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Community-based organizations' development-oriented activities: assessing participatory bottlenecks and measuring households' willingness using Arnstein's ladder of citizen participation

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Abstract: This paper assesses participatory bottlenecks that households found in development-oriented activities of Community-Based Organizations (CBOs) in the periods 1985-1999 and 2000-2014. It also examines households' willingness to participate in future development activities. This is aimed at determining whether CBOs and their development-oriented activities would be sustainable. The study was conducted across three Senatorial Districts in Oyo State, Nigeria. Relevant information was obtained through questionnaires which were administered to 1,104 sampled households. Descriptive statistics were used to analyze the data collected. The major bottlenecks to pro-development participation in the two periods under examination concerned financial and economic resources, as households were faced with financial problems, wealth disparity and uncooperative attitude among community members to the source of projects financing. In reference to these bottlenecks, among others, there exist a significant number of people who are not willing to participate in future pro-development activities of CBOs. The study concludes that the sustainability of the organizations could be guaranteed if the households' perceived participatory bottlenecks to CBOs' development-oriented activities are attended to by the government and external stakeholders in order to enhance households' willingness to participate in future CBOs' development-oriented activities.

Keywords: non-governmental organizations, public participation, sustainability, Senatorial Districts

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1. Introduction

In developing countries, citizens are faced with bad governance under numerous and different administrations with consequential effects on developments that impact their individual welfare and national economy at large (Oyedele, 2012; Udoka, 2013, Folorunso and Olowu, 2014; Ogunsanya e*t al*., 2016). Most especially, development of fundamental public goods such as roads, water infrastructure, basic health facilities and education were often carried out with little or no grassroots inputs at all levels. Under both military and democratic systems, governments of these nations had oftentimes embraced top-down approach, which is a non-citizen participatory approach, focusing on absolute inputs of government in policy formulation, decision making and project development phases: conception, initiation, design and implementation (Campbell and Shackleton, 2001; Hughes, 2001).

Despite this approach, African countries are experiencing retrogression in various aspects of development. The reason according to Niboh (2008) is that top-down development efforts by African governments has a long term commitment problem regarding fundamental African issues. These entail educating and mobilizing the grassroots to accept responsibilities for resolving the continent's problems; empowering Africans to develop the character, capability and technology needed in tackling her problems; and linking the disorganized and isolated development efforts in Africa into an integrated system for more effectiveness. On occasions where citizens are to be included in pro-development processes, they are neither involved in decision making nor policy formulation, but invariably at the project implementation phase (Chirenje *et al.*, 2012). This is quite another reason enough for unsustainability of governmental projects.

There was, however, a wide recognition in the past and still is at present that citizen engagement is critical to achieving sustainability of developments. Narayan (1993) opined the involvement of the public as stakeholders intimately in all aspects of projects implies less risk of inappropriate design, under-use and long periods of disrepair, since sustaining new facilities goes beyond physical construction that will later become dysfunctional with use. Onibokun and Faniran (1995) observed that "nations cannot be built without the popular support and full participation of the people, nor can the economic condition of a society be improved without the full and effective contribution, creativity and popular enthusiasm of the vast majority of people." Many more assertions (e.g. Okunmadewa, 2001; Obadan, 2002; Anthopoulus *et al*., 2007; Jones

et al., 2007; Widianingsih and Morrel, 2007; Amujiri, 2009; Axelsson *et al.,* 2010*;* Friesecke, 2011; Onyenemezu, 2015) have indicated that any development project, whose initiation, design, goal setting, decision making and management phases people (end-users) are not involved in, may not attain sustainability.

Acknowledging the laxity of governments in projects development and the need to still meet the ever growing demands of people, brought about a paradigm shift in development projects in terms of initiation, resource mobilization and implementation (UNCHS, 2006; Ibem, 2009). The shift is the emergence of people-oriented development organizations which could bear their interest in developing and implementing projects that have a direct impact on improving their living standards. Such organizations are known as Community Based Organizations (CBOs) which are grassroots organizations that promote people's ability to control their resources and improve their well-being (Onibokun and Faniran, 1995). These organizations are referred to as Non-Governmental Organizations (NGOs).

As for developing countries, there is the presence of registered and unregistered CBOs in Nigeria. Their achievements have been recorded in areas of economic empowerment and poverty alleviation, infrastructure renovation and development, among others (OCDW, 2000; Abegunde, 2009; Muhammad, 2016). By reason of these exploits, the sustainability of CBOs and their development-oriented activities is of priority concern in order to ensure their continuity. In determining such a sustainability goal, there is the need to assess participatory bottlenecks of households in prior development activities of CBOs and the households' willingness to participate in CBOs' future development- oriented activities. It is to this end that this study was conducted in Oyo State in its regional peculiarities.

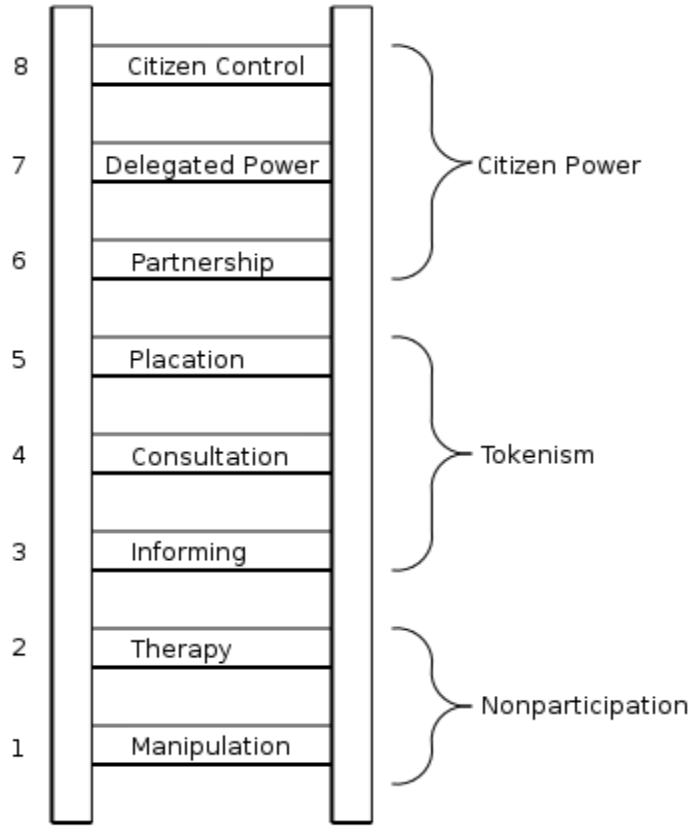
2. Literature review

Nexus between citizen participation and community based organizations in developing countries

