

## **Community Based Poverty Reduction Programme(CPRP)And Community Participation In Yobe State, Nigeria**

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**Abstract:** Poverty is a global acknowledged scourge rampaging mankind in both developed and developing countries alike. The only difference however is in the preponderance of level of poverty which no doubt is more pronounced in the developing countries including but not limited to Nigeria. While the National average stood at 69 per cent in Nigeria survey report by the National Bureau of Statistics showed States in the South-East of Nigeria had a poverty rate of 26.7 per cent, South-South 35.1 per cent, South -West 43.0 per cent, North-Central 67.0 per cent, North-West 71.2 per cent and North-East 72.2 per cent, indicating poverty more prevalent in Northern than Southern Nigeria, Yobe State was ranked not only as one of the poorest in the region, but in the whole country, with low scores on most aspects of human development indices, and with poverty rate standing at 71.9%. It was indeed the seemingly persistent increase in poverty in Yobe State that prompted Governor Bukar Abba Ibrahim embrace the CPRP intervention programme of the federal government as a poverty reduction strategy. This paper therefore examines the level of community participation in community based poverty Reduction programmes (CPRP) in Yobe state. This study adopted a mini-survey based on multi-stage sampling technique where the state clustered the three Senatorial Districts in Yobe State and purposely selected three Local Government Areas from each Senatorial District. Individuals or group respondents were conveniently selected in the administration of questionnaires, while Focus Group Discussion (FGD) and The Key Informants Interview (KII) on the other hand was conducted to collect data from the officials of the Facilitating Agency of the CPRP for further validation of study. These were complimented by observation and the use of available document materials obtained from Federal Government Republic of Nigeria and World Bank documents, Journal articles, and online. The study revealed overwhelming community participation during the implementation process of the Community-Based Poverty Reduction Projects. All the community members were invited to attend the sensitization/enlightenment campaign to introduce the CPRP intervention for active community participation. Consequently, Community members were required to vote and identify the micro-project they wish to have in their community out of the lists of social amenity facilities as provided by the CPRP arrangements. It further confirms that "compliance with mandatory funding contribution has significantly led to community partnership and ownership of micro-projects. Although the stipulation of the bench mark of 10 per cent mandatory contribution for the cost of selected project under the CPRP is commended, it is recommended that this percentage should be reduced having found out that the 10 per cent contribution has a deflecting effect on the income and capital resources of most people in the benefiting communities

**Key Words:** Community Based, Poverty and Community participation

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### **I. INTRODUCTION**

Poverty is widely accepted as a worldwide problem that has affected over one billion people since 2001 (Poverty Globalization @ [www.tigweb.org](http://www.tigweb.org)). This poverty figure has increased to about 3 billion by 2013 where poverty remain more pronounced in most developing countries (Shah, 2013: 1, World Bank: 2016:1). Nigeria's poverty rate has been on a steady increase as well, from 54.4 percent in 2004 to the projected record of 69.0 percent in 2011 (Nigeria Bureau of Statistics: 2010:15).

Poverty in Nigeria is commonly reported to be more prevalent in Northern than Southern Nigeria, where survey report by the National Bureau of Statistics showed States in the South-East of Nigeria had a poverty rate of 26.7 per cent, South-South 35.1 per cent, South -West 43.0 per cent, North-Central 67.0 per cent, North-West 71.2 per cent and North-East 72.2 per cent, while the National average stood at 54.4 per cent as at 2004 (Kpakol 2006: 60). Hitherto, the Nigerian Poverty Profile 1980/1996 had indicated very little variation among the regions particularly in 1996, where poverty headcounts varied from 68 per cent in the North -West

and South- East, to 67 per cent in each of North- East, South -West, and South-South (Ogwumike, 2001:50). According to the Nigeria Bureau of Statistics (2013), poverty incidence measured by headcount ratio, worsened in all the geo-political zones and sectors (rural and urban) of the country in 2010 ( 62.6 percent) when compared to 2004 figures, and has remained higher in rural areas and northern zones than in urban and southern zones (UNDP Report,2015:21). The same report showed poverty rate in the North East stood at 74.3 per cent in 2010. Undoubtedly within the North-East of Nigeria, Yobe State was ranked not only as one of the poorest in the region, but in the whole country, with low scores on most aspects of human development indices, and with poverty rate standing at 71.9% in 1999 (CBN,1999) as cited by Pate and Garba(2010:2). Pate and Garba (2010:2) largely attributed the state of poverty in Yobe State to factors such as environment, uneven distribution of resources, failure of policies, absence of economically rewarding ventures, dependence on subsistence agriculture and cultural restrictive. Yobe state is largely rural and the inhabitants are mainly agrarian with minimal viable commercial activities despite its economic potentials especially in agriculture and solid minerals. To this effect, only about five medium towns serve as hobs of commercial activities in the whole state: Damaturu the state capital, Potiskum, Nguru, Gashua and Geidam. The last three towns are situated in the Northern part of the State with sparse population and threatened by environmental problems especially desert encroachment. Except the Dofarga Spring Water, there is no functional factory that employs more than 50 people in Yobe state as reported by Gulani, Manu, Ngama, Jinjiri, and Maidugu(2008:16). Consequently, Eze and Olabimtan (2010:16) confirmed that Yobe State is heavily dependent on statutory constitutionally guaranteed transfer from Federal government, and this statutory allocation accounts for about 80 per cent of the State's revenue for 2006-2008. They added that Internally Generated Revenue is a meager 2.24 percent of total revenues compounded by lack of comprehensive list of potential Tax payers or evidence of tax payment enforcement. In the same vein, Gulani, Manu, Ngama, Jinjiri and Maidugu(2008:19) revealed that Yobe state has the lowest literacy and enlightenment level, the lowest State population of about 2,321,591 people and a population density of 49 person, per kilometer square in the country according to the 2006 National Population Commission census.

The Yobe State government has indeed not rested (at least from the policy initiation point) on finding solutions to the problems of deep poverty conditions in the state. In fact the state has participated in poverty reduction programmes in Nigeria, eventhough with high failure rates in the pro-poor policy/ programme implementation.

The Federal government of Nigeria Appraisal Report (2000:1) on Community –Based Poverty Reduction Projects also confirmed reasons for the failures of the past poverty reduction programmes and revealed that of the estimated 23 different poverty reduction projects carried out from 1985 to 1999, virtually all the programmes failed to meet their objectives mainly because of political instability and minimal participation by stakeholders in their design, management, implementation and evaluation. The past poverty reduction programmes were mostly adjudged to be top-bottom, supply-driven and non-participatory approach to poverty reduction (Bukar, 2002:5). Most of the poverty reduction programmes were designed and implemented without the active support of the primary targets of such poverty reduction interventions, which equally undermines the critical input of beneficiaries at policy formulation and implementation stages (Hassan, Idu, Uyo, Orokpo and Ogbole, 2012:78).

In particular, the numerous integrated rural development programmes such as Operation Feed the Nation (OFN), Green Revolution, Agricultural Development Projects (ADPs) Family Support Programme (FSP) etc undertaken to address poverty in rural areas did not achieve desired results. This according to the FGN Appraisal Report (2000:8) was largely due to: diversion of resources, non-involvement of beneficiaries in the design and implementation of programmes, poor targeting of programmes, lack of awareness and publicity to popularise the programmes, frequent changes in government policies, poor implementation and inadequate supervision, monitoring and evaluation

It was indeed the seemingly persistent increase in poverty in Yobe State that prompted Governor Bukar Abba Ibrahim upon assumption of office on 29<sup>th</sup> May, 1999 to declare that poverty reduction formed part of the cardinal objective of the state (Ibrahim, 2002:11). This declaration coincided with the Federal Government's introduction of the Community-Based Poverty Reduction Projects (CPRP) as part of Component 11 of the CPRP intervention as pilots in six states in the six geo-political zones of the Federation: Yobe, Abia, Cross River, Kebbi, Ekiti, and Kogi. Upon consultations with experts from development partners, the World Bank, Africa Development Bank (AfDB), the Federal Government of Nigeria and benefiting aforementioned states, negotiated a credit to finance the CPRP in the first phase of the project expected to be completed within 5 years. The CPRP intervention was therefore embraced by Yobe state government who establish a State Steering Committee in 2000 chaired by the Governor, Bukar Abba Ibrahim (Bukar, 2002:6). The State Steering Committee took part in the following preparatory activities towards the implementation of the CPRP intervention:

- i. Selection of 34 communities where socio-economic survey and needs assessment were carried out in consultation with the local government
- ii. Community sensitization and mobilization on the need to participate in the CPRP programme
- iii. Engaged Consultants from the University of Maiduguri ( led by Prof KyariTijani) to assist in the survey exercise and other services on behalf of Yobe state
- iv. Prepared a Draft Bill establishing the Facilitating Agency (Yobe State Agency For Poverty Reduction), submitted to the State House of Assembly and subsequently enacted into law
- v. Prepared, according to the World Bank requirement the report on preliminary socio-economic survey and needs assessment, operational guideline, procurement and financial manual and submitted same to the World Bank
- vi. Drew a five-year plan and one year work programme and cost estimates for the CPRP intervention (Bukar, 2000:6).

