Chapter 88

Community-Driven Development Approach to Inclusive Growth in Local Government Areas of Nigeria

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Introduction

The local government administrations in Nigeria provide communities with formal organisational framework which enables them to conduct their affairs effectively for the general good. It is an institutional structure for legislative, executive and/or administrative purposes. Therefore, the local government is a system of local administration that are organised to maintain some level of law and order, and at the same time provide some amenities and encourage co-operation and participation of inhabitants towards the improvement of their condition of living.

The present situation in Nigeria where the Constitution gives state governments the power to handle issues of organisation and responsibility in the local government create multi-dimensional problems. One of the problems is the power of local government been subsumed in the authority of state; a situation where the LGAs cannot take policy decisions without interference of the state. This singular act responsible for abuse of provisions in the Constitution by the state governments, coupled with other issues such as low level of commitment to the people and lack of monitoring and evaluation, negatively affect grassroots socioeconomic development in the country (Okafor et al, 2015). Commentators on this seeming intractable lag in development at the local level has always attributed it to lack of a participatory approach to developmental initiatives, while not unmindful of the apparent lack of capacity of local government functionaries as well as the enormous wastage of resources to corruption.

This chapter highlights the roles that Local Government Authorities (LGAs) are expected to play in grassroots development and at the same time appraise the effectiveness of Community-Driven Development framework that could assist LGAs to achieve her constitutional roles in the country.

The Concept 'Inclusive Growth' and its Relationship with Sustainable Development

It is often used interchangeably with a suite of other terms, including 'broad-based growth', 'shared growth', and 'pro-poor growth'. Inclusive growth refers both to the *pace* and *pattern* of growth, which are considered interlinked, and therefore in need to be addressed together. This is because, both the pace and pattern of growth are critical for achieving a high, sustainable growth record, as well as poverty reduction (World Bank, 2008, OECD, 2016).

The Growth Report by the Commission on Growth and Development, (2008), noted that "inclusiveness – a concept that encompasses equity, equality of opportunity, and protection in market and employment transitions – is an essential ingredient of any successful growth strategy." For growth to be said to be inclusive, productivity must be improved and new employment opportunities created. In short, inclusive growth is about raising the pace of growth and enlarging the size of the economy, while leveling the playing field for investment and increasing productive employment opportunities (Ravallion and Chen, 2003).

Inclusive growth focuses on ex-ante analysis of sources of, and constraints to sustained, high growth, and not only on one group – the poor. Rather, it focuses more on ways to raise the pace of growth by utilising more fully parts of the labour force trapped in low-productivity activities or completely excluded from the growth process. Policies for inclusive growth are an important component of most government strategies for sustainable growth. For instance, a country that has grown rapidly over a decade, but has not seen substantial reduction in poverty rates may need to focus specifically on the inclusiveness of its growth strategy, i.e. on the equality of opportunities for individuals and firms.

Inclusive growth approach to development takes a longer term perspective, therefore, it is important to recognise the time lag between reforms and outcomes. Inclusive growth analytics is about policies that should be implemented in the short run to attain sustainable inclusive growth in the future. From the foregoing, it is established that there is a relationship between inclusive growth and sustainable development. Inclusiveness is what makes development to be sustainable.

Sustainable development is a pattern of resource use that aim to meet human needs while preserving the environment so that these needs can be met not only in the present, but in the indefinite future. The term was used by the Brundtland Commission which coined what has become the most often-quoted definition of sustainable development as development that "*meets the needs of the present without compromising the ability of future generations to meet their own needs.*" (WCED, 1987). The field of sustainable development can be conceptually broken into three constituent parts: environmental sustainability, economic sustainability and socio-political sustainability.

The United Nations (2005) refers to the "interdependent and mutually reinforcing pillars" of sustainable development as economic development, social development, and environmental protection. However, some have consistently argued that culture is at the root of development; hence, cultural sustainability should be the fourth area of sustainable development.

Conceptually, sustainability can be described as obtained at the confluence of three constituent parts - economic, social and environment as shown in Figure 88.1.

Economic sustainability clearly identified information, integration, and participation as key building blocks to help countries achieve development that recognises these interdependent pillars. It emphasises that in sustainable development everyone is a user and provider of information. It stresses the need to change from old sector-centred ways of doing business to new approaches that involve cross-sectorial co-ordination and the integration of environmental and social concerns into all development processes. Furthermore, economic sustainability emphasises that broad public participation in decision making is a fundamental prerequisite for achieving sustainable development (Figure 88.1).

