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Discovering Thoughts, Inventing Future

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Public Attitudes toward the Homeless

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Abstract- Homelessness has been a central political topic in the United States for decades. Affordable housing shortages, substance abuse, deinstitutionalization, suboptimal social safety nets, and unemployment all contribute to homelessness. Research plays an important role in supplying valuable information to government agencies and nongovernmental organizations that provide services to this vulnerable population. In this study, two surveys were conduct in Los Angeles as part of the 2009 Greater Los Angeles Homeless Count: i) a face-to-face survey that randomly sampled 3,073 adult homeless persons living on the streets or in shelters in Los Angeles; and ii) a telephone survey of 739 random adults living in Los Angeleshouseholds with landline telephone access. Comparisons between the two surveys revealed large discrepancies between public opinions on the causes of homelessness and the actual causes as reported by the homeless themselves. In this paper, we identify predictors among the general public that are likely to be linked with increased sympathy for the homeless as well as a willingness to help the homeless.

Keywords: homeless population, public opinion, Los Angeles.

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PUBLICATTITUDESTOWARDTHEHOMELESS

Strictly as per the compliance and regulations of :

Public Attitudes toward the Homeless

Robert P. Agans [α] & Guangya Liu [σ]

Abstract- Homelessness has been a central political topic in the United States for decades. Affordable housing shortages, substance abuse, deinstitutionalization, suboptimal social safety nets, and unemployment all contribute to homelessness. Research plays an important role in supplying valuable information to government agencies and nongovernmental organizations that provide services to this vulnerable population. In this study, two surveys were conduct in Los Angeles as part of the 2009 Greater Los Angeles Homeless Count: i) a face-to-face survey that randomly sampled 3,073 adult homeless persons living on the streets or in shelters in Los Angeles; and ii) a telephone survey of 739 random adults living in Los Angeleshouseholds with landline telephone access. Comparisons between the two surveys revealed large discrepancies between public opinions on the causes of homelessness and the actual causes as reported by the homeless themselves. In this paper, we identify predictors among the general public that are likely to be linked with increased sympathy for the homeless as well as a willingness to help the homeless.

Keywords: homeless population, public opinion, los angeles.

I. Introduction

Surveying the homeless has historically been a difficult and costly venture (Toro, 2005, 2006; Toro & Janisse, 2004; Link et al., 1994). For one, the homeless population is difficult to contact and keep track of due to their unstable living situations. In addition, it's well understood that homelessness is not a permanent state. A person's housing situation can change rapidly and homeless people can relocate quite easily. Thus, homelessness is constantly in flux, which creates inherent measurement problems. Estimates therefore can vary depending on the assumptions and methodology applied in the study.

Unfortunately, the U.S. has one of the highest rates of homelessness among developed nations. The lifetime prevalence of literal homelessness in the U.S. has been estimated to be 6.2%in comparison to 2.4%in Germany, 4.0%in Italy, and 3.4% in Belgium(Tompsett et al., 2003; Toro & Tompsett, 2007). In addition to the important social issues that surround homelessness, there are practical reasons to obtain the best possible estimates. One such agency that depends heavily on precise measures of the homeless population is the Los Angeles Services Authority (LAHSA).

LAHSA, a joint powers authority of the County and City of Los Angeles, coordinates and manages government funds for programs that provide shelter, housing, and other services to the homeless in 85 of the 88 cities of Los Angeles County (and all of the unincorporated areas). In order to receive federal dollars, LAHSA is required to conduct a homeless count every two years. Given that Los Angeles is the largest urban county in the U.S. with more than 10 million residents and a geographic area of 4,083 square miles that encompasses 88 cities, this task is challenging. Los Angeles County also has one of the largest disparities between wealthy and low-income people in the nation. It manages one of the largest welfare systems in the country and contends with one of the largest homeless population in the nation (Bring Los Angeles Home, 2006).

The Carolina Survey Research Laboratory (CSRL) at the University of North Carolina at Chapel Hill collaborated with LAHSA for the 2009 Homeless Count (HC09). The CSRL was involved in the design and analysis of the count and used its survey call center to conduct an extensive hidden homeless[1] telephone survey (n=4,288) of Los Angeles households and developed an estimate of this often-missed population in the overall homeless count. The primary purpose of the HC09 was to determine how many people are homeless on a given day within Los Angeles County. The HC09 findings estimated that 42,694 people were homeless when the count took place in January 2009 and that two-thirds of the homeless population was unsheltered (2009 Greater Los Angeles Homeless Count). In addition to count estimates, LAHSA is also required to report the percent of the homeless population that is: i) chronically homeless[2]; ii) members of families; iii) single individuals; iv) persons with AIDS/HIV-related illness; v) persons with mental illnesses; vi) persons with substance abuse problems; vii) veterans; vii) survivors of domestic violence; and viii) unaccompanied youth.

Though past studies havefocused on counting the homeless and gathering basic demographic information from the homeless themselves, the present study includes a population-based survey of public

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[1] Hidden homeless persons are those who live among, but not directly with, the residential population of a community. For example, a person who lives in the garage or on the back porch of a house would be considered a hidden homeless person linked to that household.

[2] Chronically homeless people have a disabling condition and have been either homeless for a year or more or has had at least four episodes of homelessness in the past three years.

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attitudes toward the homeless (Acosta & Toro, 2000; Buchanan et al., 2007; Lee et al., 1991; Tompsett et al., 2006; Tompsett & Toro, 2004; Toro & McDonell, 1992). The value of knowing public opinion about the homeless has important implications in determining what solutions to homelessness will be most supported. It can provide better guidance to those making decisions in an effort to reduce and prevent homelessness. For the purposes of this study, we are interested in comparing attributes of homelessness from a face-to-face survey with the homeless themselves with that of a public opinion survey among a random sample of adults living in LA. It is predicted that the public will have generally less favorable attitudes toward the homeless and view them as more responsible for them circumstances than the homeless themselves.Efforts will be made to look for variables that mediate such opinions.

II. Methods

Two surveys were implemented for this study: i) a face-to-face pencil-and-paper survey with the homeless population in LA county; and ii) a random digit dial telephone survey with the general public in LA county.

a) Face-to-Face Homeless Survey

A face-to-face survey of the homeless population (n=3,073) was conducted by the Los Angeles Homeless Services Authority (LAHSA) to estimate the size of various homeless subpopulations. These sub-populations include chronic homeless persons, chronic substance abusers, the mentally ill, persons with HIV/AIDS, and survivors of domestic violence. To obtain a representative sample, the CSRLprepared two samples—one for the street population and one for the shelter population. The street sample was randomly chosen among census tracts within the Los Angeles Continuum of Care to ensure adequate representation by service planning area. Within each chosen census tract, field interviewers were to begin at a random starting point and walk along a predetermined path to attempt interviews with homeless persons along the way. The approach resulted in 2,236 street interviews. The shelter sample was also randomized to ensure adequate representation by service planning area and resulted in 837 shelter interviews. To minimize selection bias, homeless persons were randomly selected from shelter rosters before interviewing took place. All interviewers who participated in the street and shelter survey were trained by LAHSA staff. The instrument was pilot testing in January 2009 in Chapel Hill, North Carolina among a homeless shelter population. The surveys were collected from March to May 2009.

b) General Population Telephone Survey

Sampled households for the telephone interview were identified from a disproportionately stratified sample of landline telephone numbers obtained from the Marketing Systems Group (http://www.m-s-g.com). Stratification was based on 12 variables: i) frame source (RDD or targeted white page listings); ii) median household income of the exchange area in which the telephone number was located (above & below median); iii) percent of single family dwelling units in the exchange area (high versus low); and iv) an index measure (Item Predictor Sum) that was thought to be predictive of identifying households with homeless people living on their property, where

- Single Family Dwelling Unit: Yes=1; No=0;
- High African American Concentration: Yes=1; No=0;
- Above the 80th percentile in current residence (measure of mobility): Yes=1; No=0;
- Below the 20th percentile on HH income: Yes=1; No=0;
- In a block group (BG) (or CT, if only available at this level) that is above the 80th percentile on percent vacancy rate: Yes=1; No=0; and
- In a Census Tract that is above the 80th percentile on rate of street homeless count per 100,000 population members as of the 2000 Census: Yes=1; No=0.

If the index score was greater or equal to 2, the case was considered "high", otherwise it was considered "low". The resulting 12 strata used for telephone sampling are seen in Table 1.

Table 1 : Strata Used to Sample Telephone Numbers for the Hidden Homeless Telephone Survey

				Median Household Income in Exchange Area:			
				Low		High	
				Listing Status of Phone Number:		Listing Status of Phone Number:	
				Directory Listed	NOT Directory Listed	Directory Listed	NOT Directory Listed
% Single Family Dwelling Units in Exchange Area:	High	Item Predictor Sum:	High	1	5	2	7
			Low	9		11	
	Low	Item Predictor Sum:	High	3	6	4	8
			Low	10		12	

The telephone survey was conducted for two purposes in HC09: One was to estimate the number of households with hidden homeless persons, and the other was to profile the attitudes and perceptions of adult residents of the Los Angeles Continuum of Care regarding homelessness in their community. Each purpose required separate samples connected to a single sample of landline telephone numbers in the target area. The sample of telephone numbers linked us to residential households with landline telephone connection, and thereby to all residents of those households. Specially trained CSRL interviewers attempted to get contacted households to agree to complete a "hidden homeless interview," to be completed by a knowledgeable adult in the household which consisted of questions to determine if and how many hidden homeless persons were connected to the household. The homelessness attitude survey was completed after the hidden homeless interview and on a randomly chosen adult (18+ years) resident of the household, and among a random subset of households that had completed a hidden homeless interview.