With the establishment and accommodation of the Yobe State Agency for Poverty Reduction (YBAPR), the Yobe state government released its counterpart funding of N6,000,000.00 in March, 2001 (Bukar,2002:7) and subsequently launched the Agency on 17<sup>th</sup> January, 2002 ( Ibrahim, 2002:10).

The Community-based Poverty Reduction Project was conceptualized by the World Bank with active support and involvement of the Federal and relevant State governments of Nigeria including the benefiting communities via a poverty analysis. The CPRP is a poverty reduction strategy based on the idea that effective poverty reduction is more likely to occur if people are empowered to make their own decisions and define their own priorities with respect to their poverty reduction needs according to the FGN Appraisal Report (2000: 10). The FGN Appraisal Report maintain that the CPRP has been designed as an umbrella programme supported by the Africa Development Bank and the World Bank , as a bottom-up , participatory and self-help approach known to be the most effective strategy available to tackle poverty, improve governance and increase gender sensitivity because beneficiaries are leaders in their development. To this end, the CPRP document listed some guiding principles of the poverty reduction strategy to include:

- i. Projects must be demand-driven by the respective communities
- ii. Projects must have community participation
- iii. Have decentralized decision-making,
- iv. Projects be implemented directly by communities
- v. Empower local communities through skill enhancement and
- vi. Have minimum of bureaucracy.

Therefore respective benefiting communities were expected to fully initiate and implement their demand-driven sub-project requests, while the World Bank and the Africa Development Bank provided the needed financial and technical assistance

The focus of the CPRP rested on providing beneficiary communities greater access to basic services, particularly with regard to access to education, health services, agricultural production and rural infrastructure, and ensuring that the capacity of the community members to deal with poverty is strengthened (FGN Appraisal Report, 2000: 10). The CPRP strategy thus covers multiple sectors determined by specific community needs (Gana, 2002:13).The CPRP would make available the provision of Feeder roads, Culverts, Small Bridges using labor intensive methods, Water supply, Electricity or Solar Energy products e.g. Stand-alone Street Light to enhance safety and security, Schools, Health clinics, Community Centers and other Community facilities. The projects would further improve the environment through Erosion Control, Farm and Human Waste Management, construction of Storage Facilities to improve Agricultural production and productivity, support for Extension Services such as Pest Management, Market development, Earth Dams and Small- scale Irrigation. The CPRP was also expected to make provision for building new and rehabilitate existing Primary Health Care facilities like Maternity Clinics, Well-Baby Centers to focus on nutrition and illness prevention as well as family planning so as to reduce distances to the health centers and enhance sustainability. In addition, CPRP would facilitate the integration of education and prevention efforts about malaria and HIV/AIDS into all project activities as clearly stated in the FGN Appraisal Report (2000: 11). The CPRP intervention here indicates that poverty reduction efforts can be achieved not only through provision of nutritional food or increase in consumption level, but also through the provision of access to basic services, particularly primary healthcare, basic education, access to portable water, sanitation and so on.

Therefore, the CPRP Operational and Financial Manual and other Guidelines governing the operations of the facilitating Agency, i.e. Yobe State Agency for Poverty Reduction i.e. confirmed the eligibility of sub-projects approved for funding in beneficiary communities in Yobe State to be: Potable Water Supply, Health Services, Primary and Adult Education, Desertification Control, Job Creation, Feeder Roads, Culverts, Market Improvement, Rural Electricity Supply, Grain Bank Establishment, Earth Dam, Veterinary Clinic and

Construction of Slaughter Slabs in (Gana, 2002:14). The Community-Based Poverty Reduction Projects began project implementation on 29<sup>th</sup> August 2002 and closed on 31<sup>st</sup> March, 2009, expending the sum of N1, 709,844,883.91, (about N1.7 billion) for all the projects in Yobe State (Gana, 2009:6). In spite of this effort, the 2010 absolute poverty rate of Yobe state stood at 73.8 percent according to the National Bureau of Statistics report (2010:23), which was a year after the close of the CPRP.

### **1.3 Objective of the Study**

1. Examine the level of community participation in the implementation of the Community-Based Poverty Reduction Project
2. Examine community members Capacity for Mandatory 10 PERCENT Contribution criteria

### **1.4 Research Hypothesis:**

This paper is guided by the following hypothesis

1. Ho<sub>1</sub>: Compliance with mandatory funding contribution has not significantly led to community ownership of micro-projects
- 2 Ho<sub>2</sub>: Compliance with mandatory funding contribution and participation has not significantly enhanced community capacity for poverty reduction

## **II. LITERATURE REVIEW AND CONCEPTUAL FRAMEWORK**

### **1.5 Concept of Poverty**

Poverty is the rule rather than the exception (Heywood, 2011) however the emergence of its official concepts and definitions especially in social science occurred when studies on poverty revealed its complex and multidimensional nature, thereby making it difficult to have a single universally accepted definition. The study conducted by Kankwenda, Gregoire, Legros, and Ouedraogo (2000) argued that poverty is almost never defined by itself, but through concepts such as growth, well-being, exclusion or equity, thereby making the definition of poverty to depend on the specific context, such as global, regional or local or even personal.

The early phase on the study of poverty as chronologically outlined by Maxwell (1999) revealed that the concept and meaning of poverty dates back to the pioneering studies conducted by Charles Booth in London and Benjamin Seebohm Rowntree in York who developed a poverty standard for individual families based on estimates of “nutritional” and other requirements like family incomes, housing and community lives etc. which reflects poverty in terms of hunger as the household budget is needed and utilized to purchase a certain ‘nutrition’ in food and other standards. The United Nations (1995) in Davis and Sanchez (2014) considers absolute poverty as a condition characterized by severe deprivation of basic human needs, including food, safe drinking water, sanitation facilities, health, shelter, education and information. This concept relates to both income and access to services.

Most studies on poverty in Nigeria agree that absolute poverty is the commonest type of poverty that has affected majority of the population especially among rural dwellers and urban slums. Relative poverty on the other hand examines a person’s or household’s provision of goods in relation to others within his/her society. This means a person is considered to be poor only when he is compared to others in his society and found to live below their minimum standard. In this case, measurement for relative poverty will differ between countries and over time (Davis and Sanchez, 2014). Sachs (2005) would further add “moderate poverty” which he explained as those whose “basic needs are met, but just barely”. The average working class in most developing countries whose basic needs are barely met are considered to fall within what is described as ‘moderate poverty’. Subjective poverty is a self-assessment measure where individuals assess themselves to determine the level of poverty they feel they belong

However poverty experts posit that to determine who is poor, a yardstick or measurement is required as a starting point. Poverty line then became the measure, which is the minimum level of income deemed adequate in a particular country. But poverty line or welfare indicator is also constantly debatable as it also varies geographically or even subjectively. The judgment as to what constitute poverty will depend on the degree of material comfort and civilization which a nation or community has been able to maintain (Stapleford, 1919). However, the World Bank (2001) looked at assets such as i. human assets, capacity for labour, skills, and good health, ii natural and social assets e.g. land iii physical assets and access to infrastructure, iv financial assets, savings and access to credit, and v social assets, network of contacts and reciprocal relations as the focus of determining poverty (Ebong and Ogwumike, 2013). Dollar per day was an adoption of World Bank in 2002 using the purchasing Power Parity (PPP) at US \$1 per day. In Nigeria, this was equivalent to N 46.2 in 2002, N59.2 in 2003, and N150.00 in 2010, and unofficially estimated at over N300.0 today.

The basic needs concept played prominent role in National development plans in the 1970s as promoted by United Nations agencies, particularly the International Labor Organizations (ILO), which set the minimum consumption needs of a family to include adequate food, shelter and clothing. In addition to other

essential services for the whole community such as safe drinking water, sanitation, public transport, health care, education and cultural facilities, including agricultural tools and access to farming, for the rural areas. Scholars like Chambers in the 1980s added other dimensions apart from the monetary or income aspects to poverty. This included: Participation, Vulnerability and lack of security, Livelihood which the Brundtland commission, 1987 adopted as “sustainable livelihood”, as well as Amartya Sen’s “Capabilities for functionality”, who argued that “income was only valuable in as much as it allows access to one’s requirements”.

The UNDP viewed poverty in the 1990’s to include such aspects as “the denial of opportunities and choices” while well-being meant “to lead a long, healthy, creative life and to enjoy a decent standard of living, freedom, dignity, self – esteem, and respect for others. Today the term “social exclusion” is added to the vocabulary on poverty which means not only multiple deprivations of basic needs and social service but also the process by which multiple deprivations occur, i.e. democratic and legal systems, markets, family and community rights, relationships and so on also constitute poverty. These concepts commonly categorized poverty in absolute or relative term.

