several years after the commencement of the Ujaama and villigisation experiment, it was generally recognised that the relative importance of communal farming varied from one village, district and region to another. Apart from communal farming belonging to all members, it was discovered that there were in most villages special communal farms which were cultivated and managed by district groups, such as women organisations and youth groups. Also observed, was that communal labour was extended to a variety of communal tasks such as construction of classrooms, health centres, warehouses, road maintenance and the provision of security services for the villagers.

However, with regards to production, the overall impression was that of low yields and productivity. And with regards to living standards, and income distribution, the overall impression in the villages was that of extremely low incomes and low standard of living. But despite these low average incomes, the manifestations of extreme poverty such as encountered in most developing countries were relatively rare. Nevertheless, it was observed that the basic

framework for the functioning of participatory democracy already existed in most villages. And so, the village assembly and the village council provided a sufficient basis for universal participation in decision-making.[97]

2.9.3 The Igboland Experience

With the establishment of colonial administration in Nigeria, the Igbo were quick to realise that certain parts of the country which had an early contact with Western European civilization were more developed than Igboland. The Igbo elements who were resident in the urban centres throughout the country also appreciated the fact that the urban areas were much more developed than the Igbo villages. And so, to ensure that the gap was quickly bridged, the Igbo embarked on an extensive programme of community development. The instrument employed by the Igbo Communities was development or welfare unionism. Each community organised its own development or welfare union embracing both the home-based elements, that is, the farmers in the village and those who have migrated from the village to reside in the urban area - "ndiaburodu". Each development union was organised in branches which federated to form the central organisation. And the central organisation which became an integrative force in the community exercised immense powers which made it possible for it to realise huge sums of money for its development programmes.[98]

Considering education as the most important development force, the Igbo communities embarked on an intensive educational drive by building educational infrastructures such as primary and secondary schools, and providing most of the schools with furniture, water supply and electricity.

Furthermore in order to modernise the village communities, the development unions strove to ensure that the communities were provided with such amenities as good health institutions, pipe-borne water, town halls or civic centres. socio-economic facilities such as electricity, motorable roads, modern markets, motor parks and postal services were also provided. Thus the provision of all these facilities were in collaboration with allied organisations such as women associations, parents-teachers' associations, age grades, social clubs, cooperative societies and christian organisations. However, in places where land was available, agricultural projects such as cassava, rubber and palm plantations were embarked upon by the communities.[99]

Moreover, fast-growing mini-urban centres had developed in almost every community in Igboland, due to the socio-economic and the purely economic facilities that had been provided, particularly around the market squares where most of the facilities were concentrated. The provision of good water supply and electricity had attracted small-scale industries to such centres. Commercial transportation also had increased and businessmen in the urban centres had established the branch branches of their business in some of the centres developing in the villages. Moreso, commercial banks had found it profitable to establish branches at the most promising centres. The overall effect of all this is that most of the rural population could now find employment in the villages either as self employed or as employees of those with business establishment there. And this have made the population now tends to move away from the overcrowded and highly polluted old established towns back to the villages where employment could be found in the small but fast growing industries and commercial ventures developing in the villages.[100]

It is, however, important to note that the government in its role had given technical assistance, advice, and funds in aid to the communities development efforts. It had also helped by training the local leaders who supervise the implementation of some of the development projects and had encouraged its agencies, the local government authorities, to take over the management of some of the completed projects. Moreover, government had been instrumental to the organisation of cooperative societies which helped to promote economic development in parts of Igboland.[101]

In all, therefore, we can infer from the above discussion that China, Tanzania and the Igbo communities in Eastern Nigeria, made use of either the local government, community development efforts and/or voluntary organisations to enhance local development largely to a degree which is yet to be adopted in our local governments of study. The experience therefore, of China, Tanzania and the Igbo communities in this new development philosophy and strategy, need to be carefully examined, and their useful aspects adopted in our local government areas of study and other local government areas in Nigeria.

## 2.10 Theoretical Framework

Our theoretical base for this study is the 'Participatory Theory of Democracy'. The word 'participation' consists mainly in creating opportunities under suitable conditions for people to influence decisions affecting them.[102] And in the participatory theory, it refers to (equal) participation in the making of decisions.[103]

The proponents of the theory - J.J. Rousseau, John Staurt Mill and G.D.H. Cole,[104] contended that individuals or societies and their institutions cannot be



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considered in isolation from one another. And that the existence of representative institutions at national level is not sufficient for democracy. Rather, they asserted that it was only by participation at the local level and in local associations that individuals or societies could learn democracy, and be better psychologically equipped to undertake further participation in the future on matters affecting them - socially, economically and politically.

Basically, the concept of democracy is central to this school of thought, which to them, is a way of life that demands that one another's point of view and one another's interest be it social, economic, political or cultural, be mutually appreciated. Thus, the justification for a democratic system in the participatory theory rests primarily on the human results that accrue from the participatory process. Hence we might characterise the participatory theory as one where maximum input (participation) is required and where output which includes not just policies (decisions) but also the development of the social and political capacities of each individual or society, so that there is 'feed back' from output to input.

Thus, in illustrating the applicability of the participatory theory, one of the adherents of the theory - Cole, put forward several versions of what a participatory society might look like. But the most theoretically pluralist is to be found in his "Guild Socialism Restated" which was organised, vertically and horizontally, from the grassroots upward and was participatory at all levels and in all its aspects.[105]

The vertical structure was to be economic in nature - for on good functionalist principles, the political and economic functions in society were to be separated. On the economic side, production and consumption were also differentiated. What are usually thought of as 'guilds' were actually to be the unit of organisation on the



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production side. In the economic sphere, Cole also proposed the setting up of consumer cooperatives, utility councils (for provision of gas, etc.,), civil guilds to take care of health, education, etc., and cultural councils to express the civil point of view, and any other adhoc bodies that might prove necessary in a particular area. The workshop was to be the basic 'building block' of the guild, and similarly, the grassroots of each council etc., was to be small enough to allow the maximum participation by everyone. Each guild would elect representatives to the high stages of the vertical structure, to local and regional guilds and councils, and at the highest level, to the industrial guild congress (or its equivalent).[106]

The purpose of the horizontal (political) structure was to give expression to 'the community spirit of the whole society'. Each town or country area would have its own commune where the basic unit would be the ward, again to allow maximum individual participation, and representatives would be elected from the guilds, etc., and any other local bodies to the commune on a ward basis. The next horizontal layer was to be composed of regional communes, bringing together both town and country and the regional guilds, and at the apex would be found the National commune which would, Cole thought, be a purely coordinating body neither functionally, historically nor structurally continuous with the existing state.[107]

However, the precise merits or demerits of this particular blueprint do not concern us here, as Cole himself said, "the principles behind guild socialism are far more important than the actual forms of organisation which guild socialists have thought out,[108] and it is with these principles, the principles underlying the theory of participatory democracy, and the question of their empirical relevance at the present time, that we are concerned.

And so, to attain the primary objective of this theory, namely, promoting popular participation and involvement in the development process, little will be accomplished without the minimal assistance from existing institutions - both governmental and non-governmental, in order to meet changing conditions and the creation of new ones to provide a permanent structure within which popular participation can be sustained. In this regard, the theory recognises that there should be a mechanism somewhere in the government structure to help communities in the development process of making the best use of government services and facilities, by mobilizing their group efforts in terms of planning, implementation, acquisition of manpower and funding in order to contribute understandable to development programmes.

To a large extent, considering the relevance of this theoretical framework to our study, we shall therefore focus on grassroots mobilization and citizen participation that are aimed at the promotion of the collective efforts of citizens to better their communities and the provision of opportunities for them to be involved in various aspects of government planning and/or implementation processes. And so, it is expected that all these would in the long run encourage people to become more self reliant in social and economic activities, and be more participative in the community transformation of their areas.

In all, the framework would help us in the analysis and interpretation of our data obtained in relation to all the variables stated in our hypotheses.

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# CHAPTER THREE

## 3.0 HISTORICAL AND SOCIO-ECONOMIC PERSPECTIVES OF OWAN EAST AND ETSAKO WEST LOCAL GOVERNMENT AREAS

### 3.1 Introduction

In this chapter, we are going to examine the two local government areas - with respect to their geographical situations, the people's origin and their political, cultural and economic profiles.

### 3.2 Geographical Situation of the Areas: Climate and Vegetation

The social and economic life of the people of Owan East and Etsako West Local Government Areas, in a way, depends on the climate and vegetation of the areas, and so, the consideration of the geographical situation of the areas is important since the people's contributions to community development are closely influenced by it.

Owan East Local Government Area has a generally humid climate, with a hot wet rainy season and a cold dry condition during the dry season - especially in the months of December and January, due to the influence of the hamattan wind from the north. The rainy season usually starts around the middle of March and ends early November - a period of about eight months. The heaviest rainful is often recorded between June and early August. There is a short period of drought between August and September. And the dry season starts around November to early March - a period of about four months. Thus, the Northern part of the Local government usually experiences heavier rainfall than the remaining parts of the

local government area because of its nearness to Ekiti state. And this is why it has a high rain-forest type of vegetation. This, however, has considerable effect on thee type of agricultural activities carried out in these areas. Although the remaining parts of the local government area are mainly grassland of the savannah type, there are thick forest fringes along the river banks and surrounding villages. This also has a direct influence on the type of agricultural activities carried out in the area.

Etsako West Local Government Area has a similar climatic condition like that of Owan East Local Government Area in many respects. But Etsako West Local Government area has a slightly shorter rainy season than Owan East Local Government Area. The rainy season usually starts around the end of March and lasts till around thee middle of October - a period of about seven months. The dry season starts around thee middle of October and lasts till the end of March - a period of about five and half months.

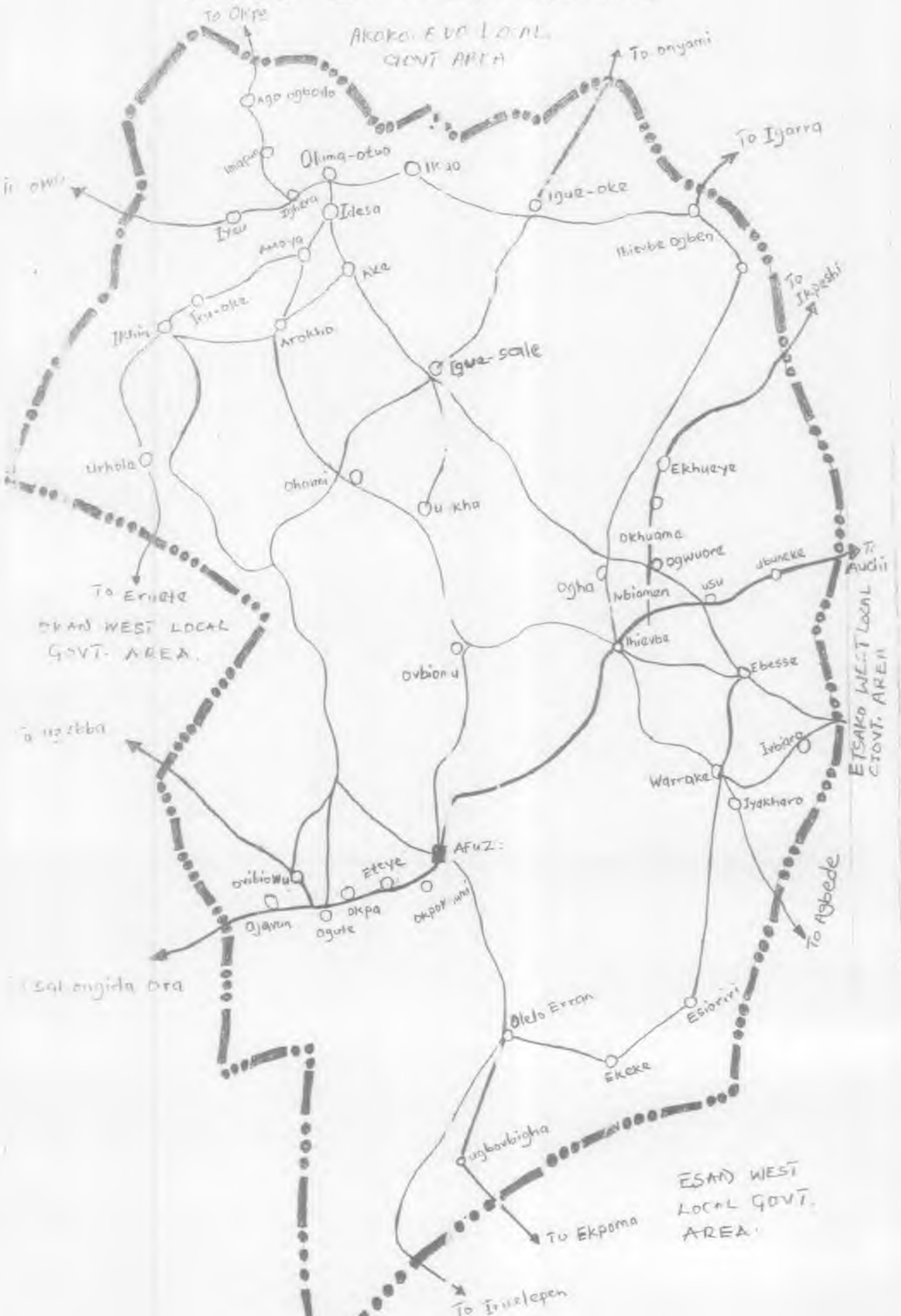
However, the vegetation produced in Etsako West Local Government Area is a moderately wooded grassland of the savannah type. The rainfall situation and the nature of vegetation in the area has a direct bearing on the type of agricultural activities and crops produced in the area.

3.2.1 Population

The present Owan East Local Government Area had a population of 90,727 by the 1991 census figures. And the local government is divided into eight clans namely: Emai Clan, Ivbimion Clan, Igue Clan, Ihievbe clan, Ivbi-Ada-Obi Clan, Uokha Clan, Otuo Clan and Ikao Clan.

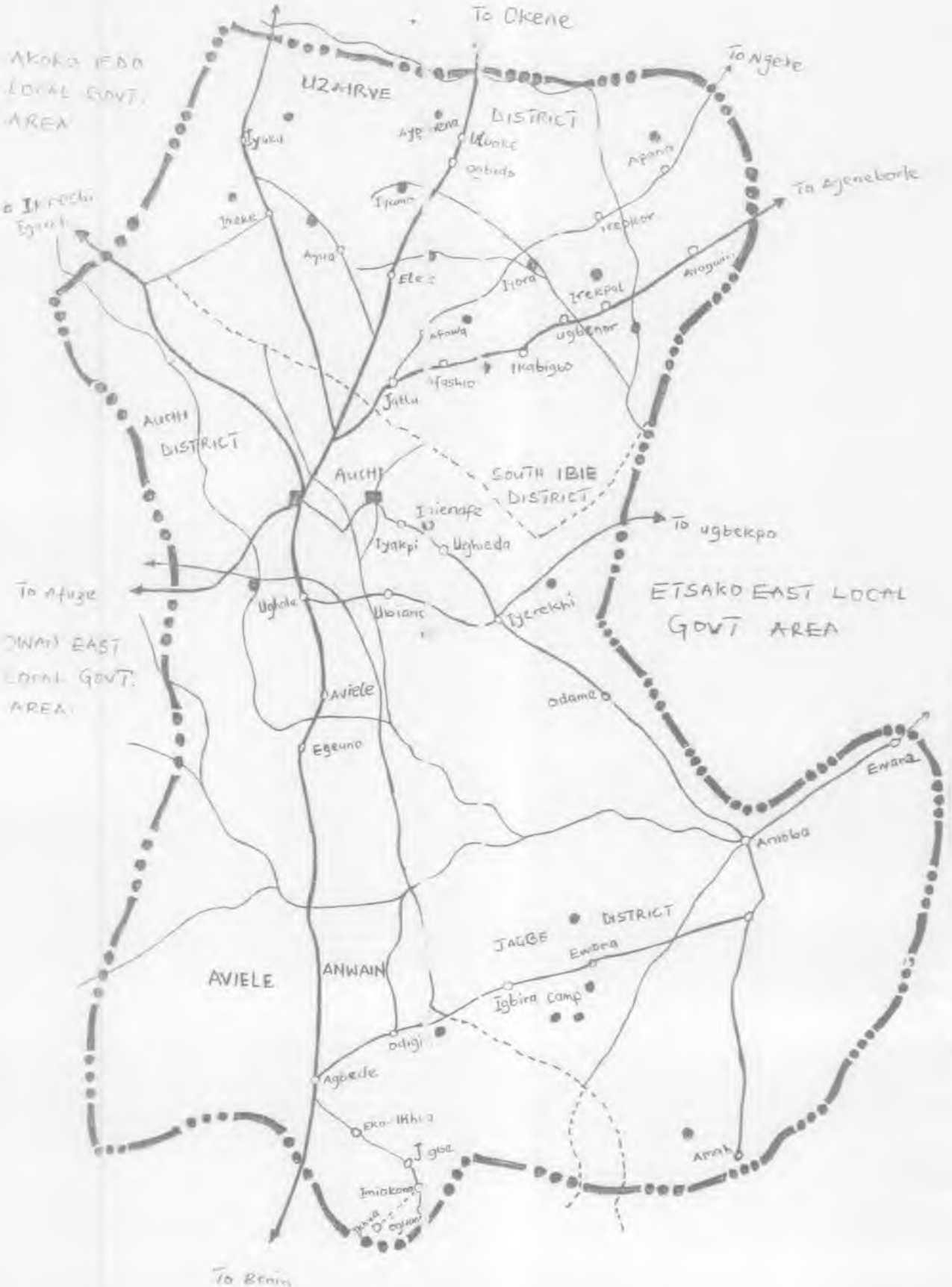
On the other hand, the present Etsako West Local Government Area had a

# OVIAN EAST LOCAL GOVERNMENT MAP.
# (EDO STATE, NIGERIA)



# ETSAKO WEST LOCAL GOVERNMENT MAP.

## EDO STATE




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population of 126,112 by the 1991 census figures. While the local government is divided into six clans: Awain Clan, Auchi Clan, Aviele Clan, Jagbe Clan, South-Ibie clan and Uzairue Clan.

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3.2.2 Geographical Boundaries

Owan East and Etsako West Local Government Areas were among those local governments that were created in August 1991. Owan East Local Government is bounded by Owan West Local government Area in the South, on the East, by Etsako West Local Government Area, on the North, by Akoko-Edo Local Government Area, and on the West by Ekiti East Local Government in Ekiti State.

On the other hand, Etsako West Local Government Area is flanked by Akoko Edo and Owan East Local government areas in the West, Esan North-West and Esan Central Local Government Areas in the South, Etsako Central in the East, and Etsako East in the North-East.

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3.2.3 Topography

The land form in Owan Local Government Area is characterised by undulating hills and valleys - especially in the Northern and Western parts of the local government area. The southern part is mainly characterised by plain lands. The nature of the land form, however, influences agricultural activities - especially in the area of the types of crops cultivated, and the ease of land clearing and cultivation. It is also important to note here that Owan East Local government Area can be described as the catchment basin of the Owan river. The river rises in the north, (i.e. Otuo clan) of the area where it flows southernly to Eme in Ora clan, of



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Owan West Local government Area, and then turns west, where it joins the Osse river in Ondo State. The soil type in Owan East Local Government Area ranges from clay to rich humus and loamy soil.

In Etsako Local Government Area, the land form is mainly of plain ground, with loamy and sandy soil types. The land form here also has a great influence on the type of agricultural activities being practised here.

### 3.2.4 Nature of Settlement

In both Local Governments, each clan consists of a number of compact village settlements. Thus, in some clans, the villages are so closely located as to form a single community. On the other hand, neighbouring villages in some clans are several miles apart.

## 3.3 The Historical Origin of the People

The present Owan East Local Government Area was originally part of Owan Local government Area - which was itself a part of Owan Division. While the present Etsako West Local Government Area was originally part of Etsako Local Government Area - which was formerly a part of Etsako Division. Thus, both Owan and Etsako Divisions were two of the original three districts - Ivbiosakon (re-named Owan), Etsako, and Ako-Edo, which made up the Kukuruku Division in 1919. And this Kukuruki Division was later changed to Afenmai Division in 1954. However, in 1966, as a result of a re-organisation of divisions in the Mid Western State, the area comprising all the Owan clans and Etsako clans were carved out of the Afenmai Division and raised to the status of Divisions, having in 1963 made Ako-Edo a

separate Division.