Advocacy for and writings on citizen or community participation (Pettit, 2002; Robert, 2008; Milakovich, 2010; Michels and De Graaf, 2010; Yank and Pandey, 2011; Plessing, 2017) in development processes and governments' activities still persist in both developed and developing countries, with discourse cutting across all spheres of society. In its literary form, citizen

participation means a transparent, general and wide-range involvement of people in making decisions that affect their lives (Cary, 1970). As a concept, it is considered on eight rungs of the participatory ladder (See Figure 1), grouped into three classes, namely non-participation, degree of tokenism and degree of citizen power; the first class comprising manipulation and therapy rungs; informing, consultation and placation rungs; and the third class comprising partnership, delegated power and citizen control rungs (Arnstein, 1969).

Figure 1. Ladder of citizen participation



Source: Arnstein 1969.

The aim of participation is to ensure sustainability by significantly enhancing community's ability to work together on important goals in order to improve their living conditions through sharing and then transfer of power as social groups (Bhatnagar *et al.*, 1992). Citizen participation is to guarantee people's cohesion, acceptance, management and continuous

existence of projects, policies and programs. This is because it gives people benefits of the sense of ownership and accountability, as well as willingness to manage and invest in development. All of these reasons agree with the assertion of normative democratic theories that citizen participation encourages public engagement and the sense of community (Michels, 2017).

Application of citizen participation is evident in the concerted efforts of NGOs/CBOs in both developed and developing countries. Related studies (e.g. Grootaert and Narayan, 2000; Molyneux *et al.*, 2007; Dinbabo, 2014; Figueroa, 2015; Odunola and Odunsi, 2017) on contributions of NGOs/CBOs across all sectors in developing countries have ascertained that these institutions attend to the needs of people and are reputed to be most preferred institutions. The studies with a focus on poverty problems have shown that collective actions through CBOs' initiatives have improved the socioeconomic lives of the poor. The reason being the institutions are empowerment centered and they have prompted an important shift in thinking how resources should be mobilized and controlled for poverty reduction (Craig and Porter, 2003). In essence, the ability of CBOs to organize and mobilize towards solving problems has become a critical collective capability which the poor can depend on to overcome the problems of limited resources and marginalization pervading society, one of the most important and overlooked development assets (Narayan, 2002).

Going by the achievements of CBOs, the objective to sustain them is therefore of prior concern; assurance that those organizations exist and function in a way as not to jeopardize their ability to exist and function in meeting the needs of future generations. However, several barriers and challenges operationalized as participatory bottlenecks to CBOs' development-oriented activities are standing against the achievement of this objective. External and internal obstacles were two broad categories of these bottlenecks and each had measurable indicators as established by Botes and van Rensburg (2000). Some of these indicators were later adopted by Njoh (2002), whereby eleven obstacles to community participation were later identified to include prescriptive role of the state, belief system, lack of interest, intra/intergroup conflicts, gate-keeping by leadership and selective participation. The study of Kilewo and Frumence (2015) likewise comprised identifiable indicators of impediments to community participation which include lack of awareness, unstipulated roles and responsibilities of members, lack of management capacity among members and lack of financial resources for implementing projects.

3. Materials and method

The study was conducted across the three (3) Senatorial Districts in Oyo State, Nigeria. The districts comprise Oyo North, Oyo Central and Oyo South. The senatorial districts have thirteen (13), eleven (11) and nine (9) Local Government Areas (LGAs), respectively. By aggregate, there are thirty-three (33) LGAs, of which 29% were considered adequate to represent the state. This decision was based on the survey methodology applied by NBS (2004) for the conduct of National Living Standard Survey 2004, where 29% of the 36 states of the federation were selected as the study areas. Ten LGAs were sampled (29% of 33 the LGAs). To select these LGAs, numbers were assigned on Senatorial Districts. Then, using balloting system, four LGAs were sampled from ON; three LGAs were sampled from OC and three LGAs from OS. Thus, ten out of the 33 LGAs were randomly sampled.

The study obtained information through a questionnaire which was administered to the sampled households. The questionnaire elicited information on the socioeconomic characteristics of the households' and their level of involvement in CBOs' development-oriented activities, households' development priorities, households' satisfaction with CBOs development processes, households' perceived hindrances to participation in development activities, among others. A multi-stage sampling technique was employed for the household survey. At the first stage, Senatorial Districts with their local government areas were identified. Thereafter, the list of political wards used by INEC (2006) in conducting election was compiled. At the second stage, since the survey commenced in 2010, the 2006 population census figures of the sampled local governments were projected to 2010 based on the national growth rate of 2.83. To arrive at the sample size, sampling ratio of 0.05% of the total population was adopted. This decision was based on assertion that a larger population permit smaller sampling ratio for equally good samples (Neuman, 1991). Thus, 0.05% of 2,206,146 which equals 1,104 were sampled (Table 1).

