

EVALUATION OF DIRECTIVE AND NON-DIRECTIVE APPROACHES TO COMMUNITY DEVELOPMENT: A CASE STUDY OF RURAL COMMUNITY DEVELOPMENT PROJECTS IN ISOKO NORTH LOCAL GOVERNMENT AREA OF DELTA STATE, NIGERIA.

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ABSTRACT

The study was necessitated by the yawning gap between the development of urban and rural areas in Nigeria in spite of the continual government investment in rural development. The specific objectives were to: collate the completed and uncompleted rural community development projects in the study area between 1994 and 2005; investigate the relationship between approaches and level of completion of projects, evaluate factors which enhance sustainability of rural community development projects; and classify specific projects into directive and non-directive approaches. Primary and secondary sources of information were used. Data were collected by the use of interview schedule. Data were analysed by the use of simple percentages mean and Chi square test. Fourteen projects were completed and 27 uncompleted. It was found that a statistically significant relationship exists between approaches and completion of rural community development projects ($X^2 = 8.65$, $p < 0.05$). Factors which influenced sustainability of rural community development projects were presence of political office holders ($x = 3.69$), consultation with local people ($x = 3.46$), community participation ($x = 3.29$), projects based on felt needs ($x = 3.20$), ability to maintain projects ($x = 3.32$), donation of social and capital intensive projects ($x = 3.03$), and democracy ($x = 2.75$). The ranking conducted by the respondents showed that the type of projects to be embarked upon determines the approach or strategy to be adopted in its implementation. Any approach to be adopted in project implementation must be subjected to theoretical and empirical analysis with reference to the intended beneficiaries.

KEY WORDS: Evaluation, Directive approach, Non-directive approach, Rural Community development, Projects, Isoko North Local Government

INTRODUCTION

Background of the Study

The development of the rural communities should remain a primary concern to persons who are interested in the welfare as well as social and economic emancipation of man from forces of under-development. In recent years, individuals, corporate organizations, governments and non-governmental organizations have adopted various approaches or strategies aimed at making life comfortable for the rural dwellers. The approaches which have been adopted include Top-bottom Approach, Bottom-up Approach, Animation Rurale, Integrated Rural Development, Participatory Rural Appraisal, Participatory Rural Appraisal and Planning, Farming Systems

Research and Extension, Self-help Approach, Matching Grant, Beneficiary Assessment, Citizen Participation, Sectoral Development, Community Driven Development (CDD), and Directive and Non-directive approaches.

The differences in approaches to rural community development are based on ideological postures of policy makers and interventionists (Ladele, 2005; and Essang, 1981). From the above understanding coupled with practical and theoretical deductions, the various approaches or strategies to community development could be classified into the directive and non-directive approaches (Table 1). Table 1 shows that more strategies or approaches come under the non-directive approach. As noted earlier the differences in

Table 1: Two-way classification of approaches to rural community development

Directive Approaches	Non-directive Approaches
Top-bottom	Bottom-up
Sectoral development	Animation Rurale
Integrated Rural development	Participatory Rural Appraisal (PRA)
Conventional	Participatory Rural Appraisal and Planning
	Farming System Research and Extension
	Self-help
	Matching Grant
	Beneficiary Assessment
	Citizen Participation
	Rapid Rural Appraisal
	Focus Group Discussion
	Community Driven Development
	Participatory Technology development

Sources: Ayanwu, C.N (1992). Community Development: The Nigerian Perspective
Igbokwe, E.M and Enwere, N.J. (2001). Participatory Rural Appraisal in Development Research

the names of approaches could be attributed to ideological differences coupled with the desire to associate the approaches to an individual, group or organisations. Ayanwu (1992) described the directive and non - directive approaches. He stated that the directive approach encapsulates those approaches by which governments or donor agencies provide what is needed for the implementation of programme. He remarked that the problem with this approach was that the people's involvement in the planning and execution of the programme was minimal. On the other hand, he explained that the non-directive approach encompass those approaches which allows the people to decide for themselves the extent of their needs, the degree of their willingness to do something to meet their needs, and how best they could organise, plan and act to carry out their project successfully. He further averred that the approach was built on three emotional pre-conditions. First, the people themselves must be dissatisfied with things as they are in order to be able to agree on their needs. Second, they must realise that their need was likely to remain unsatisfied unless they do something about it. Third, they must ensure that they have sufficient resources to achieve the satisfaction of their need.

