

## **Adapting Community Driven Development Approach for Post-Insurgency Recovery and Reconstruction in Northeastern Nigeria**

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### **Abstract**

The main trust of this paper presents strong and constructive suggestions for taking Community Driven Development Approach (CDD) to local level recovery and reconstruction in areas recently affected by insurgency and suggests ways in which this approach can be integrated into the states and nations' disaster recovery plan. Community-Driven Development involves a degree of devolution of responsibility to communities for managing their development, including the design and implementation of projects. These enable community organizations 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 marginalized people within those communities. The approached has five pillars upon which it operates; empowering communities, empowering local governments, realigning the center, improving accountability and building capacity of the communities. In the aftermath of the about ending Boko Haram insurgency, communities in Northeastern Nigeria, haunted by six years of conflict and weak governance and further devastated by the disaster, can be empowered to take control of the reconstruction to rebuild their own houses, businesses, lives and villages. The study recommends that: Pre-existing CDD mechanisms in the region be adapted for the purposes of local level recovery and reconstruction.

**Keywords:** *Adapting, Community driven development approach, Post-insurgency, Recovery, and Reconstruction*

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### **Background to the Study**

Community Driven Development (CDD) approach, is broadly defined as an approach that gives control over planning decisions and investment resources to community groups and local governments to take charge of their development agenda (World Bank, 2012). 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 organize themselves in order to identify community priorities and address local problems, by working in partnership with local governments and other supportive institutions.

Therefore, the use of community driven development approach to resettlement, recovery and reconstruction especially in Northeast Nigeria would provide a platform for all stakeholders to come together and make use of each other's respective strengths to achieve the development objective. This would involve the government to provided policy and guidance through a facilitation team, donors to provided funds, local governments to provided oversight function and the community to provide support through participation. Thus, providing this framework would empower communities to become leading agents of their own reconstruction, ownership and sustainability.



**Figure 1: Victims of Boko Haram from Michka Local Government Area of Adamawa State, Nigeria crossing through Lassa River in escape to safe areas.**

Thus, World Bank (1999b) opined that people have a right to partake in actions and plans which affect their lives as non-participation approaches to development have failed to significantly alter the quality of life and resources of the poor people worldwide. As a result of the failure of the Top Down developmental approaches of past governments in tackling rural poverty and the dangers posed by rural urban migrations, The World Bank, IFAD, DFID, USAID and other international donor agencies and Federal Government of Nigeria embarked on a paradigm shift in its policy designs to involve the communities in the design, implementation and evaluation of their own development agenda known as the Community Driven-Development (CDD).

In Nigeria, several projects have been implemented in the past and present that seems successful using this approach these include:

- i. Second National Fadama Development Project (NFDP-II Project),
- ii. Community Poverty Reduction Project (CPRP),
- iii. Local Empowerment and Environmental Management Project (LEEMP),
- iv. Community-Based Agricultural and Rural Development Project (CBARDP),
- v. Third National Fadama Development Project (NFDP-III), and
- vi. Community and Social Development Project (CSDP).

Despite these Government and Non-governmental effort in design of policies that involve the communities in the design, implementation and evaluation of its development agenda, the issue of improve rural and economic development is still observed to be a problem, this is because, according to Goldman (2010), people's well-being is a function not just their income but of their levels of 5 assets (human, natural, social, physical and financial), their vulnerability to stresses and shocks, and the impact of policies, institutions and processes. Efforts to reduce rural poverty in the past intended 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 WB and IFAD projects since the mid-1990s. According to World Bank, (2011) poor and marginalized 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. Project design has stressed peoples' participation and empowerment, enhanced social capital, demand-driven development and a community-driven development approach through decentralization.

The main concern of this paper therefore is to present strong and constructive suggestions for taking community driven approach to local level recovery and reconstruction in areas recently affected by insurgency, and suggest ways in which this approach can be integrated into the states and nations' disaster recovery plan.