Historically, the Owan people, except those from Ikao (i.e. in Ikao Clan) claimed to have migrated from Benin (Bini) in about five hundred years ago.[1] One of the first writers on the Owans, who did an extensive survey of their history and social organisation was Mr. Hugo Marshall, then an Assistant Divisional Officer (later became Sir Hugo Marshall, Governor of Western Nigeria). In his work, generally referred to as Marshall's Report, he gave the account of the origin of Owans as follows:

> All the Clans, with the exception of Ikao, claim to have come from Benin and almost without exception their original founders are said to have been driven out of Benin after a quarrel with the Oba. This fact is of some importance as it explains the lack of hereditary rulers. Unlike their neighbours in Ishan, theirs was not an organised migration from Benin, led by a leader appointed by the Oba who afterwards became the hereditary head of the clan, but they were fugitives from Benin without a leader recognised by the Oba.[2]

Thus, as it was reported in the "Investigation into the Role of Chiefs in the Mid-Western State Division Report in Respect of the Owan Division", Mr. H. Spottiswoode, the then District Officer, gave the following account on the migrations of the Owans from Benin:

> All the Etsako clans of Kukuruku and the Ivbiosakons of Kukuruku and Ishan have stated independently that their fathers left Benin in the reign of Oba Ozoluwa (1481). Before that however, some of the Ishan clans had left - Irrua (Ohen, 1334), Ugboha, etc., (Ewuare, 1440), Ekpoma (Olua, 1473) and probably others. These left with the blessing of the Oba, who appointed one of his family as the first in a line of hereditary Enije. The Etsakons and the Ivbiosakons, on the other hand, all say that their founders left Benin because of the oppression or misrule of Oba Ozolua, or because they had committed adultery with one of his wives. They left as refugees with no scion of the royal house and it seems likely that whereas the Ishans followed the direct line of the present Benin-Ekpoma road, the Etsakons and

> Ivbiosakons did not dare to risk conflict with the Ishans and so instead went north and founded Sobe near Ifon. Thence they turned east to the present Ivbiosakon country, some pressed further north and east, and others turned south-west (Jagbe at least at a much later date), until they impinged from the north on the Ishan clans.[3]

However, after their immigration, the Owans were not left alone to settle down peacefully, but were often invaded as recorded in these paragraphs in the Marshall's report:

> The Ivbiosakon suffered more than any others from the Nupe raids of the last century, and were nearly all scattered, most of them seeking refuge in the rocky hills to the north, near where Sobe-Ogbe now stands. Inspite of this, all the clans paid tribute to the Nupes and in most cases, the Nupes appointed a member of the clan of outstanding personality to be their representative and tax-gatherer. In many cases, such persons, became virtually the clan head, although they had no claim to such a position by the custom of their clan.[4]

Thus, just like the historical origin of the Owan people the Etsako people also claimed that their founders came from Benin (Bini). Although the cause of migration varies slightly among the clans, it is believed that many, if not all, of the clans migrated from Benin during the reign of Oba Ozolua (1481-1504).[5] Traditions refer to a period of oppression and civil war in Benin which led to an exodus of refugees to the North. And after an early period in which they sent the skins of leopards killed to the Oba, the Etsako people seem to have broken off close contacts with Benin and to have been outside the range of Benin overlords.[6]

However, history refers to a period of Nupe invasion, at the latter half of the 19th century. During the invasion some of the clans scattered while others surrendered. Eventually, all paid tribute in the form of slaves to the Emir of Bida and Nupe agents who were posted to some Etsako settlements. Though in some

cases, these were indigenous people who had originally been taken away as slaves and had proved trustworthy. Nupe titles were introduced there which eventually replaced those of Benin origin. Moreover, Nupe chiefs were posted to several villages. They compelled the people to provide slaves yearly to Bida. Also, some tribal heads were given the task of supervising the collection of tributes in return for which they received presents from Bida.

Nevertheless, the lasting influence of the Nupes on Etsako people is both political and religious. Borrowed Nupe titles were, for instance, made a part of Etsako social organisation even after the people had been freed from Bida influence by the British.[7]

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3.4 The Political Organisation of the People

The native Owan and Etsako political systems are distinctly different from the British colonial system of administration. This is because the Owan and Etsako people had been managing their own affairs and administering justice among themselves before the intervention of the British colonialists. This means that they already had some basic mechanisms of social control, and used this mechanisms to regulate public affairs, that is, regulating power relations within it and mobilizing resources for the public good. It does this by dealing with administrative problems, making decisions regarding goals to be attained and securing legitimacy and support for its decisions and actions. In fact, the political element was present in both societies but the degree to which different types of political functions were performed by different specialised units, and the extent to which the functions were organised in various types of roles or organizations differs from one society to the

other.

In all, the Owan and Etsako Local administrations were mainly performed by traditional chiefs and/or village councils before the colonial masters introduced their colonial system of administration. The village or clan head who sits in council with his subordinates is responsible for the good government of the village.[1] Thus, one of the most important social institutions at the village level in many parts of Edo State, and Owan and Etsako societies in particular, is the age grades. The grades, who are mainly men, are categorized into several sections - according to age and initiation time. Children below the age of 17 are not normally initiated into age grades. The main physical assignments for the conduct of self help projects rest with the age grades. And the age grades could impose certain sanctions ranging from seizure of property (to be returned upon the payment of a fine) to the denial of certain rights and privileges on their own members who fail to turn up for development assignments without genuine reasons. These sanctions are built into the socio-political lives of most of the people of Owan and Etsako and other towns and villages in Edo state.

It should, however, be noted that while each village or clan have a language, and in some rare cases, a dialect of the other, possess a distinctive way of life and religion, had their rituals and pattern of behaviour, had their own systems of government but with the features or structures of traditional community power that are basically similar. For instance, a village or clan head is usually recognised by each political community as first among equals, to preside over community affairs, proclaim community decisions, coordinate community affairs, and constitute the rally point for community actions. Also, the elders in each society operated as a council


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of elders using age, titles and wisdom as criteria of choice and membership, serving as community's pool of wisdom and mature thinking and conscious of its role as a moderating, stabilizing and unifying political force. These were the principal formal structures of community among the Owan and Etsako people that mediate community politics and power socialize and recruit citizens into activists roles, and participate in various ways in the rule execution and rule adjudication functions of the communities.

Thus, these social structures and processes affected power, decision making and decision execution, the age groups often developed norms of health behaviour which were in harmony with the value and beliefs of their societies. They had systems of reward and punishments and contributed positively to the political order, political development and social change in their communities. This means that community power was never concentrated in one person or structure or in a few persons. Rather it was shared by the many primary and supporting structures of the people. As a result of this, it was possible for many to participate, discuss and be involved in community affairs. They detested coercion or the use of force. And so, they cherished consensus and the use of committees to define positions, formulate choices, narrow down differences, resolve conflicts and seek consensus. Although while they had no distinct administrative agencies for rule execution, they ensured that all functions of implementation were satisfactorily carried out by kinship groups, family heads, age groups and elders.

So far, the discussion above represented the structure of community power and the dynamics of community politics in the Owan and Etsako societies before the advent of the British colonial rule and the social transformations which followed it.

The peoples modes of production and patterns of living were affected by the colonial rule and the changes it introduced. They were exposed to new centres of political authority possessing far greater coercive powers than the traditional structures possessed and exercised, as would be seen in the next section. Thus, since they already developed an inherent respect for traditional and established authorities, they were able to adopt and adapt to modern forms of local governments without necessarily loosing their essential and political stability..

3.5 British Administration in Owan and Etsako Local Government Areas

The Owan clans came under the nominal control of the District Commissioner in Benin after the Benin expedition of 1897. They were later transferred to the Ifon District, and in 1905, a native court was established at Afuze in Emai Clan. In 1915, the Ifon District was included in the Ishan Division, and four years later, the Kukuruku Division was formed with headquarters at Auchi. With the creation of this new division in 1919, Warranke, Ivbiore and Errah, which now form Ivbi-Ada-Obi clan and Ihievbe came under the District Headship of the Oba of ~~Agbel~~ Agbede (now in Etsako), while Otuo, Ikao, Ake, Ikhin, Arokho and Iruo-Oke were placed under the District Headship of the Olokpe of Okpe (now in Akoko Edo LGA). At the same time, these clans and sub-clans were transferred from the Ishan Division to the Kukuruku Division resulting in the anomalous position whereby the Owan clans were divided between two Divisions - with Iuleha, Emai, Ozalla, Uokha and Ora under Ishan Division, and Warrake, Ivbiore, Errah, Ihievbe (Ivbi-Ada-Obi), Ake, Ikhin, Arokho, Iru-oke (Evboi-Mion), Otuo and Ikao, under Kukuruku Division.[7]

Following the approval of Marshall's 1937 Intelligence Reports, each of the



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owan clans in both the Ishan and Kukuruku Divisions was reorganised by the establishment of clan and village councils known as Native Authorities. Native courts were also set up in each of the clans. In 1942, a separate treasury and an appeal court were established at Afuze for five clans within the Ishan Division as the first step towards the amalgamation of all the Owan clans. This move was finally implemented in 1945 by the creation of the Ivbiosakon federal native authority comprising: five ivbiosakon clans from Ishan - Ora, Iuleha, Emai, Ozala and Uokha, and three Iviosakon village groups in Kukuruku division - Otuo/Ikao village group (2 component villages), Evboi-Mion village group (6 component villages), Ivbi-Ada-Obi village Group (4 component villages).

This Native Authority with headquarters at Afuze became the first executive authority (as opposed to a judicial authority) to embrace all the clans. Its total membership constituted of 46 members made up of 17 clan or village heads, 27 members who were to be elected annually and 2 representatives for Christian interests. There was also a central Court of Appeal comprising 44 elected members from the component clans. This federal native council remained the only local government authority in the area until the introduction there in 1954 of the local government law of 1952 when the Ivbiosakon District Council was created. Thus this council was later dissolved in 1964 and a 33 member committee of management which was chairmaned by Chief J.W. Amu was appointed to run the council's affairs.[9]

In Etsako Division, the British influence commenced around the turn of the century when the Nupes were forced to withdraw to defend their own home lands against the new invaders. For almost two decades, however, British administration in the area would seem to have been minimal and to have amounted to little more

than periodic expeditions into the area with the main purpose of showing the flag and of maintaining law and order when this was necessary. During this period, the northern parts of the present Akoko Edo and Etsako Divisions came under Kabbas and the southern parts under Idah. This remained the position until 1914 when the areas under Idah were made the responsibility of the political officer at Ubiaja. At times, during this period, British administrative ~~offers~~ officers were also stationed in the area at Iddo (Ukpilla) and at Fugar (Avianu).[10]

In 1919, on the formation of the Kukuruku Division as part of the Benin Province, all Etsako became part of the new division and a divisional office was opened at Auchi. Shortly afterwards in 1920, a system of district heads was introduced in accordance with the general British policy at that time of endeavouring to administer as much as possible through indigenous rulers. At the same time, a number of Native courts were opened throughout the area which had both judicial and executive functions. In the Etsako and Akoko-Edo areas, five District Heads were appointed, namely, the village or clan heads of Auchi, Agbede, Ukpilla, Imeri, and Igarra.[11]

By the 1930s, however, the British had realised that in this area, as elsewhere, the system of district heads had little or no historical basis and was an imposition which caused much resentment and criticism. In consequence of this, therefore, the resident of Benin Province felt that a complete re-organisation of the local government structure was necessary. Hence political officers were assigned the task in the mid to late 1930s of preparing intelligence or assessment reports on the traditional organisation and customs of the local people. As a result of these reports, a system of Native Authorities was introduced, and in Etsako, this consisted

of an Etsako Federal Native Authority - with twelve subordinate Native Authorities.[12]

The Native Authorities were the first formalised system of local government tied to a central government to exist in the area. This, therefore, was the local government structure in the area just prior to the introduction of the local government law of 1952 which was applied throughout the former Western Region at different times between 1953 and 1955. Thus following the report of a Division committee into the application of the law in the area, the Etsako District Council was established in August 1954. On the creation of the Mid Western State, the elected council was abolished and a management committee was appointed. This remained the local government Authority until the advent of Military rule in January, 1966 when this committee was abolished and replaced by a Sole Administrator.[13]

## 3.6 Cultural and Economic Activities of Owan East and Etsako West Local Government Areas

### 3.6.1 The Peoples' Culture

The Owan and Etsako clans are connected by common traditions of origin from Benin.

The Owan people are distinguishable from their Edo-speaking neighbours by their common traditions of origin, dialect, and other cultural and social characteristics as well as a feeling of unity.

Also, the Etsako people speak closely related dialects and have a common culture and a feeling of unity which is said to be expressed, in the past, by a taboo on blood-letting between some of the clans.[14] In general, there is no rigid linguistic boundary between Etsako as a whole and the neighbouring Edo-speaking peoples.

3.6.2 The Peoples' Economic Activities

The economic activities of the people which are carried out in the two local government areas include agricultural production, craft production, quarrying and trading. Agriculture is the most important activity in terms of the labour employed and income generated.

The people of Owan East Local Government Area are predominantly peasant farmers. And each farmer occupies small acres of land on which he cultivates his crops. Food crops like yams, cocoyams, cassava maize, beans, rice, plantains, oranges and pineapples are grown in sufficient quantities to meet family needs, and some surpluses for sale in the markets. Thus, the farmers depend on the earnings from the sales of those surplus food crops to meet their other economic expenses. Moreover, the financial costs of children's education, clothing, shelter and other socio-economic needs are met with the earnings from the sales of surplus food crops. Also, farmers' contributions towards self help projects often come from what they earn in the sales of food crops surpluses.

Furthermore, in the northern and western parts of the local government areas, rain-forest based cash crops like cocoa, kolanuts and cocoa-nuts are produced in commercial quantities.

However, the socio-economic activities of the people of Etsako West Local Government Area is in many ways similar to that obtained in Owan East Local Government area. Here in Etsako West Local government Area, most of the people are peasant farmers. But they have a slightly drier climatic conditions which influences the type of crops they produced. The people are predominantly food crop farmers - producing rice, beans, yams, cassava, guinea corn, groundnut and

sugar cane. And some of these food crops are produced in commercial quantities.

3.6.3 Commercial Activities

The characteristics commercial activities of any rural setting in Nigeria is dominated by a periodic market system. The rural market centres in Nigeria, and in the two local government Areas of our study, in particular, are the main stay of rural exchange economy. This is why there is a market centre in every sizeable rural settlement. The periodicity of the rural market system in the local government Areas, like in any other rural setting of Nigeria, is fundamentally as a result of low demand of goods and services existing within the area that encompassed the market. The low demand is a function of low per capita incomes prevalent of our rural areas. And because of this, market days are spaced in time to allow a sufficient build up of effective demand. The interval between market days is often used in preparing goods for sale at the next market day.

Furthermore, most people have practised agriculture with animal husbandry. Infant it is a common practise here that almost every farmer keeps various kinds of animals such as cattle, sheep, goats etc. for consumption or commercial purposes.

Thus, apart from farming, a very small proportion of the people of Owan East and Etsako West Local Government Areas are engaged in other economic activities like petty trading, commercial vehicle driving, food selling and white collar job. The petty traders, commercial vehicle drivers and food sellers are mainly the Yorubas and the Ibos.

In all, in order to enhance commercial activities for an overall development of the two local government areas, there is a need to solve some teething problems



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facing most of the rural markets in the areas. and these are lack of adequate shopping facilities (stalls), the inadequacy of some basic facilities and services such as water, medical facilities and power supply and road linkages, which should be motorable all seasons in order to facilitate their commercial linkage with other local government and neighbouring states.

3.6.4 Industries

In Owan East Local Government Area, there are no economically viable industries due to poor infrastructural facilities such as the lack of access good roads, electricity, pipe-borne water etc. All these constituted a serious hinderance towards the sound industrial development of the local government areas.

In Etsako West Local Government Area, despite the availability of electricity and other infrastructural facilities at Auchi, economically viable industries are grossly inadequate in the place, and other places of the local government where the infrastructural facilities are non-existent.

3.7 Social Facilities and Services of the Local Government Areas

There is a gross inadequate of basic social amenities in both local government areas of our study. And in fact, the communities in the local governments - especially those of Owan East are not so favoured. Some of these social infrastructural facilities and services are discussed below.

3.7.1 Water Supply

Good water supply is a problem which confronts many parts of both local governments. The problem of poor pipe borne water supply has reached a crisis level in the areas where wells and scattered rivers are now relied upon.

3.7.2 Electricity Supply

In addition to the poor pipe-borne water supply, is the inadequate provision of electricity in the rural areas of both Local Government areas of our study. This has, however,led to the slow acceleration of the rate of community development in the areas.

3.7.3 Educational Facilities

Another social service which is equally capable of facilitating the process of community development is education. And in terms of educational facilities, Owan East Loc. Government has 51 primary schools with 17,09. pupils and 367 teachers, 19 secondary schools with 5,182 students and 145 teachers, 22 literacy centres with a population of 876 students and 22 teachers, and one Institute of Physical and Health Education.

While Etsako West Local Government has 51 primary schools with a total population of 32,524 pupils and 654 teachers, 31 secondary schools with a population of 15,027 students and 408 teachers, 24 literacy centres with a population of 1087 students and 24 instructors, and one Federal Polytechnic.

However, in spite of the impressive number of educational institutions, many pupils of secondary school age, especially those in the rural areas, still do not

attend school because of unavailability of places within the system, and pupils in dire need of education still travelled miles from their homes to live in other towns where such schools are situated. Furthermore, many of the primary and secondary schools are inadequately equipped and poorly staffed. The consequence of this is that the percentage of the literate population is extremely lower than that of the illiterate one which is very high.

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3.7.4 Health

Health is said to be a state of being well in the body and mind, and from disease.

In terms of medical or health facilities, there is only one state (General) Hospital in Owan East Local Government Area. Though there are twenty two public Health Centres - comprising of maternity clinics and dispensaries, almost all of them have been in existence before the creation of the Local Government. And the public Health Centres are manned by fifty (50) professionals or trained staff. Also, there are six (6) privately owned maternity clinics in the Local Government Area

And in Etsako West Local Government Area, there are two State (General) Hospitals which are located at Auchi and Agbede. Moreover, there are twenty one Public Health Centres - majority of which have been in existence before the creation of the Local Government Council. These Public Health Centres are run by sixty-two qualified or trained staff. Also, there are ten (10) privately owned maternity clinics in the Area.

It should, thus be noted that the acute shortage of hospitals, maternity clinics, dispensaries and other types of health facilities including doctors and para-medical

staff in both local government areas constitutes a serious problem to the health services being rendered in the areas.

Generally, however, since the basic infrastructural facilities serve as the bedrock to every meaningful development, an urgent attention should be given to their provision in the local government areas of our study in order to facilitate their socio-economic growth.

## CONCLUDING REMARKS

Having presented the relevant background information necessary for understanding the evolution of both local government areas of our study in terms of their political, cultural, economic and social lives and infrastructures, we will now examine some of the institutional arrangement for community development in the areas with the intention of assessing their contributions to the general development of the areas. This examination will be done in the next two chapters.

# FOOTNOTES TO CHAPTER 3

1. Investigation into the Role of Chiefs in the Mid-Western State Divisional report in Respect of the Owan Division. Administrative Research and Support Division, Military Governor's Office, Mid-Western State of Nigeria, Benin City. p. 11.

2. Marshall's 1937 Intelligence Report, Part 1, paragraph 23, quoted in "Investigation into the role of chiefs in the Mid-Western State Divisional Report in respect of the Owan Division, op. cit.

3. H. Spottiswoode, quoted in Investigation into the role of chiefs in the Mid-Western State, op. cit. p. 12.

4. Marshall's Intelligence report, Part IV, paragraph 17, op. cit.

5. R.E. Bradbury, The Benin Kingdom and the Edo-speaking Peoples of South Western Nigeria, London, 1957, pp. 100-105.

6. Ibid

7. Ibid

8. Investigation into the Role of Chiefs in respect of Owan Division, op. cit. p. 13.

9. Ibid

10. Investigation into the Role chiefs in Respect of Etsako Division, op. cit. p. 8.

11. Ibid, p. 9

12. Ibid, p. 10

13. Ibid

14. Bradbury op. cit.

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# CHAPTER FOUR

## 4.0 Institutional Arrangement for Community Development in Owan East and Etsako West Local Government Areas

### 4.1 Introduction

Institutions play a very important role in the organization and viability of community development in order to realize the necessary transformation in the local areas. The objective of this chapter is therefore to find out the extent of involvement of existing agencies in the agencies in the community development programmes of the two research areas. Thus the local government is examined as the major agency in community development, the contributions of some other governmental agencies, however, is also considered worthy of investigation in order to provide a balanced picture of community development in the areas.

### 4.2 The Local Government

Local Government as a result of the 1976 Local Government Reform, became the third tier of government. As a third tier of government, the local government was set up to achieve certain basic objectives. And these basic objectives were clearly enumerated in the second chapter of this thesis.

Our intention in this section is therefore to focus on the major roles and powers of Local Governments in the Development process. The Local Government had specific powers of control over local affairs, staffing, institutional and financial powers to initiate and direct the provision of services and to determine and

implement projects so as to complement the activities of the Federal and State Governments within the local area and to maintain law and order. Thus, four basic criteria were used for the allocation of functions to the local government, namely:

i) Services which require detailed local knowledge for effective performance;

ii) Services in which success depends on community responsiveness and participation;

iii) Services which are of a personal nature requiring provision close to where the individuals affected live and in which significant use of discretion or understanding of individuals is needed; and

iv) Services which are within the scope and resources of the local government.[1]

Using these criteria, the 1976 Local Government Reform and the 1979 Nigerian Constitution conferred more powers on Local Governments to participate in wider areas of the economic life of their communities in conjunction with the state governments. These areas include the provision and maintenance of primary education, the development of agricultural and natural resources other than the exploitation of minerals, the provision and maintenance of health services, and such other functions as may be conferred on a local government council by the House of Assembly of the State.[2]

Other functions that were also allocated to the local governments are contained in the guidelines of 1976[3] Local Government Reform, and are also entrenched in the 1989[4] Nigerian Constitution. They include provision and



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maintenance of markets, motor parks and feeder roads, provision of public convenience, sanitary inspection, refuse and night soil disposal, provision and maintenance of strengthen slabs, houses and burial grounds, community and recreation centres, registration of births, deaths and marriages,naming of roads and numbering of plots and buildings, licensing and regulation of bakeries, liquor sales etc. What this allocation amounted to was a rationalisation of the division of functions between the local and the state governments, making a little more precise the degree of responsibility that the local governments were now expected to assume in respect of their old functions.

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4.3 Planning and Budgeting for Community Development

Planning and budgeting are methods for the allocation and management of resources at all levels of government for the realization/actuailization of objectives. They also represent means of coordinating all governmental economic activities. Generally, planning involves the formulation of broad goals and objectives to be achieved, the definition and identification of priorities and operational modalities, establishing time frames for the accomplishment of certain goals, as well as proper allocation of available and anticipated resources among the various sectors of the economy and tiers of government. A budget, on the other hand, is basically for the implementation of development plans through mobilizing, allocating and managing available resources for established programmes and projects.

Prior to the 1976 Local Government Reform, Local Government in Nigeria were completely left out of the planning process except in the Northern parts of the country where some efforts were made to involve local governments in development

planning. In general, however, planning has been a monopoly of experts and control of government officials. No doubt, such planning from above failed to involve the masses of the local people in development planning and plan implementation.

The 1976 Local Government Reform proposed bold measures to involve the masses of the local population in the development process. The reform gave local government specific powers within defined areas such as substantial control over local affairs, financial powers to initiate and direct the provision of services, and to determine and implement projects in terms of development plans, and power to enlist the active participation of people and their traditional institutions in the development process.