The telephone survey was pretest by the CSRL on February 22 - 25, 2009 with a sample of 1,000 random digit dial numbers from Los Angeles County. Data collection took place from March 8 to June 1, 2009 with a large, trained interviewing staff. During data collection, interviewing took place Saturday through Thursday (EST). Monday through Thursday calling typically ran from 12 noon to 12 midnight. Saturday sessions occurred between 1:30 pm until 5:30 pm. Sunday shifts typically ran from 5:30 pm to 12 midnight. The CSRL uses Blaise software (Blaise, Version 4.6, Statistics Netherlands)to collect interviewers as well as manage the sample. A central file server takes sample telephone numbers and arranges automatic call scheduling for interviewer administration. The system enables calls to be scheduled so that different times of the day and week are represented. In this study, no cases were withdrawn from calling until a minimum of 12 unsuccessful call attempts were made and there was at least one weekend call, one evening call and one daytime call made. Calls were also scheduled at times specified by the respondent. This ensured that calls were made at optimum times.

c) Final Outcomes from the Telephone Survey

All totaled, 28,394 telephone numbers were placed in calling resulting in 4,288 hidden homeless interviews. Of those 4,288 completed interviews, 1,047 households were randomly selected to participate in an attitude survey on the homeless. A random adult within this random subset of households responding to the hidden homeless interview wasasked to complete the survey.

The final outcomes from calling may be grouped into four broad categories (see Table 2) that are used to calculate the overall response rate: (i) a complete interview (I=4,288); (ii) not eligible (NE=7,959) because the telephone numbers were found to be nonworking, dedicated fax or computer lines, or reached a business or cell line; (iii) no interview or response from an eligible household (NR=3,490); or (iv) unknown or indeterminate (U=12,657) because we never had the opportunity to talk to a real person or someone in the household refused participation before we could verify eligibility.

Table 2 : Overall Grouping of Final Dispositions for Hidden Homeless Survey

	STRATUM												
STATUS	1	2	3	4	5	6	7	8	9	10	11	12	SUM
Interview (I)	703	501	781	318	166	31	85	95	406	281	486	435	4288
Not Eligible (NE)	1383	1110	969	447	641	214	438	593	650	472	510	532	7959
Nonresponse (NR)	625	430	610	211	183	35	79	66	390	220	350	291	3490
Unknown (U)	1858	1708	1819	823	786	235	367	539	1348	909	1198	1067	12657
nU	4570	3751	4182	1803	1781	521	976	1301	2803	1892	2555	2337	28394

To produce a response, as recommended by the American Association for Public Opinion Research (AAPOR, 2011), we must take the unknown eligibility numbers (U) into account by determining which proportion of them, if contacted, should be eligible. To do this, we must determine "e" or the estimated proportion of cases of unknown eligibility that may be eligible if called an indeterminate number of times [*e=(nU-U-NE)/(nU-U)*]. With *e* defined, we can calculate our response rate [RR3=I/(I+NR+e(U)] which was 31 percent. A weighted response rate was also computed by multiplying the unweighted outcome counts in each stratum by the sampling weight. Doing so, gives a better sense of what the response rate would have been if the entire population had been called. The weighted response rate was 35 percent.

The final outcomes for the random adult survey are dependent on the first sample results as well as those willing to complete the additional survey. Of the 1,047 households selected to participate in the random adult survey, 739 interviews were completed. The completion rate is simply 71%(739/1047). This rate, however, needs to be adjusted by the first stage of sampling, so the response rate for this survey is 22%(.71*.31).

d) Final Weights for the Telephone Survey

A base weight for the random adult sample of households was first computed using the sampling rate for telephone numbers in each stratum, accounting for the portion of the stratum samples that were placed in calling, and the number of phone lines and eligible adults in the household. The base weight was then adjusted for differential household-level nonresponse among strata using the inverse of the stratum-specific product of the household- and person-level (random-adult-level) unweighted RR3 rates as the adjustment factor. The nonresponse-adjusted person-level sample weight was then calibrated to person counts from the ACS 2007 by the following characteristics of the random adult: (i) the race-ethnicity (white non-Hispanic/Hispanic/Other), (ii) gender (male or female), and (iii) the education (less than a bachelor's degree or a bachelor's degree and above). All of the following results are weighted and produced in SAS using Proc Survey Freq, Proc Survey Means and Proc Surveylogistic (SAS, Version 9.2, Cary, NC).

III. Results

We first report the profiles of the homeless in LA that was gathered from the face-to-face surveys with a random sample of the adult homeless population in LA City and County. These results are based on self-reports. Next, we look at the public perception of homelessness. Finally, we compare the two sets of observations and try to account for any differences.

a) Face-to-Face Survey Results

Findings from the face-to-face survey with a random sample of LA homeless, indicate that approximately 24 percent of this population was considered chronically homeless; that is, they had some sort of disabling conditions (e.g., a physical or mental health condition, a drug or alcohol addiction, a disability) and had been homeless for a year or longer or have had four bouts of homelessness in the past three years. Approximately 11 percent claimed to be with families while 89 percent were living alone. A small percent (2%) of the homeless population reported being HIV positive or having AIDS. Mental health problems (24%) and substance abuse problems (41%) were much higher. Veterans made up 15 percent of homeless population and only 9 percent would classify themselves as survivors of domestic violence. In addition, the majority of the homeless were adult males (60%), followed by adult females (32%). Of those 18 years of age and under, 5percent were males and 3 percent were females. In terms of ethnicity/race, 47 percent of the homeless population was African American, followed by Hispanic (29%) and White (21%). Only 3percent of the homeless report themselves as American Indians or Asian.

b) Public Attitudes toward the Homeless

When adults in Los Angeles were asked about the potential causes of homelessness (based on a four-point scale where "a lot" or "some" was scored as 1 or viewed as a contributing factor and "a little" or "not at all" was scored as 0 or noncontributing), 91 percent thought that drug and alcohol addictions were the main causes of homeless. Mental illness was seen as an important reason for homelessness among 85percent of the population. Release of mental hospital patients into the community was viewed as an important cause of homelessness in 76 percent of adults while an economic system that favors the rich over the poor was viewed as significant among 74 percent of adults. Other causes of homelessness among the LA adult population include: lack of government aid (71%); physical illness/handicaps (71%); irresponsible behavior on part of the homeless themselves (71%); laziness on the part of the homeless (62%); and bad luck (53%). A failure of society to provide good schools, however, was only endorsed by 35 percent of the population (See Table 3 for the detailed findings).

Table 3 : Survey Results for Possible Causes of Homelessness: Respondents who rated Item as Contributing "A lot" or "Somewhat"

Possible Cause of Homelessness	Percent Contributing to Homelessness	95% CI
Drug and Alcohol Abuse	91	88 -94
Mental Illness	85	82 -89
A shortage of affordable housing	84	81 -87
Release of mental hospital patients into community	76	72 -81
An economic system that favors the rich over the poor	74	70 -78
Lack of government aid	71	67 -75
Physical illness/handicaps	71	67 -76
Irresponsible Behavior	71	67 -75
Laziness on the part of the homeless	62	57 -66
Failure of society to provide good schools	35	30 -40
Bad Luck	53	48 -57

One question in the survey that may serve to mediate harsh or negative attitudes toward the homeless might be the following: *Would you say that within the past year your sympathy towards the homeless has…increased, decreased, or remained about the same*? When respondents were grouped as "sympathetic" toward the homeless if they answered "increased" and all others were grouped as "unsympathetic", some interesting findings emerged (see Table 4). Though negatives attitudes did not plummet, findings indicated that sympathetic people held less rigid or stereotypical attitudes toward the homeless. In particular, external factors were seen as more causal among sympathetic versus unsympathetic people when it came to: i) a shortage of affordable housing (90% sympathetic vs. 79% unsympathetic); ii) an economic system that favors the rich over the poor (83% vs. 66%); iii) lack of government aid (82% vs. 62%); and iv) failure of society to provide good schools (44% vs. 29%). They were more inclined to see that drug abuse contributed less to homelessness than unsympathetic people (88% vs. 95%). No significant differences, however, were seen between sympathetic and unsympathetic people with regards to mental illness (86% vs. 85%); deinstitutionalization (79% vs. 73%); physical illnesses or handicaps (76% vs 68%); irresponsible behavior (72% vs. 71%); laziness (62% vs. 63%); and back luck (50% vs. 56%), respectively.

