Community Participatory Development in Nigeria - Benefits and Challenges

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Abstract
Community participation has long been associated with community development. The success of every project depends on the active participation of the community in designing, implementing and sustaining the projects that affect their condition of living. The paper examines rural or community development in Nigeria with emphasis on the institutions, agencies, policies and strategies employed to bring about the much-needed rural development in the country. It goes further to assess the impacts of the various efforts made by both the domestic and foreign governments and international organizations, institutions, agencies and non-governmental organizations to bring about real development at the grassroots level. In an attempt to do this, clarification of concepts like community, development, rural areas, and rural development was carried out, which formed the theoretical basis of the analysis. The study employs the use of content analysis as a methodology and Participatory Theory is used as a theoretical framework of the study. The data for the study was generated from secondary sources. The paper reveals that top bottom approach, political deprivation, lack of enlightenment and awareness campaign and lack of proper educational empowerment constitutes the major challenges of community participation in rural development. The paper therefore, recommended that for rapid and sustained community development to take place, change of attitudes and orientation by all and sundry, realistic and enduring measures should be given priority attention, especially at the implementation stages.
Keywords: Community Development, Rural Development, Participatory Development, Nigeria, Participatory Theory

Introduction
Development in any community is determined by the level of involvement of the immediate citizenry who come together as a community to achieve common goals. Community development involves bringing people together with the common goal of improving their social, economic, political, educational and cultural wellbeing for a better livelihood. Thus, people's participation is an indispensable element for effective community development. Mohammad, (2010**)** observed that, people's participation cannot be dispensed in development efforts. Hence people's participation in community development is gaining momentum in the process of human empowerment and development. Participation, as the term implies is considered as a central role in the execution of community development programme. Participation and other related concepts like sustainability and empowerment are at the center of development discourse and it may be argued that participation is as old as democracy itself (Blackman, 2003).

According to Bappi, et al (2018), local and organized efforts have become necessary for the communities in order to enhance the realization of community development goals, especially where government patronage was not easy to get all the time reasons organized development efforts through

community development programme have become popular today. In a similar vein, Dan (2011) stated that in situations where community bodies are mere small organization operating within a larger social environment plagued with poverty, low standard of living and economic vagaries; they may lack the basic economic resources to initiate or sustain project. There is limit to which the communities can effectively participate under such poor economic condition.

Bappi, et al (2018) opined that community efforts have been carried out to tackle local problems in different localities with external support or intervention. This has been a common practice long before the colonial rule. In support of this statement, Abegunde (2009) cited in Bappi, et, al (2018) stressed that during the colonial period and after independence, government at different levels supported communities to develop their locality in different ways, and for many years emphasis was on cooperation and self-help among the people. Zaden (2010) also stated that community development programme is influenced by the ability of major stakeholders to mobilize people for participation. Generally, people who are informed about a community issue and are interested in resolving it, feel that they can be more effective in working with groups.

Conceptual Issues
Community plays an important role in development programmes and projects. When the community participates in development projects taking place in their own area, it assists them in identifying key issues of concern that needs to be considered which helps towards making the development project a success. According to Anyanwu (2001), a community is a social group, occupying a more or less defined geographical area, and based on the feeling that people have for one another. Such feeling can accommodate: the facility to identify a common sentiment, the ability to share a recognized way of life and the possibility of living wholly within such groups. Bray cited in Bappi, et. al (2018), presents three different categories of communities based on his research on community funding of education. The first category is the geographical community defined by the place of residence, like a rural community or an area. The second category is that of tribal, racial and religious communities where membership is based on ethnic, cultural or religious identity and membership generally overlapped on the basis of geographical location. The third category refers to communities based on common family or educational backgrounds, including parent associations and similar organizations based on the common interest of the families for the benefits of students.

The word development, according to Hert, et al (1997) is fraught with ideological, political, and historical connotations that can greatly change its meaning depending on the perspective being discussed. Two definitions of development are most helpful and suitable in relation to this paper. The concept, development, according to Korten (1990) cited in Omoruyi (2016), is a process by which the members of a society increase their personal and institutional capacities to mobilize and manage resources to produce sustainable and justly distributed improvements in their quality of life consistent with their own aspirations. Korten's definition emphasizes the process of development and its primary focus on personal and institutional capacity. It also touches on justice, equity, quality of life, and participation.

Nyerere (1978) maintained that development is summed up as man's capacity to expand his own consciousness, and therefore, his power over himself, his environment and his society. To him, man is the central peg around which development revolves. Hence, he concluded that development is for man by man and of man. This means that man is not only the recipient or beneficiary of development effort but must also initiate the effort to develop himself. In other word; the opportunities created by development are generated or induced through human efforts. Man must show the desire to develop before development can come. Besides, true development is that which leads to expansion and growth of man's inner qualities. Put in another way, development must raise man's ability to dominate himself, become less dependent and more proficient in what he is doing as

well as become critical in outlook. Community development amount to the optimal consideration, realization of the wellbeing, of persons or individuals in their community for development, the emphasis of development is on people, as it is the people who are stimulated, motivated, helped or encouraged to adopt new method and learn new skills for the attainment of their wellbeing. When we consider these definitions, it becomes easy to see that no one can live alone in this world.

The Concept of Community Participation

Participation is a rich concept that varies with its application and definition. The way participation is defined also depends on the context in which it occurs. For some, it is a matter of principle; for others, practice; for others, an end in itself) World Bank, 1995). Indeed, there is merit in all these interpretations. Arnstein (1969) states that the idea of citizen participation is a little like eating spinach, that is, no one is against it in principle because it is good for you. But there has been little analysis of the content of citizen participation, its definition, and its relationship to social imperatives such as social structure, social interaction, and the social context where it takes place. Brager, Specht & Torczyner (1987) cited in Omoruyi (2016) defined participation as a means to educate citizens and to increase their competence. It is a vehicle for influencing decisions that affect the lives of citizens and an avenue for transferring political power. However, it can also be a method to co-opt dissent, a mechanism for ensuring the receptivity, sensitivity, and even accountability of social services to the consumers.