### **Community-Driven Development Strategy (CDD)**

Community-Driven Development (CDD) according to IFAD (2000) involves a degree of devolution of responsibility to communities for managing their development, including the design and implementation of projects. In other words, it an approach that give local people total control over their development projects (World Bank 2010). Wikipedia (2013) defines community driven development (CDD) as a [development initiative that provides control of the development process, resources and decision making authority directly](#) to community groups. 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. Community driven development is a way to provide social and

infrastructure services, to organize economic activity and resource management, to empower poor people, improve governance and enhance security of the poorest'.

### **Characteristics of CDD**

Following from this description, field practitioners at the World Bank have denoted five key characteristics of CDD projects.

1. A CDD operation primarily targets a community-based organization or a representative local council of a community. This community focus means that the essential defining characteristic of a CDD project is that the beneficiaries or grantees of implementations are agents of the community. Since the focus on small communities is so large the CDD normally targets small scale subprojects in the community.
2. In CDD operations, community or locally based representation is responsible for designing and planning the subprojects in a participatory manner. Since the concentration on participatory planning is considerable in CDD operations, often the possible types of subproject investment options are very large with only a small list of subprojects that cannot be carried out.
3. The defining characteristic of CDD projects is that a transfer of resources to the community occurs and control of the resources is delegated to the community. The amount of transfer and control of resources will depend on the CDD implementations.
4. The community is directly involved in the implementation of the subproject. Often the participation of the community comes directly in the form of labour or funds. However, the community may also contribute to the subproject indirectly in the form of management and supervision of contractors or the operation and maintenance of the [infrastructure when complete](#).
5. An element of community based monitoring and evaluation has become a characteristic of CDD subprojects. Most often it is [social accountability tools such as participatory monitoring, community scorecards and grievance redress systems which allow for the community to ensure accountability of the CDD implementation](#).

### **Benefits of Using CDD**

When designed and implemented well, the CDD approach promotes equity and inclusiveness, efficiency, and good governance. Equity and inclusiveness are achieved through effective targeting, inclusion of vulnerable and excluded groups, putting resources in direct control of poor people, and allowing poverty reduction measures to go to scale. Efficiency is gained through demand responsive allocation of resources, reduced corruption and misuse of resources, lower costs and better cost recovery, better quality and maintenance, greater utilization of resources, and the community's willingness to pay for goods and services. Good governance is promoted by greater transparency and accountability in allocation and use of resources because the community participates in project decision-making processes. Some of the principles of CDD such as participation, empowerment, accountability, and nondiscrimination are also worthy ends in themselves.

### **Origin and Expansion of Community Driven Development**

Since the mid-1990s, community driven development has emerged as one of the fastest growing

investments by NGOs, aid organizations and multilateral developments banks. This continued investment in CDD has been driven mostly by a demand from donor agencies and developing countries for large-scale, bottom-up and demand-driven, poverty reduction subprojects that can increase the institutional capacity of small communities for self-development. The success and scale of some CDD projects in the World Bank are especially notable. According to International Development Association (IDA) (2010) the World Bank has supported approximately 190 lending projects amounting to \$9.3 billion between 2000–2010. However, CDD projects have been instrumental in harnessing the energy and capacity of communities for poverty reduction.

Also, the Asian Development Bank (ADB) has funded 57 projects worth about \$2.5 billion between 2001-2007 that included community driven development approaches to enhance deliver of inputs and beneficiary participation (International Development Association, 2010). According to Asian Development Bank (2008) the CDD projects constituted 14% of the total loans approved by the Asian Development Bank during this period. However, over one-third of the projects were in the agriculture and natural resources sector, followed by a smaller proportion of water supply and sanitation, waste management, education and health projects and were primarily implemented in Southeast Asia, South Asia, and Central and West Asia, where the developing country governments were investing in rural development programs Ibid

IFAD, (2010) reported that, in the last few years the it has been working with the Agence Française de Développement (AFD), the African Development Bank (AfDB), the European Union (EU), the Food and Agriculture Organization of the United Nations (FAO), the UN Capital Development Fund (UNCDF) and the World Bank to create a platform for learning and sharing knowledge on community driven development.