Table 1. Sampling frame and sample size

Senatorial Districts	Selected Local Governments	Population Size (2006)	Projected Population (2010)	Sample size (0.05 %)
Oyo North	Iwajowa	102980	116807	59
	Ogbomoso North	198720	225403	113
	Saki-West	278002	315331	157
	Irepo	122553	139008	70

	Sub-total	**579702**	**657541**	**399**
	Ona-Ara	265059	300650	150
Oyo Central	Oyo West	136236	154529	77
	Surulere	142070	161147	81
	Sub-total	**543365**	**616326**	**308**
	Ibadan North-East	330399	374764	187
Oyo South	Ibadan South-East	266046	301700	151
	Ibarapa-Central	102979	116807	59
	Sub-total	**699424**	**793271**	**397**
	GRAND TOTAL	**1822491**	**2067138**	**1104**

Sources: DNPC 2006 Census and the authors' compilation

At the third stage, the list of communities, as well as houses in identified political wards with or without CBOs development projects (road construction, bridges, classrooms, water projects, health centers, storage facilities, vocational training centers, agro-processing factory, community banks, communication and viewing centers) were compiled. To obtain the sampling interval ('K'), the number of houses with the household's heads were divided by the expected sample size. The researchers randomly selected a number between 1 and 'K'. The household corresponding to this number in the compiled list of households constituted the first household that was included in the sample. Thereafter, the researchers simply added 'L' to the subsequent households interviewed. At the end of the household survey, one thousand and seventy-three (1073) copies of questionnaire out of one thousand one hundred and four (1104) were recovered from the three Senatorial Districts in Oyo State.

In the questionnaire which was administered, two distinct scales (using the 5-point Likert scale) were structured for Households' Perception of Bottlenecks to Development Participation (HPBDP) and Households' Willingness of Involvement in Future Development Processes (HWIFDP) and were used in data collection. The HPBDP scale contained 32 indicators on bottlenecks to development participation which were adapted from Botes and van Rensburg (2000), Njoh (2002), and Kilewo and Frumence (2015). As much as the reliability of these indicators was based on their internal consistency as used in these studies, the multiple-response measures was also used to ensure internal consistency among indicators. For the HWIFDP scale, the items were also composed using 35 participatory indicators. To ensure the reliability of these indicators in the HWIFDP scale, multiple-response measures were likewise used to ensure

internal consistency among indicators. In the course of analysis, 14 and 15 outcome indicators were aggregated for HPBDP and HWIFDP scales, respectively.

Descriptive statistics such as frequency, percentage, mean and deviation about the mean were used in analyzing the data collected. The analysis based on the mean generated weighted mean indexes. The HPBDP index is defined as the hindrances affecting development processes among the communities. The index was derived by calculating the Summation of the Weighted Value (SWV) of the respondents through a weight value of 5, 4, 3, 2 and 1 attached to the 14 outcome indicators measured through the Likert scale with VH (Very High ≥70 %), H (High 69-60 %), M (Moderate 59-50 %), L (Low 49-40 %), and VL (Very Low 39-0 %). This was computed as a sum of the weights resulting from the Likert scale with 'very high' ≥70%, 'high'69-60%, 'fair' 59-50% 'low' 49-40%, and 'very low' 39-0% with a weight value of 5, 4, 3, 2 and 1, respectively. Descriptive statistics such as mean and deviation above the mean were used to explain and compare hindrances to development participation in two historical periods for different Senatorial Districts. The indicators were later descriptively structured into groups based on their deviations about the mean indexes.

The HWIFDP index is defined as the extent to which the residents are keen (without compulsion) to participate in the processes of community development. The outcome indicators were 15, which included creating awareness to oblivious community members, orientation of community members on project benefits, mobilization of people for land acquisition and other resources for project development and involvement of people in project choice and initiation. To arrive at the (HWIFDP) on each of the variables, the Summation of all Weighted Values (SWV) was computed. This was the addition of the product of the number of responses to each of the variables and the weighted value attached to each rating divided by the number of respondents. Respondents' willingness to participate in future development processes was measured on the Likert scale with a choice of agreement and weighted values for each indicator. A theoretical grouping was done based on Arnstein's rungs of citizen participation. The respondents with very high (≥70% = 5) and high (69-60% = 4) level of agreement were equated with Degree of Citizen Power (DCP). The respondents with the moderate level of agreement (50-59% = 3) were equated with Degree of Tokenism (DT). More so, respondents with the level of agreements on low (40-49% = 2) and very low (39-0% = 1) were related to the Degree of Non-Participation (DDNP).

Hence, the percentage degree of households' willingness of involvement in future development processes were computed for the grouping.

4. Results and discussion

4.1 Perception of households on bottlenecks to development participation

Barriers and challenges can affect both development processes and participation in development activities. Thus, understanding and anticipating these barriers and challenges ahead is imperative for an effective policy-making process. It is also important for communities to understand that government also faces barriers and challenges in responding to and recognizing their priorities. The most common barriers and challenges include lack of understanding of the policy process, lack of community resources, reliance on volunteers, lack of access to information, absence of rural representation and certain community groups in the decision-making process, relationship between government and rural communities, and time and policy timeline restrictions. This subsection deals with discussing the results of data analyzed for computing the HPBDP.

To identify the magnitude of bottlenecks to development participation, computation is made for two different historical periods for the Senatorial Districts (Table 2). In ON, the problem that constituted the most HPBDP during 1985-1999 is the "financial problem among community members (3.85)". While the problem regarded as the least HPBDP during the period is "religion contradiction on development choice (3.00)". The mean is 3.32 and the other problems that constituted HPBDP in their order of severity are "lack of trust on project finance among community members (3.42)", "ineffective institutional leadership structure (3.38)", "power disparity among community members (3.37)" and "uncooperative attitude among community members on the source of project finance (3.36)". These variables have positive deviation above the mean. The problems of lesser severity of HPBDP in decreasing manner from the mean among others are "disagreement between the technical and non-technical group with respect to project implementation (3.31)", "unequal access to transformational information among community members (3.31)" and "exclusion of households from development process (3.30)".