Armitage, (1988) in Omoruyi (2016) defined citizen participation as a process by which citizens act in response to public concerns, voice their opinions about decisions that affect them, and take responsibility for changes to their community. According to Castle (2010), the concept of community participation is concerned with the process of ensuring that the intended beneficiaries of development projects and programmes are themselves involved in the planning and execution of those projects and programmes. This is considered important as it empowers the recipients of development projects to influence and manage their own development, thereby removing any culture of dependency. An effective participation for grassroots development would only be realized where the grassroots have the freedom to make their own decisions and set their own development priorities, draw their own plans; implement and ensure a fair share of the fruits of their work. Participatory grassroots development is an alternative approach for equitable rural development.

Participation of the grassroots is seen as a process whereby the marginalized groups in a community take the initiatives to shape their own future and better their lives by taking full responsibility for their needs (Aslam, 1981). It is a collective venture through which the grassroots discover their identity in the wider society. The process is marked by the development of new knowledge and skills by their people including their appropriation through adaptation and control of technology and extension services so that it serves them in response to their development priorities and in the context of their life experiences.

Community participation in the context of development refers to "an active process whereby beneficiaries influence the direction and execution of development projects rather than merely receive a share of project benefits (Agboola,1988).

It is an evolutionary process in which activities at the project or micro-level can create the conditions for increased popular participation in the planning and implementation of development programmes at the local level". Not all the basic needs of the rural poor can be met immediately, it is therefore necessary to prioritize their different needs and the process of deciding which need ought to be satisfied first is fundamentally the concern of the rural people themselves and thus the need for community participation of the rural people is essential in rural development (World Bank, 1998).Community participation in project planning and implementations universally is acknowledged as an essential input for the socio-economic transformation of the rural areas. Such

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local participation enables the rural people to identify problems, prioritize them and devise and design locally acceptable solutions to the problem and thus give them a desired sense of belonging which will ensure the success of the projects and programmes imported upon (Agboola, 1988).

Methods or Approaches of Community Participation in Developmental Services
Norad (2013) presents seven stages of participation to include:

Manipulative Participation: Pretence, with nominated representatives having no legitimacy or power;

Passive Participation: Unilateral announcements without listening to people's responses;

Participation by Consultation: External agents define problems and information gathering processes and so control analysis;

Participation for Material Incentives: People participate by contributing resources (labour) in return for material incentives;

Functional Participation: External agencies encourage participation to meet predetermined objectives;

Interactive Participation: People participate (as a right) in joint analysis, development of action plans and formation or strengthening of local institutions and

Self-mobilization: People take initiatives independently of external institutions to change systems.
        In a similar vein, Ijere (1990) cited in Oni (2015), put forward the following approaches:
Growth Pole Centre Model: This model is also known as "Growth Point Model". The model involves the development of a few strategic towns, communities and industries likely to activate other sectors. The model focuses attention on the development of few towns leading to the neglect of the rural areas.

The "Big Push" Policy: This approach is similar to the growth pole centre model except that it is more concentrated. It takes a few sub-sectors and expends most of the resources on them in the hope that in the long run, their multiplier effect will salvage the whole economy. The flaw in this model is that "in the long run" is not a specific period.

The Selective Approach: This model/approach involves the selection of certain sectors for development based on economic, political, social or religious grounds, which may not necessarily be related or inter-connected.

The Protectionist Approach: In this approach, the government carries out the development process on behalf of the people believing that it knows everything and that the people are not yet ripe to participate, in the management of their own affairs.

 The Top-down Approach: It is also called the top-bottom approach. It is a strategy based on passing down to the poor certain policies and directives from the governing bureaucracy. This type of rural development approach requires force to maintain and sustain it.

The Decentralized Territorial Approach: This approach centres on the dispersal of benefits to the rural area. It has minimum linkage with the city but with settlements of various sizes to act as service and market centers. The defect in this approach is the undue fear of towns being exploitative and parasitic, and the consideration that size alone could determine the performance of a settlement.

The "Laissez-faire" Policy: In this model, the authorities use the role of thumb, past experience, hind-sight and the free-market mechanism to manage the economy, with the hope that the invisible hand of God would ensure optimum happiness for everybody.

The Key Settlement Strategy: This model is closely related to growth pole centre model except that its focus is on settlement. It assumes a focal point for a given rural area, and the concentration of all rural development resources in such a settlement. This in turn will serve other regions through its network of roads and communication. This model requires a long time to mature, and therefore it is more expensive.

The Adaptive Approach: It is a combination of selective approach and Laissez-faire policy and any other approach. It gives the people the opportunity to decide on their own lives, sometimes, under the guidance of the government.

The "Bottom-Up" Approach: It is also called Bottom-top approach or Rurism strategy. This approach implies that development starts with the people. It is a new political development strategy. Rurism is a coherent national and social-value system in which human and material resources are mobilized and allocated from the lower echelon of the economic and social strata to the top. It is free from any foreign ideology and infection. It promotes self-reliance, self-consciousness into balanced development of human and materials resources. It is the idea approach. However, it is costly and rather slow.