Similarly, FAO (2010) also reported that, other bilateral donors, such as the Department for International Development (DFID) of the United Kingdom and the Canadian International Development Agency (CIDA), have used CDD-type approaches for a long time as part of their sustainable livelihoods and integrated basic needs development assistance in developing countries. The Swedish International Development Agency (SIDA) and Danish International Development Agency have also used CDD principles in the mandate of a rights-based approach to the development projects they fund (FAO, 2010). Today, more than 80 countries have now implemented CDD projects.

The success and scale of some CDD projects in the World Bank are especially notable. The World Bank supported approximately 190 lending projects amounting to \$9.3 billion in 2000–2005 (Tanaka, 2006). Initiated by the International Development Association (IDA) at the World Bank, CDD projects have been instrumental in harnessing the energy and capacity of communities for poverty reduction. Since the start of the 20<sup>th</sup> century, IDA lending for CDD has averaged annually just over 50 operations, for an average total of US\$1.3 billion per year (International Development Association, 2009).

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### **Why CDD?**

According to the World Bank (2006) CDD projects are implemented because;

- i. It enhances sustainability
- ii. It improves efficiency and effectiveness of services
- iii. It makes development more inclusive of the interests of poor people and vulnerable groups
- iv. It builds social capital – norms and network that enable collective action
- v. Social capital mediates access to resources and opportunities

### **Pillars of CDD**

The need to consider the pillars of CDD are very important to ensure that above intensions of CDD is translated into action. These pillars include;

1. Empowering communities
2. Empowering local governments
3. Realigning the center
4. Improving accountability
5. Building capacity



**Figure 2: Community empowerment process during a Participatory Rural Appraisal in Wuro Nyombe Community in Maya Belwa LGA Adamawa State, Nigeria.**

### **Community Driven Development and Reconstruction in Northeastern Nigeria**

In the aftermath of the about ending Boko Haram insurgency, communities in Northeastern Nigeria, haunted by six years of conflict and weak governance and further devastated by the disaster, can be empowered to take control of the reconstruction to rebuild their own houses, businesses, lives and villages. This can be done successfully through government and donors adapting reconstruction initiatives based on the principles of community driven development approaches, in this approach these communities can be able to build physical assets that can be on average cheaper than other methods of reconstruction and achieved high levels of user satisfaction (World Bank, 2012).



**Figure 3: Song LGA Secretariat Adamawa State devastated by the Boko Haram Insurgents**

The programs and process would all dependent on good facilitators to ensure the processes were followed and that meetings would be attended by as many community members as possible. Communities also would be brought together to collectively identify needs and/or beneficiaries, plan projects, manage and account for funds, oversee quality and sign off on

delivery. A key principle is to be as inclusive as possible, seeking to actively include women, poor families, disabled and marginalized individuals in the participatory processes. According to Java Reconstruction Fund (2011), the use of key principle of CDD for delivery of local level recovery and reconstruction is therefore very important for any meaningful development. These included:

- i. Identification of needs and targeting of beneficiaries by communities themselves
- ii. Planning and decision making by communities
- iii. Project implementation and oversight by communities
- iv. Fund management by communities
- v. Facilitation by third party consultant facilitators, hired by government
- vi. Ongoing interaction with and oversight by local authorities
- vii. Accounting for funds used and results locally, downward to community members as well as to governments and donors
- viii. Broad-based participation, including requirements for minimum levels of participation by women.
- ix. Transparent and robust complaint handling mechanisms to give credibility to the governance of the project, based on the principle of 'subsidiarity' (attempting to resolve issues at the most local level before aggregating, passing complaints up to higher levels of the program or to the formal legal system).