Table 4 : Attitudinal Differences on the Homeless by Sympathy: Percent of Respondents who Rated aContributing Factor "A lot" or "Somewhat"

Possible Cause of Homelessness	Sympathetic (95% CI)	Unsympathetic Respondents (95% CI)	Chi^2 Test
Drug and Alcohol Abuse	88 (83-93)	95 (93 -98)	*
Mental Illness	86 (81 -91)	85 (81 -90)	ns
A shortage of affordable housing	90 (86 -94)	79 (73 -84)	***
Release of mental hospital patients into community	79 (73 -85)	73 (67 -79)	ns

An economic system that favors the rich over the poor	83 (78 -89)	66 (60 -72)	***
Lack of government aid	82 (76 -87)	62 (56 -68)	***
Physical illness/handicaps	76 (70 -81)	68 (62 -74)	ns
Irresponsible Behavior	72 (67 -78)	71 (65 -77)	ns
Laziness on the part of the homeless	62 (55 -68)	63 (57 -69)	ns
Failure of society to provide good schools	44 (36 -53)	29 (23 -35)	**
Bad Luck	50 (43 -57)	56 (49 -62)	ns

*** $p<=0.001$; ** $p<=0.01$; * $p<=0.05$; ns=not significant

The next burgeoning question was just who were these sympathetic people. Table 5 identifies nonwhites (55% vs. 44% Whites) and those with a high school education or less (56% vs. 42% some college or more) as more likely to be sympathetic toward the homeless. Furthermore, if they see homelessness as serious problem in the U.S. (69% vs. 53%), in LA County (81% vs. 63%), and in LA City (84% vs. 71%), individuals are more likely to be sympathetic[3]. Sympathetic individuals also think the problem is getting worse (92% vs. 72%)[4] and were more likely to give money to the homeless when asked (5.13 vs. 3.48 times per month). Sympathetic respondents were more likely to think that the government, churches, or charitable organizations should be more responsible for helping the homeless than those unsympathetic (69% vs. 47%). Finally, sympathetic individuals were more likely to report a time in their life when they considered themselves homeless (21% vs. 13%).

Table 5 : Descriptive Statistics of Sympathetic and Unsympathetic Respondents

	Sympathetic (95% CI)	Unsympathetic (95% CI)	Chi² Test / t-test
White	44 (37 -50)	55 (49 -62)	*
Education ≤ High School	56 (49 -62)	42 (35 -48)	**
Serious US Problem	69 (63 -75)	53 (46 -59)	***
Serious LA County Problem	81 (77 -86)	63 (57 -70)	***
Serious LA City Problem	84 (79 -89)	71 (66 -77)	**
Getting Worse	92 (88 -95)	72 (66 -77)	***
Times Gave Money	5.13 (±1.06)	3.48 (±0.85)	*
Government Responsible for helping Homeless	69 (64 -75)	47 (41 -53)	***
Ever Homeless	21 (16 -27)	13 (9 -17)	*

*** $p\leq 0.001$; ** $p\leq 0.01$; * $p\leq 0.05$

In efforts to fit a predictive model of sympathy, we found that people with a high school education or less are 58% more likely to be sympathetic toward the homeless than individuals with some level of college. Individuals who report being homeless at some point in their life were 70% more sympathetic than those never having a homeless spell. Sympathetic individuals were nearly twice as likely as unsympathetic people to feel that the government should help the homeless. Furthermore, they were more than twice as likely to see homelessness as a serious problem[5]. Finally, sympathetic individuals were more than four time more likely to see the homeless problem getting worst. Race (White vs. Nonwhite) was not predictive.

[3] Very serious = 1; somewhat serious, not too serious & not at all serious =0

[4] Worse=1; staying about the same or improving=0

[5] Seriousness at the US, county and city level were coded 1 for "very serious" and 0 for "somewhat serious", "not too serious", or "not at all serious".

Table 6 : Logistic Regression Model of Sympathy Toward the Homeless

	Log-Odds	Effects on Odds	p-value
White	-0.26	0.77	ns
Education ≤ High School	0.46	1.58	*
Ever Homeless	0.53	1.70	*
Government Responsible for helping Homeless	0.69	1.99	***
City/County/US Serious Homeless Problem	0.80	2.22	***
Getting Worse	1.40	4.04	***
Chi Square (df)	56.15 (6)		***

**** p<=0.001; * p<=0.05; ns= not significant*

IV. Discussion

The purpose of this study was to identify predictors of respondent's opinions and attitudes towards the homeless. Previous studies have focused on the predictive value of demographic factors to examine how a person's background influences their opinions. These studies generally found that age, gender, and political affiliation are consistent predictors of attitudes about the homeless, while race, religion, income, and socio-economic status are less reliable (Tompsett & Toro, 2007). With this precedence, we chose to look beyond demographics to other variables that might have predictive value.

Level of sympathy toward the homeless, we found, appears to mediate attitudes and opinions about the homeless in such a way that those with increased sympathy toward the homeless blamed them less and saw structural barriers as more likely causes of homelessness than unsympathetic individuals. Furthermore, they believed that government should do more to help the plight of the homeless. Increased levels of sympathy, we found, was best predicted by lower levels of education, a view that homelessness is a serious problem and getting worse, plus a greater likelihood of personally experiencing a bout of homelessness in the past.

The power in quantifying public opinion lies in the assumption that opinion predicts behavior. Previous studies have shown that people's opinions directly affect their decisions and actions. In this study, we saw that more sympathetic people gave money more often to the homeless than less sympathetic individuals. If media campaigns to increase awareness of homeless focused on the seriousness of homelessness, that homelessness is getting worse, and that there are real structural reasons why a person might be homeless instead of personal failings and negative stereotypes, sympathy may increase. Face-to-face data collected from the homeless themselves, shows that substance abuse problems (41%) and mental health issues (24%) are not nearly as high as those attributed by the general public (91% & 85%, respectively). The hope is that if the public starts to attribute homelessness to structural rather than personal causes, they will be more likely to support government programs for the homeless. Conversely, if they attribute personal failings as the main cause of homelessness, it is unlikely that they will vote for increased public assistance or volunteer to help the homeless themselves.

a) Limitations

The sampling for this study was limited to the City and County of Los Angeles and was part of a much larger sample of respondents measuring hidden homeless. Furthermore, it must be taken into account that this study was performed during an economic recession in an area with one of the highest populations of homeless as local government proactively works to reduce the problem. Generalization to other populations should not be donedue to the unique characteristics of Los Angeles County and the time in which the survey was conducted. In addition, this analysis only suggests the mediating value of certain variables in predicting attitudes and opinions. No causal relationships can be identified or should be inferred.

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The Interrelationship between Waterfront Development Units and Development Bodies - A Case Study of Commercial Areas Circling Keelung Harbor Waterfront Redevelopment Project

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Abstract- The waterfront development as a global phenomenon has been disclosed by studies at different perspectives. This study inquires the interrelationship between development units and development bodies and therefore stresses that development units with diverse attributes should be developed by different development bodies since the failure of adequate match between the former and the latter results in the underdeveloped development functions and values. This study presents the interrelationship between development units and development bodies through a waterfront development project in Taiwan. The seemingly simple development principle that is overlooked in many waterfront development projects has caused the procrastination or even the failure of development projects.

Keywords: waterfront, development units, development bodies, strategies.

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I. Introduction

The waterfront is the origin of human culture and economy. A lot of creatures depend on water for life. Mankind is no exception. Therefore, the earliest villages were close to water sources. This was not only because of our dependence on water but also due to traffic concerns. The rise and fall of many cities was related to transportation. In the very beginning, villages close to water turned into fishing villages. In the age of navigation, they became the posts of trade. In the industrial age, they became container ports. The old ports then became the new waterfront appearance. Such a process represents the diversity of waterfront use and its importance to human life and commercial activities.

Advancement of navigation in industrial fields led to industrial areas being built next to the seas. To effectively transport the products, traffic networks were built. With larger and larger boats and the information revolution, industry structure changed. A lot of new hi-tech companies were built in suburban areas, instead of the original port areas. After that, there were many idle lands on the waterfront after the industrial revolution period. Such lands caused economic and social problems in urban development. These lands are close to city centers, bringing opportunities to urban development. It is a global issue on re-development of waterfront lands due to industry transformation. Hoyle, B. held that waterfront development is a phenomenon unavoidable in a port city under continuous development from advanced to developing countries, from large cities to small towns (Hoyle et al., 1988). The inner port update experience of Baltimore from the 1960's became the target to be imitated by other countries after the industrial revolution. The trend then spread to South America, Africa, Australia and East Asia (Malone, 1996; Hoyle, 2001).

Due to the broad involvement in diverse fields, the waterfront development has been inquired at diverse perspectives, e.g. trends of waterfront development(Hoyle 2000), politic operation(Bassett et al., 2002; Gordon, 2005), local and regional economy(Saito, 2003), finance(Gordon, 1997), urban design and landscape architecture (Dovey and Sandercock, 2002), integrated coastal management (Vallega, 2001; Flood and Schechtman, 2014; Chen 2015), environmental impact assessment and social impact assessment(Kolk and Van Der Veen, 2002; Huang et al., 2015), etc. Therein, this study explores the interrelationship between development units and development bodies in waterfront development projects.