Thus, all the local government councils in Nigeria participated in the process of plan formulation during the fourth National Development Plan, 1981 to 1985. It was the first attempt in Nigeria, to practice the theory of 'planning from below', in a bid to involve the mass of the people in the development process. Indeed, some positive policies and progress were made as the plan stressed government's policy to promote and assist community Development Projects. In this regard, state and local governments made available grants to communities in the preparation and implementation of their projects.[5]

It is important to note that the community development plans and those of the state government are not made by the same authority, though community development is usually mentioned in the annual government budgets. It is only mentioned in connection with the token grants that are made towards community development efforts of the people, in order to boost their morale to exert more of

such efforts on self-help projects. Compared with the huge financial and human resources contributed by the local people, the grants are meagre. The local government councils in whose areas these communities operate are themselves short of resources for their own commitments and as a result dependent on government (state and/or federal) for financial assistance, and the frequent appeals made to them to take over the running costs of the completed projects, embarrass them. As such, they try to control the execution of the projects, which need such recurrent costs, due to the unrest brought by the local people who want the project to be taken over.

The knowledge of these situations motivates the community development department and the community development advisory committees to scrutinise the plan in detail as well as the resources required for the implementation of the plan. The future running costs of the projects are well considered before allowing the people to go ahead with them. There is a special form to be completed by the officer in charge in respect of each project.

Projects of purely local character, democratically planned and approved by the village community development committee and to be executed by the village communities from their own resources without any outside assistance, especially on running costs, can be approved by the council and may be executed by the village community without waiting for approval of higher authorities.

Apart from allowing local initiative and enthusiasm, the notion behind this precaution is to prevent waste of resources on the projects which cannot be maintained by the local community. In case of big projects, the institutionalized procedure, laid down has to be adopted in order to involve ministries, such as those



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of Works and Surveys, Health,etc., which can give technical expertise and sometimes personnel for the execution of the projects, so as to enlist this support at any stage of the project construction. Members of these Ministries are always representative in the community development committee meetings where proposals to construct certain projects are made, and there they point out the implications and feasibilities of executing the proposed projects. When the financial assistance of the government and the local government will be needed on such big projects, other types of forms have to be completed for this purpose to know whether or not such projects deserve assistance.

However, since the local government as a tier of government is expected to perform a much greater role than before in national development, planning and budgeting have to be carefully done to identify the most relevant and realizable programmes within the limits of available resources in the performance of their enlarged role as indicated earlier.

But while the need for effective planning and budgeting cannot be over-emphasized, experience has shown that local governments, especially those of Owan East and Etsako West, encounter a number of constraints in this regard. In the first instance, local governments lack complete autonomy in determining their own priorities or even initiating their own plans and budgets. Recognition of their vital role in the development process notwithstanding, local government s are often at the mercy of the department of local government in the military governor's office which often arrogates to itself the power to control local governments. Budget estimates prepared at the local level have to receive approval of state governments whose usual practice is to amend or cut back expenditure and delay approval

sometimes from three to six months. This crippling delay results in slow progress on capital projects since local governments have to wait for approval before disbursing funds. Though since January 1991, local government councils have been empowered to approve their local budgets.

Despite this fact, local governments to be able to carry out their lofty expectations and/or responsibilities effectively and efficiently, they obviously still require certain resources such as finance, manpower and input from the local population that must be mobilised and utilised at large for the implementation of development programmes for the areas concerned.

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4.3.1 Finance

Before the 1976 Local Government Reforms which greatly improved the financial position of the local authorities, inadequacy of revenues was arguably the most critical and intractable of the problems which constrained the performance and development of local governments in Nigeria.[6] And since a solid financial base is a pre-requisite for a virile and effective local government system, the 1976 reform made some effort to ensure that local governments had access to financial resources especially as every aspect of development depends mainly on it. Finance, therefore, has a role to play in the enhancement of community development in Owan East and Etsako West Local Government Areas, or any Local Government at all.

Thus, before the 1976 reforms, local governments had no clearly designated revenue sources except those that were 'assigned' by state or regional governments. Now, the local governments are given three main sources of

revenue, namely:

a) Internally generated sources;

b) Government grants; and

c) Loans.

The internal sources consisted mainly of property rating, development rates, markets and motor park fees and a range of local licenses. However, numerical insufficiency and technical inadequacy of the relevant staff made it difficult for local governments to exploit these sources or derive any reasonable revenues from them.[7] This fact was observed in the two local government areas of our study, that is, Owan East and Etsako West. Besides, as Abubakar opined, political, jurisdictional and administrative developments have over the years combined to adversely affect local governments' internal revenue capacities.[8] Also, Aborisade advanced some reasons for the low yield of local governments' internally generated revenue. As he observed:

i) inability of the local government to enforce bye-laws to collect their revenue as appropriate

ii) constant interference of state government in the areas of market, which ought to be a function of the local governments;

iii) inability of the local governments to keep proper and adequate accounting records; and

iv) weakness of local government could to tap their resources adequately.[9]

Thus, while some of the above given reasons could not be disputed, it was discovered that the major cause of the low yield of internally generated revenue in

Owan East and Etsako West Local Government Areas, was the low revenue yielding capacity of the local people. It is a well known economic fact that no matter the amount of efforts put into revenue collection, if the revenue yielding capacity of the people is low, the revenue yield will always be low. And since the two local governments of our study are predominantly rural, with no remarkable industries, and the people produce largely food crops, almost at the subsistence level, with only a little for sale, no amount of revenue drive efforts by the local governments could increase revenue yield to any considerable level. Basically, the poverty of the local dwellers would always reflect on the internally generated revenue of the local governments.

In terms of government grants, the federal and state governments were to make annual statutory allocations to local governments. The exact amount was fixed at 10% of the federation account and 10% of the internally generated revenues of state governments. In January, 1990, the proportion of federal revenue was increased from 10% to 20% (on Dasuki's recommendation) and later stabilised it at 15% in 1991, under the 1989 Constitution (promulgation Decree) and from 15% to 20% in 1992. This increase in the proportion of federal revenue was in recognition of the increasing responsibilities of local governments, following the current emphasis on accelerated community development.

It is important to point out here that the 10% state internally generated revenue which should be disbursed to the local governments was a matter of policy than of practice, as was observed in the two local government areas of our study. The state governments has been very reluctant in fulfilling this obligation.[10] And as Abubakar remarked, "States have shown an unhidden resentment to this

arrangement as a result of which a number of them even refuse to contribute their own statutory quota to their local governments".[11] The inability of most local governments to properly control the revenue sources within their jurisdiction has, therefore, worsened their financial problems, and this has subsequently increased their dependence on the Federation Account. But, this present heavy dependence on external sources of income cannot be said to augur well for community development. A larger and more diversified sources of local revenue is necessary for a dynamic community development programme, and this will also reduce the dependence of local governments on statutory allocations from the Federation Account. Besides too much of dependence on external sources of revenue had the tendency of eroding the discretionary powers of the Local Governments - especially since he who pays the piper dictates the tune.

In view of the need for the local government's to expand their scope of internal revenue, it has been suggested that increased emphasis should be put on user charges and levies. These should be commensurate with local incomes. Also, local governments should enhance the level of economic activity in their domains to boost revenue derived from taxes, fees and user-charges. Moreover, incentive schemes should be devised for the development of small-scale agricultural and cottage industries. These would yield an appreciable increase in revenue.[12]

However, as for loans, a local government may from time to time raise loans accordingly for the purpose of fulfilling its lawful functions. Such loans have to be secured upon the property and the revenue of the local government.[13] But it should be pointed out that the general weak financial position of the local governments made it virtually impossible for them - especially those in the two areas of our study,

to raise loans because there is generally doubts as to their ability to amortise any loans.

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4.3.2 Manpower

The word manpower refers to human labour to get a job done. And the availability of skilled manpower is essential for the successful performance of any establishment. Governments' responsibilities have become extensive and they cannot be performed without competent hands. Local governments must be manned by well qualified staff. The enormity of the task before local governments under the current political arrangement demands high level of skilled and ability. At no time has the need for qualified staff been greater particularly in view of the increasing public expectation as a result of the long list of functions assigned to local government areas under the recent reforms. Regrettably, most of the local governments, especially Owan East and Etsako West, do not have adequate staff in terms of both quantity and quality.

L. Rowland while commenting on the challenge of manpower, after the 1976 Local Government Reform, remarked that, if progress was to be sustained, and the local governments were to emerge as forward-looking development-oriented and cost-conscious entities, very much greater attention would need to be given to staffing the local governments.[13]

And so, on the 29th of May, 1984, the Federal Government set up a 20-man Committee for the review of Local Government Administration in Nigeria. The Committee was headed by Dasuki, and it was charged, among others, to work out manpower development schemes for all cadres of local government staff in the

country.[14] The Committee however, observed that the absence of a coordinated scheme of service for local government was affecting career prospects and manpower utilization in the service. In this regard, they recommended that each state should establish a local Government Service Manpower Planning Board. One of the functions of the Board were:

i) To conduct manpower audit for Local Governments in the State;

ii) To determine the immediate need of each Local Government; and

iii) Engage in job evaluation/analysis and determination of training needs by various calibre of local government staff.[15]

In all, the Local Government cannot hope to survive and perform, if its staff is underqualified, underpaid, insecure and without career prospects. It thus becomes imperative that the local government require competent, well trained and experienced administrative, professional/specialist, financial and technical staff to boost their performance.

Thus, in the two Local Governments of our study, there was an imbalance between the administrative and professional/technical cadres among the staff members. There was an obvious shortfall in the professional and technical cadre such as agricultural officers, doctors, health officials and engineers. And so, some of the services which the local governments are expected to provide, fall on the concurrent list, that is some of the services such as Agricultural Extension Service, Health Services and Public Works. And due to the fact that the Local Governments enjoyed the services of this state government's field extension professional and technical staff, they were not very keen to employ them in the Local Government service. To make the Local Government effective in community development,

therefore, a corps of highly skilled manpower in the professional and technical cadre is required. However, apart from finance and manpower resources, the local people also have to be mobilized.

4.3.3 The Community

The community is an important actor and factor in community development. The community is, in fact, both the subject and object of community development. No meaningful development can be possible without the mobilization of the community and the application of human creativity for the transformation of resources into goods and services.

This is, therefore, why an immense capacity to mobilise the local communities for effective participation in the community development process is highly essential.

Thus, taking Nigeria into consideration, and our areas of study in particular, it can be observed that the Local Government system is not development oriented because the people are not fully mobilized to be involved in the development activities of their areas. This is not unexpected. The system only provides for managerial issues which involve mainly the inputs from the government and which are privileged and sporadic in nature and at the same time, kills the morale and initiative of the local people. This therefore means that the mobilization of the people for community development activities is very low and not encouraging.

By a way of summary, it is noted that the problems militating against the efforts of the Local Governments in Owan East and Etsako West Local Government Areas, hinged on inadequate finance, manpower and low mobilisation of the local

people for community development.

## 4.4 Activities of Other Governmental Agencies

Local Governments do not only invent and initiate important public programmes, they also implement major programmes and policies emanating from State and/or Federal Governments. This is an important aspect of inter-governmental relations, a relationship which is so necessary in a country that desires development at all levels.

In conformity with the scope of this study, therefore, other governmental agencies responsible for community development in Owan East and Etsako West Local Government Areas have to be examined. Some of the principal agencies are:

i) The Directorate for Social Mobilisation (MAMSER)

ii) The National Orientation Agency (NOA)

iii) The Bamako Initiative Programme

iv) The Primary Health Care (PHC) programme

v) The National Directorate of Employment (NDE)

vi) Better Life Programme/Family Support (FSP) programme

vii) Family Economic Advancement Programme (FEAP)

### 4.4.1 The Directorate of Social Mobilisation (MAMSER)

The Social Mobilization Policy known as Mass Mobilisation for Social Justice, Self-reliance and Economic Recovery (MAMSER), was formally inaugurated on September 2, 1987, by the Federal Government. This programme was established as a response to the need to mobilise Nigeria's human and material resources and

the orderly organisoation of the nation's productive forces for real development.

All the three tiers of government cooperate to foster the implementation of this programme while the funding of the mobilisation process came from the National Directorate.

MAMSER in Owan East and Etsako West Local Government Areas

The Directorate for Social Mobilization in Owan East and Etsako West Local Government Areas performed the following functions:

a) Launching of political awareness campaign in the villages;

b) Adult literacy campaign to provide functional education to the illiterate rural dwellers;

c) Organising the People's Forum whereby the Local Government Chairmen and Councillors rendered the account of their stewardship to the people;

d) Mobilising the farmers to form farmers' cooperative societies;

e) Encouraging the Local and State Governments to involve the local communities in their programmes and projects to minimise costs and meet the people's needs; and

f) Organising seminars for women to improve handicrafts and Home Economics.

It is, however, important to point out here that the activities of the Directorate for Social Mobilisation, Self-Reliance and Economic Recovery (MAMSER) was later merged with other governmental agencies that gave birth to the National Orientation Agency.



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4.4.2 The National Orientation Agency

This Agency is a corporate body which resulted from the merger of the Public Enlightenment (PE) and the National Orientation Movement (NOM) Divisions of the Federal Ministry of Information and Culture with the Directorate for Social Mobilisation, Self Reliance and Economic Recovery (MAMSER). According to the Federal Ministry of Information and Culture, the merger was necessitated by the need to pool together and consolidate all efforts and resources utilized by the three bodies in the field of public enlightenment, social mobilisation and value re-orientation.[16]

The Agency was formally established in August by the National Orientation Agency Decree of 1993. And it has the following objectives which are derived from those of the three organizations that were merged to form the Agency. They are to:

a) ensure that government programmes and policies are better understood by the general public;

b) mobilise favourable opinion for such programmes and policies;

c) encourage informal education through public enlightenment activities and publications;

d) establish a feedback channel to government on all aspects of Nigerian nationallife;

e) Establish appropriate national framework for educating, orientating and indoctrinating Nigerians towards developing socially desirable attitude, values and culture which project individuals's national pride and positive national image for Nigeria;

f) awaken the consciousness of Nigerians to their civic responsibilities to the promotion of national unity, citizen's commitment to their human rights to build a free, just and progressive society;

g) development among Nigerians of all ages and sex, social and cultural values and awareness which inculcate the spirit of patriotism, nationalism, self-discipline and self-reliance;

h) encourage the people to take part actively and freely in discussions and decisions of matters affecting their general welfare;

i) promote new sets of attitudes and culture for the attainment of the goals and objectives of a united Nigerian State;

j) restore and sustain discipline in our national life

k) instil in the populace a sense of absolute loyalty to the fatherland;

l) ensure and uphold leadership by example; and

m) foster respect for constituted authority.[17]

Functions of NOA in Owan East and Etsako West Local Government Areas

The main functions of the National Orientation Agency in Owan East and Etsako West Local Government Areas are:

a) enlightenment of the local people on government policies, programmes and activities;

b) Mobilisation of favourable public opinion and support for government policies, programmes and activities;

c) Collection, collation, analysis and provision of feedback from the local people to the government on its policies, programmes and activities;



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d) establish social institutions and framework for deliberate exposure of the local people to democratic norms and values, for a virile, peaceful, united, progressive and discipline society;

e) energise the consciousness of all categories of the local people to their rights and privileges, responsibilities and obligations as citizens of Nigeria;

f) propagate and promote the spirit of dignity of labour, honesty and commitment to qualitative production, promotion and consumption of home produced commodities and services;

g) re-orientate the local communities to shun waste and vanity and to shed all pretences of affluence in their lifestyles;

h) orientate the populace about power, its use and proper role of government in servicing the collective interests of the people;

i) propagate the need to eschew all vices in public life including corruption dishonesty, electoral and census malpractice, ethnic, parochial and religious bigotry;

j) propane the virtue of hard work, honesty, loyalty, self reliance, commitment to and promotion of national integration;

k) mobilise local people for positive patriotic participation in and identification with national affairs and issues; and

l) sensitize, induct and equip all the local people to fight against all forms of internal and external domination of resources by a few individuals or groups.[18]

In carrying out the above functions, agency offices are established at local government Headquarters to enhance participation at grassroots level through consultation with relevant interest groups in the community. Opinions expressed in dialogues held with such interest groups like local government workers, religious bodies, cultural associations and clubs, market women associations, farmers' associations, etc, do influence plans, policies and implementation strategies of social mobilisation.

4.4.3 The Bamako Initiative Programme

This programme commenced officially in Nigeria in March 1990, following over 12 months preparatory period. But the programme started in Owan East and Etsako West Local Government Areas in 1993.

The main objective of this programme is to provide efficient and effective services and extend the coverage of health care to all mothers and children in this country, particularly those who live in the remotest rural communities.[19]

Basically, B.I. Programme is not only concerned with the sales and distribution of essential drugs but also with community participation and development, training and supervision of Village Health Works (VHWs) and management of health services.

It is, important, to note here that the activities of the Bamako Initiative is being co-ordinated by the LGA/PHC co-ordinator who delegates responsibility for B.I. to someone with appropriate skill, experience and seniority. In this regard, a Senior Chief Health Officer (CHO) in most Lags is often the appropriate person who act as the B.I. focal point.

In all, effective management of drugs is one of the key elements in the implementation of the Bamako Initiative Programme. Emphasis is placed on the procurement, storage, distribution and pricing of drugs at all operational levels. Also, in this programme, adequate quantity, quality and rational use of drugs are important. In addition to the above, equitable access to drugs by all those in need of them are also important.

However, the implementation of this programme in Owan East and Etsako West Local Government Areas would be fully discussed under the Primary Health Care Programmes (PHC) that coordinate the B.I. activities.

4.4.4 The Primary Health Care (PHC)

The Primary Health Care Programme, as it is presently being pursued, places great emphasis and importance, on the full participation of the various communities. The realization, from past experiences in such programmes, is that communities were left out of the decision making processes and those activities that have direct bearing on the health of their members. Since these communities wear the shoes of ill-health, it is considered that they know best where the shoes pinch most. It is, therefore, assumed that through this programme, the full and effective participation of the communities will make contributions to improve the quality of decision making, and their participation in health action. It is also expected that communities will become partners in the Health Management, Monitoring and Evaluation of both the decisions and actions. And so, to ensure that the fore-going assumptions actually materialize and attain the desired objectives of Primary Health Care, a Managerial Process, in organizing the Primary Health Care System. Village



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Development Committee were formed at the Village levels whose functions are to:

i) identify health and health related needs in the community;

ii) plan for the health and welfare of the community;

iii) supervise the implementation of developed health plans;

iv) monitor and evaluate the progress and impact of the implementation of health activities;

v) select appropriate persons in the community for training as Village Health Workers (VHR);

vi) select appropriate traditional Birth Attendants.,

vii) supervise the activities of the Village Health Workers and Traditional Birth Attendants;

viii) pay compensation in cash or kind, to the Village Health Worker for his work in the community;

ix) establish a village health post;

x) liaise with other officials living in the village to provide health care and other development activities and with particular reference to Bamako Initiative Programme;

xi) set drug prices for the Bamako Initiative Programme;

xii) Manage the drug revolving fund account;

xiii) Monitor drug usage;

xiv) Determine exemptions for drugs payments; and

xi) propagate the advantages of the cost recovering system and the drug revolving fund.[21]

PHC in Owan East and Etsako West Local Government Areas

The two Local Government Areas of our study, like any other Local Government Area in Nigeria, have a Department of Primary Health Care. This Department is headed in a few cases by medical officers of health, and in most places by a health sister, public/rural health superintendent, a community health officer, nurse, midwife or other persons as may be available within the LGA.

The LGs derive their mandate to undertake PHC activities from both the constitution of Federal Republic of Nigeria and the National Health Policy.

The PHC programme has the following components:

i) Health education on prevalent health problems;

ii) Maternal and child health including family planning;

iii) Environmental Sanitation and the provision of safe and portable water;

iv) Control of locally endemic diseases;

v) Promotion of food supply and proper nutrition

vi) Immunization;

vii) Treatment of common diseases and minor injuries;

viii) Provision of essential drugs, and

ix) Mental health.[22]

Thus with the launching of the LGA Public Health Care Programme, a LGA PHC Management Committee was set up to undertake the following functions:

i) Provide overall direction for PHC;

ii) Plan and manage PHC services in the LGA;

iii) Identify training needs of health workers and send them to appropriate training institutions;

iv) Approve local workshops, seminars and meetings;

v) Budget and management of PHC finances at the LGA level;

vi) Mobilise communities for effective participation in PHC;

vii) Supervise the activities of the LGA PHC coordinator;

viii) Designate persons to run the drug revolving fund and monitor progress;

ix) Receive monthly reports from the LGA PHC coordinator;

x) Liaise with Government, NGOs, and International agencies;

xi) Monitor Health activities at health facility and community levels, and with particular reference to Bamako Initiative Programme.

xii) Monitor the use of drugs in the LGA

xiii) Provide guidelines for exemptions from drug payments;

xiv) Review the prices for drugs; and

xv) Propagate the advantages of the cost recovering and the drug revolving fund systems.[23]

The impact of this programme would be discussed in the next chapter.

4.4.5 National Directorate of Employment (NDE)

The creation of jobs and employment opportunities for citizens of a country is one way of improving the economy of a country. Towards this end, the Federal Government set up the National Directorate of Employment. There are also state Directorates which works in cooperation with the National Directorate to give

meaningful employment opportunities to hundreds of school leavers who search for jobs at the State and local government levels. The State Directorates Oversees the welfare of the local governments to compile and submit lists of employable persons who are eventually found jobs or put on training programmes which enable trainees to eventually find themselves gainful employment. The National Directorate provide the funds from which school leavers and in the state and local governments are given repayable loans to set up small businesses through which they can gainfully employ themselves. All these are possible through the relationship that exists between the three levels of government in Nigeria. The impact of this programme has not been felt as many youths are still left unemployed in the local areas.

4.4.6 Better Life Programme for the Rural Women in Nigeria

This programme was initiated in September, 1987 by the wife of the then President, Mrs. Maryam Babangida. The programme was meant to harness the creative energies of women for concrete and achievable goals both as individuals and as a group.