Table 2. Households' perception of bottlenecks to development participation

Obstacle	1985-1999					2000-2014				
	SWV	***HPBDP**	**MR**	**DM**	**SEM**	**SWV**	****HPBDP**	**MR**	**DM**	**SEM**
OYO North										
A	1484	3.85	1	0.54	± 0.21	1429	4.75	1	0.71	± 0.10
B	1290	3.35	6	0.03	± 0.34	1313	4.36	2	0.32	± 0.61
C	1299	3.37	4	0.06	± 0.31	1295	4.30	4	0.27	± 0.23
D	1273	3.30	9	-0.01	± 0.36	1290	4.29	5	0.25	± 0.14
E	1318	3.42	2	0.11	± 0.21	1302	4.33	3	0.29	± 0.52
F	1277	3.31	7	0.00	± 0.12	1167	3.88	10	-0.16	± 0.33
G	1243	3.22	10	-0.09	± 0.18	1064	3.53	14	-0.50	± 0.21
H	1236	3.21	11	-0.11	± 0.51	1111	3.70	11	-0.35	± 0.30
I	1276	3.31	7	0.00	±0.33	1203	4.00	8	-0.04	±0.14
J	1295	3.36	5	-0.05	± 0.10	1211	4.02	7	-0.01	± 0.11
K	1233	3.20	12	-0.11	± 0.32	1229	4.08	6	0.05	± 0.21
L	1195	3.10	13	-0.24	± 0.29	1113	3.70	11	-0.34	± 0.41
M	1158	3.00	14	-0.30	± 0.38	1106	3.67	13	-0.36	± 0.55
N	1303	3.38	3	0.06	± 0.27	1180	3.92	9	-0.12	± 0.63
Total		**46.44**					**56.12**			
Oyo Central										
A	1181	3.92	1	0.62	± 0.13	1075	3.57	2	025	± 0.44
B	1064	3.53	2	0.20	± 0.11	1080	3.58	1	0.27	± 0.52
C	964	3.20	11	-0.12	± 0.12	1048	3.48	4	0.16	± 0.54
D	987	3.28	8	-0.05	± 0.13	1016	3.38	7	0.16	± 0.50
E	991	3.29	7	-0.03	± 0.16	1063	3.53	3	0.21	± 0.43
F	1039	3.45	3	0.12	± 0.13	1043	3.47	5	0.14	± 0.16
G	966	3.21	10	-0.12	± 0.11	913	3.03	13	-0.29	± 0.18
H	980	3.26	9	-0.07	± 0.15	961	3.19	10	-0.13	± 0.13
I	992	3.30	6	-0.03	± 0.14	1004	3.34	8	0.01	± 0.11
J	1026	3.41	4	0.08	± 0.13	1019	3.39	6	0.06	± 0.13
K	962	3.20	11	-0.13	± 0.11	959	3.19	10	-0.14	± 0.14
L	919	3.05	14	-0.27	± 0.14	907	3.01	14	-0.31	± 0.15
M	929	3.09	13	-0.24	± 0.12	934	3.10	12	-0.22	± 0.16
N	1014	3.37	5	0.04	± 0.11	973	3.23	9	-0.08	± 0.17
Total		**46.56**					**46.50**			
Oyo South										
A	1558	4.03	1	0.63	± 0.14	1462	3.78	2	0.47	± 0.22
B	1342	3.47	7	0.07	± 0.12	1468	3.80	1	0.48	± 0.23
C	1323	3.42	8	0.02	± 0.11	1294	3.34	7	-0.03	± 0.13
D	1314	3.40	9	0.00	± 0.12	1270	3.28	9	-0.03	± 0.51
E	1345	3.48	6	0.08	± 0.13	1304	3.37	6	0.06	± 0.24
F	1494	3.86	2	0.46	± 0.17	1417	3.66	3	0.35	± 0.33
G	1129	2.92	12	-0.48	± 0.15	1064	2.75	13	-0.56	± 0.21
H	1298	3.35	10	-0.04	± 0.19	1345	3.48	4	0.16	± 0.11
I	1409	3.64	3	0.24	± 0.18	1269	3.28	9	-0.03	± 0.13
J	1361	3.52	4	0.12	± 0.16	1309	3.38	5	0.07	± 0.14

K	1253	3.24	11	-0.16	± 0.22	1236	3.19	11	-0.12	± 0.14
L	1114	2.88	13	-0.52	± 0.23	1188	3.07	12	-0.24	± 0.15
M	1112	2.87	14	-0.53	± 0.22	1047	2.70	14	-0.60	± 0.13
N	1364	3.52	15	0.13	± 0.21	1274	3.30	8	-0.02	± 0.22
Total		**47.59**					**46.37**			

Source: authors' elaboration, 2015

ON (*X- HPBDP - Mean = 3.32 ; **X- HPBDP - Mean = 4.02)

OC (*X- HPBDP - Mean = 3.33 ; **X- HPBDP - Mean = 3.32)

OS (*X- HPBDP - Mean = 3.40 ; **X- HPBDP - Mean = 3.31)

Keys

SWM	Summation of Weighted Value
HPBDP	Bottlenecks to Development Participation
DM	Deviation about the Mean
MR	Mean Rank
SEM	Standard Error of Mean
A	Financial problem among community members
B	Wealth disparity among community members
C	Power disparity among community members
D	Exclusion of households from development process
E	Lack of trust on project finance among community members
F	Disagreement between technical and non-technical groups as in project implementation
G	Gender discrimination among community members
H	Unequal accessibility to project benefit among community members
I	Unequal accessibility to transformational information among community members
J	Un-cooperative attitude among community members on the source of project finance
K	Hostility to community participation by other groups within the community
L	Hostility to community participation by other groups outside the community
M	Religion contradiction on development choice
N	Ineffective institutional leadership structure

In OC, the problem that constituted the most HPBDP during 1985-1999 is "financial problem among community members (3.92)", while the problem regarded as the least HPBDP during the period is "hostility to community participation by other groups outside the community (3.05)". The other problems that constituted HPBDP in the order of severity are "wealth disparity among community members (3.53)", "disagreement between the technical and non-technical group with respect to project implementation (3.45)"and "uncooperative attitude among community members on the source of project finance (3.41)"and "infective institutional leadership structure (3.37)". All these variables have positive deviations about their respective means. The mean HPBDP is 3.32 while indicators with negative deviation below the mean are considered low. Some of the variables with negative deviation below the mean in descending

order are “unequal access to transformational information among community members (3.30)”, “lack of trust on project finance among community members (3.29)”, “exclusion of households from development process (3.28)”, among others.