II. Waterfront Development Units and Development Bodies

The factors influential to waterfront development are quite complex. The cases worldwide demonstrate that the success of a waterfront development project demands the integrity of elements including development strategy, planning, design, construction, management and administration through deliberation and determination. Any severe fault in said elements may cause the failure thereof. Thus, it is necessary to take the integrity into account as this issue is inquired

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(Malone, 1996; Chang et al., 2001). According to the waterfront development experiences around the world, a successful waterfront development project is dependent on resources given by the public sector in the initial phase to create better investment circumstances that induce private investment. However, the public sector need determine which items in which manners. Said issues are resolved by different operating models in different waterfront development projects (Gleave, 1997; Goodwin, 1999; Gospodini, 2001; Desfor and Jørgensen, 2004; Keith, 2004; Huang and Kao, 2014). The experiences of other states demonstrate that it is essential for the public sector to dominate the projects and the private sector to participate in development and construction under the regulations prescribed by the former. There are various development units, e.g. roads, parks, MRT, telecommunication, museums, historic sites, housing and shopping centers. Development units with diverse attributes are fit to be developed by different development bodies. For instance, public organizations are suitable to serve as the development body of roads and parks that advance local life quality with non-profit nature. On the contrary, private enterprises are suitable to serve as the development body of housing and shopping centers with profit-seeking nature. Due to the profound impact of MRT and telecommunication on public life with high profit-seeking nature, public enterprises are adequate to serve as the development body. Equally, public welfare organizations are applicable to serve as the development body of museums and historic sites. Without perfect match between development units and development bodies, the development functions and values will be underdeveloped. For example, private enterprises are likely to restrain the original functions and values of roads and parks upon commercial consideration. On the other hand, public organizations are inclined to run housing and shopping centers unsuccessfully for lack of flexible administration and management. Likewise, monopolistic profit-seeking business run by private enterprises tends to impact domestic economy, and it is essential to unfold the hidden true values of museums and historic sites with the development by public welfare organizations.

There are disputes over values concerning development units in many projects. It is understandable that an identical development unit developed by different development bodies leads to a totally different result. In some traditional projects, the public sector used to dominate the whole project with limited funding. Upon that, the preferential conditions are available to attract private investment, which is frequently seen in waterfront development projects. Moreover, it is frequently seen that the private sector shall be liable for the infrastructure with non-profit nature as the feedback as the public sector unable to invest in such project solely releases development units with profit-seeking nature. In some housing and shopping centers development projects, the public sector may release bulk rate to obtain urban open space instead; nevertheless, the location and function is inadequate since such public space is a collateral condition (Batley, 1996; Cybriwsky, 1999). Besides, historic sites valued by historians and researchers may be valueless to enterprises. There have been cases integrating historic sites and commercial behaviors of which diverse development styles are determined in terms of which one serving as the development body. Basically, with regard to development bodies, public organizations are adequate for public facilities with more external benefits and private enterprises are appropriate for profit-seeking business with more internal benefits. Nonetheless, public enterprises and public welfare organizations play a key role to such projects in terms of subjective and objective circumstantial demands (Brett ,2000; Brusbett, 2003; Graeme, 2005; Korbee and Mol, 2015). The collective collaboration of waterfront development bodies for advanced success rate is challenging future related studies.

In this study, an analysis diagram (Figure.1) is constructed to explain features of respective development bodies. The horizontal axis below represents coercive power, and non-coercive power. Starting from the point of origin, the closer it is to the left, the higher the coercive power will be. On the other hand, the closer it is to the right, the lower the coercive power will be. In terms of the diagram, the horizontal axis marking central government, local government, public corporation, private corporation and private enterprise shows that the coercive power of the central government exceeds that of local ones. Public corporate bodies with the integrity of coercive power and autonomy as the semi-official organizations are put in the center. The dotted lines represent the needs of different development items. They are given a certain degree of coercive power, and autonomy. On the right are private corporations that do not possess coercive power. On the right are private enterprises that have the highest level of autonomy. The vertical axis represents internal benefits, and external benefits. The closer it is to the upper side, the greater the internal benefits. In other words, the main purpose is to make profits. On the other hand, the closer it is to the lower side, the greater the external benefits In other words, the main purpose is non-profit. This diagram explains features of four types of development bodies namely: public organization, public enterprise, public welfare organization, and private enterprise. Each development body performs different functions depending on the features they possess. They also perform different functions in waterfront developments. They are analyzed, and explained as follows: (Chu, 2004; Huang et al., 2011).

a) Public organization

A public organization exercises coercive power. This coercive power prioritizes search for external benefits. In other words, the main function of the public organization is to provide mandatory, non-exclusion, and non-rival public facilities. Market interventions may be necessary for social equity, and wealth to be achieved. Development units suitable for this development body include: roads, parks, wharfs, and sea-walls, etc.

b) Public enterprise

A public enterprise exercises coercive power. This coercive power prioritizes search for internal benefits. In order to maximize internal benefits, limitations of the law apply. It exists to provide local services, and avoid market speculations. Through the public sector operations, social justice can be better served. Development units suitable for this development body include: MRT, postal services, telecommunications, and electric power, etc.

c) Public welfare organization

A public welfare organization exercises autonomy. Autonomy prioritizes search for external benefits. It aims to create social benefits, and is non-profit. A public welfare organization is normally non-governmental, and non-profit. Many public organizations are unable to engage in operations that private enterprise is unwilling to do. These operations are therefore handed over to the public welfare sector. As its influence extends, in one way, public welfare lessens government financial burden, in the other, the intellect, and finance from the private sector are used. Development units suitable for this development body include: historic sites, environmental protection, museums, and social welfare, etc.

d) Private enterprise

A private enterprise exercises autonomy. Autonomy prioritizes search for internal benefits. With profit-making as its main goal, private enterprises have relatively higher operation efficiencies. Through private enterprise participations, in one way, public organizations may lessen financial burden and lower risks, in the other, development efficiencies are enhanced. Development units suitable for this type of development body include: residence, shopping centers, office buildings, and warehouse storage, etc.

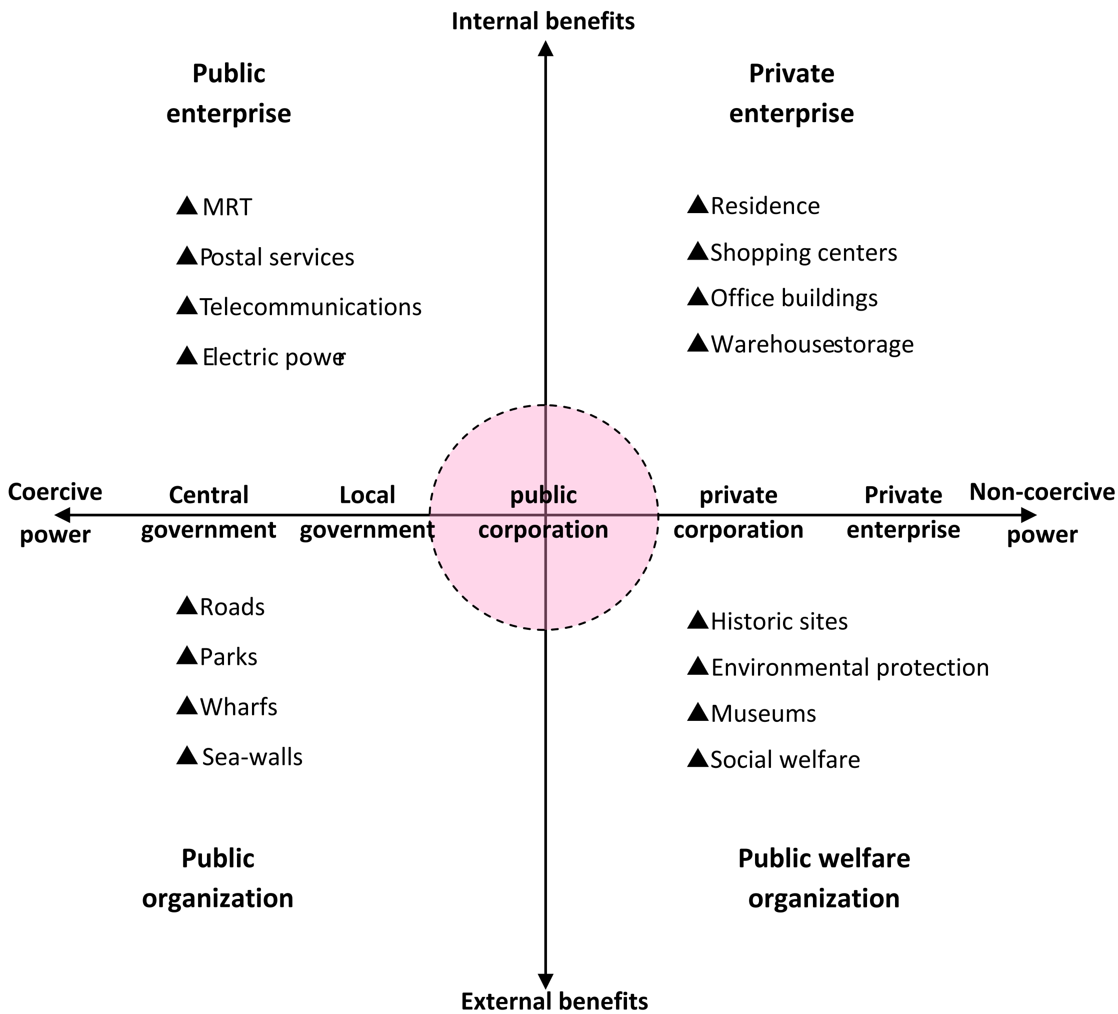

Figure 1 : Interrelationship diagram of waterfront development units and development bodies

Emphasis here is placed on the relative concept between "development body" and "benefit type." For instance, it is possible for public organizations to produce internal benefits, but search for external benefits should be prioritized. Similarly, it is also possible for public welfare organizations to produce internal benefits, but these benefits will ultimately return to search for external benefits. If not, the organization does not fall under public welfare organization. Public enterprises, and private enterprises may also have external benefits, but these benefits are added benefits rather than the main target of the organization.