The aims and objectives of the Better Life Programme (BLP) are as follows:

a) to raise the social consciousness of women about their rights, as well as their social, political and economic responsibilities;

b) to bring women together and closer for better understanding and resolution of their problems through collective action;

c) to mobilise women for concrete activities towards achieving specific objectives, including seeking leadership roles in all spheres of national life;

d) to stimulate and motivate women in rural areas towards achieving a better and higher standard of life as well as to sensitize the general populace to the plight of rural women;

e) to educate women on simple hygiene, family planning, and on the importance of child care;

f) to enlighten women in rural areas on opportunities and facilities available to them at their local government areas;

g) to improve and enrich family life; and

h) to encourage and institutionalise recreation.[24]

The above aims and objectives were fostered in all the activities of the women at the rural areas in the respective local governments before it was replaced by the Family Support Programme (FSP) which was initiated by Mrs. Maryam Abacha.

The Family Support Programme, apart from sensitizing, mobilising and energising women, (especially the rural women), for creative and productive activities in furtherance of self and national development, it also assists in the setting up of small scale industries and rendering of basic services in collaboration with local governments in order to alleviate poverty among families. However, most of the activities of this programme are now subsumed under those of the Family Economic Advancement Programme (FEAP) that was recently inaugurated in 1997.

4.4.7 Family Economic Advancement Programme (FEAP)

This programme, which fully took off in October 1997, was initiated by Mrs. Maryam Sani Abacha. The programme is an investment, promotion and poverty

alleviation programme, and was introduced by the Federal Government for the purpose of stimulating appropriate economic activities in the various wards of each local government area of the country in order to raise the productivity and economic power of the people through the establishment of viable resource-based industries that will process or add value to the abundant agricultural and mineral resources.[25]

The main objectives of the programme are as follows:

i) Provision of loans directly to people at ward level with the capital needed to set up and run cottage enterprises;

ii) Provision of opportunities for the training of ward-based business operatives;

iii) encouraging the design and manufacture of appropriate plants, machinery and equipment;

iv) improving living standard of the people;

v) encouraging producers at ward level to form cooperative societies;

vii) promoting production and development consciousness;

viii) utilising all available local resources for the benefit of Nigerians, processing, recycling, packaging and marketing of products derivable therefrom;

ix) promoting private sector participation; and

x) involving states and local government areas in the programme funding and implementation.[26]

In order to achieve the above objectives, state co-ordinating offices and committees and their local government counterparts are being formed so as to see



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to the mobilization and sensitization of the grassroots. Thus, the impact of FEAP in our Local Governments of study cannot be written much about since it is still in its embryonic stage. But it is important to point out here that the Owan East and Etsako West Local Governments give necessary support to the programme.

4.5 Activities of Non-Governmental Organizations (NGOs)

The performance of NGOs in both Local Government Areas of our study is very minimal, and in fact difficult to measure or assess. This is because there are no enough information available on them. However, they are almost all engaged in community development. And often, they are extensions of multi-purpose rural organizations or small independent units working with peasant organisations and/or extension agents.

Their main tasks include providing expert advice and inputs to individual peasants or grassroots groupings, promoting resource conservation, and assisting women (individual or group).

## FOOTNOTES TO CHAPTER 4

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# CHAPTER FIVE

## 5.0 DATA PRESENTATION AND ANALYSIS

### 5.1 Introduction

This section is devoted to the presentation and analysis of data in terms of the roles of local governments, and the hypotheses that has been postulated in chapter one. All questionnaires were administered at Owan East and Etsako West Local Government Areas respectively. Also, interviews were conducted by the researcher with both the local governments staff and village heads.

Thus, out of the three hundred and fifty questionnaires distributed in Owan East Local Government Area, only three hundred and fourteen (314) were returned, and 302 were used for analysis. In Etsako West Local Government Area, three hundred and nineteen (319) questionnaires were returned out of the three hundred and fifty that were administered, and three hundred and nine were used for analysis.

Our sample population, therefore, consisted of three hundred and two (302) people for Owan East, and three hundred and nine (309) for Etsako West, both made up of farmers, workers, traditional rulers/village heads and prominent elites residing in the areas. Table 5.1a and 5.1b below illustrates the distribution of the questionnaires.

Table 5.1a: NUMBER OF QUESTIONNAIRES ADMINISTERED, PERCENTAGE RETURNED AND PERCENTAGE USED FOR ANALYSIS IN OWAN EAST LGA

| CATEGORY OF PERSONS | POPULATION SIZE | NO. OF QUESTIONNAIRES ADMINISTERED | NUMBER RETURNED | PERCENTAGE RETURNED | NUMBER ANALYSED (SAMPLE SIZE) | PERCENTAGE ANALYSED FROM SAMPLE |
|---|---|---|---|---|---|---|
| 1. Community members | 90,727 | 350 | 314 | 89.71 | 302 | 86.28 |
| 2. Local Government staff | 262 | 20 | 20 | 100 | 20 | 100 |

Source: Drawn from the Questionnaire administered by the Researcher

TABLE 5.1B: NUMBER OF QUESTIONNAIRES ADMINISTERED PERCENTAGE RETURNED AND PERCENTAGE USED FOR ANALYSIS IN ETSAKO WEST LGA

| CATEGORY OF PERSONS | POPULATION SIZE | NUMBER OF QUESTIONNAIRES ADMINISTERED | NUMBER RETURNED | PERCENTAGE RETURNED | NUMBER ANALYSED (SAMPLE SIZE) | PERCENTAGE ANALYSED FROM SAMPLE |
|---|---|---|---|---|---|---|
| Community members | 126,112 | 350 | 319 | 91.14 | 309 | 88.28 |
| Local Government Staff | 330 | 20 | 20 | 100 | 20 | 100 |

Source: Drawn from the Questionnaire administered by the Researcher

## 5.2 The Impact of the Local Government Activities

Under this sub-heading, the role and impact of Owan East and Etsako West Local Government Areas in the process of developing their communities since 1992 would be examined. In this regard, therefore, we shall test our first hypothesis, which we restate here again: "The extent to which socio-economic and infrastructural facilities could be provided in the local communities by the local governments is dependent on the availability of adequate manpower and financial resources".

The state of finance and manpower in the local governments were, thus, briefly examined in the previous section. But for us to test the validity or otherwise of our hypothesis above, certain steps are obviously necessary for a proper analysis. For instance, we would want to know the level and nature of manpower and financial resources that are available in the two local government areas of our study.

Regarding the issue of manpower therefore, it was pointed out in the previous section that local governments must be manned by well qualified staff because of the enormity of the task before them under the current political arrangement which demands a high level of skill and ability. In order to find out in this study the manpower level of the two local governments - Owan East and Etsako West, four questions - Nos. 1, 2, 3, 4 and 5, in the questionnaires for the senior staff members of both local governments, were administered to twenty of the senior staff members of each of the local governments. (See Appendix B).

As to the first question: "Would you say that the current staff strength of your local government is adequate"? In response to this question, 90 percent of the



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respondents in Owan East Local Government Council answered in the negative while 10 percent responded in the affirmative. In Etsako West Local Government Council, 80 percent of the respondents answered in the negative while only 20 percent responded in the affirmative as could be seen in Table 5.1 below.

TABLE 5.1C: RESPONSES ON WHETHER THE CURRENT STAFF STRENGTH OF THE LOCAL GOVERNMENTS WAS ADEQUATE

| | OWAN EAST L.G.A. | | ETSAKO WEST L.G.A. | |
|---|---|---|---|---|
| RESPONSES | NO. OF RESPONDENTS | PERCENTAGE (%) | NO. OF RESPONDENTS | PERCENTAGE (%) |
| Yes | 2 | 10 | 4 | 20 |
| No | 18 | 90 | 16 | 80 |
| TOTAL | 20 | 100 | 20 | 100 |

SOURCE: SURVEY BY THE RESEARCHER

As the results from Table 5.1 above shows, a large majority of the respondents (90%) in Owan East, and 80% in Etsako West, were strongly of the opinion that the current staff strength of their local governments was inadequate. And this means that more staff have to be employed in both local governments in order to boost their manpower levels.

In this regard, the following question was asked: "Do you think that your local government could be in a better position to improve local developments if it has greater and more skillful manpower? 80 percent of the respondents in Owan East Local Government answered in the affirmative while only 20 percent responded in the negative. And in Etsako West Local Government, 85 percent responded in the

affirmative while 15 percent answered in the negative. These views are indicated in Table 5.2 below.

TABLE 5.02: RESPONSES ON WHETHER THE LOCAL GOVERNMENT WOULD BE IN A BETTER POSITION TO IMPROVE LOCAL DEVELOPMENT IF IT HAS GREATER AND MORE SKILLFUL MANPOWER

| | OWAN EAST L.G.A. | | ETSAKO WEST L.G.A. | |
|---|---|---|---|---|
| RESPONSES | NO. OF RESPONDENTS | PERCENTAGE (%) | NO. OF RESPONDENTS | PERCENTAGE (%) |
| Yes | 16 | 80 | 17 | 85 |
| No | 4 | 20 | 3 | 15 |
| Total | 20 | 100 | 20 | 100 |

SOURCE: Survey by the Researcher

The results in Table 5.02 above indicate that the majority of the respondents in both Local Governments were of the views that their Local Governments would be in a better position to improve Local Development if the Local Government have a greater and more skilful manpower. This therefore means that a greater percentage of the employees have to be trained to make them more skillful

Thus, on the question of how adequately planned their training programme was, 75% of the respondents in Owan East indicated that their training programme was poor while 25% of the respondents felt that it was adequate. And in Etsako West, 80% of the respondents were of the views that their training programme was not adequately planned while 20% felt that their training programme was adequate. Tables 5.03 below shows the opinions of both respondents in Owan East and Etsako West Local Governments respectively.

Table 5.03: RESPONSES ON THE PLANNING ADEQUACY OF THE TRAINING PROGRAMMES

| | OWAN EAST L.G.A. | | ETSAKO WEST L.G.A. | |
|---|---|---|---|---|
| RESPONSES | NO. OF RESPONDENTS | PERCENTAGE (%) | NO. OF RESPONDENTS | PERCENTAGE (%) |
| Adequate | 5 | 25 | 4 | 20 |
| Poor | 15 | 75 | 16 | 80 |
| Total | 20 | 100 | 20 | 100 |

SOURCE: Survey by the Researcher

As table 5.03 above shows, we can deduce that the training programmes of both local governments are not adequately planned.

Thus, on the question of whether there was ample opportunity for staff development in their local government Councils, table 5.04 below shows the responses to that question.

Table 5.04: RESPONSES ON THE AMPLE OPPORTUNITY FOR STAFF DEVELOPMENT

| | OWAN EAST L.G.A. | | ETSAKO WEST L.G.A. | |
|---|---|---|---|---|
| RESPONSES | NO. OF RESPONDENTS | PERCENTAGE (%) | NO. OF RESPONDENTS | PERCENTAGE (%) |
| Yes | 2 | 10 | 3 | 15 |
| No | 18 | 90 | 17 | 85 |
| Total | 20 | 100 | 20 | 100 |

SOURCE: Survey by the Researcher

As could be seen from the above table, the majority of the respondents 90% in Owan East and 85% in Etsako West, responded in the negative. And this means that there was no ample opportunity for staff development in both local government councils.

However, in view of the preliminary number of relevant questions that were administered to the senior members of staff of the two Local Government Councils, some surveys and interviews were carried out in the two local government headquarters. This was done in order to corroborate our preliminary findings.

In terms of the availability of human resources, that is, manpower level of the Local Government Councils, it was discovered that Owan East Local Government Council has a total staff strength of 262 while Etsako West Local Government Council has a total staff strength of 330 as could be seen in Table 5.05 below.

Table 5.05: STAFF STRENGTH OF OWAN EAST AND ETSAKO WEST LOCAL GOVERNMENT COUNCILS

| S/NO. | DEPARTMENTS | NO. OF STAFF (OWAN WEST) | NO. OF STAFF (ETSAKO WEST) |
|---|---|---|---|
| 1. | Personnel | 69 | 77 |
| 2. | Works | 46 | 63 |
| 3. | Finance & Treasury | 20 | 28 |
| 4. | Education | 13 | 28 |
| 5. | Health | 95 | 112 |
| 6. | Agriculture | 19 | 22 |
| | TOTAL | 262 | 330 |

SOURCE: Survey by the Researcher

The above table constitutes the available staff of the two Local Governments. As regard the quality of trained staff, Table 5.06 and 5.07 below indicates that more than 50% (percent) of the staff of Owan East, and 50% (percent) of the staff of Etsako West, are made up of lower cadre officers with less than secondary school education.

Table 5.06: EDUCATIONAL QUALIFICATION OF OWAN EAST LOCAL GOVERNMENT EMPLOYEES

| S/NO. | QUALIFICATIONS | NO. OF STAFF (OWAN WEST) | PERCENTAGE |
|---|---|---|---|
| 1. | Illiterates | 46 | 17.55 |
| 2. | Primary | 95 | 36.25 |
| 3. | Secondary | 77 | 29.38 |
| 4. | Tertiary (NCE, OND, HND, Degree) | 44 | 16.79 |
| | TOTAL | 262 | 100 |

SOURCE: Survey by the Researcher

Table 5.07: EDUCATIONAL QUALIFICATION OF ETSAKO WEST LOCAL GOVERNMENT EMPLOYEES

| S/NO. | QUALIFICATIONS | NO. OF STAFF (ETSAKO EAST) | PERCENTAGE |
|---|---|---|---|
| 1. | Illiterates | 60 | 18.18 |
| 2. | Primary | 118 | 35.75 |
| 3. | Secondary | 99 | 30 |
| 4. | Tertiary (NCE, OND, HND, Degree) | 53 | 16.06 |
| | TOTAL | 330 | 100 |

SOURCE: Survey by the Researcher

Table 5.06 above shows that in Owan East Local Government Council, 17.55 percent are illiterates, 36.25 percent have only primary school education, 29.38 percent with secondary education, and 16.79 with education ranging from Ordinary

National Diploma (OND) to University degrees.

Table 5.07 on the other hand, shows that in Etsako West Local Government Council, 18.18 percent are illiterates, 35.75 percent have primary school education, 30 percent have secondary education, and only 16.06 with education ranging from Ordinary National Diploma to University degrees.

The two tables above indicates that the local governments' bulk of employees are not adequately skilled. And a further examination of the optimum staff strength on Departmental basis reinforces this view as could be seen in tables 5.08 and 5.09 below.

Table 5.08: OPTIMUM STAFF STRENGTH OF OWAN EAST LOCAL GOVERNMENT ON DEPARTMENTAL BASIS (ACCORDING TO SALARY GRADE LEVELS)

| GRADE LEVEL | PERSONNEL | WORKS | FINANCE AND TREASURY | EDUCATION | HEALTH | AGRICULTURE | TOTAL |
|---|---|---|---|---|---|---|---|
| 01-06 | 56 | 40 | 12 | 11 | 49 | 12 | 180 |
| 0. -12 | 12 | 6 | 8 | 2 | 40 | 7 | 75 |
| 13-17 | 1 | - | - | - | 6 | - | 7 |
| | TOTAL | 46 | 20 | 13 | 95 | 19 | 262 |

SOURCE: Survey by the Researcher

Table 5.09: OPTIMUM STAFF STRENGTH OF ETSAKO WEST LOCAL GOVERNMENT ON DEPARTMENTAL BASIS (ACCORDING TO SALARY GRADE LEVELS)

| GRADE LEVEL | PERSONNEL | WORKS | FINANCE AND TREASURY | EDUCATION | HEALTH | AGRICULTURE | TOTAL |
|---|---|---|---|---|---|---|---|
| 01-06 | 59 | 55 | 17 | 26 | 60 | 18 | 235 |
| 07-12 | 17 | 8 | 11 | 2 | 44 | 4 | 86 |
| 13-17 | 1 | - | - | - | 8 | - | 9 |
| TOTAL | 77 | 63 | 28 | 28 | 112 | 22 | 330 |

SOURCE: Survey by the Researcher

The above tables show that the staff strength of both Local Governments are inadequate. And so, the quality in terms of educational qualifications and on-the-job training of employees leave much to be desired. As could be seen from the tables, table 5.08 shows that 180 or 68.70 percent of the total members of staff, and 235 or 71.21 percent of the total members of staff in table 5.09 belong to the lower cadre, that is, levels 01-06 - majority of whom are labourers, craftsmen and artisans. While 75 or 28.62 percent and 86 or 26.06 percent, in tables 5.08 and 5.09 respectively, show the total staff strength of the two local governments that are made up of levels 07 to 12. Under the intermediate and senior category, where the trained professionals belong, only 7 or 2.67 percent in table 5.08 and 9 or 2.72 percent in table 5.08 and 9 or 2.72 percent in table 5.09, of the total number of staff of the two local governments belong to the trained and experienced professional cadres, that is, the senior categories.

From the above, we can deduce that more than 70 percent of the total staff

of each local government are made up of unskilled personnel, and out of these number less than ten percent in each of the local government council have so far received on-the-job training. Tables 5.10 and 5.11 below presents this view.

Table 5.10: THE NUMBER OF THOSE WHO HAVE RECEIVED ON-THE-JOB TRAINING SINCE 1992 AND 1997 IN OWAN EAST LOCAL GOVERNMENT COUNCIL

| GRADE LEVEL | PERS-ONNEL | WORKS | FINANCE AND TREA-SURY | EDUCATION | HEALTH | AGRIC-ULTURE | TOTAL |
|---|---|---|---|---|---|---|---|
| 1992 | - | - | - | - | 1 | - | 1 |
| 1993 | 1 | - | - | - | 1 | - | 2 |
| 1994 | 2 | 1 | 1 | - | 2 | - | 6 |
| 1995 | 1 | - | 1 | - | 2 | - | 4 |
| 1996 | 2 | 1 | 1 | 1 | 3 | - | 8 |
| 1997 | 1 | 1 | - | 1 | 2 | - | 5 |
| TOTAL | 7 | 3 | 3 | 2 | 11 | - | 26 |

SOURCE: Survey by the Researcher

Table 5.11: THE NUMBER OF THOSE WHO HAVE RECEIVED ON-THE-JOB TRAINING SINCE 1992 AND 1997 IN ETSAKO WEST LOCAL GOVERNMENT COUNCIL

| GRADE LEVEL | PERS-ONNEL | WORKS | FINANCE AND TREASURY | EDUCATION | HEALTH | AGRICULTURE | TOTAL |
|---|---|---|---|---|---|---|---|
| 1992 | 1 | - | - | - | - | - | 1 |
| 1993 | 2 | - | - | 1 | 1 | - | 4 |
| 1994 | 3 | 1 | 1 | 1 | 2 | - | 8 |
| 1995 | 2 | 1 | 1 | - | 2 | - | 6 |
| 1996 | 3 | 1 | 2 | 1 | 3 | - | 10 |
| 1997 | 1 | - | 1 | - | 1 | - | - |
| TOTAL | 12 | 3 | 5 | 3 | 9 | - | 32 |

SOURCE: Survey by the Researcher

The results in tables 5.10 and 5.11 above indicate that only 26 (9.92%) of the total staff of Owan East LGC have so far received on-the-job training, while 32 (9.69%) of the total staff of Etsako West LGC have received on-the-job training so far. What this means is that a significant number of both local governments' employees have never had the opportunity of improving their skills. Thus, the only redeeming feature is that most of these staff have wealth of experience due to long years in service. But experience itself has to be nurtured, upgraded and complemented with new ideas.

However, in a personal interview conducted with the Chief Personnel Officers (CPOs) in the two local governments, they opined that inadequacy of finance has been one of the major problems that have been responsible for their inability to send more staff for training.

This leads us to the question of the financial position of the local

governments - within the period of this study.

In the previous chapter, the state of finance was briefly examined, and it was considered to be very inadequate. The bulk of the finance accruing to the local governments were from the Federation Account. And such revenue from the Federation Account is not always stable as it fluctuates according to the nation's economic fortune.

However, our intention here is for us to first assess the financial base of the local government's in our areas of study in order to be able to assert the poser as to whether the local governments are capable or not of meeting up with their objectives. It is within this context that we would address and test our first hypothesis that: "The extent to which socio-economic and infrastructural facilities could be provided in the local communities by Local Governments is dependent on the availability of adequate manpower and financial resources". Tables 5.12 and 5.13 below give the revenue summaries of Owan East and Etsako West Local Governments for the period of this study, 1992 to 1997.