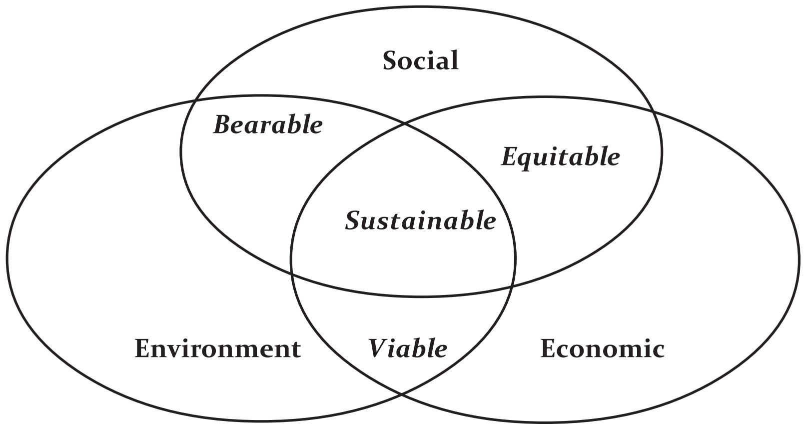

Figure 88. 1: Scheme of sustainable development: at the confluence of three constituent parts

Source: http://www.winipedia.org/wiki/sustainable_devet

Environmental sustainability is the process of making sure current processes of interaction with the environment are pursued with the idea of keeping the environment as pristine as naturally possible based on "ideal-seeking behaviour". An "unsustainable situation" occurs when natural capital (the sum total of nature's resources) is used up faster than it can be replenished. Sustainability requires that human activity only uses nature's resources at a rate at which they can be replenished naturally. Inherently the concept of sustainable development is intertwined with the concept of "carrying capacity".

According to Hasna (2007), sustainability is a process which tells of a development of all aspects of human life affecting sustenance. It means resolving the conflict between the various competing goals, and involves the simultaneous pursuit of economic prosperity, environmental quality and social equity famously known as three dimensions (triple bottom line) with is the resultant vector being technology, hence it is a continually evolving process; the 'journey' (the process of achieving sustainability) is of course vitally important, but only as a means of getting to the destination (the desired future state). However, the 'destination' of sustainability is not a fixed place in the normal sense that we understand destination. Instead, it is a set of wishful characteristics of a future system (Table 88.1).

What is Community-Driven Development (CDD)?

Since the mid-1990s, CDD has become one of the most popular participatory approaches to development. Many development partners, in particular the World Bank, have

Table 88.1: Interplay between Consumption, Environment and Sustainability

Consumption of renewable resources	State of the Environment	Sustainability
More than nature's ability to replenish	Environmental degradation	Not sustainable
Equal to nature's ability to replenish	Environmental equilibrium	Steady- state economy
Less than nature's ability to replenish	Environmental renewal	Sustainable development

Source: Hasna (2007).

assisted a number of countries in preparing and implementing CDD projects. Poor and marginalised people have often been viewed as the target of poverty reduction efforts. Community Driven Development (CDD) approaches turn this perception on its head, and treat poor people and their institutions as assets and partners in the search for sustainable solutions to development challenges. CDD – broadly defined – is an approach that gives control over planning decisions and investment resources to community groups and local governments.

CDD programs operate on the principles of local empowerment, participatory governance, demand-responsiveness, administrative autonomy, greater downward accountability, and enhanced local capacity. Experience has shown that given clear rules of the game, access to information and appropriate capacity and financial support, poor men and women can effectively organise in order to identify community priorities and address local problems, by working in partnership with local governments and other supportive institutions. Efforts to reduce rural poverty in the past tended to focus on increasing the income and food security of rural poor people. Increasingly, there has been a greater emphasis on the human and social factors that cause poverty. This broader understanding of the factors affecting poverty in rural areas has been reflected in many IFAD projects since the mid-1990s. Project design has stressed peoples' participation and empowerment, enhanced social capital, demand-driven development and a community-driven development approach.

Community-driven development (CDD) involves a degree of devolution of responsibility to communities for managing their development, including the design and implementation of projects. This requires that the communities themselves have the capacity to assume responsibility. It also requires a culture of public administration that views communities as development partners in their own right, rather than as simply recipients of benefits through public expenditure. The extent to which communities can shape their own development priorities within a project context defines the extent to which the project is applying a community-driven development approach. CDD achieves this by creating the conditions for: enabling community organisations to play a broader role in the design and implementation of policies and programmes aimed at improving the livelihood of community members, particularly of the poor and marginalised people within those communities; changing the organisational culture of the agents working for rural development and rural poverty reduction, and diversifying and shifting the power configuration that confronts rural communities in matters related to the communities' own socio-economic development; emphasising the importance of good local governance through a commitment to a long-term capacity-building processes and maximising the impact of public expenditure on the local economy at community level.

This approach emphasises that CDD refers to the way a policy or a project is designed and implemented, not to the content of a policy or project component. It is concerned with community-based civil society and private sector organisations and with decentralisation. CDD treats poor people as assets and partners in the development process, building on their institutions and resources. Support to CDD usually includes strengthening and financing inclusive community groups, facilitating community access to information, and promoting an enabling environment through policy and institutional reform. Experience demonstrates that by directly relying on poor people to drive development activities, CDD has the potential to make poverty reduction efforts more responsive to demands, more inclusive, more sustainable, and more cost-effective than traditional centrally led programs. CDD fills a critical gap in poverty reduction efforts, achieving immediate and lasting results at the grassroots level and complementing market economy and government-run programs. With these powerful attributes, CDD can play an important role in strategies to sustainable development (Mukhtar, 2017).