Moreover, development bodies suitable for the above development units may also vary as national developments and business ideals differ. For example, the telecommunication industry have transformed from public enterprise into private enterprises in many counties. Museums that fall under public welfare may also be managed by private enterprise through change. The present concept on city management is inclined toward the idea that the public sector release development units to be managed by the private sector. The release steps are generally: central government →local government →public corporation →private corporation → private enterprise (Moss, 1979; Smythe, 2010; Huang et al., 2011). The private sector shares more and more functions and many of these items can not be resolved by private enterprises. As a matter of fact, a lot of waterfront developments are economic development-based targets. However, as developments progressed, negligence over environmental and social problems resulted to serious consequences (Krausse, 1995; David ,1997; Keith et al. 2002; Moore, 2002). These problems were simply beyond the control of public organizations. Private enterprises were also unwilling to undertake responsibilities. Nevertheless, public welfare interventions managed to arrive at satisfactory results. The preceding statements identify the inevitability of diversified development bodies(Chu, 2004; Wei, 2004; Huang and Kao, 2014).Under traditional city management in earlier times, the public sector were solely in charge of policy setup, fundraising, business opportunity operations, and construction etc. The public sector was considered both dominating institutions, and development bodies. However, this type of operation mode was subject to limitations of the rigid system. Operation efficiencies and benefits were in turn affected. Due to diversified development item requirements, administrative functional developments also took place. As functional authority of the public sector gradually weakened, many states are trying to establish semi-official organizations also know as public corporate bodies to substitute the public sector's functions. This type of institution performs both dominating, and developing functions. As they are two totally different functions, when combined, there is the advantage of unified development rights, and better control over the overall plan. There is also the disadvantage of vague duties and responsibilities of monitor units, and development units. In fact, the latest model is the segmentation of dominant organizations and development bodies. A dominating institution should only be in charge of monitor works while development bodies are in charge of development related works (Wu, 1994; Huang, 2001; Chiang, 2002; Kojima et al., 2013). In other words, the spirit of diverse developments not only emphasizes on labor division, more importantly, development units ought to find suitable development bodies in order to gain greater development benefits. The larger a development project is, the more valued the diverse development concept will be. This concept analysis will be used to discuss more flexible development collaboration modes, and derive at higher development success rates. Here, this study illustrates the interrelationship between development units and development bodies by a waterfront development project in Taiwan.

III. Commercial Areas Circling Keelung Harbor Waterfront Redevelopment Project

With the development of the waterfront in Keelung Harbor, the resonance will further make further explanation. Keelung City is northeast of Taipei City, the capital of Taiwan. There are currently about 400,000 people. In the 1970's, Keelung City was still one of the five major cities in Taiwan. Industry development in Keelung used to depend heavily on container import/export. In 1984, operation of Keelung Harbor reached the peak and was the 7th container harbor in the world.

It contributed greatly to economic growth in Taiwan. In the 1990's, thanks to continuous flourishing of foreign trade and shipping service around the world, Keelung commerce harbor brought more than half of the customs duties of Taiwan and indirectly led to local industry prosperity (Tsai, 1999; Chen, 2007). Keelung Harbor and City used to be the most important harbour city in northern Taiwan. Geographically, Keelung Harbor and downtown Keelung City are closely connected. In recent years, limited by its own geographical conditions of over 95% of the mountainside lands in the city and water depth failing to accommodate large ships, Keelung Harbor has been suffering from stagnant container business. In the development of the 21st century, Keelung City is encountering a lot of problems to be solved. After overall considerations, Taiwanese authorities decided to build the Port of Taipei, about 60 km west of Keelung Harbor (Figure. 2). Container functions of Keelung Harbor will be transferred to the new harbor. This decision has directly affected Keelung Port to be under pressure of city industry transformation (Chen, 2001). Keelung City Government and Taiwan

Railway Administration also attempted to make more efficient use of limited land resources. This brought inner port transformation opportunities and expedited Keelung City waterfront development.

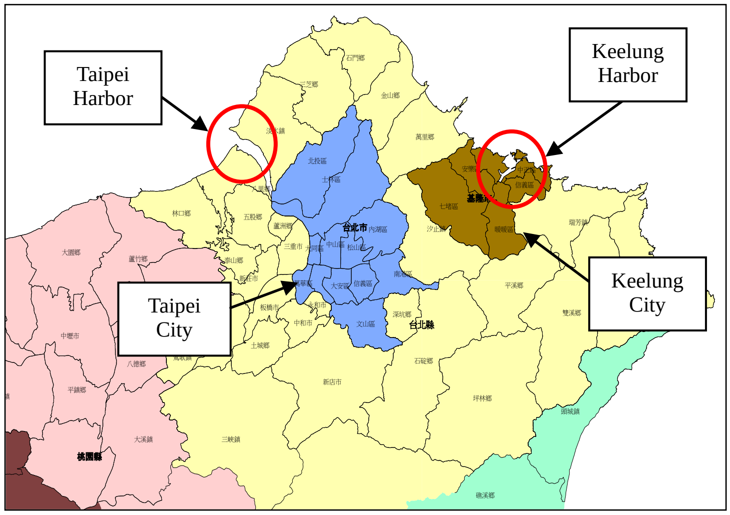

Figure 2 : Port of Taipei and Keelung Harbor Areas

IV. Indecisive Development Strategies

Keelung City Government has accomplished the proposal for the Commercial Areas Circling Keelung Harbor Waterfront Redevelopment Project in 2001 for active promotion for Keelung Inner Port waterfront development (Keelung City Government, 2001). The scope covers areas where vital economy, activities, cultural and educational organizations and governmental agencies are centered, i.e. the vital central business area in Keelung City. The area totals 97.08 hectares, including 25.77 hectares of harbor waters.

With regard to land planning, the Project proposed 8 renewal areas as follows: 1. New Marine Landmark Square, 2. New West Coast Business Center, 3. New Transportation Terminal, 4. New Life Space, 5. New MRT Station, 6. New Park Avenue, 7. New Marine Plaza, 8. International East Coast Sightseeing Wharf (Figure. 3).

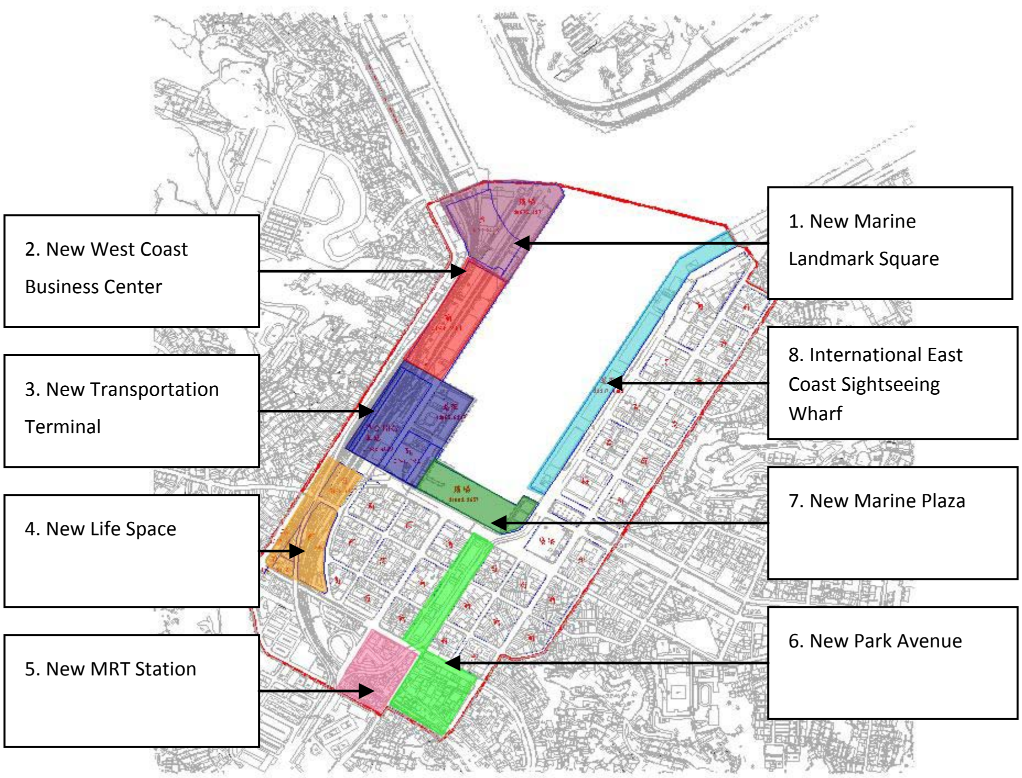

Figure 3 : Land Use Ideas of Commercial Areas Circling Keelung Harbor Waterfront Redevelopment Project

Upon the broad scope involved in the Project, Keelung City Government determined to conduct the development in a manner of temporal and spatial division. Taking the overall development status in consideration, Keelung City Government made New Transportation Terminal and New West Coast Business Center as the pivot of R&D and planning, which was accomplished in 2004 (Keelung City Government, 2004). Said project was called Keelung Train Station and Wharves West 2&3 Urban Renewal Project (Train Station Project in short). The scope covers the areas of Keelung Train Station, Bus Terminal and Wharves West 2&3. The area totals 9.09 hectares. The planning scope and renewal area is shown in the Configuration of Development Units and 3D Simulation of Train Station Project (Figure. 4 & 5).