Types of Community Participation
Citizen participation in development projects can be in different forms and at different levels. Lassen (1979) cited in Amujiri (2009), identifies these forms as follows:
  ➢ Participation in the decision-making on what the service or project should be;
  ➢ Participation in the implementation of a service or project;
  ➢ Participation in evaluation of performance of project administrators or quality of service; and
  ➢ Participation in control over how the project or service is directed in the long run.
      In a similar vein**,** Samuel Sunday Oni (2015), identify the following types of community participatory development:

Consultation: This is the basic means of giving the community some voice by involving it in decision making. The main rationale here is to ensure that the project or programme introduced by the outside agency is adapted to meet the needs of community members and to avoid difficulties. This may involve consultation with community representatives or leaders only on one hand and consultation with all sections of the community on the other.

Financial Contribution by the Community: This is Cash collection made by and within the community generally prior to or at the time of implementation of a project, usually as a contribution to capital construction.

Self-Help Projects by Groups of Beneficiaries: In these projects, a specific grow of local inhabitants contributes their labour (and perhaps other inputs) to its implementation while there is also the assistance of an external agency. Those who contribute will be recompensed by reduced fees for the services they receive, while non-members pay more.

Self-Help Projects involving the whole Community: Projects in which every family in the community is expected to make a contribution (usually in labour), while there is also an input from an external agency. Food-for-work projects may perhaps be included here, though the element of community participation may be considered slightly if it consists only of labour which is paid in cash or kind.

Community Specialized Workers: The training and appointment of one or a few community members to perform specialized tasks (e.g., as community health workers, or operation of a community water supply system). The training and technical supervision are carried out by an external agency, but some form of community authority is usually also exercised over the specialized workers.

Mass Action: Collective work in the absence of a major input from an external agency. Often such actions as stated by White (1981) are directed at environmental improvements (e.g., to drain waste water or clear rubbish during monthly sanitation exercises).

Collective Commitment of Behaviour Change: Cases where a community makes a collective decision to change customs or personal habits, and collective social pressure is exercised for the realization of such changes. Examples range from penning of domestic animals to construction and use of latrines or to the reduction of excessive expenditure in connection with weddings, funerals, etc. While changes of behaviour may of course occur in other ways, community participation is involved when explicit decision is collectively taken.

Endogenous Development: Cases in which there is no autonomous generation within the community of ideas and movements for the improvements of living conditions - as opposed to stimulation by outside agents. The community may, however, recourse to external agencies to help with implementation or indeed press for such help. On the other hand, where this is simply pressure for services to be provided, it hardly qualifies for the term community participation: though in a wider sense this is an example of political participation.

Autonomous Community Projects: The ambiguous "self-reliance" is often understood in this sense projects where any external resources are paid for by the community with funds raised internally including the hiring of any outside expertise or professional staff. Such projects are therefore under community control.

Efforts Made by Non-Governmental Organizations toward Community Participatory Development in Nigeria

The term, "non-governmental organization or NGO came into currency in 1945 because of the need for the United Nations (UN) to differentiate in its charter between participation rights for intergovernmental specialized agencies and those for international private organization. Known variously as "private voluntary organizations", "civil society organization", and "citizens associations", they are all called "NGOs" an acronym that stands for "non-governmental organizations". The United Nations system uses this term to distinguish representatives of these

agencies from those of governments (Ukata, et. al. 2014*).* Charitable and community organizations, separate from the state, have existed in many historical settings, but NGOs are primarily a modern phenomenon. With the extension of citizenship rights in Europe and the Americas in the eighteenth and nineteenth centuries, people founded increasing numbers of these organizations, as instruments to meet community needs, defend interests or promote new policies (Ukata, et. al. 2014*).*

The emergence of the concept of participatory development has also led to the redefinition of the role of the State and Non-Governmental Organizations (NGOs) in addressing national development priorities. The unprecedented upsurge of NGOs and their role in facilitating participatory development has been on the increase since the last three decades. NGO's, according to Tvedt (2018), has been very effective in mobilizing their beneficiaries in the process of decision-making, identification, implementation, monitoring and evaluation of projects that affect their beneficiaries' lives. Moreover, NGOs are flexible and effective at obtaining true meaningful participation of the intended beneficiaries, as well as achieving the correct relationship between the development process and outcomes.

Over the years, NGOs have played various roles in the development processes and these roles as cited in Ukata, et. al (2014) are highlighted below.

Community Mobilization/Empowerment: NGOs through their effective community mobilization and empowerment are making the communities to take their own destiny in their own hands by making them to know that they have the capacity to organize or manipulate their environment for their own end. Through the process of mobilization and empowerment, communities have been able to take control of their circumstances and achieve their own goals, thereby being able to work towards helping themselves and others to maximize the quality of their lives (Olko, Justyna, et al 2020)

Gender Awareness and Participation: Although the right to be treated as equals is entrenched in the constitution of most states, there are however several loopholes which have made certain discriminating policies against women. An example of this is relocating women at the place of their husband's employment. Regardless of the constitutional right for equality, the state still perpetuates traditional sex role stereotypes through its policies and development programmes. The role of women in the society and the images people have of them are deeply rooted in religion and culture. But the activities of NGOs like the Human Liberty Development Centre and Centre for Community Health and Human Services have gradually changed the situation for the better in the following ways:
 ➢ They have paved the way for women to exercise their political rights in local governance.
 ➢ Ensure women participation to certain extent; challenges social stigmas relating to their ability to exercise power and alter the texture of daily politics by injecting different values and perspective.
 ➢ Women through participation display more integrity, improved political administration because women are more accessible to the community than the men. They are more transparent and more effective in fighting grassroots corruption and problems.
 ➢ Women have become more enlightened to draw attention to education, water, sanitation, drug and alcohol abuse issues, which are generally not focused by men.