In its efforts to combat poverty in most developing countries the UNDP views poverty in Nigeria principally to mean lack of capabilities in terms of income and fulfillment of basic needs. The National Human Development in this regard indicates that poverty in Nigeria is the inability to provide for physical subsistence to the extent of being incapable of protecting human dignity, which includes food, clothing, shelter, potable water, health services, basic education, public transport and work. The manifestation of poverty to the UNDP (1985) include lack of income and productive resources sufficient to ensure sustainable livelihoods, hunger, and malnutrition, ill – health, limited or lack of access to education and other basic services, increased morbidity and mortality from illness, homelessness and inadequate housing, unsafe environments and social discrimination and exclusion, as well as lack of participation in decision – making and in civil, social and cultural life. In fact the United Nations Development Programme (UNDP) report 2001 concluded that poverty is a form of oppression.

The United Nations Children Education Fund (UNICEF) defines poverty as deprivation in the material requirements for minimally acceptable fulfillment of human needs which include food, basic health, education and other essential services. The United Nations (UN) however has extensively defined poverty as a denial of choices and opportunities, a violation of human dignity; it is lack of basic capacity to participate effectively in society. It means not having enough to feed and clothe a family, no school or clinic to go to, nor is land to cultivate one’s food, or a job to earn one’s living, and also not having access to credit. It also means insecurity, powerlessness and exclusion of individuals, households and communities. It is susceptibility to violence, which often implies living in marginal or fragile environment without access to clean water or sanitation. Poverty is thus characterized by severe deprivation of basic human needs (UN 1995).

The European Union considers poverty to mean “the persons, families or groups of persons whose resources (material, cultural and social) are so limited as to exclude them from the minimum acceptable way of life in their member state. The essential resources include food, water, shelter and social services like education, social status, political power or opportunity to develop connections with other people in the society.

Booth (1840 – 1916) also viewed the poor in terms of classes. He opined that the “poverty line” measure was not based on income, but “on the lowest wage rates available for a man within his society”. To that extent, from an assessment of the various conceptions, poverty is an issue that involves the social class inequity and can simply be identified as an economic problem within any socio – economic status system

However, the UN since 1995 determined a definition that is tried to encompass both the developed and the developing countries, to include: lack of income and productive resources to ensure sustainable livelihoods, hunger and malnutrition, ill health, limited or lack of access to education and other basic services, increased morbidity and mortality from illness, homelessness and inadequate housing, unsafe environment and social discrimination and exclusion, as well as characterized by lack of participation in decision making and in civil, social and cultural life (Davis and Sanchez, 2014).

Most thinking about poverty focuses on identifying the condition or situation which are adjudged unacceptable and has rendered the individual or groups in such a situation to be classified as poor especially within their society. Asselin (2001) summarized the three main schools of thoughts on approaches to poverty as thus: - (i) the Welfarist’ or Utilitarian school ii the Non- Welfarist (Basic needs) school and iii the Capability school. All the three approaches agree that a person is adjudged to be poor whenever he or she is lacking in “something” with respect to the reasonable minimum of that “thing” in question. The contention here is the nature and level of what should not be lacking. The focus maintained by the Welfarist school is economic “Well – being” or “standard of living”. Here, poverty is said to exist in a given society when one or more persons do not attain a certain level of economic well – being deemed to constitute a reasonable minimum by the standards of that society. It is guided by the concept of growth and efficiency. Income here is what determines the utility level. Thus, poverty is defined as a socially unacceptable level of income, as such poverty alleviation policies will focus on the increase of productivity of the poor. While the Basic needs school which is considered to have a humanitarian stance holds that the “thing” that is lacking in the lives of the poor is a “small subset of goods

and services specifically identified and deemed to meet the basic needs of all human beings. These include food, water and sanitation, shelter, clothing, basic education, health services and public transportation. The needs are considered “Basic” because their satisfaction is seen as a prerequisite to quality of life. To refute the welfarist approach, the Basic needs advocates maintain that you have to “be” before you can “well-be”. In contrast, the Social contract theory or Social democracy or equity which formed the basis of Sen’s capabilities and functioning approach defined poverty in reference to a subset of capabilities identified as “basic capabilities”, and by unacceptable deficiencies in these capabilities. To these proponents the “thing” that is lacking therefore is neither utility nor the satisfaction of basic needs but to human abilities or capabilities that is minimally acceptable for one to function in a society. The proponents of this approach prescribed empowerment of the poor to alleviate poverty (Asselin, 2001).

### **1.6Nigeria Poverty Profile**

Although poverty is experienced and seen both among urban and rural dwellers, numerous visits to most rural areas, villages, and communities all over Nigeria over the years indicate that poverty is most glaring in those rural areas. The common sites in our rural areas are deteriorated and dilapidated infrastructure, particularly healthcare services, education, information and communication, as well as transportation system, which are some of the causes for the lack of productive participation to improve the precarious living conditions of the rural dwellers (Chinsman 1998). Rural dwellers are said to be the most affected by poverty especially in Nigeria. Global Action (2008) and Aderonmu (2010) observed that rural communities are seriously marginalized. They are found to experience high birthrates, though with high infant and maternal mortality and low life expectancy. Their children are mostly rag-stricken, dirty and un-kempt with poor sanitary conditions and thus prone to diseases and epidemic outbreak.

The deprivation and inadequacies experienced in these areas rendered poverty to be pandemic, prevalent and precarious where studies have shown that such conditions aggravate civil unrest, violence, conflicts and criminal tendencies as experienced in the post-election (2011) disturbances in some parts of Borno, Yobe, Bauchi and Kaduna States. Campbell and Harwood (2011) observed that Nigeria’s problem go beyond divisive post-election politics, there is ethnic and religious conflicts, deeply rooted poverty and corruption, which are all interconnected. They alleged that the *Boko Haram*, once an obscured radical Islamic cult in the north is evolving into an insurrection with support among the impoverished and alienated northern population. While Nigeria’s pervasive poverty and underdevelopment are nationwide, much worse is found in the northern half of the country.

Poverty is reported to be more prevalent in the Northern parts of Nigeria, where reports by the Human development statistics (2009) indicate that the North east zone has the highest Human Poverty Index (HPI) rate of 48.90%. The North West is 44.15% North Central is 34.65%, South-South is 26.61%, South East is 26.07%, and South West has the least of 21.50%. Bauchi, Jigawa and Yobe states are the worst affected in the Northern part, while in the south, poverty is pronounced in Akwa-Ibom, Delta and Edo State, according to studies conducted by Aigbokhan (2000). A study also conducted by the Central Bank of Nigeria and the World Bank 1999, on Poverty Assessment and Alleviation in Nigeria showed that the living and environmental conditions of rural dwellers have worsened. The percentage of the core poor increased from 62 percent in 1980 to 93 percent in 1996, while the moderate poor went up from 28.9 percent in 1992 to 36.3 in 1996 (FOS 1999). These reports attributed increase in the number of the poor in the rural areas among others, to the neglect of the rural infrastructure needed for development and lack of information on how government operates.

### **The Concept of Community-Based Poverty Reduction Project**

The Community-based Poverty Reduction Projects is acknowledged to be one of the most recently adopted mechanisms for channeling development assistance to many parts of the world. The new development slogan since 1980s has been “participatory and community-led development” (Khawaja, 2004:427) largely because failures of some past poverty/development projects have been attributed to lack of participation by the poor communities, mostly due to the Top-bottom approach to poverty reduction. Generally, the community-based poverty reduction strategy directly involves beneficiaries in the design and management of programme. It is therefore adjudged a bottom-top approach to poverty reduction and development.

Mansuri and Rao (2003:5) narrated that Community- driven Development is said to date back to cooperate movement championed by Ghandi which was designed for village self-reliance and small scale development to counter the “corrosive effect of modernization and colonial rule”. Other influential perspective was Freive’s (1970) *pedagogy of the oppressed* – later promoted by USAID to affect over 60 African countries, Asia and Latin America by 1960s (White, 1999). The just concluded 2015 MDGs empowerment agenda was among the key priorities of development policy that was channeled through the community- based delivery of public services.

Various studies have provided detailed insights into the issues of the Community-based Poverty Reduction approach. Drawing largely from studies by Torjman (1998), Mansuri and Rao (2003) and Khawaja (2004), community approaches to poverty reduction seeks to engage disadvantaged population of people and communities to participate in the governance of local organisations and in human resource development. The main objectives of the community-based poverty reduction strategy are to: support local development initiatives, enhance capacity of local group to manage resources, and enable these processes through appropriate changes in legal, technical and policy context (Nour: 2011:80). Creating the enabling environment that recognizes people's rights to atmosphere of dignity, awareness and self-worth will ensure community members potential for self-organisation. This opportunity can position communities to identify their problems, raise awareness of issues and promote the appropriate policy shift (Torjman: 1998:5).

The CPRP was originally coined by The World Bank to refer to projects where communities have direct control over key project decisions as well as the management of investment. The World Bank seeks to reduce the barrier in information flow between social planners and potential beneficiaries by direct involvement of beneficiary communities in management of the social fund. Such opportunity Reid (1997) contends will assist participating communities to have a say in the organisation of the poverty reduction programme as they play active role in determining project direction (Torjman: 1998:4).