For the success of these principles according to World Bank (2012), it must follow a similar participatory cycle consisting of:

- i. Socialization of the projects and registration of local volunteers
- ii. Election of community representatives
- iii. Formation of oversight/monitoring committee(s)
- iv. Identification of beneficiaries' and local level reconstruction's needs and priorities
- v. Preparation of reconstruction plans and project designs and budgets
- vi. Implementation of projects

According to Java Reconstruction Fund (2011) the experiences of the Multi Donor Funds (MDF) and Java Reconstruction Fund (JRF), using the community driven approach for reconstruction demonstrate the effectiveness of CDD as a vehicle for post-disaster recovery at the local level. The approach is particularly effective in local level reconstruction for a number of reasons. Firstly, engaging affected and traumatized community members contributes to the psychological recovery of communities. Secondly, using CDD is able to mobilize local information that is not readily available to external actors, such as government and relief and reconstruction agencies. It also provides forums for negotiating disputes, which are more likely in the context of a sudden influx of reconstruction resources. Also, channeling government funds through community driven reconstruction programs would provide a clear demonstration of the government's attention to the most localized needs in the aftermath of the insurgency and disaster.

It is also important to point out that the community driven reconstruction approach cannot be used to address all post-insurgency and disaster reconstruction needs in northeastern Nigeria



but the approach should be used to complement and work in parallel to functions fulfilled by other actors. Large-scale infrastructure projects, such as major roads, airports and telecommunications infrastructure, which are above the capability of the rural community to implement, would be implemented by government agencies or professional contractors who are best suited to do so. Clearly, in any recovery and reconstruction effort, different stakeholders are needed to fulfill different functions and deliver on different needs. The use of CDD approach would facilitate and empowers the affected communities themselves to fulfill an important aim at supporting local level recovery.

### **Conclusion and Recommendations**

This paper has been able to reveal the concepts and processes that are involved in community driven-development approach. It gives control of decisions and resources to community to take charge of their development agenda. Projects that use this approach often work in partnership with demand-responsive support communities and service providers including elected local governments, the private sector, non-governmental organizations and central government agencies. CDD projects are usually implemented to enhance sustainability; improve efficiency and effectiveness of services; makes development more inclusive of the interests of poor people and vulnerable groups; builds social capital norms and network that enable collective action to mediate access to resources and opportunities based on; empowering communities; empowering local governments; realigning the center; improving accountability and transparency and building capacity of the stakeholders.

However, the projects/programs that uses the CDD seems to more successful, they gives control of decisions and resources to community. According to Dan and Jean-Pierre (2014) basic principles of local decision making in community-driven development (CDD) approach is a critical component of effective poverty reduction and sustainable development strategies across the developing world. CDD approach therefore when effectively and efficiently applied would be effective as a vehicle for post-disaster recovery and reconstruction especially in the traumatized northeast region of this country. It is therefore recommended that:

- i. Pre-existing CDD mechanisms can be adapted for the purposes of local level reconstruction and can bring significant immediate, short, medium and long-term benefits for communities that have suffered from the disaster.
- ii. Communities in the affected areas should be engage from the beginning of the recovery and reconstruction process to allow them experience the reconstruction dividends even before physical works are completed, and so as to be beneficial throughout subsequent stages of reconstruction and beyond.
- iii. Government at all levels, NGOs and other donor agencies like the World Bank should embrace the use of CDD approach by involving the beneficiaries from planning to evaluation of its polices;
- iv. Capacity building should be carried-out at the local and central levels for the various stakeholders to ensure effective application of the approach;
- v. Better monitoring and evaluation mechanisms should be established to assess the "soft" outcomes of these approaches in order to track the achievements and sustenance

- vi. All stakeholders be involved in the planning, facilitation as well as benefitting from the projects should be well educated on the approach.
- vii. Sensitization campaign on the CDD approach and its benefits toward meeting the recovery and reconstruction needs of the affected rural communities should also be promoted, especially among the relevant MDAs in the State so as to encourage its adoption.

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