Health Programmes: Access to qualitative health-care has gone beyond the reach of most Nigerians particularly those in the rural areas. But thank God for the activities of NGOs like the Community Partner for Development and Hope Foundation etc. who have come in as the saving grace with efforts aimed at encouraging community mobilization for health development activities. They have developed so many communities' health-care programmes and trained volunteers on various

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community problems to undertake baseline information and follow up on those who need medical care and attention.

Micro-Credit Scheme and Poverty Alleviation: The last three decades have been extremely turbulent, poverty becoming endemic as millions of Nigerians without work deteriorate very fast below absolute poverty-line. More and more the future seems gloomy as the link between democracy and the poor is increasing with a new stratum, of society ("New Poor") gets impoverished. This new poor includes the well-educated, without or with jobs earning salaries that cannot finance even minimum living condition for themselves and families.

Transforming the Nigerian society then becomes a major challenge to sustainable development in our new democracy, and more and more policy makers are concurring with the inevitable conclusion that poverty alleviation schemes must be adjusted to reduce or eradicate poverty. The government has confronted poverty through different approaches which have failed or not yielded the desired result either due to politicization of poverty alleviation programmes or lack of continuity and inconsistency in policy implementation, which inhibit progress and create climate uncertainties and lack of the political will of the leadership to ensure that resources for social development programmes get to the targeted beneficiaries.

Thus, NGOs have had to intervene with different programmes anticipated to raise the level of wealth creation in the economy, employment, consumption and also wealth distribution both at the rural and national levels through micro-credit schemes with low interest rate and sometimes interest free and also skill acquisition centres which have had greater impact on the lives of the people particularly those in the rural areas.

Human Rights: NGOs have played a role akin to that of an eye specialist in human right issues. It takes some one (NGO) from the outside to tell the government (democratic or dictatorial) that you are not representing the interest of the citizenry but a few elites. When the vision of government and politicians are blurred as regards respect for human rights, the NGOs who are acting as eye specialist can fit them a pair of appropriate glasses to see properly. The issues of development and democracy is being linked to human right issues because there can be no true economic and political advancement without respect for human beings. A legal environment must be created in the form of law whereby each individual can flourish and his freedom thrives in a concept of responsibility with rights and duties. There has been pressure exerted on government to ensure respect for those fundamental rules and human rights. NGOs cannot wait for the situation to get out of hand and talk about intervention, which causes a lot of dislocation and human suffering. NGOs move in quickly whenever a problem crops up and take up such issues through dialogue for the interest of all stakeholders. As the world philosophy is shaping, towards democratization, the world is no longer one of confrontation but the rights of human beings to live in peace and to express themselves fully within the society. NGOs have played a major role in the democratic process through dialogue, lobbying and advocacy.

HIV/AIDS and other Topical issues: There is no doubt that NGOs have been at the forefront (although in collaboration with government) in fighting the endemic problem of HIV/AIDS. Through various work-shops, seminars, symposiums, media campaign etc., NGOs like Community Partners for Development and Action in Development Centre etc. have been able to create awareness of HIV/AIDS and its implications on poverty and development. They have also been involved in other topical issues such as child abuse, early marriage, human trafficking and prostitution, child labour etc. with a view to creating awareness of policy makers to the plight and consequences of these social maladies.

Theoretical Framework

In social or management science, we hardly discuss and analyze any concept meaningfully without linking them to or understanding them from some theoretical point or orientation. Community, participatory& development are concepts, which easily lend themselves to theoretical orientation. Justifying the functional superiority of theories as guidepost in all fields of human endeavours, Onah (2003) argued that rather than base action on judgment derived from mere experience, guesswork or speculation, theories enable a chosen line of action to be anchored in and guided by evidence derived from specific scientific research which makes the consequences of such an action fall as close in line with the intended direction as possible. In this paper, we will locate participatory and basic resource theories and justify the use of one.

Participatory Theory

This theory was developed by Charles Tilly and Doug Mc-Adam in (1970). The participatory theory as cited in Hassan & Ibrahim (2019), seeks to engage local populations in the decision-making process and development projects. Participatory theory has taken a variety of forms since it emerged in the 1970s, when it was introduced as an important part of the 'Basic Need Approach' to development. Most manifestations of participatory development seek to give the poor a part in initiatives designed for their benefit in the hopes that development projects will be more sustainable and successful if local populations are engaged in the development process. Participatory theory has become an increasingly accepted method of development practice and is employed by a variety of organization. It is often presented as an alternative to mainstream 'top-down' development (Hassan & Ibrahim (2019).

The definition of participatory Theory is premised along two different dimensions. There is the Social Movement Perspective and the Institutional Perspective. The Social Movement Perspective defines participatory theory as the mobilization of people to eliminate unjust hierarchies of knowledge, power and economic distribution (Hassan & Ibrahim (2019).

The Institutional Perspective defines the theory of participation as the reach and inclusion of inputs by relevant groups in the design and implementation of inputs and opinions of relevant groups and stakeholders in a community (Norman, 1972) cited in Hassan & Ibrahim (2019).

Basic Resource Theory

The theory was propounded by Peter Ray (2000); the basic resource theory emphasizes the role of basic natural or environmental resources in the development of any locality or region. The theory stipulates that economic growth depends on the presence, quality and magnitude of basic natural resources within a particular area or economic regions. It argues that the development of these resources attracts capital investment to these areas and increases income and employment (Esong, 1975).

There is no doubt that natural resources have a role to play in the development of any locality especially in the initial stages of economic development. In such areas, economic development consists, at least in the initial stages of efforts to exploit the readily available natural resources. Thus, within a given country, region or area with basic resources tends to have a higher income and grow faster than those with meager resources. In Nigeria for instance, the cocoa, groundnut, and cotton growing areas and the palm belt and mineral rich areas of the country experienced, until recently much faster growth than the other areas not so endowed. Edo and Rivers state of Nigeria are experiencing rapid economic growth based on the production of a highly valuable resources-petroleum. This partly explains the disparities in the development of the rural areas of the country.