### **Concept of Participation**

Community participation has occupied cardinal and strategic position in modern poverty reduction approach. This single fact has made it a focal point in scholarly studies. In his Thesis, Orwa (2015:5) quoted Bamberger (1986) to have defined community participation as an active process where beneficiaries influence the direction and execution of development projects rather than a mere recipients of the project benefits.. Mathbor and Rodgers (2002) added that community participation entails involvement of a significant number of persons in situations or actions that enhance their wellbeing (Orwa: 2015:5). Mathbor and Rodger gave four conditions that determined meaningful participation: i. who participates, ii. what they participate in, iii. Why they participate and their iv. implication of their participation, even as Amstein (1969) asserted that the higher the level of participation by communities, the higher a community gained control over the activities they engage in and he further increased the level of participation to eight. But Khawaja (2004:248) rather argues that it is only assumed that community participation provides information about community preferences expected to influence its optimal choice. But in actual sense, Khawaja reveals that information can simply be elicited without community participation and communities can be subjective in its choice of need, if the external agency provides a limited type of projects e.g. public goods only or offers funds available to specific targeting criteria.

More views by Nares (1998) argue that active participation is meant and expected to build on the ideas and strengths of individuals, recognize their innate talents, creativity and hard work to improve their lives (Torjman: 1998:40). Participation in general according to Nour (2011:79) is based on voluntary relationships between various factors and actors, which may include government institutions, individual service users, community-based organisations and other community users. The efficacy of participation in this regard depends on each stakeholder's satisfaction that the process of participation serves his/ her interests. Participation here connotes not only the inputs of beneficiaries to a project, but also the roles each actor plays that eventually determines the actualization of their goals in a sustained manner. Studies by Mansuri and Rao (2003:2) showed that proponents of the community participation posit that Community Driven Development (CDD) projects have the potential to be more responsive to the needs of the poor, better responsive governance, better delivery of public goods and services, better maintained community assets, more informed and involved citizenry who are capable of carrying out self-initiated project (Mansuri and Rao: 2003:2). Khawaja (2004:429) further elaborated that participation in this context serves as key to community control over project initiatives, decision, financial (resources) and upstream planning, which is equally concurred by the World Bank (1996) who added that CDD has the potential to reverse existing power relations because of power to control. This explicitly implies that control gives a certain degree of ownership of the project by the communities.

### **Community-Based Poverty Reduction Project Initiatives in Nigeria**

Having assessed its past poverty reduction performance and adjudged to indicate failures due to among others, lack of participatory approach to poverty reduction measures, informed the need for pilot CPRP which would ensure the participation, selection and implementation of projects at community levels. The poverty analysis conducted in 1994 – 1996 under the National Planning Commission (NPC) and Federal Offices of Statistics (FOS) had the support of the World Bank and DFID. A data base was developed and a participatory poverty assessment "*voices of the poor*" was carried out in 16 communities involving over 2000 poor people and subsequently in 36 communities in 13 states, comprising governmental and non-governmental representatives. The assessment report captured "*Poverty in the midst of plenty*" summarized the key findings of the analytical and subsequent consultative process that formed the basis for the design of the Community Action

Programme for Poverty Alleviation (CAPP). The NPC used *Vision 2010* strategy document to prepare the poverty alleviation framework for implementing CAPP (FGN Report, 2000).

Community Action Programme for Poverty Alleviation took off in 1998 using data updates and consultations carried out by AFDB, the World Bank, DFID, UNICEF, UNDP and Federal and State governments. Findings showed that poverty was acutely visible in health, education, agriculture, water and sanitation etc. This survey data provided the basis for targeting by sector, sub-sector, gender, household size etc in the CPRP.

The CPRP had two components. Component 1 was handled by the Poverty Alleviation Unit (PAU) of the National Planning Commission on behalf of the Federal government, in charge of: Policy Coordination, Capacity Building, Poverty Monitoring and Impact Assessment. Component 11 was handled by State Agencies in the various pilot states on behalf of the State governments, in this case the Yobe State Agency for Poverty Reduction (YBAPR).

Consequently, Yobe state government in collaboration with the Federal government of Nigeria and the World Bank implemented preparatory activities to include:

- i) Selection of 34 communities where socio-economic survey were carried out
- ii) Sensitization and mobilization for participation were conducted.
- iii) A draft bill establishing the Yobe State Agency for Poverty Reduction was enacted
- iv) The report for preliminary survey and needs assessment, operational guideline, procurement and financial manual submitted
- v) A 5-year financial plan and one-year work programme and cost were equally submitted to the World Bank (Bukar, 2002:6).

Yobe state government then negotiated the credit US\$ 6,000,000.00 for funding the CPRP, provided office accommodation, other logistics and paid the N6,000,000.00 counterpart fund in 2001 (Bukar, 2002:7).

### **1.7 Theoretical Framework**

The CPRP intervention has of recent become the dominant approach preferred by development organizations, like the World Bank and Poverty Reduction Experts who advance that the CPRP intervention has greater potential for empowerment through involvement, capacity building and provision of basic needs that foster economic development and poverty reduction among varying communities. Various literatures therefore abound to indicate benefits of the Community-based poverty reduction approach. However, bearing the fact that communities have to rely on outside or foreign donor institutions for assistance to organize them and actively participate in improving issues relating to their well-being call for a re-examination of the partnership. From setting up of the facilitating agencies for the CPRP, a condition for negotiations with the World Bank, to the Structure, Operational and Financial Manuals which also set the criteria for sub-project selection and describes the policies and procedures of the Social Fund, were reviewed and approved by the World Bank who provided technical support to prepare the required manuals for states and the National Planning Commission, the policy-level focal point for poverty reduction (FGN Report:2000:21). To a different view, this development partnership quickly brings issues of political economy to mind.

Although theorists of political economy have no single focus of study, the major thrust of political economy essentially deals with the interrelationship and its societal dynamics between power and money (Akporu-Aja, 1998): politics and economy respectively. The historical development of political economy presents four perspectives: (i) the mercantile/orthodox or bourgeois (ii) the Marxist political economy (iii), the Liberal perspective and iv. The world system and globalist view of political economy.

The Marxist Theory: Popularized by Karl Marx (1818-1883) and Fredrick Engels (1820-1895), maintained that the mercantile system (coined by its arch critic, Adam Smith, 1776 and later David Ricardo) was theoretically, conceptually and historically exploitative, contradictory and dialectic in all its ramifications. To Marxists, the mercantile system formed the starting point of analysis in class conflicts, polarization, and control of the proletariat through alienation. Consequently, Marxist theory propelled the need by the proletariat to take their destiny into their own hands by participating in the organization and management of their production and surplus profit value from the grip of the capitalists. "The state therefore should merely be a public property while the social property should belong to the workers common resolve for revolutionary consciousness to change the status quo". Marxists theorists through the work of Lenin (1916) Imperialism : The Highest Stage of Capitalism, and Emmanuel Wallerstein's World systems theory, and later Marxists and dependency theorists like Samir Amir, Andre G. Frank and others shade more light on the historical process of capitalism which brought about underdevelopment in colonial territories through the European colonial exploitative economic relations leading to the world economic division often categorized into core and periphery, the north-south dichotomy, or the haves and the have not.

From the Marxist's political economy theory perspective, this study examines the elite theory which postulates that contrary to the belief that pluralism has in-built mechanism for ensuring equity in the share of



power and influence in society, in reality public policy is by and large the mirror image of the ruling elite's interest(Dlakwa,2008). Proponents of the elite theory, Gaetano Mosca (1858-1941), V. Pareto (1848-1923 ), R. Michel (1876-1936 ), Max Weber (1864-1920 and others agree that class divisions in societies provide opportunities to the tiny minorities (elites) who out-organize, coordinate and outwit the large majority (non-elites or masses) and gain control of power and funds used to advance their interests. The elites are differently designated as the power elite, the ruling class, political entrepreneurs, the establishment, the governing minority (MaziMbah, 2006). Occasionally, the elite co-opt few privileged members from the masses who must have strove to break the barriers or status quo, and in order to diffuse possible challenges from this crux of the masses, the elites allow this sub-elites in to the elite groups to serve as "middle-mass" (Dlakwa, 2008). PublicPolicy decisions from the elite perspective according to Anderson (1984), Dye and Zeigler (1981) in Dlakwa always flow from the top downward to the masses through the elite bias policy.

The conception of the policy on CPRP is at the disposal of the elites. Implementation of the projects requires the services of Contractors that may supply vital components of materials for the project. While the technical expertise and funding remains largely with the foreign donors. It therefore becomes very difficult to absorb that the interests of these stakeholders are mainly to assist in poverty reduction. The importance and the need to provide basic needs infrastructure and services for human development and poverty reduction cannot be overemphasized. However, the process of obtaining these basic goods and services often exists to serve the interests of others more than those intended for due to human altruistic materialism. Consequently, development theorists and institutions have continued to advance their interests through various concepts that serve their interests.