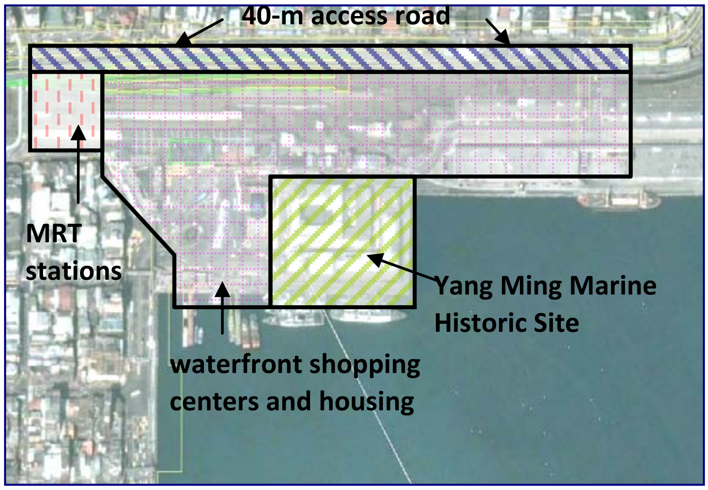

Figure 4 : Configuration of Development Units of Train Station Project

Figure 5 : 3D Simulation of Train Station Project

Through renewal planning, there are development units of 40-m access roads, MRT station, Yang Ming Marine Historic Site and waterfront shopping centers and housing. Owing to the insufficient central capital, the public sector expected to entrust the project solely to the private sector; however, the bidding was unsuccessful. Moreover, the intervention of local historians identified the key historic significance of Yang Ming Marine Historic Site that should not be developed at business perspectives. Through negotiations with the public sector, said area was excluded from the bidding. Afterwards, it was developed by Yang Ming Marine Foundation which is a public welfare organization specialized at historic studies. The administration is to run a restaurant in addition to historic site conservation. Such action embodies the historic significance along with income that may serve as the funds for maintenance.

The bidding of said area except the historic area was yet unsuccessful in 2004. The illegal buildings to be removed along the 40-m access road to be built still concerned the private sector. Also, the land obtainment of MRT station remains unsolved, so the private sector were concerned by said issue in need of negotiation and coordination in addition to general assumption of land development. Via the collective negotiation between public and private sectors, the former determined to invest in the 40-m access road in the development area in 2009 and decided to entrust MRT station to a public enterprise in 2013. In 2014, the private sector began to pay much attention to waterfront housing and shopping centers in the Project. The Project about 10-year procrastination of the bidding is the fruit of that it failed to entrust respective development units to adequate development bodies in the beginning. Due to the diverse attributes of different development units, it is inaccurate to entrust them to either the public sector or the private sector wishfully and willfully; furthermore, the values assessed by different development bodies differ as well. As a development unit is given to an inadequate development body, the original development value will be underdeveloped. In the beginning, the public sector expected to entrust the whole development area to the private sector to avoid the troubles of fundraising and procedures. However, the involvement of the private sector in the Project aims to gain profits. Therefore, it is out of the question for the private sector to value the historic significance, or pay attention to the nature along the access road that contributes to advanced public life quality with no profits. On the other hand, the administration of MRT with profits has lured the private sector. Still, due to the impact on the public life and the avoidance of monopolistic profits, a public enterprise served as the development body in the end. The Project was expected to be entrusted to a single development body; in the end, the Project was successfully promoted by entrusting different development units to adequate development bodies. The seemingly simple development principle that is overlooked in many waterfront development projects has caused the procrastination or even the failure of development projects.

V. Conclusion

Many large-scale waterfront development projects are characterized by vast capital and long terms. Thus, it is frequently seen that said projects obtain the private capital and skills through the public and private cooperation upon the limited public capital. Given that, the proposals of many waterfront development projects are planned by the public sector where the opinions of respective divisions are submitted. The planner will design an overall proposal by referencing and adopting respective perspectives. Said proposals cover the scope of development area, contents and priority. Meanwhile, to induce the private investment, there will be certain strategies deliberated by the public sector, e.g. tax deduction or low land price. Besides, some items should be built by the public sector first. Only when the infrastructure is complete can development units fit for the private sector induce the private investment.

In the Project, the development in the initial phase was dominated by the public sector and in the final phase the private investment was induced by preferential investment circumstances. Some projects may be entrusted to public corporate bodies. Apparently, development units developed for public welfare or private profits lead to a totally different outcome. Thence, the value determination of development bodies is crucial. Many waterfront development projects are entrusted to single development bodies. As said project is entrusted to a development body aiming at profits, the development benefits of public construction aiming at public welfare to be developed additionally will be discounted since it is unprofitable. Still, upon the actuality, the private investment in the first phase is a must to the public sector in need of capital that will strive for some public space or public facilities built by the private sector. Said manner often applies to common urban design development projects. The demerit is that the private sector will prioritize the profits and thus release insufficient public space. Frankly speaking, such cooperative model is defective because the seemingly open space is actually used by the private sector. Also, it is inconvenient for the mass to use such space because of many restraints. Basically, such means is the option under helplessness. In addition, the conflict between historic sites and private benefits occurs often. The monopolistic profit-seeking business is operated and controlled by the private sector for long, leading to the demerits on civil welfare that are disputed in the process of development. Said disputes arise from the value determination.

According to the traditional model, the opinions regarding development may be submitted by different representatives as the initial integration of opinions for diverse development bodies. Still, the executive manner of respective development units entrusted to respective development bodies is questionable as the overall project is determined. Basically, it is doubtful to entrust all to a single development body. The corresponding relationship between development bodies and development units addressed by this study stresses the diversity of such value determination. The seemingly simple idea that respective development units are entrusted to respective development bodies is easy to be overlooked. Thus, it is worthwhile deliberation for the issues as follows. What shall apply to the intervention or collaboration of respective development bodies? Is the labor division applicable to the efficiencies and execution since the development contents of many development units cover diverse development bodies?

Take the Project as the example. As the proposal was determined, there were development units, e.g. roads, MRT station, Yang Ming Marine Historic Site and waterfront shopping centers and housing in term 1 development area, which are the like of different development bodies (public organization, public enterprise, public welfare organization and private enterprise). In principle, it is accurate to entrust respective development units to adequate development bodies since it is inappropriate to entrust them to a single one. The public sector entrusted all items to the private sector in the first place, which failed to work. First, Yang Ming Marine Museum was segmented and run by Yang Ming Marine Foundation along with a restaurant for the long-term administration. Second, the access road was segmented and prioritized to be handled by the public sector. Then MRT station were taken over by a public enterprise. Last, private enterprises were liable for the development of waterfront housing and shopping centers. The Project was promoted successfully via such labor division.

Accordingly, it is crucial to select adequate development bodies in waterfront development projects. Those adequate to the public sector are unnecessarily fit for the private sector; likewise, public welfare organizations handle those the public sector cannot and the private sector will not do. The domination of public enterprises also prevents monopolistic profit-seeking business. The public and private collaborative model is the accurate development model. Once such logic fails to apply, the overall projects tend to fail in addition to the underdeveloped effect.

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Citizen Participation in Local Governance and Sustainability of Programmes

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Abstract- The purpose of this paper is to examine the need for citizen participation in local governance and sustainability of programmes in order to strengthen democracy and repositioning the local governments to meet the challenges of development. Any system of government is primarily constituted to provide services required by the citizens and this could be achieved effectively through participatory mechanisms. Hence, citizen participation in local government affairs will bring about development programmes in direct contact with the people and encourage them to become initiative and innovative. In this paper attempt was made to highlight the concept of participation, the structure of local government, participatory programmes for development and review of related experience for local citizen participation. On the basis of the finding, some recommendation such as well established democratic structure of local government to enhance citizenship participation, local officials should be engage in capacity building and innovative spirit to improve the delivery of services and also government should design a people orientated development programmes at all levels.

Keywords: *participation, governance, sustainability.*

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I. Introduction

The primary rational of democratic local government is that it brings government closer to the citizens. Mechanisms for participation at the local level are essential element to ensure that local governance promotes participation to citizens.

Development activity that has multi – dimension process will be successfully executed or implemented if a participatory measure is involved. Likewise the various services of local government councils can be delivered successfully through direct or indirect participative mechanisms. It is widely accepted that citizen participation in local development affairs will give sense of belonging, equality, and sustainability of development.

Local government councils initiates and provides the needed development considering the facts that local communities have a tremendous amount of knowledge and information about their environments that can form the baseline of sound and sustainable development.

People have a right to partake in actions and plans which affect their lives as nonparticipation approaches to development have failed to significantly alter the quality of life and resources of the poor people world-wide (World Bank 1999). This development was first noted in farming system resources and led researchers to start involving farmers in their research and development programme through farmer's participation in resources. This later advanced to farmer designed and managed on farm research. Other branches of research and development soon took up the approach. By the end of the 1980s, participation of the target group in the planning process from research through project identification, planning, implementation, monitoring and evaluation was considered important.

a) *Defining Participation*

Various scholars have attempted to define it ranging from "token involvement of people," to 'autonomous decision making by popular bodies at local level" and other viewed as "to take part"- this is very simplistic and implies that everyone is participating at some level in every actions.

b) *Types of Participation*

- Physical participation – being present, using ones skills and efforts,
- Mental participation –conceptualizing the active, decision making, organization and management,
- Emotional participation – assuming responsibility, power authority
- Manipulative participative- participation is pretence with people's representative on official boards but who are un-elected and have no power,
- Participation for material incentives—people participate by contributing resources, e.g. labour, in return for material incentives,
- Participation by consultation – people participate by being consulted or by answering questions. External agents define problems and information gathering processes and so control analysis.
- Self mobilization participation – people participate by taking initiatives, they develop contacts with external bodies for resources and technical advice that they need, but retain control over how the resources are used.
- Interactive participation – people participate in joint analysis, development of action plans and the formation or strengthening of local institutions
- Participation can be top-down or bottom-up, uniform or diverse, simple or complex, static or

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dynamic, controllable or uncontrollable, predictable or unpredictable.

c) The structure of Local Government

Local government structures in Nigeria provides a framework for delivery of a range of services ranging from housing, health, education, etc, that are summarized into the exclusive functions and the concurrent functions. To achieve these constitutional responsibilities different participatory measures will be put in place so that all groups of citizens should be involved in the governance processes. The concurrent functions are those that the Local Government performs in collaboration with State and Federal Government. Also the State or Federal Government can perform such functions on behalf of Local Governments until Local Government are able to perform such functions. In other words, the State, Federal Governments, civil society organizations and community based organizations can provides participatory and partnership roles in attaining good governance to the citizens.