According to Farrington and Martin (1987), Scoones and Thompson (1994), and CTA (2003) the conventional system of research and development has been criticised for following a linear process of technology transfer. In response to this criticism new approaches have been developed over the past 25 years starting with farming system research and evolving into the farmer participatory approaches.

Freudenberger (1994) stated that the Rapid Rural Appraisal involves a quick use of several data collection methods to gather practical information on development issues in local communities. These might include interviewing key informants reviewing secondary data sources, mapping exercises and conducting semi-structured interviews with groups and individuals Igbokwe and Enwere (2001) described the Participatory Rural Appraisal (PRA) as a family of approaches and methods which enable local people to share, enhance and analyse their knowledge of life and conditions, to plan and act. The use of PRA enables local people to undertake the appraisal, analysis and action as well as monitoring and evaluation of their problems. They maintained that Focus Group Discussions help to produce qualitative data that provide insight into attitudes, perceptions, feelings, and manner of thinking and opinions of participants on issues like products, services or opportunities, problems and constraints. Ladele (2005) stated that the community Driven Development

was geared towards community participation and improving social capital.

Statement of the Problem.

The Nigerian governments at all levels have committed much human and material resources into development of the rural areas yet a yawning gap still exists between the urban and rural areas in terms of availability of social and economic amenities. Canagarajah *et al.* (1997) noted that development efforts in Nigeria were tilted in favour of urban areas (Table 2). Idode (1989) cited the work of Olatunbosun, which indicted both the colonial and independent governments of Nigeria for neglecting the majority who lived in the rural areas. He found that while social amenities and services were provided by the government in the urban areas, the rural communities were asked to fend for themselves.

Many reasons could be adduced for the slow pace of rural development in Nigeria. The reasons range from political, social, economic, institutional to ideological. The ideological reasons responsible for the slow pace of rural development appear to be related to every other reasons for the slow pace of rural development in Nigeria hence the need for this study which deals with the evaluation of the directive and non-directive approaches to community development

Objectives of the Study

The general objective of the study is to evaluate the effects of the directive and non- directive approaches on sustainable rural community development in Isoko South Local Government Area of Delta State, Nigeria. The specific objectives are to:

1. Collate the completed and uncompleted rural community development projects between 1994 and 2005.
2. Examine the relationship between completion of rural community development projects and approaches adopted.
3. Identify the factors which enhance sustainability of rural community development projects.
4. Classify specific projects into directive and non-directive approaches.

Hypothesis: One null hypothesis was tested.

H₀: There is no significant relationship between approaches and completion of rural community development projects.

Table 2. Incidence of poverty in Nigeria, 1985 - 1992 (values in percent)

	National		Urban		Rural	
	1985	1992	1985	1992	1985	1992
Extreme Poor (N198)						
Number of Poor (Millions)	10.1	13.9	1.5	4.3	8.6	9.6
Poverty Incidence	12.0	13.6	4.9	10.9	16.1	15.4
Poverty depth	4.2	8.5	0.9	6.1	4.2	8.0
All Poor (N395)						
Number of Poor (Millions)	36.1	34.7	9.7	11.9	26.4	22.8
Poverty Incidence	43.0	34.1	31.7	30.4	49.5	36.4
Poverty depth	15.7	14.7	9.1	12.0	18.9	16.1

Sources: Canagarajah *et al.* (1997). Evolution of Poverty and Welfare in Nigeria, 1985-92

METHODS

Sampling Procedure and Sample size.

Purposive and stratified simple random sampling procedures were used in selecting the respondents. The snow-ball sampling technique was randomly used to select two key informants made up of a youth and an elder from each of the forty six (46) rural towns and villages in the Local Government Area. The community Development Officer attached to the Local Government Area Council was also interviewed. Thus the sample size was made up of ninety three (93) respondents

Method of Data Collection

Data were collected from both primary and secondary sources. Observation and questionnaires/interview schedule were used to elicit information from respondents. The interview schedule and questionnaires were used to elicit information from illiterate and literate respondents respectively. Primary sources of information were derived from document presented to the researcher by the community development officer attached to the Local Government Area.