### **III. MATERIALS AND METHODS**

This study adopted a mini-survey to assess Community participation in the Community –Based Poverty Reduction Projects in Yobe State. The study adopted multi-stage sampling technique where the state clustered the three Senatorial Districts in Yobe State and purposely selected three Local Government Areas from each Senatorial District based on population density, relative working class presence and rural set up. The study utilized Random sampling to select Community Associations and its members through which the CPRP intervention was implemented. Individuals or group respondents were conveniently selected in the administration of questionnaires, while Focus Group Discussion (FGD) and The Key Informants Interview (KII) on the other hand was conducted to collect data from the officials of the Facilitating Agency of the CPRP for further validation of study. The use of observation also ensued to corroborate relevant data collected in the course of the study.

The use of available document as a secondary source of data basically consisted of information gathered from relevant study materials obtained from Text Books, Federal Government Republic of Nigeria and World Bank documents, Journal articles, and online sources. These secondary sources of data provided further insights into the context of the study as it related to existing literature for the purpose of comparative analysis.

Direct Observation was also adopted to validate findings of the study. The sample size of the study was 400 determined by the number of Associations who formed part of the participants of the CPRP in each of the three purposely selected Local Government Area using the Taro Yamani (1973) formula whose level of precision or sampling error is expressed in percentage points of plus (+) or minus (-) 5 percent (5%) In addition to the 400 sampled population of the study, 3 more respondents were included as well as five (5) officials from the facilitating agency ie.YBAPR were interviewed, which involved one General Manager, two Operation Officers, one Management Information System officer, One Administration Officer. While respondents for the Focus Group Discussion were conveniently selected from members of the public or the community Associations members from the 3 selected area of study which consisted of 6-8 members. . Data collected during the study was analyzed using the descriptive and inferential statistical methods. Statistics such as frequency tables, simple percentage and Charts. Scaling of questions in the questionnaire was analyzed using 5 Likert scales (5 points rating) as follows: Very High/Strongly Agreed-5, High/Agreed-4, Average/Fair-3, Very low/Strongly Disagree-2, Low/ Disagree-1. To analyze the data collected for the objectives of the study, inferential statistical tool specifically Spearman Rank Ordered Correlation Coefficient (Rho) was utilized to assess the correlations between the variables of the hypothesis and their respective rankings:

$$Rho = 1 - \frac{6\sum DD^2}{N(tN^2 - 1)}$$

**TABLE 1** Representation of the Sampled Size

Senatorial District	Local Govt. Areas	No of Associations	Sampled Associations	Breakdown of Respondents for Questionnaires, FGD and KII			Total Number of Respondents
				Association members	Members of the public	CPRP Agency officials( KII)	
Yobe East	Damaturu	64	20	140	20	(3)	163
Yobe North	Jakusko	37	10	70	10	(1)	81
Yobe South	Potiskum	60	20	140	20	(1)	161
	Total	161	50	350	50	(1)	405

Source: Researcher’s Design, 2017

**Data Presentation And Analysis**

This section dealt with the interpretation and analysis of data collected from 404 questionnaires administered among respondents. The Key Informant Interview (KII) and Focus Group Discussion (FGD) conducted among the Community-Based Poverty Reduction Project (CPRP) facilitating agency officials and some beneficiaries is also analyzed to validate findings of the study. The study sought to assess the strategy of the CPRP which involved partnering with the benefiting communities towards the provision of basic needs facilities in the communities expected to bring about poverty reduction. Therefore the CPRP strategy focused on what it termed as “specific community determined needs” aimed at finding the appropriate means of improving the availability and management of basic needs facilities at community levels. To this end the CPRP required the full participation of community members to ensure project ownership, impact and sustainability. The process and procedure therefore utilized existing community capacity to manage and take full charge and control for identification, planning and implementation of CPRP activities. This also include provision of the mandatory contribution of 10 percent of the total cost of project or micro-project in cash or kind (material or labour) selected by each community for implementation.

**Level Of Community Participation In The CPRP**

One of the fundamental reasons for the introduction of the CPRP was the conclusion among various stakeholders that previous poverty reduction efforts aimed at poverty reduction in poor communities lacked the involvement of the benefiting community members in the poverty reduction interventions or activities. Previous poverty reduction efforts were generally adjudged to be poorly targeted and lacked the desired impact on the poor. To this end, active and full participation of the benefiting community members formed a major guiding principle for the implementation of the CPRP. The CPRP empowered the poor with the capacity to decide and define their prioritized poverty needs, implemented and managed poverty reduction activities that directly affected them. This provided a major shift from the hitherto dominant top-bottom/supply-driven approach to bottom-top/ demand-driven approach to poverty reduction intervention as contained in the CPRP document. This study therefore examined the level of community participation during the CPRP intervention activities.

**Table 2:** Level of Participation by Community Respondents in the CPRP

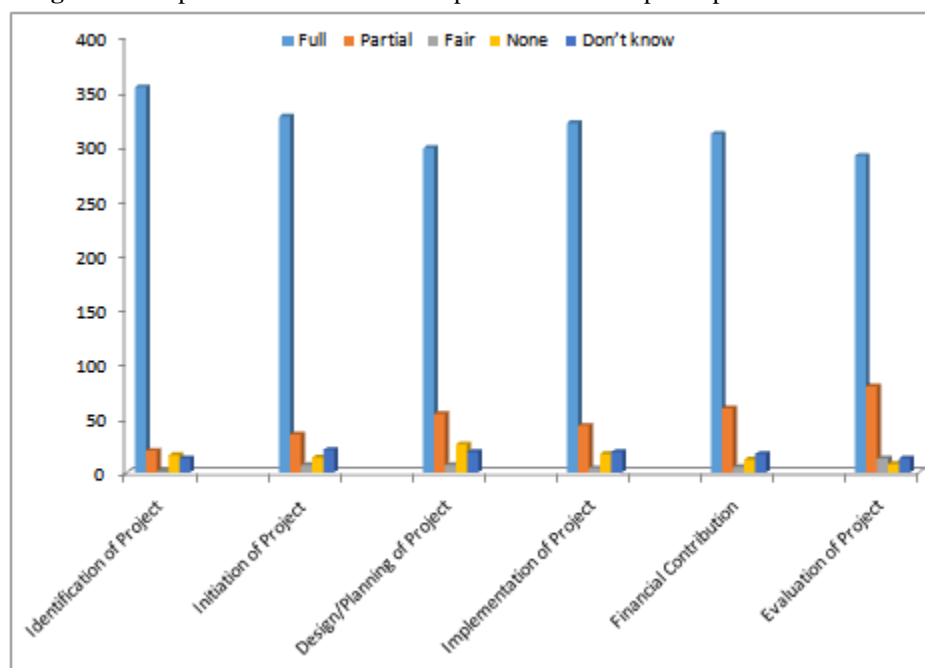
<i>What is the level of your participation in the CPRP regarding:</i>	<b>Responses</b>				
	<b>Full</b>	<b>Partial</b>	<b>Fair</b>	<b>None</b>	<b>Don’t know</b>
Identification of Project	354 (87.6%)	20 (5.0%)	1 (0.2%)	16 (4.0%)	13 (3.2%)
Initiation of Project	327 (80.9%)	35 (8.7%)	7 (1.7%)	14 (3.5%)	21 (5.2%)
Design/Planning of Project	298 (73.8%)	54 (13.4%)	7 (1.7%)	26 (6.4%)	19 (4.7%)
Implementation of Project	321 (79.5%)	43 (10.6%)	4 (1.0%)	17 (4.2%)	19 (4.7%)
Financial Contribution	311 (77.0%)	59 (14.6%)	5 (1.2%)	12 (3.0%)	17 (4.2%)
Evaluation of Project	291 (72.0%)	79 (19.6%)	13 (3.3%)	8 (2.0%)	13 (3.2%)

Source: Field work, 2017

Table 2 above describes the respondents' level of community members' participation in the implementation of the Community – Based Poverty Reduction Projects. The result obtained revealed that majority 87.6 percent of the respondents participated fully in the identification of projects implemented under the CPRP. 80.9% also fully participated in initiation of projects, while 73.8% were involved in the design/planning of projects, although this aspect of the implementation process requires inputs from technical experts as well. Equally speaking, 79.5% took part during the implementation of project in their communities where 77.0% and 72.0% fully participated towards financing of the projects as well as evaluation of the projects in their respective communities. The result reveals that only few of the respondents participated on a partial and fair level, with insignificant respondents who did not or are uncertain about their participation regarding the CPRP. This result is corroborated from the Key Informant Interview conducted among the facilitating agency officials and the YBAPR document which indicated that there were massive community sensitization, awareness, advocacy and mobilization activities which heralded the process of identification and selection of the community projects intended for implementation. Therefore issues around project identification was carried out during community town hall gathering or meeting as it were, by all the community members according to specific community determined needs laid out by the CPRP strategy. Community members were extensively enlightened about the fact that it is only through community participation that communities could access and benefit from the basic needs facilities meant to be provided by the CPRP intervention. This informed the high level of participation, especially when community members understood the fact that the CPRP intervention was not a micro- credit facility intervention, as skepticism initially exhibited by most community members on previous poverty reduction interventions were equally allayed during sensitization and awareness campaigns by the CPRP facilitating agency.,

The CPRP strategic context according to the Federal Republic of Nigeria Appraisal Report encompasses political, economic and social spheres. The CPRP visible and effective actions aimed at poverty reduction is demonstrated through a democratic system that is responsive to the needs of poor citizens. While reformed and targeted poverty reduction interventions creates enabling environment for economic growth, especially with the realization that without a strong, vibrant communities participating actively in development, poverty reduction among poor communities may remain elusive (FGN Appraisal Report: 2000:11). Hence, the need for the high level of respondents' participation in Community-Based Poverty Reduction Project in Yobe State where most communities lack the provision of basic needs facilities, thus the imperative to participate accordingly, in all the six processes of implementation. This is described graphically below:

**Figure 1:** Graphical Distribution of Respondents level of participation in the CPRP



Source: Field Work,2017

**Hypotheses Testing:**

In testing Ho<sub>1</sub> which states that “Compliance with mandatory funding contribution has not significantly led to community participation and ownership of micro-projects” in Table 2 indicates the rejection of the null hypothesis.