Basically, the structure of the presidential system of Local Government at the grass root level consists of the legislature and the executive, the judiciary being absent.

i *The executive arm*

This consists of the chairman, vice chairman, supervisors and secretary of council. The chairman of the Local Government council is the chief executive and accounting officer of the council. The secretary of council and the supervisory councilors are appointed by the chairman of council.

ii *The legislative arm*

The Legislative arm of the Local Government council is composed of the leader of the council and other councilors. To time by an edict or law of the state in which it is situated.

There may be other theoretical Structurization of the Local Government. These can be categorized into the administrative structure where the Chairman, Secretary, Supervisory councilors and Heads of Department are involved.

The Financial Structure where the treasurer and Auditor General of the Local Government are involved assisted by committees such as:

i The Financial and general purpose Committee
ii Police and Community relations Committee
iii Education Committee
iv Works and Housing Committee
v Health and Environmental services Committee
vi Agriculture, Rural and Social Services Committee
vii Financial and Economic planning Committee;

The Personnel Structure, headed by the head of Personnel.

The Personnel Department is responsible for the Personnel of all Local Government which acts in liaison with the Local Government Services Commission, which is charged with responsibilities of staff discipline, welfare and training in the Local Government.

Due to the concomitant democratic resonance of modern Local Government system, the political structure of the local government tends to overshadow other structures and thus remains pivotally significant.

Traditionally citizen participation in local government has been through the electoral system, with councilors representing each electoral area. The elected members receive their mandate to represent citizens through the democratic process of local elections held every two / four year's term. Despite the democratic process involved in the system, local communities have felt increasingly alienated from local government, partly because of frustration with the limited range of activities which fall within circle of the local authority and perceived inefficiency, partly because of the godfathers associated with elected members who are perceived as representing the views of only some sections of the community, the perceived corruption of local government, and partly because of the perceived failure of local authorities to be pro-active in responding to new needs and demands. At the same time local councilors have felt frustrated by the range and scope of activity, and the funding opportunities made available to local development groups, which seemed in many cases to be taking over the functions that should belong to democratically elected representatives.

Good Governance- means providing an inclusive and popular participation in government that respect the rule of law, transparency, accountability, prevention of corruption, effective and efficient public management systems and processes. Good Governance provides a responsive and centre oriented governance to the people that ensure legitimate governance and democratic institutions.

d) sAn Over View of Participatory Programme Development Process

The two main concepts in Participatory Programme Development (PPD) are "participation" and "community". Participation can take forms within a development programme, and some types of participation are more "participatory" than others.

The United Nations Milliennium Development Goals were developed from the eight chapters of the United Nations Milliennium Declaration. There are eight goals under which the UN provides participatory role {interagency consultation} and cooperation to all member nations on challenges facing humanity as variously categorized like combat HIV/AIDS, MALARIA and other diseases, promote gender equality and women empowerment, develop a global partnership for development that includes a commitment to good

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governance development, poverty and hunger reduction, primary education, environmental sustainability, etc.

The various participatory programmes were used to access the basic needs of various groups of individual/cooperatives and communities. The goal of Participatory Programme Development communities to develop feasible, desirable and sustainable programme Participatory Programme Development (PPD) uses approach known as Participatory Learning and Action (PLA).

Participatory Learning and Action (PLA) is a process that enables community members to: (a) analyze their needs; (b) identify possible solutions to meet those needs; and (c) develop, implement, and evaluate a plan of action. [Participatory Learning and Action (PLA)]

Participatory Learning and Action (PLA) is based on the assumption that community members are the best "experts" about their own health and social situations. The role of Participatory Learning and Action (PLA) facilitators are to help the community members tap their own knowledge and resources and use them effectively.

The Participatory Learning and Action (PLA are brought back to the development agencies to be analyzed by "experts".

Participatory Rural Appraisal (PRA) evolved out of Rapid Rural appraisal (RRA) in the 1980s mainly through experimentation by small Non-Governmental Organizations (NGOs). It focused more on the appreciation of local people's capabilities to plan and implement their own process and techniques as described. The process are heavily based on Rapid Rural Appraisal {RRA} and Participatory Programme Development {PPD}.

PRA emerged in the late 1970s in the agriculture and environment sectors as a reaction against "rural development tourism"{RDT} where urban based development officials were taken on specially arranged tours of rural area and given a very biased view of successful development projects. Participatory rural appraisal {PRA} was used to gather information more quickly and with a higher level of community involvement. After the information is collected it is taken out of the community as opposed to rapid rural appraisal which stopped at an appreciation of local people knowledge.

The term Participatory Learning and Action [PLA] which has been used in recent years to designate the whole family of participatory approaches above, emphasized the ACTION phase of the process, that is, the phase when the community implements its solution. PLA can be conducted in all types of communities (e.g., rural, pre-urban). Although originally conceived for use in agriculture, environment and natural resources sectors including health, gender, education and violence prevention within the health sector PLA has been used in project dealing with woman's reproductive health, HIV/AIDS prevention, nutrition, child survival, health care financing and water sanitation.

Foundation of Participatory Learning and Action (PLA) Participatory Learning and Action has the following foundations:

i. *Behaviors and attitudes*

Many PLA practitioners believe that these elements are the kinds of behaviors and attitudes, which are necessary for the successful facilitation of PLA, includes respect for local knowledge and capabilities (reversal of learning), rapid and progressive learning, "handling over the sticks" or exchanging of baton, flexibility and informality, offsetting bases, seeking diversity and self-critical awareness.

ii. *Methods Used To Gather and Analyze Information During The Planning Process*

Following are some examples of this method, mapping and diagramming, semi- structured interviews, sorting and ranking, transect walks and observation, time-line charts, schedules and seasonal calendars and matrices.

Many of these methods are visual and they can therefore be use by those who are illiterate or semi-literate, which encourages the participation of all members of the community.

Review Of Related Experience For Local Citizen Participation The primary rationale of democratic local governance is that it brings government closer to the citizens. Mechanisms for participation and accountability at the local level are essential elements to ensure that local governance promotes participation and is also accountable to citizens.

Significant progress has been made in Nigeria in holding regular local elections, in many cases through multi-party systems. However, many of the municipal executives or councils and municipal presidents - have been elected through indirect means. Most countries in Africa (such as Ghana, Niger and Uganda) and Asia (India, engage citizens in the local decision-making process through consultations. Gram Sabha in India and Barangay in the Philippines are examples of such locally-based informal administrative units.

As in the case of democratic governance at the national level, local participation is both a means to an end and an end in itself. As a means, effective mechanisms for local participation facilitate service delivery and access, mobilization of community resources and implementation of local development projects. As an end, local participation promotes local democracy and participatory decision making}.

Rural activities in the evolving economic judging by the Nigeria experience is still largely characterized by small holder farm units, low output, low income, low savings and inadequate inflow investment capital.

Though efforts were made by successive government to address this abysmal situation, yet little has been achieve against high level of poverty in the rural areas of Nigeria (Fayinka 2004). Two seasoned experts on rural development have identified the frequency of policy variation due to government instability as learning impediments to effective rural economic development. Other specific hindrances were also identified to be technical deficiencies, lack of natural resources, inadequate government policies, limited availability of basic physical infrastructures (roads, ports, telecommunication, electricity, energy, water supply, sanitation etc), ineffective management system, non-availability agriculture reasons and socio-political agricultural reasons (Oyelude 2002; and Fayinka 2004).

Donor agencies such as the Department For International Development (DFID) and International Labor Organization (ILO) had been actively supporting participatory development through their activities worldwide. Even the World Bank, home of neo-liberalism in economics, is now beginning to acknowledge the role of participation in development. The work of the International Institute of Environment and Development (IIED) in the United Kingdom, South America and India has greatly advanced the course of participatory approaches. India, Bangladesh, Pakistan, Sri Lanka and the Philippines (Asian Region) perhaps more than any other region, have incorporated this approach into local level development planning. The work of the Aga Khan Rural Support Programme (SKRSP) MYRADA and ACTION AID in India testify to this fact.

In Nigeria a few institution such as International Institute of Tropical Agriculture (IITA), Farming Systems Research Network, Institute Of Agricultural Research and Non- Governmental Organizations (NGOs) and the Rural Development Arm of the Catholic Church are now actively incorporating participation and participatory techniques in their work.