Method of Data Analysis

Data were analysed by the use of simple percentages, mean and Chi square test. A factor with a mean score of 2.50 and above was selected as a valid factor, which

enhances the sustainability of rural community development project. A project with a mean rank value below 3.00 was classified either under the directive or non-directive approach. The project ranks ranged between 1 and 5. One(1) being the highest and five (5) being the lowest.

RESULTS AND DISCUSSIONS

Completed and Uncompleted Rural Community Development Projects

The projects embarked upon in the study area by governments and non-governmental organisations, level of completion and approaches were collated (Table 3) Table 3 shows that out of the 41 projects implemented during the period, 14 were completed and 27 uncompleted. A total of sixteen (16) and 25 of the projects were implemented by the use of self-help / matching grant approaches and full government sponsorship respectively. Ayanwu (1992), Idode

(1989), and Ekong (2003) stated that self-help is a community development strategy in which the local people write to pursue projects on which they have collectively agreed. Self – help efforts demand the participation of all members of the community. They maintained that, the principle of self-help highlights community development as a movement of the people. Ayanwu (1992) remarked that in the case of the directive approaches to rural community development the government or an outside agency involved in the programme sets in to provide what is needed for its implementation. He observed that the people's involvement in the planning and execution of the programme was minimal. Essang (1981) remarked that in most developing countries the commonest approach to rural development was the building of infrastructure. These include physical infrastructure and institutions such as roads, communication networks, irrigation, storage facilities, market facilities, research, and extension institutions as well as Schools and Universities.

Table 3. List of completed and uncompleted rural community development projects

S/No	Name of projects	Location	State of Completion	Approach
1	Town Hall	Akiewhe-Owhe	Completed	SH
2	Town Hall	Edhomoko-Owhe	Uncompleted	SH
3	Town Hall	Bethel	Uncompleted	SH/M
4	Town Hall	Oflagbe	Uncompleted	Govt. S
5	Town Hall	Oghenerurie-Iyede	Uncompleted	Govt. S
6	Town Hall	Oflagbe-Emevor	Completed	SH
7	Town Hall	Oghiewe-Emevor	Uncompleted	Govt. S.
8	Town Hall	Otibo-Owhe	Uncompleted	Govt. S.
9	Town Hall	Erovia-Ozoro	Uncompleted	SH/M.
10	Town Hall	Urude-Ozoro	Uncompleted	Govt. S.
11	Town Hall	Uruto-Ozoro	Uncompleted	SH
12	Extension of Electricity	Okpe – Isoko	Uncompleted	Govt S
13	Extension of Electricity to Grammar School.	Ekugbo-Iyede	Uncompleted	SH/M.
14	Extension of Electricity	Oghenerurie-Iyede	Uncompleted	Govt S
15	Building of Classroom Blocks (Emewa Primary School).	Emevor	Uncompleted	Govt. S
16	Building of 4 classroom Blocks (Odio Primary School).	Emevor	Uncompleted	Govt. S
17	Principal Quarters (Ekuigbo-Iyede Grammar School)	Ekuigbo-Iyede	Uncompleted	Govt. S
18	Building of 6 classrooms and Headmaster office Blocks	Iwhride-Iyede	Uncompleted	Govt. S
19	Building of Post Office	Ellu	Uncompleted	Govt. S
20	Building of Post Office	Otor-Iyede	Uncompleted	Govt. S
21	Building of 60 Beds Hospital	Oghara-Iyede	Uncompleted	Govt. S
22	Building of Health Centre	Otor – Owhe	Completed	SH/M
23	Mini Water Scheme	Itebiege	Uncompleted	SH/M
24	Water Scheme Project	Igeh	Uncompleted	Govt. S
25	Street roads construction	Etevie-Ozoro	Uncompleted	Govt. S
26	8 Kilometre earth road	Etevie-Ozoro	Uncompleted	Govt. S
27	Street roads construction	Ulli – Iyede	Uncompleted	Govt. S
28	Construction of 60 open Market stalls	Emevor	Uncompleted	Govt. S
29	Construction of 50 open market stalls	Oflagbe-Emevor	Uncompleted	Govt. S
30	Construction of 60 open market stalls and 60 lock up stalls.	Otor-Iyede	Uncompleted	Govt. S
31	Extension of Electricity	Oyede	Completed	SH
32	Provision of Portable water	Aradhe	Completed	SH
33	Construction of 40 open market stalls	Ulli-Iyede	Completed	SH
34	Extension of electricity	Ulli – Iyede	Completed	Govt. S
35	Building of classrooms and Headmaster Office Blocks	Ulli- Iyede	Completed	Govt. S
36	Town Hall	Aradhe	Completed	SH
37	Town Hall	Owhelogbo	Completed	SH
38	Water project	Canaan	Completed	SH
39	Building of Post Office	Owhelogbo	Completed	Govt. S
40	Building of Health Centre	Owhelogbo	Completed	Govt. S
41	Town Hall	Otibo	Completed	SH