**Table .3:** Spearman’s rho correlation between mandatory funding and ownership

	MANDATORY		MANDATORY	OWNERSHIP
Spearman's rho	MANDATORY	Correlation Coefficient	1.000	.909**
		Sig. (2-tailed)	.	.001
		N	404	404
	OWNERSHIP	Correlation Coefficient	.909**	1.000
		Sig. (2-tailed)	.000	.
		N	404	404
<b>Source:</b> SPSS Output				

Table 3 above shows Spearman Rank-ordered Correlation Coefficient (Rho) which is a quantitative method of examining the correlation between ranked variables in this study to analyse compliance with mandatory funding contribution, community partnership and ownership of micro – projects. The table was used to test hypothesis I. which states “compliance with mandatory funding contribution has not significantly led to community partnership and ownership of micro-projects”. The result reveals that the coefficient of Spearman rho correlation of; rho = 0.909 and p-value 0.001 shows that there is a strong significant relationship between compliance with mandatory funding and community partnership and ownership of micro projects.

Hence, since rho = .909 which is very strong at  $p < 0.001 < 0.05$ , it then implies that the null hypothesis is thereby rejected and the alternate hypothesis is accepted. This analysis now confirms the statement that “compliance with mandatory funding contribution has significantly led to community partnership and ownership of micro-projects.

**Capacity For Mandatory 10 Percent Contribution**

In line with the CPRP principle of community participation, funding arrangement for projects selected by benefiting communities required a mandatory 10 percent contribution for the cost of project selected for implementation by various communities. As clearly stated in the CPRP Project Operational/Financial Manual, conditions for sub-project approval or eligibility criteria, required communities to make available, 10 percent of the cost of the sub-project (micro-project) in cash, material or labour. This was expected not only to gain commitment from benefiting communities, but to establish project ownership among communities. The justification for the 10 percent contribution also considered the nature of the project, which focused on poverty reduction activities the required inputs are largely available locally (FGN Appraisal Report,200:18). The study confirmed mandatory contributions made by the communities in relation to selected community projects.

**Table 4:** Community Mandatory 10 % Contribution for Cost of Project Implemented

Question	Opinion	Frequency	Percentage
	Association Members	202	50.0%
	Community Members	104	25.7%
Who are the contributors’ of the Mandatory 10% cost of CPRP in your community?	Association & Community members	94	23.3%
	State Government	2	0.5%
	Others not community	2	0.5%

**Source:** Field work, 2017

Table 4 describes mandatory 10 percent contributions made by the respondents for the cost of CPRP projects in respective benefiting communities. The result showed that 50.0% of the respondents indicated that the 10% cost for the project was paid by the Community association members, 25.7% indicated the payment of the 10% was made by community members, while 23.3% said both association & community members combined to pay the 10% cost. The result also shows that only 0.5% each, are contributed by the government and other none resident members of the community.

Conclusively, the 10% cost for CPRP project in every community was paid mostly by the community members, including the association members who made the highest contributions as the organization that had direct responsibility of the CPRP in their respective communities. Total community contribution for the 838

micro-projects worth N 1.7 Billion implemented under the CPRP amounted to the sum of N 199 Million (Gana, 2015:7). This expressed community members’ interest for participation in the CPRP, having understood and accepted the terms for participation and subsequent benefits to be derived from the CPRP intervention. Officials of the CPRP confirmed that the CPRP facilitating Agency received about one thousand two hundred (1200) Expression of Interest (EOIO) from communities across Yobe State.

**Table 5: Community 10 % Mandatory contributions and Poverty Reduction**

The need for active participation in the CPRP intervention which includes making the mandatory 10 percent contribution for the cost of selected is to encourage the empowerment of the poor community members to realize the power they possess to change their own lives. The poor communities were supported through the CPRP outreach strategy to be involved in the poverty reduction activities not only to gain direct relief from the basic needs provided by the CPRP but to reduce poverty by stimulating increased productivity, rising incomes, job creation, strengthened civil society, improved governance, local institutional and human development aimed at creating a greater sense of ownership of local assets (FGN Report: 2000;:15).

**Table5** responses from community members on the 10 percent contribution for CPRP on individual’s poverty reduction initiatives

Question	Responses				
	Strongly Agree	Agree	Strongly disagree	Disagree	Don’t know
Your ability to make financial contribution for project in your community empowered you to deal with poverty	254 (62.9%)	122 (30.2%)	16 (4.0%)	6 (1.5%)	6 (1.5%)

Source: Field work, 2017

Table 5 represented the responses from community members on the 10 percent contribution for CPRP on individual’s poverty reduction initiatives. From the result, 62.9% of the respondents strongly agreed that their ability to make financial contribution for the project in their community has empowered them to deal with poverty, 30.2% simply agreed with the statement, while only 4.0% and 1.5% strongly disagreed and disagreed respectively. The community members realized during the various community sensitizations, enlightenment and advocacy visits the need for active involvement through the mandatory contributions in cash, material or labour to show concrete commitment on their part in order to benefit from the CPRP intervention according to the FGD conducted among some community members. This was thus viewed as an opportunity to bring infrastructure facilities to their respective communities, most of whom revealed were either none existent or in deplorable state. Their ability to make the mandatory contribution not only provided the eligibility to benefit from the intervention, but also provided a sense of ownership of the project and ability to achieve community organization for the common good. As such greater efforts were made by respective community members to meet up the 10 percent cost of the project in order not to miss the opportunity, most especially when a nearby community had already made their payments. Sometimes assistance was sought from community members who were high level government officials or wealthy individuals to contribute with cash or materials, while the balance of payment to obtain the 10 percent is made through labour contributions by community members mostly the youths (often calculated from the time spent/physical work made during project implementation).

From this result an overwhelming respondents combined at 93.1% agreed that their ability to make financial contribution for project in their community empowered them to deal with poverty, as they were not only considered as part of the poverty reduction arrangement, but they participated in some form of contributions and had greater expectations in the provision of the specific project selected by the community members.

**Table 6: Method of payment for the 10% cost of selected CPRP**

In order to allow for genuine participation of the poor community members and avoid what was termed as “elite capture” by the YBAPR officials, payment of the mandatory 10 percent contribution as one of the eligibility criteria for CPRP approval was allowed to be made in cash, material or labour. Table 4.2.5 below represents the method of payment for selected CPRP.

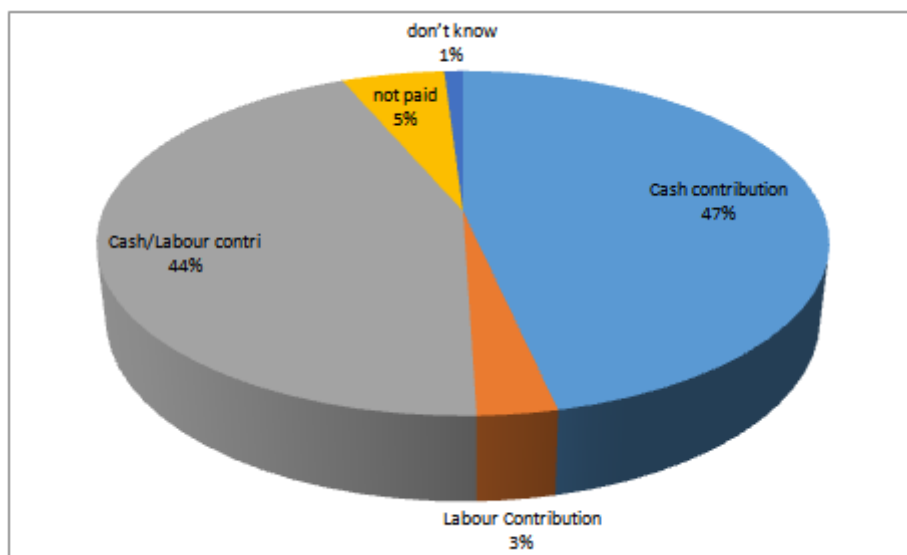
Question	Responses				
	Cash contribution	Labour contribution	Cash/Labor contribution	Not paid	Don't know
The mandatory 10% cost of project in your community was paid through	188 (46.5%)	12 (3.0%)	178 (44.1%)	22 (5.4%)	4 (1.0%)

Source: Field work, 2017

The result revealed that not up to half of respondents at 46.5% made their mandatory contributions through cash payment, while 44.1% said they made such payments through cash and labour contribution. 3.0% could only contribute through offering of their labour, as others 5.4% could not make any payments in respect of the 10% contribution. Considering the rate of poverty in Yobe State that informed its selection as a pilot in the CPRP intervention where the level of poverty indicators like people living below US\$ 1/day (PPP) was about 51.55% in 2005 during the CPRP intervention (Eze and Olabimtan, 2010), this was the best the poor community members could offer to ensure their participation in the CPRP.