**Table 5.12:** REVENUE SUMMARY OF OWAN EAST LOCAL GOVERNMENT BETWEEN 1992 AND 1997

| HEAD | DETAILS OF REVENUE | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 |
|---|---|---|---|---|---|---|---|
| 1001 | Taxes | - | - | - | - | - | - |
| 1002 | Rates | 20.00 | - | - | - | - | - |
| 1003 | Local licences, fees and fines | 178,080.00 | 151,310.00 | 146,078.62 | 217,805 | 372,282.00 | 256,109.00 |
| 1004 | Earnings from commercial undertakings | 167,500.00 | 400,141.00 | 769,094.44 | 59 ,481.00 | 417,288.04 | 643,850.00 |
| 1005 | Rent on Local Government properties | 1,000.00 | 1,550.00 | 1,662.50 | 1,040.00 | 950.00 | 1,063.00 |
| 1006 | Interest/payments of dividends | 5,520.00 | 4,209.00 | - | - | 10,978.00 | 7,250.00 |
| 1007 | Grants | - | - | - | - | - | - |
| 1008 | Miscellaneous | 10.00 | - | - | - | - | - |
| | TOTAL INTERNAL REVENUE | 352,130.00 | 557,210.00 | 916,835.56 | 81 ,326.00 | 801,498.00 | 908,272.00 |
| 1009 (1) | Allocation from Federal Accounts (including Value Added Tax) | 14,551,000 | 18,989,645.66 | 15,826,393 56 | 49 932.943 00 | 44,785,120.00 | 40,207,050.00 |
| 1009 (2) | Allocatiaosn from State Government | 314,000.00 | - | 976,553.19 | - | - | - |
| | TOTAL | 15,217,130 | 19,546,855.66 | 17,719,782.50 | 50,645,269 00 | 45,586,618.00 | 41,115,327.00 |

GRAND TOTAL = 189,830,977.20

SOURCE: ANNUAL ESTIMATES: FINANCE AND TREASURY DEPARTMENT OF OWAN EAST LOCAL GOVERNMENT

Table 5.13: REVENUE SUMMARY OF ETSAKO WEST LOCAL GOVERNMENT BETWEEN 1992 AND 1997

| HEAD | DETAILS OF REVENUE | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 |
|---|---|---|---|---|---|---|---|
| 1001 | Taxes | - | - | - | - | - | - |
| 1002 | Rates | 40.735.69 | 22,366.42 | 30,639.19 | 54,189.00 | 68.786.04 | 211,513.00 |
| 1003 | Local licences, fees and fines | 245,195.95 | 206,765.00 | 187,335.80 | 43( ,546.35 | 657,475.49 | 880.901.00 |
| 1004 | Earnings from commercial undertakings | 56,206.00 | 69,583.00 | 900,717.00 | 1,2 )8,593.1 ) | 1,456,636.00 | 2,333,315.00 |
| 1005 | Rent on Local Government properties | 7,877.60 | 6,761.87 | 10,557.10 | - | 23,392.36 | 32,550.00 |
| 1006 | Interest/payments of dividends | 117,369.87 | 850,000.00 | - | 10 799.93 | 21,599.86 | 40,000.00 |
| 1007 | Grants | - | - | - | - | - | - |
| 1008 | Miscellaneous | - | - | - | - | - | - |
| | TOTAL INTERNAL REVENUE | 467,385.11 | 1,155,476.29 | 1,129,249.0 | 1,8 )0,.428.3 8 | 2,227,889.75 | 3,498,279.00 |
| 1009 (1) | Allocation from Federal Accounts (including Value Added Tax) | 23,958,935.46 | 20,826,910.92 | 22,139,959.91 | 47 570,129 6 | 26,691,797.88 | 37,161,490.00 |
| 1009 (2) | Allocatiaosn from State Government | 529,481.93 | 747,702.84 | 73,5 .22 | 257,557.86 | 214,511.12 | - |
| | TOTAL | 24,955,802.47 | 22,730,090.05 | 23,342,747.22 | 49 728.116 0 | 29,134,198.75 | 40,659,769.00 |

GRAND TOTAL = 190,550,723.70

SOURCE: ANNUAL ESTIMATES: FINANCE AND TREAS JRY DEPARTMENT OF ETSAKO WEST LOCAL GOVERNMENT

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Table 5.12 above shows that Owan East Local Government had a total revenue of 189,830,977.20 between 1992 and 1997, while table 5.13 shows that N109,550,723.70 was accrued to Etsako West Local Government between 1992 and 1997.

However, having given a summary of the revenue of both Local Governments, it would be necessary to also identify and show some of the areas where the Local Governments had used these resources, and also examine the extent to which the revenues have been utilised in the provision of socio-economic facilities and infrastructures in the Local communities.

The tables 5.14 to 5.17 below shows the value of recurrent and capital expenditures of Owan East and Etsako West Local Governments between 1992 and 1997.

Table 5.14: RECURRENT EXPENDITURE OF OWAN EAST LOCAL GOVERNMENT BETWEEN 1992 AND 1997

| HEAD | DETAILS OF EXPENDITURE | 1992 (N) | 1993 (N) | 1994 (N) | 1995 (N) | 1996 (N) | 1997 (N) |
|---|---|---|---|---|---|---|---|
| 2001 | The Council | 892,350.00 | 1,817,501.00 | 1,614,585.22 | 3,3 4,674.6 | 3,030,424.00 | 6,128,000.00 |
| 2002 | Office of the Secretary | 990,140.00 | 2,413,106.00 | 2,731,225.82 | 3,6 1,911.6 | 4,444,382.00 | 5,186,000.00 |
| 2003 | District Administration | 171,000.00 | 51,211.00 | - | 61, '12.00 | 89,689.00 | 125,000.00 |
| 2004 | Finance and Treasury | 1,103,660.00 | 1,677,415.00 | 1,503,035.82 | 3,5 7,232.2 | 8,596,190.00 | 4,668,000.00 |
| 2005 | Planning and Budgeting | - | - | - | - | - | - |
| 2006 | Education | 184,000.00 | 270,112.00 | 20,240.00 | 12 181,739 0 | 70,500.00 | 11,278,000.00 |
| 2007 | Health and Soc. Welfare | 1,606,680.00 | 2,155,055.00 | 2,965,279.10 | 3,8 9,536.4 | 5,288,264.00 | 6,032,000.00 |
| 2008 | Community Dev. Information & Culture | 103,750.00 | 17,256.00 | 271, 27.55 | - | - | - |
| 2009 | Works and Housing | 931,270.00 | 1,206,414.00 | 1,732,684.58 | 3,270,532.3 | 2,573,117.00 | 2,817,000.00 |
| 2010 | Agric. and Nat. Resources | 1,000.00 | - | - | - | - | 10,000.00 |
| 2011 | Commerce and Industry | - | - | - | - | - | - |
| 2012 | Traditional offices | 107,000.00 | 370,000.00 | 329,968.00 | 159,371.25 | 89,285.00 | 890,000.00 |
| 2013 | Miscellaneous | - | 1,121,210.00 | - | 2,005,789.7 | 1,548,011.00 | 3,501,000.00 |
| 2014 | Contribution to LG Loans Fund | 26,404.00 | 45,000.00 | - | - | - | - |
| 2015 | Transfer to Reserve Fund | - | - | - | - | - | - |
| | TOTAL | 6,117,254.00 | 11,144,280.00 | 11,168,746.09 | 32, 42,499 5 | 25,729,862.00 | 40,635,000.00 |

GRAND TOTAL = 127,137,641.50

SOURCE: ANNUAL ESTIMATES: FINANCE AND TREAS JRY DEPARTMENT OF OWAN EAST LOCAL GOVERNMENT

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Table 5.15: CAPITAL EXPENDITURE OF OWAN EAST LOCAL GOVERNMENT BETWEEN 1992 AND 1997

| S/NO | YEAR | TOTAL CAPITAL EXPENDITURE |
|---|---|---|
| 1. | 1992 | 9,099,876.00 |
| 2. | 1993 | 8,402,575.66 |
| 3. | 1994 | 6,551,036.41 |
| 4. | 1995 | 18,302,769.55 |
| 5. | 1996 | 19,856,756.00 |
| 6. | 1997 | 480,322.00 |
| | TOTAL | 62,673,335.62 |

SOURCE: Annual Estimates of the Finance and Treasury of Owan East Local Government

Table 5.16: RECURRENT EXPENDITURE OF ETSAKO WEST LOCAL GOVERNMENT BETWEEN 1992 AND 1997

| HEAD | DETAILS OF EXPENDITURE | 1992 (N) | 1993 (N) | 1994 (N) | 1995 (N) | 1996 (N) | 1997 (N) |
|---|---|---|---|---|---|---|---|
| 2001 | The Council | 1,102,228.92 | 3,904,801.40 | 1,160,875.34 | 2,5[illegible]2,990.0 | 5,166,329.72 | 10,170,668.00 |
| 2002 | Office of the Secretary | 1,351,364.07 | 2,734,494.20 | 3,105,995.54 | 7,9[illegible]7,454.6 | 5,791,124.66 | 7,947,207.00 |
| 2003 | District Administration | - | - | - | - | - | - |
| 2004 | The Treasury | 1,846,024.60 | 2,125,894.50 | 1,140,981.02 | 3,915,106.3 | 3,509,829.64 | 3,164,772.00 |
| 2005 | Planning and Budgeting | - | - | - | - | - | - |
| 2006 | Education | 468,245.60 | 343,822.57 | 143,184.19 | 84[illegible]578.05[illegible]0 | 858,631.00 | 1,223,509.00 |
| 2007 | Health and Soc. Welfare | 1,681,028.41 | 2,429,428.68 | 4,184,095.04 | 6,006,994.5 | 5,473,652.84 | 7,076,405.00 |
| 2008 | Community Dev. Information & Culture | 14,044.78 | 63,403.90 | 12,009.00 | 6,000.00 | 27,000.00 | 22,000.00 |
| 2009 | Works and Housing | 1,014,010.93 | 2,545,562.50 | 3,556,991.02 | 10,367,024.[illegible]7 | 2,768,081.79 | 4,279,938.00 |
| 2010 | Agric. and Nat. Resources | - | - | - | - | - | - |
| 2011 | Commerce and Industry | - | - | - | - | - | - |
| 2012 | Traditional offices | 15,484.900 | 114,830.00 | 204,773.65 | 42[illegible]002.00 | 631,826.00 | 3,294,710.00 |
| 2013 | Miscellaneous | - | - | - | - | - | - |
| 2014 | Contribution to LG Loans Fund | - | - | 2,921.00 | 6,[illegible]0.00 | 231,709.66 | 1,367,882.00 |
| 2015 | Transfer to Reserve Fund | - | - | - | - | - | - |
| | TOTAL | 7,492,432.21 | 14,262,237.75 | 13,511,825.80 | 32,[illegible]32,610.[illegible]9 | 24,458,185.31 | 38,547,091.00 |

GRAND TOTAL = 130,304,382.70

SOURCE: ANNUAL ESTIMATES: FINANCE AND TREASURY DEPARTMENT OF ETSAKO WEST LOCAL GOVERNMENT

Table 5.17: CAPITAL EXPENDITURE OF ETSAKO WEST LOCAL GOVERNMENT BETWEEN 1992 AND 1997

| S/NO. | YEAR | TOTAL CAPITAL EXPENDITURE |
|---|---|---|
| 1. | 1992 | 17,463,370.26 |
| 2. | 1993 | 8,467,852.30 |
| 3. | 1994 | 9,830,921.42 |
| 4. | 1995 | 17,695,505.61 |
| 5. | 1996 | 4,676,013.44 |
| 6. | 1997 | 2,112,678.00 |
| | TOTAL | 60,246,341.03 |

SOURCE: Annual Estimates of the Finance and Treasury of Etsako West Local Government.

The tables 5.14 to 5.17 above indicated the value of recurrent and capital expenditures of Owan East and Etsako West Local Government Councils between 1992 and 1997. From the tables, it is noted that the greater part of the Local Governments' financial resources were spent on recurrent expenditure.

As table 5.14 shows, N127,137,641.50 (i.e. 69.74%) of the total revenue of Owan East Local Government was spent on recurrent expenditure, and a paltry sum of only N62,693,335.62 (i.e. 33.02%) of the total revenue was used for capital expenditure as indicated in table 5.13. And in Etsako Local Government Council, N130,304,382.70 (i.e. 68.38%) of the total revenue was spent on recurrent expenditure as indicated in table 5.16 above, while N60,246,341.03 (i.e. 31.61%)

of the total revenue was only used for capital expenditure as shown in table 5.17 above.

In all, we can deduce that very little amount was spent on actual physical development of the local communities. This is, however, very disheartening considering the fact that such allocations are meant for capital projects like construction and maintenance of roads and bridges, development of small scale industries, rural electrification, agricultural and community development, etc.

The point we are making here is that the money allocated for capital projects over a period of five years as indicated above are not adequate at all - especially when we consider governments' directives that 60% of the total revenue of local governments be used for capital projects while the remaining 40% be spent on recurrent expenditures. But the reverse is the case in the Local Government Areas of our study.

Our position here is that financially, Owan East and Etsako West Local Governments are highly incapacitated. This is because money accruing to Local Governments in terms of internally generated revenues and statutory allocations are barely sufficient for the payment of staff salaries and overhead cost. After these little is left to carry out developmental projects.

Thus, to the above poser, our respondents in each of the Local Governments were asked to indicate (among several other alternatives) what they consider to be the major hinderance to the effective performance of their local governments. In response to this question, our respondents unanimously agreed that lack of financial, manpower and material resources are among the major hinderance to their effective performance.

Table 5.18 below summarises the above position.

Table 5.18: RESPONDENTS' VIEW ON THE MAJOR PROBLEM HINDERING THE LOCAL GOVERNMENTS' PERFORMANCE IN THE PROVISION OF SOCIO-ECONOMIC SERVICES

| S/NO | NATURE OF PROBLEM | NO. OF RESPONDENTS | (%) | NO. OF RESPONDENTS | (%) |
|---|---|---|---|---|---|
| 1. | Inadequate finance | 45 | 90 | 43 | 86 |
| 2. | Inadequate manpower | 38 | 76 | 40 | 80 |
| 3. | Lack of equipment/ implements to carry out projects | 20 | 40 | 21 | 42 |
| | TOTAL | 103 | 206 | 104 | 208 |

SOURCE: Survey by the Researcher

The number of Local Government employees in each of the Local Government that were interviewed is 50. The responses are, however, greater than the sample size of 50 because respondents were free to indicate more than one response. What this means therefore is that all the factors enumerated above, that is, lack of financial, manpower and material resources, all combined to hinder local government efforts to provide socio-economic services.

However, a brief examination of few of the selected activities of the Local Governments further shows that financial and manpower resources constitutes the major obstacles to the effective performance of Owan East and Etsako West Local Governments. Some of the selected major activities are given below

5.2.1 Health

It has often been said that health is wealth and that a healthy society is a happy society. This is because productivity of the people is directly linked to their health.

Under the 1976 Local Government Reform, Local Governments were charged with the functions of basic health and environmental sanitation. Among these functions are:

i) treatment and administration of drugs to patients who are infected or are about to be infected;

ii) to educate people about and conduct family planning exercise;

iii) to administer Oral Rehydration Therapy popularly known as ORT;

iv) to keep environmental sanitation and refuse disposal;

v) undertaking immunizations against the six killer diseases i.e. whooping cough, tetanus, polio, tuberculosis, diarrhoea and measles, this falls under the EPI programme;

vi) enlightenment of the public by conducting workshops and seminars on health education and personal hygiene;

vii) coordination and improvement of the welfare of the blind, handicapped, motherless babies, abandoned children etc.; and

viii) to liaise with governmental and non-governmental organizations to ensure the success of health programmes.

The above functions are carried out by the Health Departments in the Local Governments. It is therefore obvious that local governments have a lot to do if the

National Policy on Health for All by the Year 2000 and beyond is to succeed - especially as the majority of the people live in the rural areas, and most of the productive work which build up the national economy is done there. In this regard, we may ask: To what extent has Owan East and Etsako West Local Governments made efforts to meet these objectives?

Tables 5.19a and 5.19b below summarise the achievements of Owan East and Etsako West Local Governments in the area of Maternity and Dispensary services between 1992 and 1997.

Table 5.19a: LIST OF PROJECTS EXECUTED BY THE HEALTH DEPARTMENTS OF OWAN EAST LOCAL GOVERNMENT COUNCIL BETWEEN 1992 AND 1997

| YEAR | NAME OF PROJECTS | LOCATION | AMOUNT SPENT (N) | REMARKS |
|---|---|---|---|---|
| 1993 | Building of a drug store | Afuze | 149,250.21 | Completed |
| 1993 | Building of a Maternity Clinic | Erah | 781,460.50 | " |
| 1993 | " | Ohami | 781,460.50 | " |
| 1993 | " | Ovbiomu | 781,460.50 | " |
| 1993 | " | Orue | 781,460.50 | " |
| 1995 | Renovation of Maternity Clinic | Afenbakhe | 140,200.25 | " |
| 1996 | " | Evbiame | 140,200.25 | " |
| | TOTAL | | 3,55,492.71 | |

SOURCE: Project File, Owan East LGA

Table 5.19b: LIST OF PROJECTS EXECUTED BY THE HEALTH DEPARTMENTS OF ETSAKO WEST LOCAL GOVERNMENT COUNCIL BETWEEN 1992 AND 1997

| YEAR | NAME OF PROJECTS | LOCATION | AMOUNT SPENT (N) | REMARKS |
|---|---|---|---|---|
| 1992 | Construction of Health Clinic | Iyakpi | 792,242.00 | Completed |
| 1993 | " | Ayua | 792,242.00 | " |
| 1993 | " | Iyora | 792,242.00 | " |
| 1996 | Wiring of Health Centre | Ayogwin | 95,000.00 | " |
| 1996 | Renovation of Dispensary | Odegim | 32,937.00 | " |
| | TOTAL | | 2,504,703.00 | |

SOURCE: Project File, Etsako West LGA

Tables 5.19a and 5.19b above, presents a picture of the projects executed by the two local governments' Health Departments between 1992 and 1997. As indicated above, Owan East Local Government spent a sum of N3,556,492.71 only while Etsako West spent only N2,504,703.00 in the execution of projects in their Health Departments. Thus in a survey conducted by the researcher, it was discovered that some of the Health clinics in some of the villages were in a precarious and dilapidated conditions. And when the researcher sought to know from the Heads of Departments in both Local Governments why attention was not given to the renovation of such Health Clinics, they both gave, among other reasons, the problems of inadequacy of funds. This further goes to confirm our first hypothesis again.

However, in terms of the supply of drugs and purchase of medical equipment, tables 5.20a and 5.20b below give a summary of the financial involvement of the Local Governments in the discharge of Health Services.

Table 5.20a: QUANTITY OF DRUGS AND MEDICAL EQUIPMENT PURCHASED BY OWAN EAST LOCAL GOVERNMENT COUNCIL (CALCULATED IN NAIRA) BETWEEN 1992 AND 1996

| SERVICES | 1992 | 1993 | 1994 | 1995 | 1996 | TOTAL |
|---|---|---|---|---|---|---|
| 1. Amount of drugs | 350,000 | 420,000 | 375,000 | 490,000 | 500,000 | 2,135,000 |
| 2. Purchase of medical equipment | | | | | 500,000 | 500,000 |
| 3. Purchase of Galenical/Reagent | | | | | 490,000 | 490,000 |

GRAND TOTAL = N3,125,000.00

SOURCE: Health Department, Owan East LGA

Table 5.20b: QUANTITY OF DRUGS AND MEDICAL EQUIPMENT PURCHASED BY ETSAKO WEST LOCAL GOVERNMENT COUNCIL (CALCULATED IN NAIRA) BETWEEN 1992 AND 1996

| SERVICES | 1992 | 1993 | 1994 | 1995 | 1996 | TOTAL |
|---|---|---|---|---|---|---|
| 1. Amount of drugs | 385,000 | 450,000 | 300,000 | 460,000 | 511,000 | 2,106,000 |
| 2. Purchase of Medical equipment | | | | | 420,000 | 420,000 |

GRAND TOTAL = N2,526,000.00

SOURCE: Health Department, Etsako West LGA

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As could be seen in the above tables 5.20a and 5.20b respectively, Owan East Local Government spent a total sum of N3,125,000.00 while Etsako West Local Government spent only N2,526,000.00, for the purchase of drugs and other medical equipment between 1992 and 1996. Thus besides the fact that the number of clinics are not even enough, and considering the population of each local government, about N90,927 for Owan East LGA and about 126,112 for Etsako West LGA, the amount that have been spent is too small if an adequate and meaningful medical attention is to be given to the local people.

It is necessary to point out here that apart from the inadequacy of the supply of drugs, the trained medical work force of both local governments are also inadequate. An examination of the medical work force of both Owan East and Etsako West Local Governments' Health Departments indicates that they have the largest number of staff. But while 20 or 21.05 percent out of 95 staff members in Owan East Health Department, 29 or 25.89% out of 112 staff in Etsako West Local Government's Health Department are trained medical personnel, the rest are made up of health attendants, medical aid, and labourers and messengers. This is not an encouraging work force if proper medical care are to be provided to local populations of about N90,927 in Owan East LGA and about 126,112 in Etsako West LGA respectively in combating such diseases as malaria, scabies, polio, meningitis, dysentery, guinea worm infection, abdominal pains and a couple of others that are being suffered by majority of the local inhabitants.

Table 5.21a presents the Health Departments' work force according to their levels of qualifications.

TABLE 5.21a: EDUCATIONAL QUALIFICATION OF STAFF OF OWAN EAST AND ETSAKO WEST HEALTH DEPARTMENTS

| | | OWAN EAST | | ETSAKO WEST | |
|---|---|---|---|---|---|
| S/NO | EDUCATIONAL QUALIFICATION | NO. OF STAFF | % | NO. OF STAFF | % |
| 1. | Illiterates | 24 | 25.26 | 22 | 19.64 |
| 2. | Primary | 21 | 22.10 | 28 | 25 |
| 3. | Secondary or community aid | 30 | 31.57 | 33 | 29.46 |
| 4. | Tertiary (NCE, OND, HND, Degree, Nursing, Midwife, etc) | 20 | 21.05 | 29 | 25.89 |
| | TOTAL | 95 | 100 | 112 | 100 |

SOURCE: Survey by the Researcher

The above table indicates that 24 or 25.26% (Owan East), and 22 or 19.64% (Etsako West), of members of staff are illiterates, 21 or 22.10% (Owan East) and 28 or 25% (Etsako West), are primary school leavers, 30 or 31.57% (Owan East), and 33 or 29.46% (Etsako West), are secondary of community aid assistants, or its equivalent paramedical qualification, while 20 or 21.05% (Owan East) and 29 or 25.89% (Etsako West), are nurses and midwives or other medical qualifications in that category.

What this means is that only 50 or 52.63% (Owan East) and 62 or 55.35% (Etsako West) of the total staff of the Health Departments) acquired the needed professional training for the job. Although the total staff strength of the Health Departments are fairly adequate, the quality of staff as seen in the table are not satisfactory since most of them are untrained. The reason for the shortage of well-



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qualified manpower in the Health Departments of both Local Governments can be partly adduced to lack of finance to train staff, and partly due to lack of foresight on the part of both local governments that did not plan adequately for their staff development.

The foregoing analysis has shown that the inadequacy of skilled manpower and insufficiency of drugs are the main hinderances to the provisions of health services in the two local government areas of our study.

However, taking the present health programme of the federal government into cognisance, which lay emphasis on preventive medicine, we shall therefore discuss the impact of the Primary Health care programme on Owan East and Etsako West Local Government Areas. This will enable us to know the extent to which the local governments' efforts has been supplemented by the State and Federal Governments in order to achieve health for all based on the current national philosophy of social justice and equity.

In this regard, our assessment of the PHC programme - whose activities has already been discussed in the previous section revealed that some material assistance accrued to the Local Governments by the Federal Government assisted by UNICEF for the efficient and effective implementation of the programme. Such materials include Bicycles, Motor Cycles, Motor vehicles, Deep freezers, Ice lining refrigerators, Vaccine carriers and Ice packs (cold boxes), Needles and Syringes.