In OS, the most severe problem is “financial problem among community members (4.03)” while the least severe is “religion contradiction on development choice (2.87)”. Other bottlenecks rated high in the descending order are “disagreement between the technical and non-technical aspect in project implementation (3.86)”, “unequal access to project benefit among community members (3.35)”, “uncooperative attitude among community members on the source of project finance (3.52)”, “ineffective institutional leadership structure (3.52)”, lack of trust on project finance among community members (3.48)”, “wealth disparity among community members (3.47)”, “power disparity among community members” 3.42 and “exclusion of households from development processes (3.40)”. The mean value is 3.40 and variables with negative deviation below the mean include: “unequal access to project benefits among community members (3.35)” “gender discrimination among community members (2.92)” and “hostility to community participation by other groups outside the community (2.88)”.

In the period of 2000-2014, the identified variables constituting bottlenecks to development participation in ON were the following: “financial problem among community members” is with the highest value of 4.75, the variable with lowest HPBDP is “gender discrimination among community members (3.53)”, while the mean is 4.04. Some other high rated variables above the mean in the decreasing manner are “wealth disparity among community members (4.36)”, “lack of trust on project finance among community members (4.33)” and “power disparity among community members (4.30)”. Variables with low deviation below the mean in decreasing manner are “uncooperative attitude among community members on the source of project finance (4.02)”, “unequal access to transformational information among community members (4.00)” and “disagreement between technical and non-technical aspect in project implementation (3.88)”.

In OC, “wealth disparity among community members” constituted the highest HPBDP with a value of 3.58. Hostility to community participation by other groups outside the community with the value of HPBDP equal to 3.01 is the least problems. The mean HPBDP is 3.32. While in decreasing manner to the mean are the following high rated problems that obstruct development participation “financial problem among community members (3.57)”, “lack of trust on project

finance among community members (3.53)", "power disparity among community members (3.48)"and "disagreement between the technical and non-technical group with respect to project implementation (3.47)". The variables with low HPBDP below the mean are the following, among others: "ineffective institutional leadership structure (3.23)", "unequal access to project benefit among community members (3.19)", "hostility to community participation by other groups within the community (3.19)" and "religion contradiction on development choice (3.10)".

The problems that have been the most HPBDP in OS are "wealth disparity among community members (3.80)" while the problems with least severity of HPBDP is "religion contradiction on development choice (2.70)". The average is 3.31, some highly rated problems in the order of severity in a decreasing manner to the mean are "financial problem among community members (3.78)", "disagreement between the technical and non-technical group with respect to project implementation (3.66)" and "unequal access to project benefit among community members (3.48)". However, HPBDP with lower than the mean in the decreasing order are: "ineffective institutional leadership (3.30)", "exclusion of households' from development processes (3.28)", "unequal access to transformational information among community members (3.28)" and "hostility to community participation by other groups outside the community (3.07)".

In general, four groups of bottlenecks to development were identified. The first group had negative deviation below the mean for 1985-1999 and still maintains their negative deviation below the mean for 2000-2014. It comprised variables that did not pose threats to development participation in the both periods. On the aggregate, the variables under this group were: "gender discrimination among community members", "hostility to community participation by other groups outside the community", and "religion contradiction on development choice"; while in OS they were connected with "hostility to community participation by other groups within the community". In OC, "unequal access to project benefit among community members" and "hostility to community participation by other groups within the community" were found. In ON, "unequal access to project benefit among community members", and "un-cooperative attitude among community members on the source of project finance" were identified.

The second group was the one with positive deviation above the mean for 1985-1999 and thereafter had negative deviation below the mean for the 2000-2014. This implied that the group

did not constitute initial threats to development participation prominent in 1985-1999 in the 2000-2014. In OS, there were "power disparity among community members", "exclusion of households from development process", "unequal access to transformational information among community members", "ineffective institutional leadership structure". However, in OC, "ineffective institutional leadership structure was identified". In ON, "disagreement between the technical and non-technical aspect on project implementation", "unequal access to transformational information among community members" and "ineffective institutional leadership structure" are identified. The success could be attributed to genuine participation in project development.

The third group had negative deviation for 1985-1999 and later on had positive deviation above the mean by the 2000-2014. In OS, there was "unequal access to project benefit among community members", while in OC, there were "power disparity among community members", "exclusion of households from development process", "lack of trust on project finance among community members", "unequal access to transformational information among community members". "Exclusion of households' from development process and "hostility to community participation by other groups within the community" were observed in ON. Considering these barriers to development participation, it was crystal clear that what the respondents wanted was genuine participation in projects development that was devoid of social status.

The fourth group had positive deviation above the means for 1985-1999 and 2000-2014. In OS and OC, there were "financial problems among community members", "wealth disparity among community members", "disagreement between the technical and non-technical aspect in project implementation", "un-cooperative attitude among community members on the source of project finance". In OS and ON it concerned "lack of trust on project finance among community members". Also there were "financial problem among community members", "wealth disparity among community members" and "power disparity among community members" in ON. The major barriers to development participation centered on finance, thus to resolve this; there is the need for empowerment program rooted in a genuine involvement of the concerned. Such empowerment programs should not be based on the knowledge of donors only, but also that of beneficiaries.

The mean values of households' perception of bottlenecks to development participation for 1985-1999 among the Senatorial Districts were 3.40 in OS, 3.32 in OC and 3.32 in ON,

while, households' perception of bottlenecks to development participation for the year 2000 and beyond was different in all the three Senatorial Districts with mean values of 3.31 in OS, 3.23 in OC and 4.02 in ON. The result showed that households' perception of bottlenecks to development participation for the two periods was reduced only in OS, remained constant in OC, and increased in ON. This indicated that bottlenecks to development participation were reduced in OS, meaning that conscious efforts are needed to create awareness on the needs to reduce bottlenecks to development participation caused by financial problems, wealth and power disparities among community members.