Governments have a range of institutional options for supporting CDD. Although communities will always drive the process, they may receive support from a variety of actors, including local or municipal government, the private sector, civil society, and central government. CDD build and nurture partnerships amongst organisations and agencies. There could be three broad sets of arrangements for CDD: partnerships between community-based organisations (CBOs) and local or municipal governments, partnerships between CBOs and private support organisations such as nongovernmental organisations (NGOs) or the private sector; and direct partnerships between CBOs and central government or a central fund.

Although there is growing evidence that CDD offers an effective means of improving the efficiency of public financing, even in optimistic scenarios, the financing requirements to improve poor people's access to basic services far outstrip the availability of public funds. It is thus important to leverage local and private financing sources in implementing CDD. The uses of community contributions, credit financing of community contributions and private commercial investment becomes imperative. There are various steps to be taken in the application of CDD framework, these include: identification of Communities where projects or programmes are to be sited or carried out. Enlightenment visits to the Communities by government officials or partners; guide the community to conduct the Participatory Rural Appraisal (PRA); guide them to prioritise their needs and guide them select the project to first embark upon, and as well, help them to constitute the Community Project Management Committee (CPMC).

Training of Community Project Management Committee is utmost important to the success of any CDD project or programme. Therefore, the following training needs become imperative: Develop the Community Development Plan (CDP); under this we have project management skills, basic bookkeeping, tendering and procurement processes, basic tenets of transparency and accountability as well as human relations and communication skills.

The Local Governments and the Use of Community-Driven Approach in Enhancing Inclusive Growth

Local Government council as the closest institution to people at grassroots has the important roles to play in the success of Community-Driven Development project. The supervisory role take the following procedures; set up the local government project committee (LGPC), provide counterpart funds for the projects, provide the enabling environment for the operations of LGPC and CPMCs (office equipment and so on), ensure relevant departments monitor project implementation and provide expert advice where necessary or required and source for additional sources of project funding from state government., federal government., multilateral and bilateral agencies, development partners and Non-governmental organisations (NGOs).

The local government project committee (LGPC) should consist of seasoned professionals and administrators, people of impeccable characters who will never compromise integrity with materialism. They should be able to perform the following; serve as the secretariat for the project, responsible for approving Community Development Projects (CDPs), **a**rrange for the programmed release funds to the communities and involve in the day to day implementation of project through their operations officers. They also have the mandate of training of CPMC members, **a**ppraise quarterly reports from operations officers and CPMC and mediate in areas where there are conflicts within community members.

CPMC are sub-committee members who are saddled with the responsibilities of mobilising community members to contribute towards the success of the project, prepare the Community Development Plan (CDP), and supervise day to day implementation of project, as well, keep records and periodically render of income and expenditure to community members and set up a maintenance procedures for monitoring the sustainability of the project after commissioning.

The LGPC should consist of experts with various background and discipline. These could include: heads or representatives of the relevant departments in the local government, **r**epresentative of labour unions, **r**epresentatives of CBOs and NGOs as well as representative of women groups. Apart for these, LGPC should be composed of ten (10) individuals from the benefiting communities who are trusted by their community and who are democratically elected into the CPMC. Effort should be made to ensure that all segments of the community is represented. It must be socially inclusive while special attention must be given to the representation of women groups as well as youths.

The CPMC should be separated from the existing organisational frameworks such as the town or community development unions, religious organisational groupings etc.; although, such existing unions could have elected representatives in the CPMC.

Conclusion

Local Government has been a matter of regular public discourse. In recent times, however, the most prominent space for debate on LG affairs has been provided by the National assembly under its programme for review of the 1999 Constitution of Nigeria. The main kennel of discuss is the proposed amendment of the relevant sections on Local Government administration. Some of the issues in discourse include the status of Local Government, intergovernmental fiscal relations, local elections and participation, local governance and sustainable development. All these have implications for the role Local

Government expected to play in achieving inclusive growth and sustainable grassroots development. This chapter succinctly highlights Community-Driven Model (CDD) that could be adopted in reshaping Local Government system in Nigeria.

The CDD approach no doubt, is a sure method that could fast track the development of rural areas. To effectively adopt this strategy, the local government is expected to midwife the process, to train and build sufficient capacity that will manage and sustain the programme. There would also be the need for massive enlightenment campaigns by the LGAs to instil the culture of administrative autonomy on the local people as well as making the local government functionaries to accept the approach.

Recommendations

(i) CDD framework is a bottom-up approach that should be embraced by government at all levels, be it FGN, State, LGAs and Development Partners.

(ii) The framework should be followed to letter when adopted.

(iii) Selection to various committees in the framework should be based on merit and trust.

(iv) Political will to implement CDD will go a long way in making the framework succeed.

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