Source: Field Data (2006) and Document from Community Development Department, Isoko North Local Government Council Ozoro.

NB: SH/M = Self –Help/ matching grant.
SH = Self help
Govt. S = Government Sponsored

Relationship Between Approaches and Completion of Rural community Development Projects

The approaches adopted in the implementation of the community development projects were elicited from the respondents (see Table 3). The self-help / matching grant, and

government sponsored projects were classified under the non-directive and directive approaches respectively. The results were subjected to Chi square test (Table 4).

The results of the Chi square test contained in Table 4 shows that there was a significant relationship between

approaches and completion of the rural development projects. More projects were observed to be completed under the non-directive approaches. Idode (1989) adduced three reasons for the success of projects carried out by the use of self-help movement. First, the development ventures were an expression of the people's preferences as to which projects they want to spend their money and energies on. Second, the people derive special satisfaction from projects which they

plan and execute through communal labour. Third, the high rate of embezzlement of public funds which usually characterise the failure of local governments in Nigeria is avoided under the self-help movement. Similarly, Ayanwu (1992) averred that the whole idea of the principle of self-help was based on the premise that when people are given the opportunity to work out their own problems, they will find solutions with lasting effects.

Table 4. 2 X 2 Contingency Table showing approaches and state of completion of projects.

Approaches	Completed	Uncompleted	Total
Directive (Government Sponsored)	4 (7.54)	21 (16.46)	25
Non-directive (Self-help/Matching Grant)	10 (5.46)	6 (10.54)	16
Total	14	27	41

($X^2 = 8.65$; $p < 0.05$).

Source: Field data (2006)

N.B:

Parenthesis – Expected Frequencies.

Sustainability of Community development Projects

Some factors which could enhance sustainable community development projects were rated on a four – point rating scale (Table 5).

The mean scores in Table 5 shows that political office holders (3.69), Consultation with local people (3.46), community participation (3.29), felt needs(3.20), ability to maintain projects (3.32), social and capital intensive projects (3.03) and democracy (2.75) are factors which help to make projects sustainable. Ayichi (1995) remarked that local people should be involved at all stages of projects intended for their benefits in varying degrees. He recommended that they should

be involved in problems identification, research design, execution, evaluation and validation. Shokunbi (1998) observed that the penchant of government and non-governmental organisations not to consult with local people before embarking on projects in the rural areas was responsible for projects failure in Nigeria. Ekong (2003) and Ayanwu (1992) discovered that the felt needs of the people must form the starting point for planning a programme of community development. They averred that many unsuccessful community development programmes were based on presumed 'real' rather than the actual 'felt' needs of the people.