4.2 Households' willingness to participate in future development processes

Participation implies that people have a greater say and an expanded role in decision-making processes in local affairs. In community development projects, community participation is essential to realizing demand-oriented service delivery (Ohakweh and Ezirim, 2006). As justified in the literature (Narayan and Shah, 2000), several projects were implemented by governmental bodies and NGOs among other stakeholders but with little or no citizen participation. This section therefore, examines if the stakeholders were the ones unwilling to get involved in community development processes. Findings with respect to respondents' willingness to participate in future development processes are presented for the three Senatorial Districts (Table 3).

Regarding the respondents' desired in creating awareness of community members on projects developments, 10.9% of the households in ON accounted for the non-participants category, 31.0% of the same category are found in OS and 43.2% in OC. The households under passive participant category accounted for 27.6% in ON, 26.9% in OS and 31.3% in OC. While active participants category was 61.5 % in ON and the reason for this high value has to do with years of neglect by the governments and which has helped the region in their various self-help projects development; whereas there are 44.7% of the same type in OS and 41.54% in OC.

On the issue of orientating fellow community members on project benefits, 30.1% of the respondents in ON belong to the non-participants category, 23.5% in OS and 36.4% in OC. With regards to passive participant class, 18.9% of the respondents are found in ON, 26.9% in OS and 31.3% in OC. While active participants group accounted for 50.9% in ON,

49.7% in OS and 32.3% of the same category are found in OC. With regards to mobilization of people for land acquisition and other resources for project development, the households' choice on 'non-participants category' accounted for 22.1% in ON, 19.2% in OS and 40.6% in OC. In ON, 21.7% of the respondents belong to 'passive participants category'; 30.4% in OS and 19.6% in OC. However, regarding the active participants group, 56.1% of the respondents are in ON, and 50.4% and 39.7% households were identified with OS and OC, respectively.

On the issue of preferred involvement in project choice and initiation, 35.4% of the respondents in ON identified with non-participants category, although in OS and OC there are 39.7% and 26.6% of the respondents, respectively. At the same time, 20.1% of the respondents belong to passive participants in ON and 11.3% and 31.4% of the respondents in OS and OC in the same 'passive participants' class. In ON, 44.5% of the respondents are active participants, while there was an improvement of active participants in OS and OC with values of 48.9% and 42.0% of the respondents, respectively. Involvement in the project location identification has 30.0% of the respondents in non-participants category in ON, 39.7% in OS and 32.3% in OC. Under the same discussion, 17.3% of the respondents in ON identify themselves with passive participants category 21.8% are in OS and 30.5% in OC. The 52.6% the respondents prefer to be identified with active

Table 3. Households' willingness to participate in future development processes across the Senatorial Districts in Oyo State

Indicator	ONSD						OCSD						OSSD					
	DCP	%	DT	%	DNP	%	DCP	%	DT	%	DNP	%	DCP	%	DT	%	DNP	%
A	749`	61.49	336	27.59	133	10.92	302	41.54	111	15.27	314	43.19	453	44.72	246	24.28	314	30.99
B	525	50.97	195	18.94	310	30.09	198	32.30	192	31.32	223	36.37	572	49.70	309	26.85	270	23.45
C	622	56.19	240	21.68	245	22.13	267	39.73	132	19.64	273	40.63	558	50.41	336	30.35	213	19.24
D	419	44.52	189	20.08	333	35.40	329	42.02	246	31.42	208	26.56	467	48.95	108	11.32	379	39.72
E	510	52.63	168	17.34	291	30.03	263	36.18	222	30.54	242	33.28	469	45.91	222	21.83	326	32.05
E	529	51.11	246	23.77	260	25.12	164	25.44	192	29.76	289	44.80	424	47.48	204	22.84	265	29.67
G	617	62.70	99	10.06	268	27.33	102	18.41	96	17.32	356	64.25	514	53.54	84	8.75	362	37.71
H	719	65.30	210	19.08	172	15.62	437	53.16	237	28.84	148	18.00	269	7.68	204	21.66	469	49.78
I	554	54.36	249	24.45	216	21.19	232	36.42	123	19.31	282	44.27	458	48.67	204	21.68	279	29.65
J	661	56.44	249	21.27	261	22.29	264	36.16	255	34.93	211	28.90	688	60.19	216	18.90	239	20.91
K	742	59.55	312	25.04	192	15.41	372	45.59	297	36.40	147	18.01	807	67.08	189	15.71	207	17.21
L	421	42.92	267	27.22	293	29.86	243	34.08	267	37.45	203	28.47	525	49.06	297	27.76	248	23.18
M	438	44.20	153	15.44	400	40.36	233	38.13	93	15.22	285	46.65	447	43.65	294	28.74	283	27.64
N	645	57.90	249	22.35	220	19.75	336	43.02	246	31.50	199	25.48	666	59.57	243	21.73	209	18.69
O	606	56.58	231	21.57	234	21.84	148	23.68	201	32.16	276	44.16	588	52.59	279	24.96	251	22.45
Total	**8757**	**54.81**	**3393**	**21.24**	**3828**	**23.95**	**3890**	**37.20**	**2910**	**27.83**	**3656**	**34.97**	**7905**	**50.50**	**3435**	**21.94**	**4314**	**27.56**

Source: authors' elaboration, 2015

Key

A	Creating awareness to ignorant community members
B	Orientation of community members on project benefits
C	Mobilization of people for land acquisition and other resources for project development
D	Involvement in project choice and initiation
E	Identification of project location
F	Involvement in project technology choice
G	Mobilization of support for project time frame
H	Participation as community representatives on development processes
I	Involvements in all stages of project design and execution processes
J	Endurance of project challenges during execution
K	Security supports for the project and project executors
L	Financial support towards project development
M	Financial support for arising needs after project execution
N	Financial support for project maintenance after execution
O	Project monitoring and evaluation
DCP	Degree of Citizen Power
DT	Degree of Tokenism
DNP	Non-Participation

participants in ON, while 45.9% and 36.2% come from OS and OC, respectively.

