



Local and Community Driven Development approach in the provision of basic facilities in Jos, Nigeria



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ABSTRACT

Over the last decade, the government of Nigeria has introduced the concept of Local and Community Driven Development (LCDD) in the provision of physical and social infrastructure. The LCDD approach is adopted in Nigeria as a response strategy for tackling infrastructural deficiency in slum settlements. The use of this approach is becoming increasingly popular in Nigerian cities but there is limited empirical research to examine the key issues that influence project outcomes at the local level. This study fills this gap by presenting a case study from the experience of implementing physical and social infrastructure projects in the city of Jos. The project research adopts a case study strategy to examine the financial and administrative arrangement for the implementation of infrastructure projects. Primary data was collected through interviews with officers selected from the institutions that play relevant roles in urban development and housing provision in Jos. The interview data was then examined alongside the secondary source material collected. The findings suggest that: the decentralisation of administrative roles from central to local level impacted positively on the implementation of projects; the partnership between government and International Development Agencies promoted success in the funding of projects; and it is the political endorsement of the partnerships that gives the LCDD approach some legitimacy in Jos. However, the local bureaucratic system in Jos is side-lined in favour of newly created autonomous implementation agencies and the indigenous financial institutions are not involved. These flaws appear to create redundancy in the existing bureaucratic system and also threaten the sustainability of the LCDD in Jos. On the basis of these findings, recommendations for improvement are made.

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Introduction

Over the last decade, the Federal Government of Nigeria has introduced a Local and Community Driven Development (LCDD) approach in the provision of physical and social infrastructure. The LCDD is a process of harnessing synergy for improved coordination, efficiency, and responsiveness in local development processes (Binswanger-Mkhize, de Regt, & Spector, 2010, pp. 3, 4); the approach attempts to give control of development decisions and resources to representative local authorities and community groups (Binswanger-Mkhize et al., 2010, p. xiii). By employing the LCDD approach in urban development, the Federal Government of Nigeria aspires to shift the responsibility for the provision of infrastructure in poor residential areas to local states and the beneficiary communities. This ambition has a decentralisation effect

whereby the administrative functions for urban development are devolved from the federal government to local states, the private sector and service beneficiary community (Federal Government of Nigerian-National Housing Policy, 2006).

Constitutionally, the roles of the local government authorities in Jos and Nigeria at large are concerned with the general administration of civil status register; the administration of pre-school and primary school education; the administration of primary care and health protection; the implementation of town and regional planning regulations; the administration of roads and transport; the management of environment and public sanitation; the maintenance of culture, leisure and sport facilities; and the administration of social welfare (Commonwealth Local Government Forum, 2012). These roles remain in the domain of the local authorities. However, they are expected to widen the scope of their activities to cover other pressing urban development issues such as the improvement of slums. In pursuance of this, the national housing and urban development policy directed the state and local government authorities to formulate their own policy and programmes

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within the overall framework of the national policy ([Federal Government of Nigerian-National Housing Policy, 2006, p. 23](#)). Similarly, the state and local government authorities are required to carry out the re-development and upgrading of blighted residential areas either alone or in collaboration with federal government or international bodies or the private sector. To achieve this, the state and local government authorities are directed to develop local strategies and plans for the implementation of projects in their areas of jurisdiction ([FGN-NHP, 2006, pp. 23, 24](#)).

The LCDD approach is intended at minimising the problems that often result from the bureaucratic management of public service delivery. To this effect, the policy statement ([FGN-NHP, 2006, pp. 12–13, 23–25](#)) gave instruction to the three tiers of government to partner with interested local and international financial institutions, Non-Governmental Organisations (NGOs), Community-Based Organisations (CBOs) and Cooperative Societies to finance and administer the development of community facilities. Lastly, the LCDD approach was introduced in a search for an efficient and accountable approach to the provision of public services. The policy designers assumed that this could be achieved if government's monopoly power over the provision of social services is dismantled and replaced with the participation and partnership of multitude of actors. Further, the national policy instructed the local authorities to administer the implementation of development projects. The assumption for this is that the embedding of administrative roles in local administrative system should promote accountable and transparent delivery of social services.