However, it would be wrong to assume that the mere availability of basic natural resources in an area is a sufficient guarantee of rapid development. The second limitation of the theory is that

it does not sufficiently emphasis the operation of diminishing returns. Based on the above theories reviewed, the study adopted the participatory theory as the theoretical framework of analysis. The theory is more suitable in addressing the issue at hand, because it shows how the participation of the community would help in addressing the felt needs of the communities.

Benefits of Community Participation in Development Projects in Nigeria
The benefits of community participation in development projects cannot be exhaustively discussed in the course of this paper. However, Amujiri (2009) observed that community participation:

➢ Helps to define community needs and priorities much more accurately.
➢ Reduces cost by mobilizing unused local, human and material resources.
➢ Helps people to appreciate, understand and sympathize with government policies and actions.
➢ It contributes to political stability
➢ It speeds up the process of social change among the people.
➢ It results in better decisions compared with those determined solely by professionals and administrative bureaucracies and
➢ It is a useful learning experience which provides much of the motivating forces needed in the execution of such projects.

According to Oni (2015), while there could be several reasons for involving a community in projects that will be of benefit to them, the following can be advanced for community participation

Services can be Provided at Lower Cost: If services can be provided at lower cost of each community, they can be provided to more communities. However, the reference to the comparative cheapness of a participatory approach is usually made from the perspective of government, and implies that the resources are saved by a government agency which uses community contributions to help complete projects and are released for completing more projects or for other government purposes in general.

Cost reduction need not only be a question of not paying for labour, however, but for adopting organizational and technical solutions which are cheaper and may also be more appropriate to the local environment. Village health workers like local nurses, for instance, may actually be more effective than doctors in the village, if they are well trained for the circumstances in which they will work, they understand the environment and are typically more motivated to work within it.

Participation has an Intrinsic Value for Participants: Apart from the more instrumental advantages of community participation as a means to achieve other ends, it is often argued that people simply should be able to participate actively in the processes which affect them, having a voice in the decisions that are taken, and a part in their implementation. Apart from the intrinsic satisfaction that this may bring and the avoidance of feelings of alienation and powerlessness, one may also mention the possibility that an increase in cooperative interaction will lead to a more united community.

Participation Leads to Sense of Responsibility for Project: It is thought that when people have taken an active part in the planning and/or implementation of a project, they will collectively consider the completed project as their own, have pride in it and a sense of responsibility for it and therefore use it, do so responsibly and avoid damaging it and do their best to maintain it. This argument is based on the familiarity which each community member will have gained with the project, but in greater part on the idea of emotional investment he will have made in it.

Participation Guarantees that a Felt-Need is Involved: This argument for participation duties from the others in that the advantage is not seen as being a consequence of the participatory effort but in a better selection of projects site. Communities demonstrate their need for the project and their willingness to support and use it once completed by making the collective effort to organize and participate in construction or by making a financial contribution.

In general, it might be considered that if a community agrees to make a contribution to project in collaboration with an external agency, and if the agency is satisfied that all sections of the community support this community decision that is sufficient to establish that a felt need is involved.

Participation Ensures Things are Done the Right Way: If the users take an active part in the planning and design of the system they will use, then these systems will presumably be better adopted to their needs than if the technical solutions are decided by outsiders without consultation. There is however one potential problem here when given the opportunity to choose between different technical solutions. There is tendency for people to choose the solution which is more "modern". Sophisticated or expensive for reasons connected with prestige. This is particularly true if the users will not bear very much of the additional cost of a more expensive solution. Or if the cheaper one requires more work which they will have to do without payment.

It is therefore clear that consultation on technical options must be approached carefully. Villagers cannot be asked to plan something they do not know about. Nor of course take over the technical design which is the legitimate responsibility of the design professional. But they can have a useful part to play in the discussions where there is a choice to be made between alternative solutions either in terms of major decisions over type of system to be adopted. Or more minor questions of the design of user facilities and useful suggestions for improvements may emerge from discussions. Openness is also required over the costs of different solutions and bears them.

Use of Indigenous Knowledge and Expertise: It is now generally accepted that ingenious practices are usually well adapted to the circumstances in which they developed. One of the arguments for participation by Yap (1983) is that it enables progressive change to take place while making use of this knowledge and adapting it to new circumstances than discarding and devaluing its possessors. In many cases, an introduced technology will be indisputably better in all aspects but sometimes indigenous techniques have advantages even when they appear less efficient or more costly: they use local labour and raw materials rather than imports. Maintenance and repair will be easier for local craftsmen and there will be less demand for scarce skilled manpower or spare parts or the indigenous technique serves some additional purpose neglected in a superficial comparison.

Freedom from Dependence on Professionals: Professional skills are scarce and professionals in most developing countries enjoy a standard of living incomparably higher than that of the mass of the population. This makes the use and services of professionals very expensive on projects especially where there can be appropriate and adequate cheaper alternatives

Challenges of Community Participatory Development in Nigeria
In the words of Hassan & Ibrahim (2019), participation in community development at the grassroots in Nigeria is faced with a number of challenges among which include:

Top Bottom Approach: Today in Nigeria, development policies are taken on the basis of Top-Bottom Approach which does not give room for participation to take place from the bottom. The top bottom approach to rural development employed by government functionaries whips out enthusiasm among the people, as there is absence of total community participation.

Political Deprivation: Over the years Nigerians have calling for some changes in the way and manner the elections are being conducted at the local level. Elections are not always free and fair; therefore, the people's votes are not counted and the right people are not chosen either at the Councillorship, Chairmanship or State House of Assembly levels. As a result of this, some community members are deprived of their political right and this serves as a serious setback to participation in rural development which in turn leads to political apathy.