However, sadly the pre-1980 approaches to development still represent the dominant view of Nigeria today. But time has come for a change in the positive direction to use participatory approach to development which is services to beneficiaries, the Ijero/Oderele farming community was involved in identifying this project. The community members were involved in identifying interventions and monitoring indicators. Selected community members were involved in sensitization, training and monitoring exercises.

The international Fund for Agricultural Development [IFAD] promoted Katsina and Sokoto Agricultural and Community projects. Tese projects were Community – Based Rural Development Projects sponsored by {IFAD} and focused on working with community groups to achieve sustainable development objectives.

The two projects served as the forerunners of the wider IFAD promoted community – Based Agricultural and Rural Development Programme {CBARDP} which Borno was one of the northern states that were selected for the programme.

II. Recommendation

- A well established democratic structure of local government to enhance citizen participation,
- Local Government should be innovative/initiative to improve the delivery of local services for example, town and villages renewal scheme,
- Local Government should decentralize programme to bring services in direct contact with the citizens and staff closer to citizens,
- Local government should encourage an increasing level of participation by civil society in decision making structures at local level,
- Local government should understand that citizen participation is not just a change in structure or the introduction of new structures. Real citizen participation is an integrated way of working,
- Capacity building at all levels is required to sustain participation, etc

III. Conclusion

Any system of government is primarily constituted to serve the citizens at all levels of the society. The objective of the governance is to develop the citizen by providing necessary infrastructures to improve the life of the citizenry. The rationale behind such policies is to bring government closer to the people. Finally to achieve a developmental goals and objectives, local government should rise up to put in place all necessary thresholds for development, especially participatory mechanisms.

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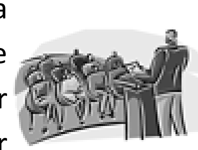

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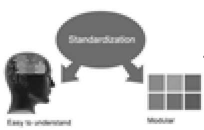

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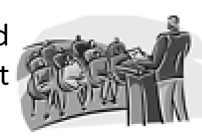

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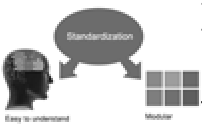

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3. Submission of Manuscripts,

4. Manuscript’s Category,

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- To the point depiction of the research
- Consequences, including definite statistics - if the consequences are quantitative in nature, account quantitative data; results of any numerical analysis should be reported
- Significant conclusions or questions that track from the research(es)

Approach:

- Single section, and succinct
- As a outline of job done, it is always written in past tense
- A conceptual should situate on its own, and not submit to any other part of the paper such as a form or table
- Center on shortening results - bound background information to a verdict or two, if completely necessary
- What you account in an conceptual must be regular with what you reported in the manuscript
- Exact spelling, clearness of sentences and phrases, and appropriate reporting of quantities (proper units, important statistics) are just as significant in an abstract as they are anywhere else

Introduction:

The **Introduction** should "introduce" the manuscript. The reviewer should be presented with sufficient background information to be capable to comprehend and calculate the purpose of your study without having to submit to other works. The basis for the study should be offered. Give most important references but shun difficult to make a comprehensive appraisal of the topic. In the introduction, describe the problem visibly. If the problem is not acknowledged in a logical, reasonable way, the reviewer will have no attention in your result. Speak in common terms about techniques used to explain the problem, if needed, but do not present any particulars about the protocols here. Following approach can create a valuable beginning:

- Explain the value (significance) of the study
- Shield the model - why did you employ this particular system or method? What is its compensation? You strength remark on its appropriateness from a abstract point of vision as well as point out sensible reasons for using it.
- Present a justification. Status your particular theory (es) or aim(s), and describe the logic that led you to choose them.
- Very for a short time explain the tentative propose and how it skilled the declared objectives.

Approach:

- Use past tense except for when referring to recognized facts. After all, the manuscript will be submitted after the entire job is done.
- Sort out your thoughts; manufacture one key point with every section. If you make the four points listed above, you will need a least of four paragraphs.

- Present surroundings information only as desirable in order hold up a situation. The reviewer does not desire to read the whole thing you know about a topic.
- Shape the theory/purpose specifically - do not take a broad view.
- As always, give awareness to spelling, simplicity and correctness of sentences and phrases.

Procedures (Methods and Materials):

This part is supposed to be the easiest to carve if you have good skills. A sound written Procedures segment allows a capable scientist to replacement your results. Present precise information about your supplies. The suppliers and clarity of reagents can be helpful bits of information. Present methods in sequential order but linked methodologies can be grouped as a segment. Be concise when relating the protocols. Attempt for the least amount of information that would permit another capable scientist to spare your outcome but be cautious that vital information is integrated. The use of subheadings is suggested and ought to be synchronized with the results section. When a technique is used that has been well described in another object, mention the specific item describing a way but draw the basic principle while stating the situation. The purpose is to text all particular resources and broad procedures, so that another person may use some or all of the methods in one more study or referee the scientific value of your work. It is not to be a step by step report of the whole thing you did, nor is a methods section a set of orders.

Materials:

- Explain materials individually only if the study is so complex that it saves liberty this way.
- Embrace particular materials, and any tools or provisions that are not frequently found in laboratories.
- Do not take in frequently found.
- If use of a definite type of tools.
- Materials may be reported in a part section or else they may be recognized along with your measures.

Methods:

- Report the method (not particulars of each process that engaged the same methodology)
- Describe the method entirely
- To be succinct, present methods under headings dedicated to specific dealings or groups of measures
- Simplify - details how procedures were completed not how they were exclusively performed on a particular day.
- If well known procedures were used, account the procedure by name, possibly with reference, and that's all.

Approach:

- It is embarrassed or not possible to use vigorous voice when documenting methods with no using first person, which would focus the reviewer's interest on the researcher rather than the job. As a result when script up the methods most authors use third person passive voice.
- Use standard style in this and in every other part of the paper - avoid familiar lists, and use full sentences.

What to keep away from

- Resources and methods are not a set of information.
- Skip all descriptive information and surroundings - save it for the argument.
- Leave out information that is immaterial to a third party.

Results:

The principle of a results segment is to present and demonstrate your conclusion. Create this part a entirely objective details of the outcome, and save all understanding for the discussion.

The page length of this segment is set by the sum and types of data to be reported. Carry on to be to the point, by means of statistics and tables, if suitable, to present consequences most efficiently.You must obviously differentiate material that would usually be incorporated in a study editorial from any unprocessed data or additional appendix matter that would not be available. In fact, such matter should not be submitted at all except requested by the instructor.

Content

- Sum up your conclusion in text and demonstrate them, if suitable, with figures and tables.
- In manuscript, explain each of your consequences, point the reader to remarks that are most appropriate.
- Present a background, such as by describing the question that was addressed by creation an exacting study.
- Explain results of control experiments and comprise remarks that are not accessible in a prescribed figure or table, if appropriate.
- Examine your data, then prepare the analyzed (transformed) data in the form of a figure (graph), table, or in manuscript form.

What to stay away from

- Do not discuss or infer your outcome, report surroundings information, or try to explain anything.
- Not at all, take in raw data or intermediate calculations in a research manuscript.
- Do not present the similar data more than once.
- Manuscript should complement any figures or tables, not duplicate the identical information.
- Never confuse figures with tables - there is a difference.

Approach

- As forever, use past tense when you submit to your results, and put the whole thing in a reasonable order.
- Put figures and tables, appropriately numbered, in order at the end of the report
- If you desire, you may place your figures and tables properly within the text of your results part.

Figures and tables

- If you put figures and tables at the end of the details, make certain that they are visibly distinguished from any attach appendix materials, such as raw facts
- Despite of position, each figure must be numbered one after the other and complete with subtitle
- In spite of position, each table must be titled, numbered one after the other and complete with heading
- All figure and table must be adequately complete that it could situate on its own, divide from text

Discussion:

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- Make a decision if each premise is supported, discarded, or if you cannot make a conclusion with assurance. Do not just dismiss a study or part of a study as "uncertain."
- Research papers are not acknowledged if the work is imperfect. Draw what conclusions you can based upon the results that you have, and take care of the study as a finished work
- You may propose future guidelines, such as how the experiment might be personalized to accomplish a new idea.
- Give details all of your remarks as much as possible, focus on mechanisms.
- Make a decision if the tentative design sufficiently addressed the theory, and whether or not it was correctly restricted.
- Try to present substitute explanations if sensible alternatives be present.
- One research will not counter an overall question, so maintain the large picture in mind, where do you go next? The best studies unlock new avenues of study. What questions remain?
- Recommendations for detailed papers will offer supplementary suggestions.

Approach:

- When you refer to information, differentiate data generated by your own studies from available information
- Submit to work done by specific persons (including you) in past tense.
- Submit to generally acknowledged facts and main beliefs in present tense.

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Methods and Procedures	Clear and to the point with well arranged paragraph, precision and accuracy of facts and figures, well organized subheads	Difficult to comprehend with embarrassed text, too much explanation but completed	Incorrect and unorganized structure with hazy meaning
Result	Well organized, Clear and specific, Correct units with precision, correct data, well structuring of paragraph, no grammar and spelling mistake	Complete and embarrassed text, difficult to comprehend	Irregular format with wrong facts and figures
Discussion	Well organized, meaningful specification, sound conclusion, logical and concise explanation, highly structured paragraph reference cited	Wordy, unclear conclusion, spurious	Conclusion is not cited, unorganized, difficult to comprehend
References	Complete and correct format, well organized	Beside the point, Incomplete	Wrong format and structuring

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