The PHC programme is usually carried out by the Departments on Monthly and periodic basis, while the clinics effect the immediate administration of the exercise whenever the need arises. A scrutiny of the records - mainly quarterly briefing and reports on the programme for a proper assessment of the performance



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of the local governments in the administration of preventive medicine, as carried out by the researcher, reveals that the following number of the local people were being immunised against five different diseases, (the population comprising both adult and children) for the period of five years - 1992 to 1997 (See tables 5.21b and 5.21c below.

TABLE 5.21b: NUMBER OF PEOPLE IMMUNISED AGAINST FIVE DIFFERENT KINDS OF DISEASES IN OWAN EAST LOCAL GOVERNMENT AREA

| TYPE OF DISEASE | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 | TOTAL |
|---|---|---|---|---|---|---|---|
| D.P.T | 6114 | 7510 | 5748 | 6832 | 7791 | 7335 | 41330 |
| B.C.G. | 8231 | 10472 | 6855 | 9176 | 10251 | 9284 | 54269 |
| O.P.V. | 5976 | 7186 | 5460 | 6488 | 7264 | 65649 | 39023 |
| MEASLES | 1220 | 1411 | 1088 | 1953 | 1115 | 1314 | 8101 |
| T.T | 680 | 420 | 512 | 390 | 477 | 562 | 3041 |

SOURCE: Health Department, Owan East LGA

TABLE 5.21c: NUMBER OF PEOPLE IMMUNISED AGAINST FIVE DIFFERENT KINDS OF DISEASES IN ETSAKO WEST LOCAL GOVERNMENT AREA

| TYPE OF DISEASE | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 | TOTAL |
|---|---|---|---|---|---|---|---|
| **D.P.T** | 7559 | 8378 | 6291 | 9416 | 10317 | 10356 | 52317 |
| **B.C.G.** | 10405 | 10034 | 8815 | 10997 | 11484 | 11219 | 62954 |
| **O.P.V.** | 7131 | 6223 | 5919 | 6776 | 8377 | 8675 | 43101 |
| **MEASLES** | 2347 | 2685 | 2660 | 2884 | 2528 | 2645 | 15749 |
| **T.T** | 972 | 846 | 755 | 551 | 693 | 729 | 4546 |

SOURCE: Health Department, Etsako West LGA

From the foregoing, the local governments have performed fairly well in terms of the provision of preventive health services to the people of Owan East and Etsako West Local Governments. Samples of Opinion of respondents in respect of the provision of preventive health care services to the local people in both Local Governments was however, conducted.

Table 5.22: RESPONDENTS OPINION OF THE IMPACTS OF THE LOCAL GOVERNMENTS ON THE PROVISION OF PREVENTIVE HEALTH SERVICES

| | OWAN EAST | | ETSAKO WEST | |
|---|---|---|---|---|
| NATURE OF RESPONSES | NO. OF RESPONDENTS | % | NO. OF RESPONDENTS | % |
| Very Good | 72 | 23.84 | 60 | 19.41 |
| Good | 163 | 59.97 | 178 | 57.60 |
| Fairly Good | 59 | 19.53 | 57 | 18.44 |
| Poor | 8 | 2.64 | 14 | 4.53 |
| Very Poor | - | - | - | - |
| TOTAL | 302 | 100 | 309 | 100 |

The table above shows that 28.84% and 19.41% of our respondents in Owan East and Etsako West LGAs, respectively rated the preventive health services of the Local Governments as very good. While 59.97% of our respondents in Owan East, and 57.60% of our respondents in Etsako West LGAs respectively rated the health services as good. Also, 1953% of our respondents in Owan East and 18.44% in Etsako West rated the preventive health services as fairly good. Only 2.64%, and 4.53%, of our respondents in Owan East and Etsako West LGAs respectively rated the preventive health services as poor.

This means that 83.81% of our respondents in Owan East, and 77.1% in Etsako West LGAs, are of the opinion that the preventive health services of the Local Governments are good. This success could be attributed to the efforts of the

Local Governments that are highly supplemented and reinforced through the Bamako Initiative Programme and the Primary Health Care programmes of the Federal Government and UNICEF'S support.

Generally speaking, in spite of the little success in the areas of preventive health care services, the Local Governments are still constrained by the inadequacy of sufficiently trained manpower - midwives, Nurses, Community Health Officers and Village Health Workers, lack of drugs and other essential health facilities in the Local Governments' clinics as well as lack of funds.

5.2.2 Construction, Maintenance and Lighting of Roads

In Nigeria, the construction, maintenance and lighting of roads and streets within towns and between villages have always been one of the responsibilities of local governments even before 1976. A network of good roads, therefore, is very important in the economic development of any society. This is because such good roads within and between towns and villages could facilitate easy movement of men and materials, interaction between people of the same and different communities, transportation of agricultural produce and so on.

In our two local government areas of our study, the Works Departments are responsible for the construction of local roads, bridges, etc. It is the machinery for major activities of the local governments with regards to the provision of infrastructures. To what extent had they fared in the fulfilment of these obligations especially in the provision of road network in the local areas? In response to the question, we would need to examine the departments' potentials with regard to human, material and financial resources, and also assess the extent to which the

local roads have been improved before either reasserting or rejecting our first hypothesis that, "The extent to which socio-economic and infrastructural facilities could be provided in the Local communities by Local Governments is dependent on the availability of adequate manpower and financial resources.

Owan East and Etsako West Local Governments' Works' Departments have a total staff strength of 46 and 63 respectively as their work force (See Table 5.05). And according to salary grade levels, Owan East Work's Department has 40 staff between levels 01-06, and 6 staff on levels 7-12 (see tables 5.08). In Etsako West Local Government, the Work's Department has 55 staff members on levels 01-06, and 8 staff on levels 07-12 (see table 5.09). Below is table 5.23 indicating the details.

Table 5.23: OWAN EAST AND ETSAKO WEST LOCAL GOVERNMENTS WORKS' DEPARTMENTS STAFF STRENGTH ACCORDING TO SALARY GRADE LEVELS

| | OWAN EAST | | ETSAKO WEST | |
|---|---|---|---|---|
| GRADE LEVEL | NO. OF STAFF | % | NO. OF STAFF | % |
| 01-06 | 40 | 86.95 | 55 | 87.30 |
| 07-12 | 6 | 13.04 | 8 | 12.69 |
| 13-17 | - | - | - | - |
| TOTAL | 46 | 100 | 63 | 100 |

SOURCE: SURVEY BY THE RESEARCHER

From the table above, it shows that the Works Department of Owan East Local Government has the following grades of staff. 86.95% of the staff are on levels 01-06, 13.04% on levels 07-12, and none for levels 13-17. And in the Works

Department of Etsako West Local Government, 87.30 of the staff are on grade levels 01-06, 12-69 on levels 07-12, while there is none for levels 13-17.

In terms of staff qualification in the Works Departments of both local governments, tables 5.25(a) and 5.25(b) below gives details of staff for each category

Table 5.24a: EDUCATIONAL QUALIFICATION OF OWAN EAST LOCAL GOVERNMENT WORKS' DEPARTMENT

| EDUCATIONAL QUALIFICATION | NO. OF STAFF | PERCENTAGE |
|---|---|---|
| Illiterates | 19 | 41.30 |
| Primary | 14 | 30.43 |
| Secondary or technical certificate | 10 | 21.73 |
| Tertiary (NCE, OND, HND, degree | 3 | 6.52 |
| TOTAL | 46 | 100 |

SOURCE: SURVEY BY THE RESEARCHER

Table 5.24b: EDUCATIONAL QUALIFICATION OF ETSAKO WEST LOCAL GOVERNMENT WORKS' DEPARTMENT

| EDUCATIONAL QUALIFICATION | NO. OF STAFF | PERCENTAGE |
|---|---|---|
| Illiterates | 24 | 38.09 |
| Primary | 20 | 31.74 |
| Secondary or technical certificate | 13 | 20.63 |
| Tertiary (NCE, OND, HND, Degree | 6 | 9.52 |
| TOTAL | 63 | 100 |

SOURCE: SURVEY BY THE RESEARCHER

Table 5.24a (shows that the Works Department is made up of 19 (41.30%) of illiterates, 14 (30.43%) primary school certificate, 10 (21.73%) secondary or technical school certificate, and only 3 (6.52%) are of tertiary qualifications. This shows that only about 13 (28.25%) of the staff could be said to be fairly skilled, the rest are unskilled.

Table 5.24b on the other hand, indicates that the Works Department has 24 (38.09%) of staff made up of illiterates, 20 (31.74%) of primary school certificate holders. 13 (20.63%) of secondary or technical school certificate, and only 6 (9.52%) made up of NCE, OND, HND or University degree qualifications. This indicates that only about 19 (30.15%) could be said to be fairly skilled. While 33 (71.73%) in table 5.24a and 44 (69.83%) in table 5.24b) are either semi-skilled or not skilled at all - comprising of labourers, draftsmen, artisans, operators, masons

and messengers. It is thus clear from the two tables that there is an acute shortage of skilled personnel in both Local Governments.

However, the Works' Departments, being where almost every activity of the Local Governments takes place as far as construction is concerned, the researcher therefore decided to find out how the Departments have been going about their activities, especially on maintenance and provision of roads and electricity. In an interview, therefore, conducted by the researcher and survey by way of personal assessment and observation, it was discovered that the Works Department of Owan East Local Government had neither caterpillar tractors nor lorry tippers that are functional. When the Head of the Department was interviewed on the issue, he claimed that they used to have a grader tractor, a lorry tipper and a water tanker but all these have been down for the past three years. And that the Local Government have been finding it difficult to make provision for the repairs of the equipment - especially as the estimate for their repairs involves large sums of money. As the Head stressed further, they have been sustaining their activities either through the hiring of equipment - especially graders, or contracting out most of their construction and maintenance works to private contractors.

As for Etsako West Local Government, it was observed that though they have only one functional Terex Bulldozer which was put in a working order a few months ago at the cost of N985,240.00. Although they have a Fiat tractor, they have no functional water tanker and lorry tipper. These have broken down at the time of this research. When the Head of the Department was interviewed on this, he also claimed that there was no fund to repair the water tanker and the tipper lorry including two tractors that have been down since 1994. What they, however, do in



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sustaining their activities was the contracting out of most of their rehabilitation works to private contractors.

Thus we can deduce from the above discussions that the general development efforts of the Local Governments have been hampered by both the inadequacy of manpower and financial resources. This, has however, goes to confirm our first hypothesis that "The extent to which socio-economic and infrastructural facilities could be provided in the local communities by Local Government is dependent on the availability of adequate manpower and financial resources".

## 5.3 Involvement of the People in Community Development

The cornerstone of any development programme - whether in a community or country, depends on the active participation of the people for whom such a development programme is meant. However, it has been experienced that, very often almost all development programmes have significantly failed to achieve distinct positive results in the process not because such programmes were adjudged unviable but because of the faults inherent in the planning of such programmes.

A fundamental fault is, therefore, a situation whereby the involvement of the local people is overlooked. For any development programme to succeed, it requires a situation whereby both the beneficiaries and the agencies that are responsible for bringing about the development have direct inputs at the conceptual stage, and working together using the available resources - financial, human and material, to attain a common goal. In other words, the involvement of people would have to

entail participation of the local people in the process of planning and implementation of development programmes. And so, participation of the people would have to be directed and related to the roles of the members of the general public in a locality as distinguished from those of the government officials in formulating and implementing administrative decisions and programmes that concerns that public.[2] However, understanding the need to assess local problems and regard to local knowledge are crucial ingredients for a more popular and effective sensitization, mobilization, participation as well as having wider scope in understanding and suggesting solutions to the local development problems.

Thus, the main thrust of community participation is to enable development reach the rural poor as well as to enable them democratically control their lives and their social, economic and political environment. The manner of participation or involvement in the process of decision-making and implementation which affect the daily lives of the people is however open to a certain degree of discussion since local participation in the planning and implementation, maximises 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.[2]

In the planning stage, therefore, local participation could be achieved through:

a) local interest groups such as school committees, indigenous age-sex work groups kinship groups;

b) a series of discussion, sessions by which various ideas and strategies for development projects could be worked out. At this stage, the process should aim at:

i) bringing forward choices so that alternatives are set forth;

ii) making criteria for selecting between alternatives; and

iii) providing systematic application of these criteria in the selection process.[4]

At the implementation stage, local participation can take a variety of forms. It can entail commitment to the project itself, increase local maintenance of the project, mobilize previously immobile or inflexible traditional resources and heighten utilization of local resources.[5] It can also assist in providing feedback to ensure that a project is running smoothly.

The aim of this section is basically to examine the involvement and mobilisation of the local people in the development of their areas under the following sub-title: Community Participation.

5.1 1 Community Participation

One of the main objectives of the 1976 Local Government Reforms was to facilitate the exercise of democratic self-government close to the local levels of our society by encouraging initiative and leadership potentials - especially as most of the activities of local governments requires the active participation of individuals and communities collectively. The first democratic election of the local people into the Local Government Council came up in 1976. But since 1976, the history of the Local Government Councils had been a combination of elected and appointed councils at different points in time. As a result, the democratic local government system have not had sufficient chances to develop. Besides, while the major

concern in establishing a Local Government system is to encourage political participation whereby the Local citizens are free to elect periodically their representatives who will manage their affairs on their behalf, two aspects of participation are however emphasised here. And these are:

i) Political access, and

ii) Political Mobilization

Participation as 'political access' is an 'input' into the political system from below. People come to participate in decisions which affect their lives - through representation, expressions of opinions, involvement in community programmes etc. Thus, when a community comes together, decides on its priorities and launches its development programme, it is participating in politics. The community is feeding an input into the system in a way that their lives would be affected as and how they want.[6]

This form of participation is essentially one of access to and control of decision-making unit at the grass-root. Such control and participation are necessary for any success in community programme. It is also crucial to the success of genuine grass-root autonomy and governments. Any government of a country or sub-national state which encourages this forum of participation embarks on the process of "bringing people closer to the government" by not only offering them political access to decision-making process, but also the opportunity to contribute to the improvement of their own quality of life, given their own priorities.[7] Here the initiative for action is with the local community.

'Political mobilization' on the other hand, is the 'output' form of participation. This is a situation in which the people are mobilized by the government for specific

activity. Here, the initiative lies with the government at the top.[6]

However, since the new Local Government system in the country has emphasised much on the people's participation, a major obstacle to local development efforts has been lack of proper integration of development projects. A great deal of small development activities take place at the local level unnoticed, and even when such activities are known, they lack the necessary support that can keep them in constant use. This is an area where the complementary efforts of local communities and those of the governments can be made to promote local development. It is in this regard, as a matter of emphasis, that the third objective of the 1976 Local Government Reform enjoined Local Governments to harness Local resources through the involvement of the people in their local development.[9] This is one of the challenges facing Local Governments.

The ideal relationship between Local Government and resource mobilization is one in which the Local Governments arouse the local citizenry to contribute financially to the management of local affairs, get involved in local management as elected or appointed officials, or on a voluntary basis within development committees engaged in "self help" projects. And because of the increasing complexity of modern life, it is widely accepted that local governments cannot by themselves provide the funds necessary for administering all local projects.[10]

Resources are scarce and grossly inadequate to meet the increasing demands made on them (Local Governments). In fact, no government has been able to satisfy the yearnings of its citizens, and this is why the promotion of community development efforts becomes an important functions for local governments.

Community development has been an age long activity, and if well



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coordinated with other government programmes can easily transform the rural areas. But because of inadequate financial resources, many local governments just allow communities to go on their own way. In this sense, we may ask: to what extent have Owan East and Etsako West Local Governments Councils been able to mobilise the people in their areas through democratic process to enhance the people's efforts towards their own development?

Thus, before addressing this question, it would be important to know first of all, the general contentment of the local people towards the activities of their Local Government Councils. We would then know how the local people are involved in the decision-making process of the Local Governments. Thereon, we would draw attention to assessing the level of involvement of the people in project initiation and implementation.

In order to find out the general contentment of the local people towards the activities of their Local Government Councils, a questionnaire was administered on the members of the public. And the questions that were asked ranged from the general awareness of the people on the existence of the Local Governments to their feelings on their importance.

To the first question: Are you aware of the existence of anything called Local Government? All the respondents answered in the affirmative 'Yes'. The respondents were then asked to indicate whether there are enough channels for the local people to express their needs or grievances to their Local Governments? About 70.86% of the respondents in Owan East and 77.3% in Etsako West Local Government Areas expressed a favourable opinion as could be seen in table 5.25 below.

TABLE 5.25: ENOUGH CHANNELS TO EXPRESS GRIEVANCES OR NEEDS

| | OWAN EAST | | ETSAKO WEST | |
|---|---|---|---|---|
| RESPONSE | NO. OF STAFF | % | NO. OF STAFF | % |
| Yes | 214 | 70.86 | 239 | 77.34 |
| No | 88 | 29.13 | 70 | 22.65 |
| TOTAL | 302 | 100 | 309 | 100 |

SOURCE SURVEY BY THE RESEARCHER

An important element in the channels of communication is the source of information which exists in the Local Community about government policies and programmes. And since there is a variation on how the local people communicate to the local government council, we try to find out in this study the main sources of information on government policies and development programmes. As indicated in Table 5.26 below the most frequently mentioned sources of information in the local communities were: Radio/Television (33.43%) in Owan East LGA, and 33.28% in Etsako West LGA. Newspapers, leaflets and posters - 25.83% in Owan East LGA, and 28.49% in Etsako West LGA and Local people and hearsay - 15.95% in Owan East LGA, and 15.97% in Etsako West LGA respectively. It is also interesting to realize that the designated local government councils which were supposed to propagate the Government's development programmes accounted for only 7.59% and 6.25% in Owan East and Etsako West respectively of the sources mentioned.

TABLE 5.26: THE SOURCES OF INFORMATION ABOUT GOVERNMENT POLICIES AND DEVELOPMENT PROGRAMMES IN OWAN EAST AND ETSAKO WEST LOCAL GOVERNMENT AREAS

| | OWAN EAST | | ETSAKO WEST | |
|---|---|---|---|---|
| SOURCE OF INFORMATION | NO. OF RESPONSE | % | NO. OF RESPONSE | E |
| Village head/elders | 96 | 14.58 | 100 | 13·31 |
| Radio and Television | 220 | 33.43 | 250 | 33·28 |
| Local Elite/Educated Groups | 7 | 1.06 | 11 | 1·46 |
| Local Government council | 50 | 7.59 | 47 | 6·25 |
| Newspapers, Leaflets, Posters | 170 | 25.83 | 214 | 28·49 |
| Discussion at meeting places | 10 | 1.51 | 9 | 1·19 |
| Local people/hear-say | 105 | 15.95 | 120 | 15·97 |
| TOTAL | 358 | 100 | 751 | 100 |

SOURCE: SURVEY BY THE RESEARCHER

NB: As could be seen in the above table, the number of responses were more than the number of respondents because of multiple responses.

It could also be realised in Table 5.26 that the local leaders, made up of the Village Heads and their elders accounted for only 14.58% and 13.31% of the sources of information about government policies in Owan East and Etsako West Local Government Areas respectively. There was therefore a probe question to find out whether the local leaders as a group educate the local people enough about government policies. As indicated in Table 5.27 below about 51.98% and 51.79%

in Owan East and Etsako West Local Government areas respectively indicated that their local leaders were doing enough to educate them about government policies and development programmes.

Table 5.27: DO YOU THINK YOUR LOCAL LEADERS TELL YOU ENOUGH ABOUT GOVERNMENT POLICIES?

| | OWAN EAST | | ETSAKO WEST | |
|---|---|---|---|---|
| ENOUGH INFORMATION | NO. OF RESPONDENTS | % | NO. OF RESPONDENTS | % |
| Yes | 157 | 51.98 | 160 | 51.79 |
| No | 64 | 21.19 | 56 | 18.12 |
| Sometimes | 81 | 26.82 | 93 | 30.09 |
| TOTAL | 302 | 100 | 309 | 100 |

SOURCE: SURVEY BY THE RESEARCHER

As the above table shows, majority of the people agreed that their local leaders tell enough about government policies.

However since it is being increasingly stressed in the development literature that for community development to be viable and self-sustaining in the long run, it is crucial in the design of community development programmes, to ensure the active involvement and contribution of the total local community who should be educated to share responsibility along with the benefits of development.

In this regard, therefore, we tried to find out whether the performance of the Local Governments would be meaningfully enhanced if the local people are involved in the decisions and implementation of what is best for them. The results of this views are indicated in the table below.



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TABLE 5.28: DO YOU AGREE THAT THE PERFORMANCE OF THE LOCAL GOVERNMENT WOULD BE MEANINGFULLY ENHANCED IF THE LOCAL PEOPLE ARE INVOLVED IN THE DECISIONS AND IMPLEMENTATION OF THEIR DEVELOPMENT PROGRAMMES?

| | OWAN EAST | | ETSAKO WEST | |
|---|---|---|---|---|
| RESPONSES | NO. OF RESPONDENTS | % | NO. OF RESPONDENTS | % |
| Strongly agree | 226 | 74.83 | 239 | 77.34 |
| Agreed | 76 | 25.16 | 70 | 22.65 |
| Strongly disagree | - | - | - | - |
| Disagreed | - | - | - | - |
| TOTAL | 302 | 100 | 309 | 100 |

SOURCE: SURVEY BY THE RESEARCHER

As the above table indicates, there is a unanimous agreement among the respondents in both Owan East and Etsako West Local Government Areas that Local involvement in community development programmes would greatly enhanced the performance of local governments. On a further probe why the importance of local involvement in the decisions and implementation in community development programmes, table 5.29 gives the distribution for the various reasons given for the local community involvement in the community development programme of their areas.