The choice of households' involvement in project technology has 25.1% of the respondents in non-participants group in ON, 29.7% in OS and 44.8% in OC. Households' passive participants' choice with respect to project technology are 23.8% in ON, 47.5% in OS and 29.8% in OC, respectively. The respondents of active participant group are 51.1 % in ON, 47.5% in OS and 25.4% in OC. On the issue of mobilizing support for project time frame, non-participants class in ON accounted for 27.3%, while 37.7% of the same category belong to OS and 64.3% in OC. Households in the passive participants category accounted for 10.1% in ON, 8.7% in OS and 17.3% in OC. The respondents in the active participants group accounted for 62.7% in ON, 53.5% in OS and 18.4% in OC, respectively. The result shows that more attention will be paid to problems that are likely to arise from project implementations in ON followed by OS and OC.

Participation as community representatives in development processes was declared by respondents of the non-participants category at the height of 15.6% in ON, 49.7% in OS and 18.0% in OC. The passive participants category accounted for 19.1% in ON, 21.7% in OS and 28.8% in OC. The active participants group was 65.3% in ON, 7.7% in OS and 53.2% in OC. While involving the households at all stages of project design and execution processes amounted to 21.2% of the respondents in non-participants category in ON, 29.7% in OS and 42.3% in OC, respectively. The passive participants are 24.5%, 21.7% and 19.3% in ON, OS and OC, respectively. The active participants at all stages of execution processes in three Senatorial Districts are 65.3%, 48.% and 36.4% in ON, OS and OC, accordingly.

On citizens' endurance of project challenges during the execution stages, the non-participants group accounted for 22.3% in ON, 20.9% in OS and 28.9% in OC. The passive respondents across the Senatorial Districts are 21.3%, 18.9% and 34.9% in ON, OS and OC, respectively. The active participants groups are 56.4% in ON, 60.2% in OS and 36.2% OC. With regards to security support for project and the project executors, the non-participants group across the Senatorial Districts accounted for 15.4% in ON, 17.2% in OS and 18.01% in OC. The rate of security provision with regards to passive respondents later reduced to one among the Senatorial Districts with 25.0% in ON, 15.7% in OS and 36.4% in OS. The active participants on security issues are 59.6% in ON, 67.1% in OS and 45.6% in OC.

As regards financial support towards project development, the non-participants group accounted for 29.9% in ON, 23.2% in OS and 28.5% in OC. The passive participants among the Senatorial Districts are 27.2% in ON, 27.8% in OS and 37.5% in OC. The active participants under same variable accounted for 42.9% in ON, 49.1% in OS and 41.11% in OC. To ensure project sustainability the need for financial support for arising needs after project execution cannot be under-estimated; the non-participants' groups among the Senatorial Districts are 40.4% in ON, 27.6% in OS and 46.7% in OC. The passive respondents are 15.4% in ON, 28.7% in OS and 15.2% in OC. The active participants towards financial assistance when needs arise are 44.2% in ON, 43.7% in OS and 38.1% in OC.

On the issue of financial support on project maintenance after the project execution, the non-participants in this category are 19.8% in ON, 18.7% in OS and 25.5% in OC. The passive participants under same criterion are 22.4% in ON, 21.7% in OS and 31.5% in OC. The active participants class with respect to project finance after projects execution are 57.9% in ON, 59.6% in OS and 43.0% in OC. To ensure project reliability there was a need for project monitoring and evaluation and the households with non-participants category amounted to 21.8% in ON, 22.5% in OS and 44.2% in OC. The passive participants are 21.6% in ON, 24.9% in OS and 32.2% in OC. The active participants-respondents in project monitoring and evaluation accounted for 56.6% in ON, 52.6% in OS and 23.7% in OC, respectively.

By considering all the participatory indicators as a surrogate for households' degree of willingness to be involved in future development in their communities, 50.5% of the respondents in OS accounted for degree of citizen's power (active participation), 37.2% of the respondents in OC attained citizen power, while the degree of citizen power in ON was 54.8% and the value was higher in ON compared to the other Senatorial Districts. Degrees of tokenism (passive participation) among Senatorial Districts are 21.9% in OS, 27.8% in OC and 21.2% in ON, respectively. The result shows that degree of passive participation was higher in OS. With regards to non-participatory class, 27.6% of the respondents belong to this group in OS, 34.9% in OC, and 23.9% in ON.

This outcome and numerous development projects undertaken by the CBOs in ON shows both commitments of the CBOs and the households in self-development processes, which was higher compared to OS and OC. This could be attributed to initial neglects the region (ON) faced

from various governments development largesse in Oyo State. Aggregating for Oyo State, households' willingness to be involved in future development process was measured using the same 15 participatory indicators (Table 4). It is evident that 48.8% of the respondents attained the degree of citizen power, with about 5 variables scoring above the average. In addition, 23.1% of the respondents belong to the degree of tokenism, while 28.0% of the examined belong to non-participatory group.

Table 4. Willingness of households to participate in future development projects in Oyo State

Indicator	Willingness Level of Involvement							Total	
	No	DCP	%	DT	%	DNP	%	No	%
A	1062	1504	50.84	693	23.43	761	25.73	2958	100
B	1061	1295	46.34	696	24.91	803	28.74	2794	100
C	1031	1447	50.13	708	24.53	731	25.32	2886	100
D	963	1215	45.36	543	20.27	920	34.35	2678	100
E	1055	1242	45.77	612	22.55	859	31.66	2713	100
E	1026	1117	43.41	642	24.95	814	31.63	2573	100
G	1060	1233	49.35	279	11.16	986	39.47	2498	100
H	1034	1425	49.73	651	22.72	789	27.53	2865	100
I	1010	1244	47.90	576	22.17	777	29.91	2597	100
J	1020	1613	52.98	720	23.65	711	23.35	3044	100
K	1024	1921	58.83	798	24.44	546	16.72	3265	100
L	1054	1189	43.01	831	30.06	744	26.91	2764	100
M	1060	1118	42.57	540	20.56	968	36.86	2626	100
N	1036	1647	54.66	738	24.49	628	20.84	3013	100
O	1001	1342	47.69	711	25.26	761	27.04	2814	100
Total		**20552**	**48.83**	**9738**	**23.14**	**11798**	**28.03**	**42088**	**100**