This implies that majority of the respondents who paid their 10% contribution through cash and cash/labour had to combine exerted efforts of both means (cash and labour) in order to meet up the mandate for the CPRP intervention. More so, respondents also solicited for financial and material assistance from well-meaning individuals as well in this regard. It was of strategic importance, that poor communities were made to work together to strengthen community trust and mutual obligation, and use of local initiatives and resources to achieve the bottom-up development, in a sustainable manner. This is summarized in figure 4.2.5 below.

Figure 4.2.5: 10% mandatory contribution for



Source: Field Work, 2017

**Hypothesis Testing**

**Ho<sub>2</sub>:** Compliance with mandatory funding contribution and participation has not significantly Enhanced community capacity for poverty reduction

Table 7: Spearman's rho correlation between mandatory funding and participation

			MANDATORY	PARTICIPATION
Spearman's rho	MANDATORY	Correlation Coefficient	1.000	.654**
		Sig. (2-tailed)	.	.001
		N	404	404
	PARTICIPATION	Correlation Coefficient	.654**	1.000
		Sig. (2-tailed)	.000	.
		N	404	404

Source: SPSS Output

Table 7 above also shows Spearman Ranked Ordered (Rho) Correlation Coefficient analysis between compliance with mandatory funding contribution and participation has not significantly enhanced community capacity for poverty reduction. The result revealed that the coefficient of Spearman rho correlation of; rho = 0.654 and p-value 0.001 shows that there is a significant relationship between compliance with mandatory funding contribution and participation in enhancing community capacity for poverty reduction.

Hence, since rho = .654 which is very strong at  $p < 0.001 < 0.05$ , it then implies that the null hypothesis is thereby rejected and the alternate accepted. The study can now conclude that compliance with mandatory funding contribution and participation has significantly enhanced community capacity for poverty reduction among CPRP beneficiary communities.

**Table 8: Rating CPRP strategies**

The strategic context of the CPRP aimed at political, economic and social dimension to reduce poverty in poor communities. The imperative for involvement and active participation, targeted reforms, social cohesion and inclusion come to bear in the bid to achieve the policy objectives of the CPRP.

Table 8 therefore rates the efficacy of these strategic points as it directly relates to the respondents.

CPRP Strategy has;	Responses				
	Strongly Agree	Agree	Strongly disagree	Disagree	Don't know
Enhanced your capacity building for poverty reduction	281(69.6%)	120(29.7%)	3(0.7%)	0(0.0%)	0(0.0%)
Provided empowerment to deal with poverty	97(24.0%)	294(72.8%)	13(3.2%)	0(0.0%)	0(0.0%)
Resulted in ownership to sustain project	233(57.7%)	139(34.4%)	16(4.0%)	1(0.2%)	15(3.7%)

Source: Field Work, 2017

Table.8 result presents 69.6 percent of the respondents who strongly agree that their involvement in the process of CPRP strategy has enhanced their capacity to participate and engage in community social action towards poverty reduction. In addition, 29.7% of respondents also agree that there has been an increase of capacity building among the CPRP participants to carry out intervention activities pertaining to poverty reduction. Participation in the CPRP have enhanced the communities/Community-Based Organization's capacities to manage and take full responsibility for all aspects of the CPRP from identification, prioritization of needs, proposal making, planning, implementation, monitoring and evaluation, and subsequent maintenance for sustainability (Gana :2005:4). There is no respondent who disagreed or is unaware (don't know) of the capacity building acquired by community members who were directly involved in the implementation process of the CPRP, even though insignificant 0.7 percent respondents insist they strongly disagree to this assertion. In concordance with majority of respondents who acknowledged enhancement in building capacity to initiate actions for poverty reduction, 96.8% percent of respondents combined to agree and strongly agree ( and 72.8% and 24.0%) that CPRP strategies has provided empowerment to deal with poverty in their communities. Some respondents revealed that they economically benefited from the manual work they engaged in during constructions of infrastructure facilities. While majority appreciated the various training and technical enlightenments they acquired as CPRP implementation process participants. This indicates a strong link with the enhanced capacity building respondents revealed they have acquired from the participatory process during the CPRP implementation. The CPRP mechanism rested the sole responsibility for decisions and actions regarding community poverty reduction needs and implementation on respective benefiting communities. This provided the necessary empowerment, coupled with basic training to manage the implementation process of the CPRP gave the final impetus for putting the communities at the *driver seat*. In relation to ownership of project by implementing community members which was aimed at ensuring project sustainability, 57.7 percent and 34.4% also combined to strongly agreed and agreed respectively to have a sense of ownership for the project. Community members were made to understand that the actualization or otherwise of the CPRP in their communities relied heavily on efforts made by respective communities to participate in all the implementation process as stipulated in the eligibility criteria for approval and subsequent implementation . While only 4.9% disagreed with a sense of ownership that could warrant project sustainability.

From these results, it is quite clear that CPRP strategy detailed in the six guiding principles has helped the participatory approach, in building the capacity of respondents as community members through skill enhancement training, sensitization and enlightenments which has influenced and empowered them to embark upon and ensure concrete self-help initiatives towards poverty reduction which equally provided the impetus for community project ownership and the need for project sustainability to obtain maximum benefit.

**Table 9:** Composite Summary of Spearman’s rho and Rank order of variables

Variables	Mean	Standard deviation	Spearman rho Correlation coefficient	Rank order
Participation	27.3985	5.56149	.909	3 <sup>rd</sup>
Mandatory	19.2153	5.73100	.654	4 <sup>th</sup>
Ownership	22.5099	3.46301	.396	5 <sup>th</sup>
Strategy	13.3168	1.60446	.916	2 <sup>nd</sup>
Sustainability	8.9183	1.05000	.945	1 <sup>st</sup>

Source: Field Work, 2017

Table 4.3.4 above describes the summary of Spearman’s rho and rank order of all the variables. The result reveals that Sustainability has the highest correlation coefficient of .945 and was ranked 1<sup>st</sup>, Strategy had rho = .916 and rank 2<sup>nd</sup>, Participation rho = .909 and ranked 3<sup>rd</sup> while Mandatory funding and Ownership has rho = .645 and .396 and were ranked 4<sup>th</sup> and 5<sup>th</sup> respectively. Subsequently, the result displayed the mean and standard deviation of the respective variables.

**Descriptive Statistics**

	N	Minimum	Maximum	Mean	Std. Deviation
PARTICIPATION	404	6.00	30.00	27.3985	5.56149
MANDATORY	404	6.00	30.00	19.2153	5.73100
OWNERSHIP	404	6.00	25.00	22.5099	3.46301
STRATEGY	404	7.00	15.00	13.3168	1.60446
SUSTAINABILITY	404	5.00	10.00	8.9183	1.05000
Valid N (listwise)	404				

**Correlations**

		OWNERSHIP	SUSTAINABILITY	PARTICIPATION	MANDATORY	STRATEGY
OWNERSHIP	Correlation Coefficient	1.000	.945**	.396**	.909**	.916**
	Sig. (2-tailed)	.	.000	.000	.000	.000
SUSTAINABILITY	Correlation Coefficient	.945**	1.000	.347**	.924**	.916**
	Sig. (2-tailed)	.000	.	.000	.000	.000
PARTICIPATION	Correlation Coefficient	.396**	.347**	1.000	.354**	.338**
	Sig. (2-tailed)	.000	.000	.	.000	.000
MANDATORY	Correlation Coefficient	.909**	.924**	.654**	1.000	.936**
	Sig. (2-tailed)	.000	.000	.000	.	.000
STRATEGY	Correlation Coefficient	.916**	.916**	.338**	.936**	1.000
	Sig. (2-tailed)	.000	.000	.000	.000	.
N		404	404	404	404	404

\*\* . Correlation is significant at the 0.01 level (2-tailed).