Table 5. Some factors influencing the sustainability of community development projects

S/no	Item	SA	A	D	SD	\bar{x}	Remarks
		4	3	2	1		
1	Projects based on felt-need succeed more	45	30	10	8	3.20	Valid
2	Projects donated by multi-national companies succeed more	11	9	40	33	2.00	Not valid
3	Projects implemented by local people with matching grant from donors succeed more	15	11	39	28	2.14	Valid
4	Capital intensive projects like educational institutions by donors agencies and governments succeed more	40	26	17	10	3.03	Valid
5	Consultation with local people make projects to succeed.	53	32	6	2	3.46	Valid
6	Ability to maintain projects is essential to the overall success	49	30	9	5	3.32	Valid
7	Projects can thrive better under atmosphere of peaceful co-existence	16	13	24	40	2.05	Valid
8	Participation of community members at all levels facilitate sustainability of projects	49	28	10	6	3.29	Valid
9	Democracy facilitates sustainability of community development projects	30	19	35	9	2.75	Valid
10	Political office holders help to sustain community development projects						

Source: Field data (2006)

Classification of Projects into Directive and Non-directive Approaches

Eleven (11) projects were ranked between 1 and 5 by the respondents in order of suitability for directive and non-directive approaches. The ranks were summed up and projects with total mean ranks below 3.00 were classified suitable for either the directive or non – directive approach (Tables 6 and 7)

Table 6 shows that electricity with mean rank value (1.02), hospitals / health care center (1.37), roads (1.38), educational institutions (2.40), Pipe borne water (2.46) and post office (2.48) were suitable for implementation using the directive approach. In Table 7 the respondents suggested that agricultural extension services / introduction of new

technologies (2.00), cottage industries (2.23) farm produce storage equipment (2.24), market stalls (2.28) and town halls (2.98) should be implemented by the use of non-directive approach. By these ranking procedures, projects which were considered suitable for directive approach invariably became unsuitable for implementation under non- directive approach and vice versa. This corroborates the fact that the type of project or programme determines the approach(es) to be adopted in its implementation. Batten (1965) posited that some forms of development could be planned and implemented without the common people being consulted. He further affirmed that certain development initiatives could only take place if the people agree with them, want them and are willing to implement them by themselves.

Table 6: Ranking of 11 projects in order of suitability for directive approach

S/No	Projects	No. of Respondents Per Rank					Total Ranks	Mean Value	Remarks
		1	2	3	4	5			
1	Electricity projects	87	4	2	-	-	95	1.02	Suitable
2	Hospitals/Health Centres	73	10	6	4	-	127	1.37	√
3	Roads	76	7	2	8	-	128	1.38	√
4	Educational Institutions	14	45	21	9	4	223	2.40	√
5	Pipe-borne water	11	48	19	10	5	229	2.46	√
6	Post Offices	32	20	15	16	10	231	2.48	√
7	Cottage Industries	18	22	15	18	20	279	3.00	Not Suitable
8	Agricultural Extension services/ introduction of new technologies.	13	21	14	20	25	302	3.25	√
9	Farm Produce Storage Equipment	9	19	16	19	30	321	3.45	√
10	Market stalls	15	8	10	31	29	330	3.55	√
11	Town Halls	8	10	12	28	35	351	3.7	√

Source: Field data (2006)

Table 7. Ranking of 11 projects in order of suitability for non-directive approach

S/No	Projects	No. of Respondents per rank					Total Ranks	Mean Values	Remarks
		1	2	3	4	5			
1	Agricultural Extension Services/ Introduction of new technologies	49	17	12	8	7	186	2.00	Suitable
2	Cottage Industries	35	26	17	6	9	207	2.23	√
3	Farm Produce storage Equipment	25	42	11	9	6	208	2.24	√
4	Market stalls	18	47	15	10	3	212	2.28	√
5	Town Halls	17	16	22	28	10	277	2.98	√
6	Post Offices	14	10	24	31	14	300	3.23	Not suitable
7	Roads	10	15	20	30	18	310	3.33	√
8	Hospital / Health Centres	3	8	30	29	23	340	3.66	√
9	Pipe borne water	5	9	21	24	34	352	3.78	√
10	Educational Institutions	4	7	15	41	26	357	3.84	√
11	Electricity projects	7	2	3	39	42	386	4.15	√

Source: Field data (2006)

CONCLUSION AND RECOMMENDATION

Various approaches have been adopted for the implementation of rural community development projects. There was a statistically significant relationship between approaches and completion of rural community development projects. The type of project to be implemented should determine the approach to be adopted. Experts and policy makers should not adopt a project implementation approach because it merely represents something new. Community development approach must be subjected to theoretical and empirical analysis before being adopted for implementation of a given project.

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