Lack of Enlightenment and Awareness Campaign: Government is supposed to use the mass media (radio, television, newspapers, etc.) to facilitate the enlightenment of rural dwellers on the benefits of participation in rural development. Most times, this is hardly the case.

Lack of Proper Educational Empowerment: There is a serious wide gap between the educational systems of the urban places with that of the rural areas. People who are living at the local and community level do not have access to qualitative education in majority of the local governments of Nigeria.

Lack of Cohesive Identity: Failures have occurred in rural development as people regard the social and cultural aspect of development as subordinate to the economic development. Any innovation that does not guarantee the cohesiveness of the group and respect their history and beliefs has little or no hope of survival.

Lack of Proper Economic Empowerment: People tend to treat rural development projects as charity or welfare packages. Only few people are interested in the costing, evaluating and ensuring that targets are met. The poor people in the rural areas do not have a voice in economic activities, therefore participation is not encouraged.

Local Community Politics: An important factor that inhibits effective community participatory development is local community politics. In a community that is heterogeneous in character in terms of population, cooperation becomes intractable. The smaller units entertain fear of being dominated by the larger units and this creates an atmosphere of distrust. Under this condition, sectional interest now guides decisions about programme/project selection, amount of levies to be contributed by each section of the community and representation in community-based committees also become highly politicized. The situation is further aggravated where the traditional ruler of the community is unpopular. He then becomes a divisive instrument in the community instead of one who brings cohesion. He also becomes ineffective as a catalyst for community mobilization (Amujiri, (2009).

Corruption: Corruption is another obstacle to effective community participation in development projects or programmes. For instance, Town Union or Community Development Committee officials sometimes misappropriate funds meant for financing community welfare programmes. This act aggravates the problem of shortage of fund (Amujiri**,** 2009).

Inadequate Communication: There is also the problem of inadequate communication between the local government and various communities. The local government authority has the important function of encouraging community cooperation through frequent communication with the various CBOs in its area of authority. Communication gap can make citizens ignorant of the roles they are expected to play in the developmental process. Through regular communication and interaction with

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community representatives' local government officials will be in a position to discover and address the problems the various communities experience in their developmental efforts(Amujiri**,** 2009).

Shortage of Skilled Manpower: Shortage of skilled manpower within the communities to assist in the maintenance of development project' services also militate against effective community participation. Maintenance of some of the community welfare facilities such as electricity, health centres and even pipe borne water require skills, which may not be readily available in rural communities (Amujiri, 2009).

Party Politics: Party politics has also created division within communities. This has militated against effective community mobilization. The political elites and fanatical party members always disagree among themselves over sharing of available few resources. Consequently, as part of politicking, they refuse to cooperate in any venture spearheaded by a person from the opposing party. Even where a political opponent is the head of the town union or CDC, they refuse to see anything good in what he does. In the same way, such party fanatics discourage unsuspecting citizens from supporting community welfare programmes not organized by their party members. For instance, where citizens are levied for the hire of a bulldozer for road rehabilitation, they may dissuade them from paying by making them feel that the government had provided the service free of charge and that the organizers were merely extorting money from them, which they would embezzle (Amujiri**,** 2009).

Marginalization: Marginalization of women and discriminative behaviour against them places obstacles on the path of effective mobilization. Women for cultural practices and other related reasons are treated as second class citizens in many communities. Their own contribution is thus lost under such treatment (Amujiri**,** 2009).

Measures to Accelerate and Sustained Community Participatory Development in Nigeria
To accelerate and sustain community participatory development in Nigeria, the following measures should be given urgent consideration.

Increasing State and People's Participation: Participation implies the involvement of a broad spectrum of the community in all phases of developmental activities from project selection and design through to execution and ex-post evaluation. Participation involves improvement of the poor so that they may exert their own influence independently of government direction on decision making and related activities of development projects (Hall & Midley, 1988). The strategies should therefore be on development by the people rather than by elites. Decreasing the level of beneficiary involvement in the planning and execution of official projects are deemed to failure almost from the start. It has been argued that authentic participation is largely incompatible with state guidance except on small-scale and locally-based schemes projecting the idea of state guidance may be to throw out the body with the bath water (Essenjor, 1990).

Encouraging Community Organization: Voluntary community organizations are important in the harnessing of local initiative for rural development. Experience has shown, however that many of these tend to focus on a narrow range of project such as health centres, roads, water, markets, schools etc. The commendable steps taken by Directorate of Food, Road and Rural Infrastructures (DFRRI) to encourage organization for rural development which include training of officers of these associations on programme and project planning should be revisited and maintained. Essenjo (1990) opined that this will enable them expand such range of projects to include those that have direct

bearing on the life of rural people. DFFRI's proposals along these lines should be implemented with urgency.

Mobilizing the Women Group: Amain (1998) stressed that to reach all the people, one has to reach the women. Once you have reached the women, you have reached the children, you have reached the family, and you have reached the nation. You have reached the nation in home, in the school, in the university, in the city, in the village, on the farm, at local government level, at the rural community level in hid highly intellectual state in his low state of illiteracy and ignorance. You have to meet the people of the nation on their own ground. Once they understand they will follow. Education for women should be both formal and non-formal. It should be not only aim to enlighten the women but it should also seek to liberate them from the yoke of superstition, ignorance, inferiority complex, indifference or any factor which makes them think they are equipped with a lesser degree of competence than their male counterparts. Male dominance ideology used to protect male claims has been identified as the major barrier to full mobilization of the rural women.