On the basis of LCDD, the federal government has signed a number of Memoranda of Understanding (MoU) with the World Bank, the United Nations Development Programmes (UNDP) and the UN-HABITAT for the purpose of implementing community and social development projects. As of 2012, the World Bank assisted projects were active in 26 out of 36 States of Nigeria and 310 out of 774 Local Government Areas were involved. The programme in Nigeria involved about 1600 community development plans, consisting of 3435 micro-projects, of which more than 50% were completed as of 2012 ([World Bank, 2008, 2012a, 2012b, 2012c](#)). Also, the UN-Habitat, in partnership with the African Development Bank and the Federal Government of Nigeria entered into a partnership for the supply of water and the improvement of sanitation conditions in communities that were lacking the supply of water. The city of Jos in North-Central Nigeria is the sole beneficiary of the pilot programme which was implemented in three informal settlements ([UN-Habit, 2009, pp. 20–21](#)).

The implementation of micro-infrastructure projects in residential communities through the LCDD approach is becoming increasingly popular in Nigeria but there is limited empirical research to examine the key issues that influence project outcomes at the local. This study fills this gap by presenting a case study from the experience of implementation of physical and social infrastructure projects in residential communities of Jos in North-Central Nigeria. By focusing on the policy strategy, funding mechanisms and the organisational arrangement, the study aims to identify and explicates the variables that affect the outcome of LCDD approach in the Jos. In keeping with this aim, a number of objectives are pursued. The first objective examines the extent to which the decentralisation of administrative roles from central to local authorities helps in the formulation of local-level strategy for urban development in Jos. This objective is examined by a research question stated in the data and discussion section. The second objective scrutinises the arrangement for mobilisation of finance for the provision of infrastructure in the context of the LCDD approach. This objective is examined by three questions which are presented in the analysis section. The third objective appraises the arrangement for organising and coordinating partnerships of institutional actors in the context of LCDD. This objective is

examined by a research question which is contained in the analysis section. The last objective investigates the extent of involvement of local-level agencies and communities in the implementation of infrastructure projects in Jos. Two research questions are pursued in line with this objective.

Global urban problems and the emergence of the LCDD approach in Nigeria

The entire world is confronted with multiple urban issues that have become a source of concern to the international community (United Nations Environment Programme – [UNEP, 1999, 2002](#)). In brief, there is a problem of water supply which tends to aggravate as the world's population increasingly become urban. In developing countries where urbanisation rates are high, the problem is manifested through acute shortage of clean drinking water, health risk posed by the lack of adequate sanitation, and the inability of poor households to pay for basic water and sanitation services in peri-urban neighbourhoods. Another problem is the rising urbanisation which is causing urban sprawl in developing countries. Unfortunately, most of the developing countries are unable to manage their urban growth in a pragmatic manner, and as a consequence, a great number of people are marginalized in slum conditions. In addition, the world is worried about a problem that results from the putting of too much pressure on the natural habitat, and the extinction of plant and animal species. Furthermore, there is a problem of waste management in urban areas and closely connected to this is the issue of climate change and acidification. Climate change and acidification problem is recognised as current or potential problems in both developed and developing countries. There is also a concern arising from energy, environment and development. Energy is necessary for development and the improvement of people's productivity. However, its provision tends to deplete environmental resources and its usage has resulted in the unintended consequence of global warming. Lastly, there is a concern of public health which mostly affects the developing countries ([Lusigi, 2008; UNEP, 1999, 2002](#)).

The one and all encompassing policy solution to these problems is the ensuring of sustainability. In line with this, the United Nations has called on national governments around the world to ensure that all aspects of development are reconciled with the principles of sustainability. The argument in line with this is that all development activities should be consistent with the mainstream sustainability thinking which rest on three dimensions: environmental, social and economic ([The World Conservation Union, 2006, p. 2](#)). The United Nations has proposed a time horizon strategy for solving global problems in the context of (2015) goals of the Millennium Declaration; the two-generation goals (2050) of the Sustainability Transition of the Board on Sustainable Development; and the long-term (beyond 2050) goals of the Great Transition of the Global Scenario Group. Over the last 13 years, the development agenda of the world has been geared towards the UN Millennium Development Goals (MDGs), which are due to expire in 2015. The Commission on Sustainable Development further elaborated that climate, clean air, land productivity, ocean productivity, fresh water, and biodiversity should be sustained; and that equity, health, education, housing, security and stabilised population should be developed. These are made with sporadic reference to 2015 ([Kates, Parris, & Leiserowitz, 2005, pp. 12, 15](#)).

The developing countries in the Sub-Sahara African region are faced with similar urban challenges. Some of the challenges are connected to weak institutional frameworks for adequate housing provision, infrastructure provision and poverty eradication (Habitat International Coalition – [HIC, 2009, p. 14](#)), growing populations, a looming urbanisation crisis, a prevalence of informal housing practices and poor housing conditions ([International Housing](#)

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