Source: authors' elaboration, 2015

Key

A Creating awareness to ignorant community members
B Orientation of community members on project benefits
C Mobilization of people for land acquisition and other resources for project development
D Involvement in project choice and initiation
E Identification of project location
F Involvement in project technology choice
G Mobilization of support for project time frame
H Participation as community representatives on development processes
I Involvements at all stages of project design and execution processes
J Endurance of project challenges during execution
K Security supports for the project and project executors
L Financial support towards project development
M Financial support for arising needs after project execution

N Financial support for project maintenance after execution
O Project monitoring and evaluation
DCP Degree of Citizen Power
DT Degree of Tokenism
DNP Non-Participation

5. Conclusions

In this study, notable bottlenecks to development participation among the inhabitants across the senatorial districts were examined. In general, four groups of bottlenecks were identified. The first group comprised variables that did not pose threats to the development of participation in the both studied periods. The second group were variables that did not constitute the initial threats to development participation prominent in 1985-1999 but did in the years 2000-2014. The third group were variables that posed threats in 1985-1999 but did not do so in 2000-2014. The fourth group were variables that were actual bottlenecks in the both periods. In general, it is concluded that the major bottlenecks to development participation in the two time spans centered on financial and economic resources remaining at the disposal of community members as they were faced with financial problems, wealth disparity and uncooperative attitude among community members on the source of project finance.

The study likewise examined the willingness of households to participate in future development process. In all the three senatorial districts, theoretically, it was generally found that the degree of willingness of the respondents who attained the degree of citizen power was higher compared to the degree of tokenism, with the latter being higher compared to that relating to the non-participatory. Moreover, the degree of willingness of respondents who attained the degree of citizen power was greater than the combination of those that attained the degree of tokenism and non-participatory. Nevertheless, the difference in the degree of willingness of the respondents who attained the degree of citizen power and the combination of degree of tokenism and non-participatory was very minimal. This simply means that the proportion of respondents who were willing to actively participate in future development activities was slightly greater that the addition of the proportions of those who indicated passivity or no participation. The implication is that there is still a significant number of people who are not willing to participate in future development activities of CBOs based on the bottlenecks documented in this study. Hence, the

sustainability of CBOs and their development activities is at risk, with households who are members pulled out of these organizations.

Based on the foregoing, the following recommendations are provided based on the findings. To strengthen the economic and financial capacities of households as members of the CBOs, there is the need for empowerment programs rooted in genuine involvement. Such empowerment programs should not be based on knowledge of the donors only, but also that of the beneficiaries. More so, conscious efforts are needed to create awareness on the needs to reduce bottlenecks to pro-development participation caused by financial problems, wealth and power disparities among community members.

Achieving the empowerment program's goal requires intervention of all stakeholders such as the government and private institutions. The intervention of the State Government could not be but emphasized, the reason being that the economic and financial resources as well as support are much at the disposal of government's bodies and could be disbursed to the citizens through their various organs. The government could also build physical, social and economic infrastructure that will directly impact positively on the livelihood of the people. Private institutions and non-governmental agencies could likewise provide self-help services to individuals and community. This could be in the form of self-loans, group loans and social trust funds, among others. With such an assistance from the government, private institutions and non-governmental agencies, citizens will be able to improve their living conditions and thereafter foster the resources, which will make them responsive to participate in CBOs' projects likely to be undertaken in the future. This will in effect ascertain the continuity of CBOs and ensure that the local organizations in themselves are sustainable.

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COMMUNITY BASED ORGANIZATIONS' DEVELOPMENT-ORIENTED ACTIVITIES: ASSESSING PARTICIPATORY BOTTLENECKS AND MEASURING HOUSEHOLDS' WILLINGNESS USING ARNSTEIN'S LADDER OF CITIZEN PARTICIPATION

Działania rozwojowe organizowane przez organizacje wspólnotowe: ocena wąskich gardeł i pomiar chęci gospodarstw domowych za pomocą drabiny Arnsteina do uczestnictwa obywatelskiego

Streszczenie

W niniejszym artykule dokonano oceny „wąskich gardeł", jakie napotykały gospodarstwa domowe w działaniach ukierunkowanych na rozwój podejmowanych przez organizacje wspólnotowe (CBO) w latach 1985-1999 i 2000-2014. Zbadano również chęć gospodarstw domowych do udziału w działaniach rozwojowych. Miało to na celu ustalenie, czy operacje związane z ochroną własności intelektualnej i ich zorientowanie na rozwój będzie trwałe. Badanie przeprowadzono w trzech okręgach senatorskich w stanie Oyo w Nigerii. Istotne informacje uzyskano za pomocą ankiet, które zostały przekazane 1104 gospodarstwom domowym poddanym próbie. Do analizy zebranych danych wykorzystano statystyki opisowe. Główne przeszkody utrudniające udział w pracach rozwojowych w dwóch analizowanych okresach dotyczyły zasobów finansowych i ekonomicznych, ponieważ gospodarstwa domowe borykały się z problemami finansowymi, różnicami w poziomie zamożności i niechęcią do współpracy ze strony innych członków społeczności. W odniesieniu do tych „wąskich gardeł" istnieje między innymi znaczna liczba osób, które nie chcą uczestniczyć w przyszłych działaniach prorozwojowych CBO. W badaniu stwierdzono, że trwałość organizacji może być zagwarantowana, jeżeli postrzegane przez gospodarstwa domowe "wąskie gardła" w działaniach rozwojowych CBO będą niwelowane przez udział rządu i zewnętrznych interesariuszy, co zwiększy gotowość gospodarstw domowych do udziału w przyszłych projektach CBO.

Słowa kluczowe: organizacje pozarządowe, udział społeczeństwa, zrównoważony rozwój, powiaty senatorskie.