Williams (1998) said there is no real freedom so long as women are handicapped by men's legal privilege. The societal restrictions and religious belief which have rendered the female-folk as second-class citizens and mere spectators in community participatory development should be combated. Women in purdah would be mobilized through their village heads and religious leaders so that they could engage in productive and economic activities. However, the desire to work out their problems themselves which was considered as blasphemy has been broken partially through women organizations. For example, National Council of Women Societies is uniquely place to coordinate women activities. Financial arrangement should be made to promote the work of the council. Better Life for Rural Women of late Hajiya Maryam Babangida is yet another aggressive move to situate women better in the country. Women Cooperate Societies such as Women in Agriculture, and many others should further be encouraged for the good and general progress of the nation.

Manpower Development: To accelerate and sustain rural development, agencies involved should recruit professional staff; develop the workers by providing training facilities to update their knowledge and skills. Without the adequate staff strength and necessary components, policy objectives cannot be achieved. In Nigeria many of the techniques and programme are of course the initiative of developed countries. These programmes can be effectively carried out only when trained teams of workers are out into action. As observed the resources are not being utilized properly because people in the villages are ignorant about many scientific innovations. Nigeria should establish more institutions where rural development will be offered as a course of study at degree or higher national diploma level. India for instance, has more than (13) higher institutions of university standard that offer rural development programme Rank, (2010).

Shehu (2011) stressed that village extension workers should be trained in the method of extension education. To be trained in extension for rural development means, first to understand what is meant by extension, second, to known what can be expected from the correct use of extension, third to know how to apply extension methods and finally to know how to evaluate the effectiveness of the extension method used. According to Solomon, & Adeyemi (2005), the village extension workers who should be from the immediate community should be given training in the field of agriculture, health, sanitation, principles of rural development functional literacy etc. as these are the "first aid" assistance to village groups. The implementation of rural development programme is technical and this should be recognized. Therefore, the availability of trained and dedicated staff is a pre-requisite for the successful implementation of rural development programme.

Establishment of "Parent" Rural Development Directorate: Okeh (2010) suggested that beside the trial and error which rural development drive is based, there are also administrative and structural bottle- necks that have neutralized most efforts made towards executing rural development plans in Nigeria. Rural development has not been centrally guided. Instead of institutionalizing rural development ministry, the Federal Government has rationed the development programme meant for rural communities on many occasions. The rationing of various aspects of the rural development programme at the same time is without a body (parent agency) to oversee and coordinate various sectors and their programmes. No doubt the success of rural development programme lies in building the structural and institutional bodies that will provide the necessary linkage of different planning and action levels (Ajayi, 1996).

Essenjor (1991) pointed out that today, one hears that rural development is under the Ministry of Agriculture in a particular state, while in another state is under the Ministry of Social Development. Tomorrow in the same state the programme is shifted to Ministry of Rural Development, Youth and Sports. This continuous flexibility of this sector in the country has manifested no guarantee on rural development in Nigeria in the nearest future. This makes it more of trial and error after more than 60 years of independence. The present agency would ameliorate the duplication of duties and functions of the various ministries assigned to rural development. Most people argue that Ministry of Agriculture, International Fund for Agriculture Development, Directorate of Food, Road and Rural Infrastructures (DFRRI) and even Ministry of Works perform the same functions. The open ministerial clash between Ministry of Information and National Orientation Agency is another clear duplication of role and duties in Nigeria government (Njoku, 2000).

According to Obinne & Nnamah, (1999) the major problem of International Fund of Agriculture Development (IFAD) and DFRRI is that they do not recruit or employ their own staff directly, rather rely on staff seconded from other government ministries and department. One would say that the components of IFAD and DFRRI staff are weak to put the professional touch to the test of rural development as greater number of their staff is weak and reluctant staff of other ministries. No ministry gives out its best staff on secondment rather the weak and redundant. The organizations at local level are rootless and need to be recognized and equipped with professional staff. The agencies are also not well funded for the uphill task of the parent agency. The yearly fund allocation seems to be merely paper allocation rather than in practice with lots of misappropriate (Shehu, 2011).

Effective Community Banking System: As Madukwe & Anyanwu (2000) highlighted, the persistent failure of government to live up to the claims of soap-box rhetoric has inevitably generated a widespread feeling of frustration and political apathy among the rural populace. The formation and registration of self-help groups have equally not been popular either in most of the rural communities. The community bank will no doubt cover wider aspects of rural development activities if not for the Central Bank of Nigeria policy on Micro Finance Banks. Community banks should be established in all the local governments of the federation and should have a suitable frame network operation. The staff of the banks should be exposed to special training in rural development. This will enable them assess effectively the visibility of development projects by recognizing factors not traditionally considered by leveling on commercial banks (UNO, 2004). Community organization, self-help groups and other social clubs should be directed to open and operate current accounts with the community banks to enable them obtain loans for developmental projects.

Promoting Viable Cooperatives: Cooperative has been described as a method of working together according to laid down principles which those taking part agree to observe (Ladele, 1991). As Umaru, & Tyem, (1995) explain it, cooperative was conceived as the answer to the injustice of capitalism,

and was developed as its antidote. Poorer men saw in it a price economic advantage, a new incentive to efficiency and the utopian socialites a method of developing a completely new society (Yang, & An, 2002). A successful cooperative offers each member and general public and opportunity to maximize their economic wellbeing (Yang, & An, 1983). Zinnah, (1997) believes that the Nigeria cooperative movement suffers from excessive central control and bureaucracy and lacks financial independence. Similarly, Yang, & An, (2002) and Ladele (1991) report that with government guaranteed bank overdrafts, Nigeria cooperatives depend on management by government officials and the authority of local government, community leaders, and have often been used as channels for state ruling party political patronage and recruitment.