TABLE 5.29: REASONS FOR LOCAL INVOLVEMENT IN DEVELOPMENT

| | OWAN EAST | | ETSAKO WEST | |
|---|---|---|---|---|
| RESPONSES | NO. OF RESPONDENTS | % | NO. OF RESPONDENTS | % |
| For their own good/ benefit | 40 | 6.30 | 45 | 7.08 |
| To promote the spirit of self-reliance | 120 | 18.92 | 115 | 18.11 |
| To help increase the revenue of resources of the area | 38 | 5.99 | 30 | 4.72 |
| For rapid development of the communities | 205 | 32.33 | 210 | 33.07 |
| Local people know their problems best | 150 | 23.65 | 153 | 24.09 |
| To help government efforts | 60 | 9.46 | 57 | 8.97 |
| Others | 21 | 3.31 | 25 | 3.93 |
| TOTAL | 634a | 100 | 635a | 100 |

NOTE: a - More than the number of respondents because of multiple choice.

SOURCE: SURVEY BY THE RESEARCHER

The last two tables above, 5.28 and 5.29 have however upheld our second hypothesis that "The performance of Local Governments would be meaningfully enhanced when the local communities are involved in the planning and implementation of development projects".

Thus, with an overwhelming majority of the respondents indicating the importance of the peoples' involvement in the development of their own areas, the

next area of interest was to find out who should initiate development projects in their local government areas? The table below gives the people's responses on this issue.

TABLE 5.30: WHO DO YOU THINK SHOULD INITIATE DEVELOPMENT PROJECTS IN YOUR LGA?

| | OWAN EAST | | ETSAKO WEST | |
|---|---|---|---|---|
| RESPONSES | NO. OF RESPONDENTS | % | NO. OF RESPONDENTS | % |
| The state government | 8 | 2.64 | 11 | 3.55 |
| The Local Government | 51 | 16.88 | 46 | 14.88 |
| The community themselves | 243 | 80.46 | 253 | 81.55 |
| TOTAL | 302 | 100 | 309 | 100 |

SOURCE: SURVEY BY THE RESEARCHER

From table 5.30 above, 80.46% and 81.55% of the respondents in both Local Government Areas of our study, respectively agreed that the communities themselves should be allowed to initiate their own development projects. While 16.88% and 14.88% respectively, were of the opinion that the Local Governments should be responsible for the initiation of development projects. And only 21.64% and 3.55% of the respondents were in favour of the state governments.

The respondents were then asked about the organisation they think could develop their community best. The table below illustrates their responses.



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TABLE 5.31: WHICH OF THE FOLLOWINGS DO YOU THINK CAN DEVELOP YOUR COMMUNITY BEST?

| | OWAN EAST | | ETSAKO WEST | |
|---|---|---|---|---|
| RESPONSES | NO. OF RESPONDENTS | % | NO. OF RESPONDENTS | % |
| The state government | 3 | 0.99 | 9 | 2.91 |
| The Local Government | 110 | 36.42 | 103 | 33.33 |
| The Local Government and the Community | 189 | 62.58 | 197 | 63.75 |
| Other Agencies | - | - | - | - |
| TOTAL | 302 | 100 | 309 | 100 |

SOURCE: SURVEY BY THE RESEARCHER

As the above table indicates, 36.42% and 33.42% and 33.33% of the respondents in Owan East and Etsako West Local Government Areas, respectively favoured the Local Government in bringing about development in their areas. While a large percentage of the respondents 62.58% and 63.75%, in both Local Government areas, were in support of both the combined efforts of the Local Government and the community. And only 0.99% and 2.91% respectively favoured the State Government. And there was no response for other agencies in both Local Government Areas.

However, when the respondents were asked the way(s) in which they think that the Local Governments can make their communities play important role in the development of their areas, over 90% of the respondents in each of the local government areas of our study were of the views that they be involved in the decision-making and implementation of development projects that concerns them.

As regards the views expressed above, we also tried to investigate the extent to which the Local Government Councils - through a democratic process, have been able to involve the people in the decision-making and implementation of projects in order to encourage the peoples' efforts towards their own development.

Below is a table showing the peoples' views on how they get involved in the decision-making process of their development programmes.

TABLE 5.32: THE PEOPLES' VIEWS ON HOW THEY GET INVOLVED IN THE DECISION-MAKING PROCESS OF THEIR LOCAL GOVERNMENT COUNCILS

| | OWAN EAST | | ETSAKO WEST | |
|---|---|---|---|---|
| INVOLVEMENT IN THE DECISION MAKING PROCESS | NO. OF RESPONDENTS | % | NO. OF RESPONDENTS | % |
| Elected/appointed councillors | 211 | 69.86 | 213 | 68.93 |
| Elected/appointed chairmen | 48 | 15.89 | 50 | 16.18 |
| Community development Assistants | 21 | 6.95 | 22 | 7.11 |
| Interest Groups | - | - | - | - |
| Traditional Rulers (Village Heads) | 32 | 2.59 | 34 | 11.00 |
| Others (Please specify) | - | - | - | - |
| TOTAL | 302 | 100 | 309 | 100 |

SOURCE: SURVEY BY THE RESEARCHER



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As could be seen from the above table, the responses shows that most people are of the views that the local people participate in the decision-making of the Local Governments mostly through elected or appointed councillors. As the table indicates, 69.86% and 68.93% of the respondents in both ~~Lags~~ LGAs were in support of elected/appointed councillors respectively, 15.89% and 16.18% were for elected/appointed Chairmen, 6.95% and 7.11% for Community Development Associations, while 10.59% and 11% respectively responded in favour of the Traditional Rulers or Village Heads as their channels for participating in decision making process of the Local Governments. There was no responses for interest groups and others.

However, the wide margin between the respondents who are in favour of elected/appointed councillors and other alternatives could be attributed to the 1976 Local Government Reforms, and the elective principles as introduced into the Local Government System. The low score for traditional rulers is also an indication of the gradual erosion of their powers since the 1976 Local Government Reforms. Their role (traditional rulers) has been predominantly as custodian of the cultural heritage of their various communities. They participate more actively in land disputes, chieftaincy cases, and also serve as advisory body to the Local Government Councils. We would also like to add here that the survey revealed that pressure groups are not yet well developed and articulated in these areas because of their typical local nature with regards to development. In the case of community development associations, they do not serve as effective channels for local participation in decision-making of the local governments. Thus, what actually obtains is that most local political activists of the various villages and communities

use that as a spring board or stepping stone to gain confidence of the local people for such political offices like Councillorship and House of Assembly. If the result shows that the local people participate in the decision making process of the Local Government through their elected and/or appointed councillors, then it goes to confirm that they also participate in initiation and implementation of certain projects through this same people, since they are the ones who make decisions as council members that see to their implementation. But an issue at stake here is the extent to which this body of elected representatives has been able to mobilise their own people towards the development efforts of their societies and communities. This is because it has been realised that most of these so-called elected representatives often represents their own long vested and selfish interests rather than those of the people they are representing as exemplified among the councillors in our areas of study.

Our claim above was substantiated by the respondents when they were asked whether they were satisfied with the activities of their elected councillors (representatives). Table 5.33 shows their responses

TABLE 5.33: WOULD YOU CONSIDER THE PERFORMANCE OF YOUR ELECTED REPRESENTATIVES (COUNCILLORS) AS SATISFACTORY?

| | OWAN EAST | | ETSAKO WEST | |
|---|---|---|---|---|
| RESPONSES | NO. OF RESPONDENTS | % | NO. OF RESPONDENTS | % |
| Yes | 92 | 30.46 | 106 | 34.30 |
| No | 210 | 69.53 | 203 | 65.69 |
| TOTAL | 302 | 100 | 309 | 100 |

SOURCE: SURVEY BY THE RESEARCHER

As Table 5.33 above shows, only 30.46% and 34.30% of the respondents in both local government areas actually responded in the affirmative, while 69.53% and 65.69% of the respondents believe that their elected representatives were performing far below their expectations.

This on the question whether the respondents were satisfied with the services being rendered by their Local Government Council, majority of them felt that the services are poor and deteriorating as could be seen in the table below

TABLE 5.34: HOW WOULD YOU RATE THE SERVICES BEING RENDERED BY YOUR LOCAL GOVERNMENT?

| | OWAN EAST | | ETSAKO WEST | |
|---|---|---|---|---|
| RESPONSES | NO. OF RESPONDENTS | % | NO. OF RESPONDENTS | % |
| Very good | - | - | - | - |
| Good | 4 | 1.32 | 5 | 1.61 |
| Fair | 107 | 35.56 | 110 | 35.59 |
| Poor and deteriorating | 191 | 64.56 | 187 | 60.51 |
| TOTAL | 307 | 100 | 309 | 100 |

SOURCE SURVEY BY THE RESEARCHER

As the above table indicates, 64.56% and 60.51% of the respondents in Owan East and Etsako West Local Government areas respectively indicated that the impact of the services being rendered by their local governments were not only poor but deteriorating. While only a total number of 36.88% and 37.20% of the respondents respectively admitted that the impact of the services being rendered by their Local Governments was being felt in their communities. Thus, among the respondents who indicated that the impact of the services being rendered by their Local Governments was felt in their communities over 90% of the respondents in each of the local governments were of the view that the impact of the Local Governments was felt only through counselling and advice by the Local Government officials.

It is, however, believed on the basis of the available data and the local peoples' responses, that the overall impression of the local people about the

performance of the Local governments was one of the dissatisfaction that requires a great need for much more improvement in the councils' activities so as to make the purpose of the local governments a success.

From all indications, therefore, Owan East and Etsako West Local Government Councils, as two out of many, have performed little to mobilise their people towards achieving this desired objective. Most of the community development projects undertaken by the local people came about only as a result of not the effort of the councils, but because of the long existing communal relationship of the rural people. Like any homogeneous society in the country, the people of Owan East and Etsako West Local Government Areas are so cooperative and have been so since time immemorial. To say that the Local Government Councils has done much to bring them together is however, baseless without any concrete evidence to support the claim.

Below is however, a presentation of the number and value of completed and on-going community development projects in Owan East and Etsako West Local Government Areas between 1992 and 1997

**TABLE 5.35:** COMPLETED AND ON-GOING COMMUNITY DEELOOPMENT PROJECTS IN OWAN EAST LOCAL GOVERNMENT AREAS BETWEEN 1992 AND 1997

| S/NO. | TYPE AND LOCATION OF PROJECT | DATE STARTED | ESTIMATED COST N | TOTAL ASMOUNT EXPENDED | DATE COMPLETED | REMARKS/STAGE OF WORK |
|---|---|---|---|---|---|---|
| 1. | Building of a Town Hall at Orake-Otuo | 1993 | 700,000 | 500,000 | 1995 | Completed |
| 2. | G/S installation of a JSS equipment at Erah | 1990 | 160,000 | 98,000 | 1992 | completed |
| 3. | Construction of concrete bridge at Ihievbe-Ogben | 1992 | 200,000 | 150,000 | 1994 | completed |
| 4. | Construction of earth road and concrete bridge at Uroe | 1993 | 700,000 | 550,000 | 1994 | completed |
| 5. | Construction of concrete bridge over River Owan at Uroe | 1994 | 750,000 | 420,000 | 1995 | completed |
| 6. | Building of a Town Hall at Uokha | 1993 | 895,000 | 200,000 | - | Built to lintel level |
| 7. | Installation of a JSS materials at (G/S) in Arokho | 1993 | 250,000 | 150,000 | - | Installation completed exept for an electric plant |
| 8. | Building of P/S classroom block at Olele-Erah | 1991 | 200,000 | 120,000 | - | 4 out of 8 classrooms have been completed |
| 9. | Installation of a Jss materials at G/S. Olele-Erah | 1993 | 500,000 | 500,000 | - | Installation completed excepting for a generating plant |
| 10. | Construction of 2 wooden bridges/one culvert at Afuze-Emai | 1992 | 20,000 | 10,000 | - | One bridge/culvert has been completed |
| 11. | Building of market stalls at Ovbiomu-Emai | 1992 | 50,000 | 15,000 | - | 6 market stalls have only been roofed |
| 12. | Building of 4 classroom blocks (P/S) at Olele-Erah | 1993 | 300,000 | 200,000 | - | On-going |
| 13. | Building of a Town Hall at Ake-Ievbu | 1993 | 250,000 | 100,000 | - | oN-GOING |
| 14 | Building of 5 P/S classroom block at Ubuneke-Ivbiaro | 1993 | 350,000 | 200,000 | - | Roofed but yet to be completed |
| 15. | Building of 6 P/S classroom block at Ikhin | 1993 | 500,000 | 250,000 | - | Roofed but yet to be completed |
| 16. | Building of a Town Hall at Iyeu-Otuo | 1994 | 500,000 | 100,000 | - | Built to window level |
| 17. | Building of 3 classroom block, H/M's office and a store at Eteye-Emai | 1994 | 550,000 | 150,000 | - | Part of the building at the roofing stage |

| | | | | | | |
|---|---|---|---|---|---|---|
| 18. | Building of a alernity centre at Ohaimi | 1994 | 250,000 | 20,000 | - | Foundation laid |
| 19. | Building of a Town Hall at Oluma-Otuo | 1994 | 1,500,000 | 478,550 | - | Roofed but yet to be completed |
| 20. | Building of a Town Hall at Imoo-pe-Otuo | 1995 | 500,000 | 85,000 | - | Building at roofing level |
| 21. | Building of P/school classroom block at Inievbe-Ogben | 1995 | 500,000 | 80,000 | - | On-going |
| 22. | Building of 2 classrooms P/school block at Olele-Erah | 1995 | 100,000 | 50,000 | - | Building at roofing level |
| 23. | Building of a Town Hall at Ake | 1993 | 650,000 | 250,000 | - | on-going |
| 24. | Renovation of W.S.C. building at Iyeu-Otuo | 1995 | 200,000 | 120,000 | - | on-going |
| 25. | Building of a Health centre | 1996 | 100,000 | 580,000 | - | On-going |
| 26. | Grading of Ikhin-Otuo road at Ikhin | 1996 | 100,000 | 450,000 | - | First phase have been completed and in use. |
| 27. | Extension of electricity from Inievbe to Otua | 1992 | 500,000 | 250,000 | 1994 | Completed. |
| | TOTAL | | 13,075,000 | 6,196,550 | | |

SOURCE: ANNUAL REPORTS ON COMPLETED AND ON-GOING SELF HELP PROJECTS BY THE COMMUNITY DEVELOPMENT DEPARTMENT IN OWAN EAST LOCAL GOVERNMENT AREA BETWEEN 1992 AND 1997

TABLE: 5.36 COMPLETED AND ON-GOIN 3 COMMUNITY DEVELOPMENT PROJECTS IN ETSAKO WEST I OCAL GOVERNMENT AREA BETWEEN 1992 AND 1997

| S/NO | DATE STATED | TYPE OF PROJECT | LOCATION | ESTIMATED COST | ACTUAL COST | STAGE OF WOR | DATE OF COMPLETION | GENERAL REMARKS |
|---|---|---|---|---|---|---|---|---|
| 1 | 1990 | Building of a Police post | Ayogwin | N1.02m | 1.865m | completed | 1995 | Project handed over to the Police. In use |
| 2. | 1990 | Construction of a 6km tarred road | Imeke | N10.05 | N6.5m | Tarring of the road completed Construction of drainages in progress | 1996 | Road in use |
| 3. | 1990 | Extension of pipeborne water borehole | Iyakoi South Ibie | N2.05m | N1,130,957 | Project completed | 1996 | In use |
| 4. | 1990 | Building of 3 classroom and H/M's office | Odighie Egbolo - Agbede | 500,000 | N350,000 | Project completed | 1995 | In use |
| 5. | 1990 | Building of 6 P/S classrooms | Ogbido | N650,000 | N350,000 | Project completed | 1996 | In use |
| 6. | 1989 | Building of 3 P/S classroom | Ewora | N500,000 | N300,000 | Project completed | 1994 | In use |
| 7. | 1990 | Building of 4 P/S classrooms | Uluoke | N550,000 | N324,000 | Project completed | 1995 | In use |
| 8. | 1989 | Building of 3 P/S classrooms | Agbede | N240,000 | N230,000 | Project completed | 1993 | In use |
| 9. | 1994 | Building of a house for Peoples Bank | Agbede | N850,000 | N805,000 | Project completed | 1996 | In use |
| 10. | 1995 | Provision of 48 Units of Street lights | Ayogwiri | N800,000 | N545,000 | Project completed | 1996 | In use |
| 11. | 1995 | Building and provision of Uchi Community Bank | Auchi | N6.05m | N4.5m | Project completed | 1996 | In use |
| 12. | 1995 | Building and provision of Uzairue Community Bank | Jattu | N9.760m | N6.5m | Project completed | 1996 | In use |
| 13. | 1995 | Building and provision of Aviele community bank | Ugbioli | N5.5m | N4.0m | Project completed | 1996 | In use |

Table 5.36b:

| S/NO. | TYPE OF PROJECT | LOCATION | ESTIMATED COST | COMMUNITY'S CONTRIBUTION | STATE OF WORK | GENERAL REMARKS |
|---|---|---|---|---|---|---|
| 14. | Extension of Electricity from NICOHO to Imeke | Imeke | N3.05m | N960,320 | 58 wooden poleserceted whil 43 concrete poles are yet to be erected | Project is on-going |
| 15. | Extension of electricity from NICOHO to Iyuku | Iyuku | 15.05m | | Wooden poles erected | Project at a standstill due to crisis within the community |
| 16. | Constructions of Tech Workshop | Ayua | 1.02m | 900,00 | Building roofed while concrete flooring for installation of equipments is yet to be completed | On-going |
| 17. | Extension of electricity | Iyora | N1.25m | N750,000 | Erection of poles is in process | On-going |
| 18. | Building of 4 primary school classrooms | Elele | N300,000 | N210,000 | Project roofed but yet to be plastered and ceiled. | On-going |
| 19 | Building of 4 primary school classrooms | Etsako West PTA | N300,000 | N200,000 | Building has been roofed not plastered but in use | On-going |
| 20. | Extension of electricity from Agbede to Ikhua Jagbe | Ikhua Jagbe | N10m | N750,000 | About 40 concrete poles have been bought and erected while the remaining poles are yet to be erected. | On-going |
| 21. | Building of a town hall completed | Imiokono (Jagbe) | N1.05m | N300,000 | Building is at foundation level while moulding of blocks is in progress | On-going |
| 22. | Building of a town Hall complex | Ugbenor Iyuku | N0.8m | N250,000 | Project is a lintel level | On-going |
| 23. | Building of a town hall complex | Orere Iyuku | N0.6m | N200,000 | Project is at lentel stage | On-going |
| 24. | Building of a town Hall project | Ogbido | N1.05m | 880,000.00 | Project is at lentel stage | On-going |
| 25. | Building of 3 secondary school classrooms | Iyekhe club 87, Auchi | N55,000 | N278,000 | Roofed, concrete floor but plastering yet to be done | On-going |
| 26. | Building of 3 classrooms of primary school | Iyuku P.T.A. | N300,000 | N130,000 | Project at lintel stage | On-going |
| 27. | Building of 4 classrooms P/S | Imeke Amah | N350,000 | N135,000 | Project at roofing stage | On-going |

| | | | | | | |
|---|---|---|---|---|---|---|
| 28. | Building of 6 classrooms P/S | Amah | N550,000 | N150,00 | Roo ed while flooring is in proc ess | On-going |
| 29. | Reconstruction of 6 classrooms P/S | Apana | N200,000 | N1252,000 | Proj ct roofed while ceiling is ye to be completed | Project is on-going |
| 30. | Building of 3 classrooms Sec. School | Ayua | N500,000 | N340,000 | Roo ed while flooring is in proc ess | On-going |
| 31. | Building of 4 classrooms P/S | Ugbenor Irekpai | N250,000 | N145,000 | Proj ct roofed but not ceile d | Project is on-going |
| 32 | Building of 4 classroom Sec. School | Ayogwiri | N900,000 | N48,000 | Proj ct at roofing stage | |
| | TOTAL | | N75,870,000 | N34,238,271 | | |

SOURCE: Annual Reports on completed and on-going self-help projects by the Com nunity Development in Etsako West Local Gover nment between 1992 and 1997.

From tables 5.35 and 5.36 above, the communities in Owan East Local Government Area contributed the sum of N6,196,550.00 towards the execution of self-help projects between 1992 and 1997.

And as table 5.36 indicates, the value of self-help projects executed by the communities of Etsako West Local Government Area during the same period, 1992 and 1997, was N34,238,271.

The enormous difference between the value of projects executed by the communities in Owan East Local Government Area and those of Etsako West Local Government Area, may be due to the fact that the level of awareness and literacy among the people of Etsako West Local Government Area is higher than that of Owan East Local Government Area whose majority of the population are illiterates as noted in Chapter 3.

It is, thus, necessary to point out here that inadequate funding and lack of sufficient matching grants from the government are among the major problems militating against the efforts of the communities.

On the whole, however, we can infer from the foregoing that if the local communities are well mobilised and/or involved in the planning and implementation of projects, they could greatly complement the efforts of the government in the drive towards the transformation of their societies. This goes to confirm our second hypothesis that "The performance of local governments would be meaningfully enhanced when the local communities are involved in the planning and implementation of development programmes".

## FOOTNOTES TO CHAPTER 5

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3. I.L.O./UNDP, 1972, quoted by C.K. Brown, Ibid

4. Federal Government Guidelines for Local Government Reforms. Lagos, 1976, po. i.

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6. Ibid

7. Ibid

8. Guidelines for Local Government Reforms, op. cit. p. i

9. J.B. Adewumi, Mobilising Popular Participation for Rural Development. E.M. Halott (ed.) IULA, IFHP Publication, Vol. 2, 1988, p. 1.

# CHAPTER SIX

# CONCLUSION

## 6.1 Summary

In this research work, attempts have been made to examine the role of Local Government and its problems in community development. And our contention is that Local Government can serve as a useful instrument in accelerating socio-economic and political development if it operates in a favourable condition. And this condition entails a situation where there is adequate financial and skilled manpower resources, cooperative attitude of federal and state governments, commitment of the councillors towards genuine representation of their people's interests, and the mobilization of the local communities in terms of financial and physical participation in their own development.[1] It is, therefore, the basic assumption of this study that the development of the local communities of Owan East and Etsako West Local Governments is a necessary responsibility of the local governments.