**IV. Result And Discussion**

This study assesses Community participation in Community –Based Poverty Reduction Project as a strategy for poverty reduction in Yobe state. The study examined 3 sampled local government areas, one local government area from the 3 Senatorial Zones in Yobe State. The CPRP strategy was conceived to ensure active and direct participation by community members as beneficiaries, in all the processes of the implementation and



provision of basic needs infrastructure from initial stage of the project to its completion, as well as onward sustainability. The CPRP approach is a bottom-up, community-driven strategy where benefiting communities were required to be empowered to determine their specific community needs and equally become implementers of their selected project. Benefiting communities of the CPRP required making certain mandatory contribution for the cost of the project to obtain community members' commitment for project ownership and sustainability. Previous studies conducted on why most of the poverty reduction measures have continued to fail is in consonance with arguments presented by development experts that lack of direct involvement of poor communities in the poverty reduction measures that directly affects them is largely responsible.

The Community-Based Poverty Reduction Project introduced in Yobe state between 2005 and 2009 therefore built on existing capacities of community members and empowered them to manage and take full responsibility for the identification and prioritization of their specific needs through direct implementation of basic needs facilities to achieve participatory and sustainable poverty reduction strategy.

The following are the major findings from the field survey, Focus Group Discussion, Key Informants Interview and personal observation carried out during the course of the study. The study revealed that a total of 161 micro-projects were implemented by the three sampled local government areas where Damaturu local government area implemented 64 micro-projects, Potiskum implemented 60 micro-projects and Jakusko had 37 micro-projects.

1. There was overwhelming community participation during the implementation process of the Community-Based Poverty Reduction Projects. All the community members were invited to attend the sensitization/enlightenment campaign to introduce the CPRP intervention for active community participation. Consequently, Community members were required to vote and identify the micro-project they wish to have in their community out of the lists of social amenity facilities as provided by the CPRP arrangements. The implementation process followed suit and led by the Elected Executive members of the various community associations who constitute the technical part of the project implementers. The study therefore showed majority and full participation by community members in all the six variables of Project identification, initiation, design/planning implementation, financial contribution and evaluation process required by the guiding principles of the CPRP strategy. All the benefiting community members had undergone various relevant training and capacity building skills including technical, financial and project management skill training before Field Appraisal, Project Evaluation and subsequent approval to manage the project is granted approval by the Project Implementation Appraisal Committee who ensured that technical quality of works and regulations were adequately adhered to. This has enhanced community members' capacity for effective decision-making and reduced bureaucracy often associated with project implementation while involvement in other implementation activities strengthened community members' capacity relevance and empowered them with opportunities to demand for no cost assistance from their local government authorities eg. Land allocation to erect selected CPRP as well as technical and advisory services. It has also encouraged community interaction and necessary empowerment drive to efficiently utilize local resources, organize and articulate common interests to reduce their poverty conditions through community self-help.

2. All community members particularly the community association members made the mandatory 10% contribution of the total cost of project selected for implementation by respective communities. It may be noted that during the Focus Group Discussion, respondents explained that community members also sought financial assistance from wealthy individuals, mostly well to do indigenes living within and outside the communities towards meeting up with the 10 percent contribution requirements before eligibility to participate in the CPRP intervention. However, the commitment to raise the 10 percent mandatory contribution has renewed and enhanced a strong sense of relevance and shared responsibility among community members as revealed during the Focus Group Discussion. Although the 10 percent mandatory contributions were effectively met by the benefiting communities, such contributions both in cash and in kind (labour or materials) has highly affected the income, capital and poverty levels of most community members. Nonetheless, this has also increased a feeling of empowerment for project ownership and capacity to tackle and reduce poverty through community involvement as provided by the CPRP strategy. It is important to note that community members also sought assistance from their respective local governments especially in terms of land allocation and material assistance towards attaining the mandatory 10 percent contributions. From the total of N 1.7 Billion expended on 838 projects all over the local government areas of Yobe State, community contribution amounted to N199 Million Naira (Baba gana:2015).

3. Furthermore, the study confirmed that participation by community members, including making the mandatory 10 percent financial contributions in the CPRP implementation process has provided the impetus to effectively utilize the basic needs projects in the communities since all members have a stake in the project in their communities. Consequently, it became imperative for community members to source not only for funding to meet up the funding requirement, but also to maintain the project to ensure maximum utilization and hope for sustainability since the CPRP was expected to end after its stipulated 5-year cycle. Community members were

however quick to add that sometimes it was difficult to raise funds to maintain projects that require periodic servicing, sighting the example of fuelling of boreholes where they sought to charge token amount of money from community members to provide fuel or user charges for Hand Pump, as most communities lack electricity. To this end, most Community Associations have remained functional to ensure project sustainability and opportunity to participate in other poverty reduction arrangements or interventions while at the same time building on existing traditional capacity to reduce poverty at the community levels.

This study was able to confirm from the Key Informants Interview conducted with the then Yobe State Agency for Poverty Reduction officials that community members embraced the CPRP strategy with impressive zeal, especially after numerous sensitization, advocacy visits and enlightenments campaigns carried out in various communities on expected benefits to be derived from participation in the CPRP. These campaigns eliminated the initial skeptic attitude expressed by community members on the CPRP intervention, and also created the understanding that the CPRP intervention was not a Micro-credit facility where individuals or groups could access for poverty reduction. The focus of the CPRP was the provision of greater access to basic services especially basic education, health services, agricultural production and rural infrastructure (FGN Report: 2000:10) and thus poverty reduction was implemented in relation to multi-sectorial social and natural resources infrastructure provision (Gana: 2015:5), for community utilization, realizing that poverty in Nigeria is also expressed in terms of lack of access to basic needs facilities, To this end, community members and particularly Community Association members as representatives of their various communities had to undergo various training to develop and improve their skills on processes of procurement, selection of contractors for the project, securing valid contract agreement, use of standard materials, supervision, monitoring and evaluation and so on. The frequent meetings held by the community members during the CPRP implementation period also encouraged socialization and increased communication for better understanding of how to approach issues of common interests.

The study revealed that the participatory approach to poverty reduction under the CPRP was carried out in Yobe State by benefiting communities in all the seventeen local government areas, and communities have acknowledged that the CPRP has greatly improved the provision of basic needs infrastructure in their communities, reduced the problems associated with lack of basic needs facilities such as time spent in search of water for human and animal consumptions, improved community members' skill and capacity to manage local development resources, and has even provided employment for some community members especially during the implementation period. The success of the CPRP what culminated into the scaled up Community Social Development Project (CSDP) which began from 2009 and extended to close in December, 2017 (Goni, 2017: 7).

## **V. CONCLUSION**

Based on the foregoing presentation the following conclusions become eminent; on the issue of community participation there is high level of participation by Associations and community members in Yobe State in the community based poverty reduction programme in the area of policy initiation and implementation owing to the high level of awareness among the community associations and individual participants resulting in the decline in poverty level most particularly in the area of basic needs such as education and health as evident in the execution of a total of 161 micro-projects in the three sampled local government areas where Damaturu local government area implemented 64 micro-projects, Potiskum implemented 60 micro-projects and Jakusko had 37 micro-projects.

On the issue of mandatory contribution by members of the community, as one of the CPRP criteria for sub project, it is concluded that there was impressive involvement and participation by community members as well as community based associations. This is evident in the fact that most of the participants contributed in cash, labour and in some cases both despite the high level of poverty because of their realization of the importance of the project to their communities, these community members have demonstrated their zeal to participate in the programme. Therefore the need to make the mandatory 10 percent financial contribution to cover the cost of project selected in respective communities was not only to ensure participation, but also to obtain the commitment of community members towards the CPRP and equally establish a sense of ownership of projects by community members. This expectation has been met, as expressed by some community members, officials of the YBAPR and corroborated through personal observations made during field work that the CPRP implemented in various communities in Yobe State are still effectively used and maintained by the communities.

## **VI. RECOMMENDATION**

The CPRP intervention strategy has the potential to succeed only when the community based projects are implemented on a wider and better sustained manner until basic needs infrastructure are adequately provided and maintained. This therefore calls for a pragmatic political will and determined foresight towards endearing

development agenda for poor communities in Nigeria. More so as greater percentage of the population of people in Nigeria are found in poor rural communities where the existence of basic needs infrastructure is adjudged to be grossly inadequate. Participation by more people in poor communities in this respect will provide not only wider coverage for poverty reduction, but also create the enabling environment for community and individual poverty reduction initiatives while ensuring a viable democratic system in Nigeria.

Although the stipulation of the bench mark of 10 per cent mandatory contribution for the cost of selected project under the CPRP is commended, it is recommended that this percentage should be reduced having found out that the 10 per cent contribution has a deflecting effect on the income and capital resources of most people in the benefiting communities. Since the provision of some basic infrastructure is a constitutional responsibility of governments at various levels, such burden for mandatory payment contribution for cost of CPRP should be reviewed downwards in order not to destabilize an already dwindling resources affected by lack of basic needs infrastructure provision in the poor communities. Although the mandatory contribution also provides greater sense of project ownership, just as participation brings about experience and capacity building, stipulating a relatively high mandatory 10 per cent has the tendency to affect the freedom for voluntary participation which form the basis for the community-based strategy

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