Yang, & An (2002) regret that cooperatives policy in Northern Nigeria effectively keeps rural development under government control. They further observe that the Nigeria cooperative movement has failed to provide any means of expression for ordinary members. The foregoing references to some of the findings on the performance of the Nigeria cooperative movement forcefully shows that cooperative in Nigeria have not been vehicles for democratic participation of the ordinary citizens in rural production. The above lofty objectives of government cooperative policy will remain a mirage unless government recognizes the strict adherences to the internationally attained principles of the cooperative movement only in this way can cooperatives become a veritable vehicle for accelerating and sustaining rural development in Nigeria.

Establishment of Community Viewing Centers: Famoniyo (1980) suggests that establishing viewing centres and increased local content of television programmes that have direct bearing on the life of rural communities will greatly assist in mobilizing the support of rural audiences in developmental projects. The trained village level workers could operate the audio-visual aid system. To be more useful, meaningful, the village level work should be able to translate and interpret most of the programmes into local languages in a large-viewing centres built by government. Rural Radio Broadcasting Cooperation (RRBC) should also be considered as a complementing strategy. This system will broadcast largely for the benefit of rural dwellers. The rural information officer's corps could be recruited to facilitate the basic information needs of the rural people. Community-based newspapers should be encouraged and more space should be given to local news. This will improve the literacy level of the ruralites. Mobile cinema, radio and other audio-visual facilities should be exploited to the full scale. This will no doubt increase the rural recreation and relaxation enters (Essenjor, 1991).

The Use of Direct Labour as Opposed to Contractors: According to Aman, (1998) the involvement of business class, elites and politicians in decision-making regarding project implementation makes the idea of award of contract or rural development projects become the order of the day. Local people and their labour should be used with their resources. The matching grants given to assist local communities should not be diverted to self-ship contractors. Rather it should be used to buy the materials required, while the bulk of the labour force should be the rural people themselves. Greater numbers of the abandon projects are projects awarded to contractors who have no concern with such projects and the rural communities. The overall cost of the project will be reduced if the local and direct labour is used, while the safety of the project is guaranteed with technical advice and supervision to prevent mass waste of resources.

Rural Development Centres (RDC): Nigeria is well known for its thousands of villages scattered and neglected for decades. The scanty success made in rural development calls for the introduction of Rural Development Center (RDC) in every local government area of the federation to facilitate

and built from the bottom. As noted, the initiative of the rural people has to a great extent not encouraging. What is needed is the awakening of the rural people for social services.

Conclusion
Based on the preceding illustrations of community participation, it is clear that non-participation of citizens in community activities undermines community development. It is, therefore, necessary that communities organize themselves into civic bodies that can represent their interests at local government level. In short, the birth of democratic Nigeria does not mean the realization of a more equitable socio-economic prosperity. This specifically means communities should not cease to organize themselves for development programmes commensurate with their enshrined constitutional rights, such as the right to life and overall human dignity (Williams, 1999; 2000).

It has become clear that only concerted effort by community members can solve development challenges in local communities; it is therefore significant to note that community participation has influenced on community development. Finally, Government should show the necessary leadership by matching words with actions through evolving workable rural development approaches, proper coordination, funding and technical assistance.

Recommendations
Community participation is concerned with the process of ensuring that the intended beneficiaries of development projects and programmes are themselves involved in the planning and execution of those projects and programmes. This is considered important as it empowers the recipients of development projects to influence and manage their own development, thereby removing any culture of dependency. Hence, it is the recommendation of the paper that Bottom-Up Approach is effective for community participatory development in Nigeria.

Government should constantly engage in enlightenment and awareness campaign because it is only when government embark on this that the community dwellers should be able to understand the efficacy of their involvement in government activities. In this process Mass Media and Town Criers play a pivotal role in educating the people on the need to participate in their development process. Education should be given to the people who are living at the community level. This is because educational empowerment will enhance the capacity of people to participate and influence development policies at the local level.

Local government should find way of encouraging its people to engage in rural self-help programme so that they can give their own contribution in terms of idea and material support for development. Government has to regularly call for town hall meetings and training of community leaders on how to go on the enlightenment and awareness campaign.

People should be encouraged to initiate self-help community projects whereby the decisions, planning and implementation and the maintenance should be the responsibility of the community. Community dwellers should be allowed to identify their felt needs and come up with programmes and projects of their priority attention and not imposed from above as currently being experienced in various communities. It is only when the community dwellers identify their needs and priorities that such projects sited within such communities would be utilized and protected.

In order for community participation in developmental activities to succeed in rural areas aim at contributing to long-term sustainable socio-economic development, local community integration is required to assist in ameliorating social, economic and environmental problems that seriously confront communities, which have a negative impact. The acrimony associated with party politics in our communities is reminiscent of what obtains at both state and national levels. Just as this vice slows down cooperation with government and national development, so it does at the

community level. We hereby make a clarion call for enlightened party politics at all levels in Nigeria. The local government should after 'putting its house in order', echo this call to the communities through the various institutions already mitigating the negative effect of party politics on government-community participation in development projects or programmes.

Women should be more and more involved in community activities, especially programmes that affect their welfare. Better decisions are reached when a reasonable cross-section of the communities is involved. This will be achieved by reaching out to women. Social factors like poverty, ignorance, unemployment, inequality, illiteracy should be confronted by government. These factors hinder the people not to participate in community development. Economic empowerment creates good atmosphere for community participation which in turn encourages community development.

There should be campaigns, mass communication or media, jingles etc. in enlightening Nigerians on active community participation and its benefits. This paper, also recommends that various NGOs whose mandate is to spur development in the country to come out with development programmes and policies to enhance the effort of the government in reducing developmental challenges in rural and urban communities.

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