And so, from the beginning of this work, attempts were made to highlight the problems and objectives of the study while hypotheses were formulated. In order to prove or disprove the hypotheses, we proceeded to examine in the rest of the study, the issues of re-direction of efforts to the local communities, both in planning and actual implementation efforts, coupled with the mass involvement of the people in development efforts.

In going about this, the main concepts of the study - development, community development and local government were discussed. After an overview of the literature on these concepts, we assigned our own meaning to the concepts. Also,

historical issues relating to the administrative reforms of local governments were examined. In this regard, it was seen that the mere strengthening of administrative capabilities of local governments failed to solve the problems of community development.

Moreover, the failure of policies in terms of planning and implementation of community development in Nigeria was examined. In this respect, it was observed that in spite of the various development programmes that have been initiated by various governments since independence, the local communities still remain undeveloped. This was thus, attributed to many factors, which include: the lack of continuity, consistency and commitment to programme implementation by succeeding governments, and the lack of consultation and involvement of the local people who ought to play active role in the conception, formulation and implementation of development programmes.

Furthermore, some background information about the historical evolution and socio-economic profile of the two local government areas of our study was discussed. And this gave us an understanding of the people's nature of rural life, agriculture, transportation, education and health facilities of the areas. Besides, the background information also provided us with a launching paid into examining the institutional arrangements for community development in both local government areas of our study. Against this background, the local government was thus examined as the major agency in community development. However, the contribution of other governmental agencies were also considered worthy of investigation, and this provided us with a balanced picture of community development in the areas.

Thereafter, the analysis and presentation of the research data was undertaken. In doing this, percentages were used for purposes of comparison. And this enabled us to reach a logical conclusion on the hypotheses that were postulated

## 6.2 Findings

In all, the study revealed that the local government have not been able to adequately provide the expected local services and infrastructures to the local communities of our areas of study due to inadequacy of manpower, financial and material resources, and coupled with the lack of involvement of the local people in the planning and implementation of development programmes in their own areas.

In terms of the manpower resources of both local government areas of our study, it was revealed, among other things, that Owan East Local Government has a total staff strength of 262 out of which 180 or 68.70 percent are unskilled. While Etsako West Local Government has a total staff strength of 330 out of which 235 or 71.21 percent are not skilled. Thus, as the study revealed apart from the relatively small size of the total staff strengths of both local governments as compared to local establishment needs, there is the fact that even among the small size of the total local governments' employees, those who have adequate skills, either in the technical/professional or even administrative cadre, are a small minority. Besides, as the study also revealed, within the period of this study only 25 or 9.54% and 31 or 9.31% of the total staff strength of Owan East and Etsako West Local Government Council have respectively received on the job training. This is therefore, an indication that the Local Governments in our areas of study are still

experiencing difficulties in getting competent, well trained, experienced and honest administrative and technical personnel to enable them meet their commitments and challenges. Apart from this, the Local Government Service Commission seldom has among its members someone experienced in local government matters or does it often have career local government officers on its staff who can protect the interests of the local government service. This, however, robs the commission of the expertise of people experienced in local government administration whose contribution to its deliberations would be invaluable to the formulation of relevant personnel policies.[2]

Moreso, our study revealed that inadequacy of financial resources is another major problem inhibiting Owan East and Etsako West Local Governments from meeting their objectives and obligations to the local communities. The total revenue that accrues to the local governments to carry out their activities annually is too small. Also, their internal revenue base are very low. For instance, between 1992 and 1997 Owan East Local Government had a total revenue of N189,830,977.20. Out of this amount N127,137,641.50 (69.74%) was spent on recurrent expenditure while only N62,693,335.62 (33.02%) was spent on capital expenditure. And in Etsako West Local Government, out of N190,550,723.70 total revenue, N130,304,382.70 (68.38%) was used for recurrent expenditure while only N60,246,341.03 (31.61%) was spent on capital expenditure. What this means is that very little amount was spent on actual physical development of the local communities in the areas of our study. The entire areas, especially Owan East, are still socially and economically backward in the sense that the people only engaged in the subsistence farming except a few who engage in petty trading. Besides, there are no commercial



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centres nor manufacturing industries in the areas. This low revenue yielding of the local dwellers often reflect on the internally generated revenue of the local governments. Also, the incapability of the local governments to properly and adequately control the revenue sources within their jurisdiction, and coupled with the reluctance of the State government in disbursing her 10% internally generated revenue to the local governments, have subsequently increased their dependence on the Federation Account.

Furthermore, in our research findings we discovered that the majority of the local communities of Etsako West Local Government Area, and those of Owan East Local Government Area in particular, are illiterate, and also not well informed about what role to play in the execution of development programmes. This stems from the inadequate public enlightenment and literacy programmes by the government to complete the efforts of the traditional rulers or village heads.

In addition, inadequate funding is a major problem militating against the efforts of the communities. As we observed, development projects were very often delayed because of some of the local peoples' levies that had not been collected and were proving difficult to collect. Also, this financial problems are made worse when matching grants to communities that had embarked on development projects are not given by government. And even when such grants are given, the amount granted was often not much in terms of what the communities had spent on their projects. Moreover, government aid does not always reach the communities, which by virtue of their efforts, qualified them to get the aid. This was so because some local government officers in collaboration with some of the councillors often use their positions to divert inputs, construction materials, or sizeable sums of money

to projects in their home base which would not have otherwise attracted the enormous financial assistance or resources diverted.

Besides, most of the councillors who ought to be representing the interest of their electorates lack the spirit of sacrifice and patriotism. Hence, most of them, as the study revealed, often represent their own selfish and long vested interests by indulging in illegal awards of contracts, embezzlement of funds or undue favoritism. And so, for all intents and purposes, most of the elected representatives are in the councils just to fill spaces in order to give an impression of representation. Our conclusion, therefore, is that rather than being honest and patriotic representatives of their people, most of them are dishonest and ineffective agents of the local people's representatives. This however, means a negation of the principle of people's democratic participation in local government's policy making through their representatives. And this may have far-reaching effects on the developmental policies of the local governments especially on the geographical spread of projects.

The above problems, as revealed by our research findings, are some of the major constraints now hindering the efforts of most of our local governments, especially those of our areas of study.

## 6.3 Recommendations

In view of our research findings, therefore, some far-reaching recommendations are suggested for improvements in the system in order for Owan East and Etsako West Local Governments in particular and other Nigerian local governments in general to succeed in grassroots development.

In the first case, since manpower is one of the major pillars upon which the

performance of local governments rests, it is recommended that staff should be adequately trained and assured of good career prospects with opportunities for advancement. In this regard, more training centres should be established. Also, all factors that can result in low morale, such as poor remuneration, stunted career advancement and irregular promotions, must be removed. In addition, there is a need for the rectification in the discrepancies between Local, State and Federal services, and the extension of incentives being enjoyed by state and federal personnel to local government personnel. This is an important step that will go a long way not only in retaining competent staff in the service, but also in guaranteeing their loyalty, boosting their morale and engendering high productivity.[3] Furthermore, the local government Service Commission should be staffed by career local government officers or people experienced in local government matters who can appreciate the problems of local government better. It is only in this way that stable staffing can be built up and prudent management of local government resources assured.

Secondly, since inadequate finance appears to be another major problem of Local Governments in Nigeria, and those of our Local Government Areas of study in particular, it is recommended that Federal and State Governments' statutory allocations should be reviewed upwards, especially as there is an increased dependence on the Federation Account by the local governments. This will definitely enhance their general output. Though, since too much of dependence on external sources of revenue had the tendency of eroding the discretionary powers of the Local Governments - especially as he who pays the piper dictates the tune, it is also recommended that a larger and more diversified sources of local revenue

which will reduce the dependence of local governments on statutory allocations from the Federation Account be sought. In view of the need for expanding their scope of internal revenue, it has been suggested that increased emphasis should be placed on user charges and levies. This should however be commensurate with local incomes. Also, to further strengthen their financial positions, the local governments can set up formal cooperative thrift and credit societies to be managed by the local people themselves. This will enhance the level of economic activities in their domains, thereby boosting an appreciable increase in their revenues.

Thirdly, as our findings revealed, majority of the population of the communities are illiterate. And so, even though they were prepared to participate physically in their own socio-economic development, as was exemplified in their financial contributions and the number of self-help projects they embarked on during the period under review, there was still a limit to which the people could go in developing their areas. The people must therefore be well informed of government policies by their local leaders or traditional rulers, at least to a given minimum level, if they are to be massively mobilised for rapid community development. In this regard, there is a need for the intensification of the public enlightenment programmes - especially those of literacy and the National Orientation Agency in each state and local governments throughout the Federation to complement the efforts of village heads or traditional rulers. They should be informed about their duties as well as what the present local government system is all about. Taking this into account, the local governments must genuinely assist the local people to develop themselves by mobilising, organising and giving them the opportunity to effectively participate in the planning and execution of community development

programmes/ projects. This calls for a closer cooperation between the local governments and the local traditional rulers with their subjects or people.

Furthermore, as has been shown in our findings, a number of communities had embarked on and completed most of their projects with little or no financial assistance from the government. The usual excuse given by the government for not giving more, or not giving at all, is lack of funds. But it is the considered view of the local communities that the government had the funds and that what it had not was the will and discipline to successfully resist the temptation to accept huge kick-backs from the award of inflated government contracts at public expense, and the inability to manage public funds selflessly for public good. Our suggestion, however, is that public funds should be used for the purposes for which they are intended. If this is done, enough money would be available to encourage the communities to do greater things for themselves. And this type of complementary effort would definately promote local development.

Finally, as regards our findings on the local people's elected representatives (councillors), we cannot but recommend that from now on, before anybody opts to offer himself or herself for an election, the candidates should be well informed about sacrifices they would have to make as councillors. And so, rather than being egocentric, non-challant and unpatriotic towards their local affairs, their action should be oriented towards a genuine democratic participation in the policy-making of their local governments which emphasises the development of their areas. Also, arrangement should be made to increasingly organise seminars and conferences for exchanging ideas between the councillors, secretaries, and some intellectuals in the society so as to greatly widen the knowledge of council members of how to

solve their problems for a successful development of their local areas.

From the discussion of the problems of community development and the encompassing nature of the solutions which are called for, it is clear that the impact of the Local Government in providing basic socio-economic services and infrastructures at the local level is still very minimal. This was observed to be caused by a number of constraints - inadequate manpower and finance, and the inability to genuinely mobilise the local people for a concerted, sustained and co-ordinated community development. For the local governments to be able to perform to expectation, therefore, they need reliable and larger revenue from the Federation Account, as well as increased internally generated revenue. Adequate finance is also needed to employ and retain more qualified professionals and technicians for the local governments to discharge their functions successfully. In this regard, selfless, patriotic and committed labour force is highly essential.

In all, it is important to note that since development will occur only by far-reaching shift of emphasis to the local areas, both in policy pronouncements and actual implementation efforts,[4] the local people must be involved in the planning and implementation of development programmes/projects in order to seriously change their standard of living for the better.

# FOOT NOTES TO CHAPTER 6

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3. Ibid.

4. J.B Idode, Rural Development and Bureaucracy in Nigeria. Longman Nigeria Ltd., 1989, p. 175.

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## APPENDIX A

## QUESTIONNAIRE FOR MEMBERS OF THE PUBLIC IN OWAN EAST AND ETSAKO-WEST LOCAL GOVERNMENT AREAS OF EDO STATE

### INTRODUCTION

The aim of this questionnaire is to gather information on the topic: Local Government and Community Development using the local government as a Case Study.

The researcher is a postgraduate student of Ahmadu Bello University, Zaria, Institute of Administration, Department of Local Government Studies, Zaria, Kaduna State.

As a supplement to the primary data being collected on the field, your cooperation and assistance in providing adequate and accurate data (as a secondary source) in the questions below is highly solicited.

Information so given will be held in confidence and shall be so treated in the strictest term.

Thanks for your cooperation.

### SECTION ONE: PERSONAL DATA

Place a tick ( ) on the answer that best represents your own opinion where alternative answers are provided.

1. Sex:
   - Male ( )
   - Female ( )
2. Age
   - a) 16-20 ( )
   - b) 21-29 ( )
   - c) 30-40 ( )
   - d) Over 40 ( )

3. Your educational qualification

   a) University degree, HND, OND ( )

   b) Secondary - SSCE, WASC, GCE ( )

   c) Primary School Leaving Certificate ( )

   d) Others (specify) ( )

4. Your present occupation

   a) Farming ( )

   b) Trading ( )

   c) Civil Servant ( )

   d) Others (specify)

5. Name of your town/village

6. Your place of residence

## SECTION TWO: INVOLVEMENT OF THE COMMUNITIES IN THEIR OWN DEVELOPMENT

7. Are you aware of the existence of anything called Local Government?

   a) Yes (b) No

8. Are there enough channels of communication through which people express their opinion or grievances to the Local Government officials?

   a) Yes (b) No

9. What are the source of information in your area about government policies and development programmes?

   a) Yes (b) No

10. Do the leaders of the local government in the area you live tell you enough about government policies?

    a) Yes (b) No

11. Do you agree that the performance of the local government could be effective if the local people are involved in the decisions and implementation of what is best for them?

    a) Strongly agree

    b) Agreed

c) Strongly disagree

d) disagree

12. Who do you think should initiate development project in your local government area?

a) The state government

b) The Local Government

c) The Community members themselves

13. Do you think that the local communities are given enough opportunity by the Local Government Council to initiate their own projects?

a) Yes (b) No

14. Who do you think can develop your community best?

a) The state government

b) The Local Government

c) The Local government and the community themselves

d) Other agencies (specify)

16. Through which of the followings do you people get involved in the decision-making process of your Local Government Council?

a) Elected/appointed councillors

b) Elected/Appointed Chairmen

c) Community Development Association

d) Interest Groups

e) Traditional rulers (village Heads)

f) Others (specify)

17. Would you consider the performance of your elected representatives (councillors) as satisfactory?

a) Yes (b) No

18. Would you describe the services being rendered by your local government, council to the people of the area as:

a) Very Good

b) Good,

c) Fair

d) Poor

19. Do you in any way contribute to development projects in your area?

a) Yes

b) No

20. If Yes, in which of the following ways do you contribute?

a) Through labour

b) Through finance

c) Both (a) and (b)

21. If No, why?

22. Is there any community development association in this place?

a) Yes

b) No

23. Supposing there is a development project to be executed in your village, would you freely give your land without any compensation?

a) Yes (b) No (c) I can't say

24. Do you think that projects are cited by your local government council in areas where they are really needed?

a) Yes (b) No (c) I don't know

25. Do you think that the economic position of the people of this area is now, better than the pre-1991 period before the local government was created?

a) Yes (b) No (c) No difference

26. Did the local government construct any new road in your village or town since 1992?

a) Yes

b) No

27. Did the local government provide any functional dispensary/maternity in your village since 1992?

a) Yes

b) No

28. Would you consider the impact of the local government on the provision of preventive Health Services as:

a) Very good

b) Good

c) Fairly good

d) Poor

e) Very poor

29. Did the local government provide or supply electricity to your area/village since 1992?

a) Yes (b) No

30. Did the local government dig any bole-hole in your village since 1992?

a) Yes (b) No

31. If Yes, how many?

32. What is the most important need of this area?

a) Improved water supply

b) Electricity

c) Better roads

d) Educational development

e) Better housing

f) Others (specify)

33. What do you think is the greatest obstacle to the rapid development of this area?

a) Inadequate federal and/or state government involvement

b) Inadequate local government involvement

c) Inadequate community involvement

d) Others (specify)

34. Do you think that the Local Government Officials actually understand the problems of people in rural are.as, and ready to listen to their grievances?

a) Yes (b) No

35. If Yes, why do you say so?

36. If No, why?

37. What are your suggestions on how best to bring improved standard of living in your community

## APPENDIX B

## QUESTIONNAIRE FOR HEADS OF DEPARTMENTS AND SENIOR STAFF MEMBERS OF OWAN EAST AND ETSAKO WEST LOCAL GOVERNMENT AREAS OF EDO STATE

### INTRODUCTION

The aim of this questionnaire is to gather information on the topic: Local Government and Community Development using the local government as a Case Study.

The researcher is a postgraduate student of Ahmadu Bello University, Zaria, Institute of Administration, Department of Local Government Studies, Zaria, Kaduna State.

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Place a tick ( ) on the answer that best represents your own opinion where alternative answers are provided.

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   a) 16-20 ( )
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   c) 30-40 ( )
   d) Over 40 ( )

3. Your educational qualification
   a) University degree, HND, OND
   b) Secondary - SSCE, WASC, GCE
   c) Primary School Leaving Certificate
   d) Others (specify)
4. Your present occupation
   a) Farming ( )
   b) Trading ( )
   c) Civil Servant ( )
   d) Others (specify)
5. Name of your town/village
6. Your place of residence

SECTION TWO: INVOLVEMENT OF THE LOCAL GOVERNMENT IN COMMUNITY DEVELOPMENT

7. What is the staff strength of the local government as at now?

| | P/MGT | AGRIC | WORKS | EDUCATION | FINANCE | TOTAL |
|---|---|---|---|---|---|---|
| 01-06 | | | | | | |
| 07-12 | | | | | | |
| 13-17 | | | | | | |

8. Would you say that the current staff strength is adequate?
   a) Yes (b) No
9. Do you think that your Local Government could be in a better position to improve local development if it has greater and more skillful manpower?
   a) Yes (b) No
10. How adequately planned is your training programme?
   a) Poor
   b) Adequate

11. Do you think that there is ample opportunity for staff development in your department?

    a) Yes (b) Nc

12. If Yes, state the number trained in:

    1992..... 1993..... 1994..... 1995.....

    1996 ..... and `1997 .....

13. If No, why?

14. What is the total generated revenue for the Local Government in the following periods:

| YEAR | INTERNALLY GENERATED | STATE GRANT | FEDERAL GRANT | TOTAL |
|---|---|---|---|---|
| 1992 | | | | |
| 1993 | | | | |
| 1994 | | | | |
| 1995 | | | | |
| 1996 | | | | |
| 1997 | | | | |

15. What is the general expenditure from the above sources for the said period?

| YEAR | RECURRENT | CAPITAL | TOTAL |
|---|---|---|---|
| 1992 | | | |
| 1993 | | | |
| 1994 | | | |
| 1995 | | | |
| 1996 | | | |
| 1997 | | | |

16. What would you consider to be the reason for declining financing revenue to local governments?

a) The dwindling position of the nation's revenue

b) The most recent revenue allocation formula (law)

c) State government's diverting Federal Grants meant for Local Governments.

d) The proliferation of local governments

17. How many tractors do you have in your Department?

a) Serviceable.....

b) Unserviceable.....

18. How many number of primary schools are in the Local Government Area?

| | PRIVATE OWNED | PUBLIC OWNED | TOTAL |
|---|---|---|---|
| Teachers | | | |
| Pupils | | | |

19. What are the teachers' and pupils' population in these schools?

| | PRIVATE OWNED | PUBLIC OWNED | TOTAL |
|---|---|---|---|
| Teachers<br>Pupils | | | |

20. What is the number of literacy classes and the population roll?

| CLASS | NOS. OF CLASSES | POPULATION ROLL | TEACHERS' POPULATION |
|---|---|---|---|
| Literacy<br>Post-literacy | | | |

21. What is the number of clinics in the whole Local Government Area?

| | LOCAL GOVT. OWNED | COMMUNITY OWNED | PRIVATELY OWNED |
|---|---|---|---|
| CLINICS/<br>DISPENSARY<br><br>MATERNITY | | | |

22. How many professional/trained health officers in your Local Government?

| NURSES/ MIDWIVES | COMMUNITY HEALTH AID | PUBLIC HEALTH ATTENDANTS | TOTAL |
|---|---|---|---|
| | | | |

23. What population of children benefitted from the Immunization programme and Expanded Programme on Immunization (EPI) between 1992 and 1997?

24. Which aspect of community development is most emphasised, as far as you know, in this area?

a) Agricultural development

b) Secondary schools

c) Health centres/hospitals

d) Road development

e) Rural electrification

f) What projects

g) Small scale industries

h) Others (specify)

25. How would you rank the local government's effectiveness in implementing community development projects in this area?

a) Highly effective

b) Fairly effective

c) Ineffective

26. Rank the following factors from the most serious to the least serious (i.e. 1-5) as they affect Local Government performance in Nigeria:

a) Lack of qualified manpower

b) Lack of sustaining ideology

c) Lack of commitment by local government workers

d) Financial constraint

e) Partisan politics

27. What would you consider to be the major constraint of the Local Government in executing community development projects/programmes in this area?

a) Inadequate finance

b) Inadequate manpower

c) lack of equipment/implement to carry out projects

d) Others (specify)

28. In what way do you think that the constraint(s) could be eradicated?

29. Do you think that it is important for the local people to be involved in the development of their own area?

(a) Yes (b) No

30. If Yes, why do you think so?

31. If No, why not?

32. How would you rank the community's participation in community development in this area?

    a) Highly encouraging

    b) Encouraging

    c) Fairly encouraging

    d) Not encouraging

33. In view of your experience, which form of local government system enhance community development most?

    a) Sole administrative system

    b) Elected representative on the basis of political parties

    c) Elected representative on non-party basis

    d) None of the above

    e) Others (specify)

34. How would you rank the political awareness of this area?

    a) Very high (b) high (c) Average (d) low

    e) Very low

35. How often does the community communicate with the local government on community development problems?

    a) Very often (b) seldomly (c) No communication

36. Does the abolition of community tax have adverse effect on meaningful development by your council?

    a) Yes (b) No difference (c) I don't know

37. If Yes, why do you think so?

38. Do you think that the local communities are given enough opportunity to express their views on government programmes/ projects before they are introduced in the local areas?

    (a) Yes (b) No

39. If Yes, how?

40. If No, why?

41. Do you think that the socio-economic position of the communities of this local government is now better than the pre-1991 period before the local government was established?

(a) Yes (b) No

42. If Yes, how?

43. If No, why do you think so?

44. Do you think that poor communication between Local Government and their communities could inhibit the former from playing a more effective role in the planning and implementation process of community development?

(a) Yes (b) No

45. If Yes, how?

46. If No, why

46. Give (5-10) suggestions on how best your Local Government can improve her performance in community development activities: