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Community participation in the programmes of social centres in Jordan: The experience of Queen Alia Fund

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Community Participation in the Programmes
of Social Centres in Jordan: The experience
# of Queen Alia Fund

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CONTENTS

Page

DECLARATION

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GLOSSARY OF ABBREVIATIONS

QAF   Queen Alia Fund.

EC   European Community.

LAC   Local Administration Committee.

WC   Women's Committee .

CP   Child care programme.

VTP   Vocational Training Programme.

HEP   Health Education Programme.

AEP   Agricultural Extension Programme.

Kg   Kindergarten.

PVO   Private Voluntary Organization

LIST OF TABLES

ABSTRACT

Both community development and community participation are dealt with as two faces to one coin. However, Community participation in Jordan is seen as a secondary element to be affiliated with the community development. This understanding is clearly apparent throughout the absence of meaningful role for local people in the planning, implementation and the evaluation of the social centres' programmes.

Local administration committees and women committees, which are formed in each centre to help in administering the centres are not effective enough to achieve their stated goals. The reasons may be referred to the unrealization of the importance of their participation, besides the centres' managements intention to marginalize their role. The aforesaid are resulted in the absence of their role in participating in planning, implementation and evaluation of the centres' programmes.

Therefore, there is a clear absence for effective planning, implementation and evaluation of any programme provided by the social services centres, while planning, implementation and evaluation if they do exist are always carried out in unsystematic manner.

Overall, community participation in the programmes of the social centres in Jordan is unplanned and suffers of many obstacles. Some of these obstacles are related to the sponsor agency (i.e. QAF). Whereas others related to the beneficiaries themselves and largely represented in the weakness of their motivation to have voice in planning, implementation and evaluation of any programme.

ACKNOWLEDGEMENT

CHAPTER ONE

INTRODUCTION

The various human societies which differ from all kinds of systems and structures are undergoing a continuous development in the social structures and systems, some of these changes were the result of natural maturity, others were the product of plans and objective development efforts to reach its objectives.

Since the beginning of the twentieth century, many countries of the Third World have been paying a great attention towards improving the living conditions of its inhabitants using all kinds of methods available at their disposal. This issue shows the importance of development but also indicates that comprehensive planning and integrated development are the most effective development manners, which involve the local community development style as a practical way to achieve social, economical and political systems integrated in basic social human issues represented in human pride, self-determination principle, democracy and national participation.

The Arab league strategy in the social work re-affirms that there is an organic relation between social work and development. Social work has a developmental functions in addition to its assistance in prevention and therapeutical support.

Social work and community development are considered as a dynamic process in which social, economic and political elements interact in order to identify the achievement trend and perspective changing frame.

Community development concept has been brought to the concern of planners, political leaders and international agencies since the mid of twentieth century. They believed that such approach would help in solving the social, economical and cultural problems of the local communities in the Third World countries. It seems to me that the concept of community development has been influenced by the historical period in which it was used.This approach has been connected with the interest of those who conceptualized it and the developmental theories which prevailed during that time. The United Nations agencies have become more

interested in this approach since the beginning of 1950s. Since that time many states of the Third World have urged the UN to provide technical assistance to tackle their local problems, despite the British attempts to apply such approach to improve the life conditions in its colonies at the beginning of 1930s as will be shown in chapter two. The Americans implemented a comprehensive project for community development in Etawah district in India in 1948 with support of American Ford Foundation. This project aimed to improve both the agriculture productivity and the infrastructure in the countryside. Since the application of community development approach it has been subjected to many investigations by researchers, academic scholars, sponsor agencies and hosting countries concerning its effectivity in achieving the desirable goals which are presented in the improvement of the life conditions throughout solving local problems.

The national participation as an effective substantial element in developmental strategy goes in step with social justice and decreases difference. This is reflected in the agreement of most political planners that there is no one who can lead the development in the "Third World" to reach a high level of effectiveness unless there is an association of both peoples' efforts and governments. The planners agreed that the genuine participation is available in rural areas where private ownership accompanied by holding land, the development of poverty and ignorance with static figures of administration and regulation belonging to the status, wealth and family loyalty.

Based on this concept, complete participation by the community in the development efforts is not only a socio-political objective but also a basic necessity to implement the development plans successfully and meet national goals. To achieve an effective participation, the institutional framework in the public and private sectors should be developed in such a manner to allow the individuals to express their needs and aspirations either directly or through official and people's organizations and institutions.The community development as state programme in some countries and as a voluntary governmental programme in Jordan involves all kinds of programmes beginning with concept identification up to planning to priorities arrangement to implementing, following up and evaluation.

In the last two decades Jordan has witnessed an increasing interest in social welfare activities and services concerned with the local communities. The sector of voluntary work in Jordan, represented by the charitable societies, and non-governmental organizations (NGO'S) has been actively involved in developing and extending a various kinds of services to the local communities. Every year there are new societies emerge holding specialized responsibilities in training and rehabilitation of different groups particularly women.

The social work involves all activities of human life in Jordan, even it is easy to say that there has been no area left without leaving clear imprint on it. Because of this fact, it is difficult to enumerate the various programmes, activities, projects and services which are provided by the voluntary societies in Jordan. The Ministry of Social Development has always taken the prime responsibility of social work, it continues to utilize all available means to develop programmes, set up new institutions, train personnel, and improve other services. Queen Alia Fund (QAF) as a non-governmental organization (NGO'S) undertakes a wide scope of activities ranging from construction and supporting social services centres to large scale of programme planning and implementation in all areas of social work in Jordan.

QAF was founded by a Royal Decree in mid 1977. It is privileged in having the patronage of His Majesty King Hussein as honorary chairman and founder. The fund has its own law which was passed in 1979 under No. 6. QAF is a national private philanthropic organization that aims at supporting and developing voluntary social work in Jordan. It seeks to achieve its objectives through the following:

a.   Conducting studies to identify social needs and determine their priorities.

b.   Planning and implementing pioneer social projects.

c.   Providing financial and technical support to PVO's (QAF, 1985).

It enjoys an autonomous identity with administrative and financial independence. His Majesty King Hussein, the honorary chairman and founder of the QAF, has entrusted the direction of the Fund to a board of trustees chaired by Her Royal Highness Princess Basma Bint Talal. The board of trustees is always subjected to a change in its membership every three years according to Royal Decree. The board of trustees always consists of those figures

who are concerned in social work and the development issues. Since the foundation of QAF in 1978 onwards it has endeavored to achieve the following projects and programmes:

First, the establishment of social projects, the first three years were devoted to studies and planning. Several studies were conducted during that period and QAF's social projects were identified accordingly. The next efforts were dedicated to raise funds on the local and Arab levels due to the fact that QAF in implementing its programmes and activities relies on the local Arab and International contributions. The most successful fund was raised after the constructing of the following basic social services centres:

1. **"Basic social services centres in Madaba, Hisban, Ma'een and Mlieh"** regions. The latter three centres are sub-centres located in villages whereas the former is a main centre located in Madaba city and is named Princess Basma Centre for Social Services. These centres had been constructed and equipped in the mid of 1984. The management and the operation of these centres were handed over to the municipality of Madaba and the village councils of Hisban, Ma'een and Mlieh. This project has been jointly financed by QAF and the Caritas Society. The Caritas contribution was made through a grant by the EEC.

2. **"Al-Mafraq Centre for Social Services"** in AL-Mafraq city, Northeast of Amman, recently named Princess Basma Centre for Social Services. This centre was supposed to be accomplished before the end of 1984, the final year of the first long-term plan 1978-1984. It is actually inaugurated on November 24, 1985, and it is started to operate in July 1985. (QAF, 1984, 1985). These centres provide their services which are childe care, vocational training workshops, administrative and general services to the local community. ·

Second, support of private voluntary organizations. QAF is continuously endeavour to extend financial and technical support to private voluntary organizations in order to improve their performance in providing its services to their local communities. The support includes the following:

1. Financial support, it always extends financial support to the projects and programmes of private voluntary organizations in the field of childe care, vocational training of women, rehabilitation of the handicapped, social development, productive and construction projects. ·

2. Technical Support, QAF always keeps close contact through its technical staff with a large number of PVO's offering them technical and administrative advice.

3. Training courses for people managing or working for PVO's. The training involves various fields, such as kg teachers, disabled, local leadership ...etc.

Third, studies, research, and seminars. QAF has adopted the scientific basis for planning various programmes and projects. Studies, surveys and research were carried out on the different social questions in order to identify social needs in local communities and determine their priorities. During the period 1978-1984 it has conducted 8 studies on different social questions and held several seminars that dealt with the different social questions. (QAF, 1984). As QAF (1984) reported, the total amount of funds incurred to the achievement of the above activities is about JD 3 millions, raised through local, Arab and international contributions. These contributions are: Arab countries: Saudi Arabia, Qatar, Oman, Iraq and the United Arab Emirates (UAE), and the Caritas Society through EEC.The long-term plan for the period 1986-1990, came as a continuation to the philanthropic role which has been adopted since 1978 in participating in the process of achieving social development to the side of the government efforts to promote and to develop voluntary social work as stated in the 1986-1990 plan. Within this plan QAF has committed to continue its studies and to held seminars concerning social problems. It is also committed to provide people who work in the social field with various training. It is also committed to continue extending its financial and technical support to various projects and programmes of POV's. Regarding the projects, the 1986-1990 plan included projects proposals to establish 10 new social projects, in addition to continue to support and promote its centres which were established during the first long-term plan 1978-1984. The following two tables show the QAF's estimated expenditures for 1986-1990 plan.

Table No. 1

QAF's estimated expenditure for 1986-1990

No.	Description	Value in JDs 000's	Value in US$ 000's
1	Cost of Fund's projects	4.700	11.750
2	Support of PVO's	400	1.000
3	Studies, Research & Seminars	100	250
4	Scholarships & Training Courses	100	250
5	Recurrent Expenses	700	1.750
	Total	6.000	15.000

Source, QAF, Five-Years Plan 1986-1990.

It should be noted that the above expenditures estimated before the decision which was taken by the Jordan Central Bank in mid October 1988 to float the Jordanian Dinar, as a result of the US$ /JD rate increased from JD 380 to JD 510 which also led to increment of prices. It has achieved the following projects during 1986-1990:

A.   Social Services Centres; there are 18 centres as shown in table 2:

Table No. 2

Constructed social centres during 1986-1990

Centre's Location	Main centre	Sub-centre
Ma'an	1	8
Tafilah	1	2
Karak	1	2
Irbid	1	-
Amman	1	-
Aqabq	1	-
Total	6	12

These centres provide services to two main groups:

1.   **Children**: at nursery and kindergarten age: emphasis is placed on bringing out the child's talent and transmitting his energies into useful channels as well as preparing him to the school life.

2.   **Women's welfare**, rehabilitation and vocational training programmes aim at enabling women to become part of the comprehensive development process by enabling

them to play an effective role in society (QAF, 1989). The following table shows the numbers of various nurseries, kindergartens and children's clubs which were achieved during the period of 1986-1990. It also shows the number of the children benefiting from the Cp offered by those centres.

Table No.3

Child care, classes and children number / 1989

Programme	Class/Club	No.of children
Kindergarten	41	1163
Nursery	3	41
Child's Club	21	113
Total	92	2317

Source: QAF, 1989.

Whereas table no. 4 shows the different programmes which have been implemented towards the welfare of women in different areas of Jordan, where the centres do exist.

Table No.4

Women's programmes and the beneficiaries number 1986 / 1989

Programme	1986	1987	1988	1989
Health and social education	3000	7053	700	3.558
Agriculture extension	360	740	-	1.160
Nutritional education	30	500	700	10.372
Social and culture education	-	-	-	17.155
Religious education	-	-	-	5.481
Mother and child	-	-	-	441
Family planning	-	-	700	319
No smoking campaign	-	-	-	913
Total	3.390	5293	2.100	39.399

Source: QAF, 1986, 1987, 1988, 1989.

Consequently, the importance of this research is clear in order to measure the size of the community participation in the development programmes left by the government to have

the people plan it according to their needs through financial and technical support by means of national societies in particular QAF and its social services centres.

A. Purposes of the Study:

1. As we have seen QAF has taken a great interest in the development programmes for local communities which aim at developing, improving life conditions of the local communities and to increase the interaction between QAF and the local communities where its social services centres are located. QAF spends great efforts and money in these projects and programmes which raise the question on the rate value of these programmes and both the quantity and quality of the community participation and its results.

2. The reality of community participation in services and programmes that social services centres are offering.

3. Determine obstacles that face community participation against social services centres.

4. To judge the issue of community participation, its role and future.

B. Motives of the Study:

The motivation for carrying out this study arouse mainly from two considerations; one is essentially subjective and personal, the other is objective and of great concern:

1. Having worked in the field of social work with QAF in Jordan, my interest and the organization brought about the realization that the recent practice of the community development needs a comprehensive assessment and an account of its coverage and progress in Jordan.

2. The lack of empirical studies, has given more attention and greater priority to the subject than other areas of development. Furthermore, there were many factors that were bound to impinge upon any evaluation of the approach. One factor is the strong social demands of citizens and the need of the society to raise funds for the support of the social services centres as well as strengthen the social bonds, spirit of solidarity and co-operation between the beneficiaries and the committed social services centres. Moreover, it is believed that the

policy of community development plays a major role in implanting and emphasizing the concepts and positive attitudes of the individuals namely co-operation and self-reliance.

C. The Significance of the Study:

The significance of this study stems from a number of reasons:

First, it is one among few pieces of researches in Jordan which is concerned exclusively with the development and problems of community development and community participation approach, both on the theoretical and practical levels.

Second, its main purpose is to raise issues, questions and to indicate topics for further researches and studies on the subject in particular and of the development policy in general.

Third, both the policy makers and the academic researchers will perhaps benefit from this study, since many aspects of the present approach have been analyzed and discussed, and the need for further research also has been indicated.

Fourth, the study may also contribute to the international development of the contemporary practice of the community participation, as well as being used for co-operative purposes.

Finally, the study is intended to be as a source of information to measure the country's development capacity through NGO'S and as a guide for any further attempts to reform the development tools in Jordan.

D. The objective of the study: This study aims to:

1. Evaluate in an objective way the non-governmental organization experience in community development and community participation in Jordan throughout the experience of the social services centres.

2. To present a brief review of the development in policy through the 1980s. This covers the assessment of planning and implementation methods as well as examining the significance of the benefits yield with respect to the available resources.

9

E. Methodology and Procedures:

The study is conducted on social services centres known in the study as the Princess Basma Centres for Social Services in Tafilah, Madaba and Al-Mafraq cities. These centres are distributed throughout the various regions in Jordan, mainly, urban, bedioun and rural-bedioun areas. However, 40 beneficiaries for each centre are distributed on various programmes, such as childe care, Vocational training courses, health education and agricultural extension. Beneficiaries were choosed to be interviewed and filling the questionnaire. The total sample from all these programmes in the three centres is 120 beneficiaries. Another sample is related to women committees in these centres which entails 12 members. A third sample consists of 12 persons working with these centres as members in the local administration committees (LAC).

It is appropriate to combine both qualitative and quantitative approaches in order to evaluate the present policy of the community development and community participation in Jordan. The historical and the descriptive approaches will be considered in some parts of the study, particularly, those related to the assessment of the theoretical concepts and the elaboration of the early practice of the policy by some of the Third World countries. The main sources of information that are used for the collection of data and the preparation of this study include:

1.   Books, reports and studies; most books that have been written concerning the theory and the practice of the community development and community participation approaches by scholars earlier and during the last decades have been consulted. These include the main texts, journals, annual reports and discussions papers.

2.   Field experience; before the preparation of this study, I served in most of the centres involved in the social services as well as the main organization supervising these centres, namely QAF. The greatest value of this service, so far, was the opportunity to examine the procedures of planning and the implementation of the activities, and also to note the difficulties that presently obstruct the efficiency of the community participation approach in Jordan.

3.   Survey; in the present survey, a questionnaire and a personal interviews have been used so as to review the opinion of various groups which are involved in the administration and implementation of these activities. The questionnaire, as an exploratory exercise was designed to contain both factual questions and matters of opinions. Therefore, this questionnaire is constructed to include an open ended questions to stimulate ideas together with closed questions for obtaining more specific information. Each respondents has the freedom to answer without any influence from others. Also the respondents were given the opportunity to specify any additional opinions they might have had and to express freely their views and attitudes towards these activities.

One of the important reasons for carrying out this questionnaire was to identify some factors to be fundamental to the community participation approach and to use these factors as a basis for the evaluation and the assessment of the present practice of the community development and community participation in Jordan. The successful application of the questionnaire, however, has been revealed in many researches related to the social studies. The questionnaire is often the only feasible method of collecting factual information that is dispersed among numbers of a population.

4.   Personal interviews; the aims of the interviews conducted in this research were as follows:

a.   To ensure that the items of the questionnaire have the same meaning for all respondents.

b.   To obtain further information on top of that made possibly by the questionnaire due to the flexibility of the interview method.

c.   To reveal the opinions of the respondents concerning some aspects presumed to be neglected in the structure of the questionnaire.

The personal interviews used in this research were informal. The researcher, therefore, does not need to set a questionnaire at all but only a number of key points guided by the researcher who would free modify questions, explain them or add to them as necessary. The key questions emphasized by the interviewer were related to the following issues:

1.   The efficiency and effectiveness of the working staff.

2.   The quality of assessment and the developments in the theoretical concepts. It must be pointed out that the co-operation of the various groups consulted in this survey was remarkable. Most of the respondents were willing to give their answers because this was the first opportunity they had been given to express their views freely concerning the improvement of the community participation approach in social services.

F.   Statistical Analysis:

The analysis of the data collected from the survey is conducted through the use of the statistical package for social science (SPSSX) available at the computer centre in University of Durham. In processing the empirical data, the following statistical techniques were found to be more appropriate and relevant to the nature of our collected data; the frequencies, the use of the frequencies is to calculate a wide variety of descriptive statistics, e.g. the mean and the median, also the elaboration of each of those statistical tools is considered with more details during the process of the study.

This introductory chapter is followed by five chapters represent the findings of the field work and a general discussion of community development and community participation concepts and approaches depending on the experience of many countries in the Third World. Chapter two is allocated to discuss the experience of community development approach which was adopted by some of the Third World countries. This approach was aimed to improve the life conditions of the local communities in these countries. The origin of this approach is traced back to the British government attempts to develop basic education and social welfare in its colonies during 1930s. This chapter consists of a lengthy introduction about the history of the community development approach, definitions and objectives of community development approach, scope of community development programmes. It has also involved a case study aims to illustrate the Indian government experiment of community development approach. This case study is followed by section on the critique of community development programmes depending on the Indian and other countries experiments of this approach and finally a section taking the form of question: Can community development programmes be

successful? The content of this section represents the opinion of the researcher with reference to the general discussions elaborated on community development approach. Community participation as one of the most important elements of community development has been bypassed by developers who were responsible for the application of programmes and activities of community development. It was dealt with as one of the community development results; the people could participate when they feel that they will benefit from any proposed programme. As a result community participation became the major concern of many agencies and writers and received growing welcome by both the international and the national agencies. Since 1970s onward there is a great body of thought accumulated on community participation approach in which analyzing its components, constraints and promotion. So chapter three consists of the approach definitions, who will participate, government and community participation, local organization and community participation, community participation constraints and finally community participation promotion. This chapter is considered as a reference in analyzing the findings of the field study on community participation in the programme of social services centres in Jordan (chapter 4, 5, 6). The study involved three social services centres established by QAF as mentioned earlier, these centres are Princess Basma Centres for Social Services located in the cities of Tafilah, Madaba and AL-Mafraq. The analysis is set up to evaluate the effectivity of two attached committees (Local Administration Committees and Women Committees), in terms of their ability to achieve their stated objectives. The analysis also involved four major programmes offered by these centres; Child care programme CP, Vocational training course VTP, Health education programme HEP and the Agricultural extension programme AEP to measure their effectivity in terms of beneficiaries satisfaction and beneficiaries participation. While chapter five is dealing with the local community participation: Princess Basma Social Centres: Analysis. In this chapter the analysis is set up to analyze the role of the LAC members, WC members and the CP, VTP, HEP and AEP beneficiaries in participating in planning, implementation and the evaluation of the social services centres. The analysis will also involve the constraints of local participation. While part two of this chapter deals with the different administration, technical

13

and financial problems which are impeding the performance of these centres and community participation constraints and providing proposals to promote community participation in the areas where those centres exist. The conclusion chapter consist of two parts; part I involves a general issues that have been raised throughout this research with particular reference to the centrality of community participation in local programmes as an important issue in the development of social welfare in Jordan. While part two involves a discussion of certain ideas that would enhance the local participation towards the programmes and activities of the social services centres in future.

CHAPTER TWO
COMMUNITY DEVELOPMENT

A. Introduction:

As we have seen in the introductory chapter, community development approach as new movement has received special concern by the different agencies of the United Nations. It has established a special office for community development attached to the Division of Social Affairs. IN 1955 the Economic and Social Council has adopted a decision considering the commuinty development approach as a vital approach to achieve the social development in the Third World countries. Since that time community development programmes became a part of the of social development programmes in many countries of the Third World.

As UN reported, at the mid of the twenteeth century, roughly seven countries used community development programmes as a part of its national development programmes, ten years later 1950-1959 the number of these countries increased to reach thirty countries, besides other thirty countries initiated a serious steps in implementing community development projects, (Hasan, 1988).

This introduction is followed by sections on the origion, definitions, scope, critique of community development approach and finally the probability of having a successful community development programmes based on the massive literature on commuinty development approach. The origin of community development approach was traced back to the 1930s, when the British government utilized this approach to develop basic education and social welfare in its colonies. The following decade community development was aknowledged more as a method for speading up national development in many countries of the world. This was the result of programmes and projects set up in Asia, especially in India in the 1930s as well as Africa before the end of the Second World War. (Holdcroft, 1987).

Community development has been used to describe a general rise in the standards of living, in which the emphasis is on participation of people themselves, albeit, with the assistance of both government and non-governmental organizations. Work carried out under this approach has covered a wide scope of activities starting from the building of roads and dams to the running of community centres and literacy classes. This method has been devised to deal with the needs and problems of underdeveloped areas of the world. It is concerned with the provisions of the basic essentials, such as food, shelter and the means of a rising standards of living for rural communities. Community development focuses on the self-help and the participation in both planning and execution of the people who are being helped or developed.

The term of community development has concocted by the British out of their attempts to develop basic education and social welfare in the colonies for both political and economic purposes. Firstly, to nation build, encouraging democracy and local initiative in the newly independent ex-colonies. Secondly, to ensure economic development through increased

agricultural production. The question to be asked here is, what are the reasons behind this policy? The reasons can be stated as following:

1.   Certain nationalistic movements arouse in the horizone, as a result these countries adopted such policy to divert the peoples' attention from enrolling in such movements.

2.   The British government faced many criticism by the British puplic opinion for ignoring the development problems in the colonized countries.

3.   The United Nations deeply criticised the British government for being in such countries (i.e. colonized countries) without trying to initiate any developmental policies.

4.   It is a policy which was adopted by capitalist countries to stop the influence of communist ideas on the people living in undeveloped countries, and in particular to stop USSR from approaching these countries (Baily and Brake, 1975).

5.   The policy was intended to connect the economy of these countries with the metropolitan centres even after their independence through the encouragement of cash crops production which they badly needed. For example, the rice cultivation in India in Asia, and the cocoa plantation in Genna in Africa during the 1952s. This was in order to protect the interest of the British metropolitan centres as importers of these goods. It was a way to ensure the massive production of these goods and the steady supply to the western markets, (Macpherson, 1982).

These initial programmes were sponsored by missions and by individual initiative. From the 1940s onward, these programmes had to respond and to accommodate the new situation emerging because of these contries' demand for independence.

In 1948 the term community development was for the first time officially used in the context of rural development which latter came to be called the developing countries by the British Colonial Office. It was said that the process of community development intended to help British colonies in Asia and Africa to prepare for peaceful transition to independence by supporting the emergence of stable, self-reliant rural communities (Cohen et al, 1979).

The first large community development programmes were initiated in India in 1952 with the support from Ford Foundation and United States Foreign Assistance Agency. Thereafter, the concept was accepted by a number of countries worldwide as well as the United Nations. However, the diverse experiences which led to the formulation of the concept of 'community development' put more emphasis on social goals and functions and political objectives rather than economic development. Up until then, the prevailing ideology underlying the concept and approach of community development was biased towards social welfare and politics, with economic development allegedly having secondary priority. Community development was seen by the United States and the United Nations as a means to realize western style democracy, therefore, the long term objective of community development was to build stable 'democratic' nations.

In the light of this background community development was described by the United Nations and the United States as an organizational, educational and social action in, for and by the community. It was designed to encourage self-help efforts to raise standards of social and political responsibility. Economic development was seen as somewhat incidental to the basic political motive of community development. Thus, community development was political in an imposed way. It did not plan for evolutionary changes in the existing political and economic order, but aimed to maintain a 'status quo' in important respects.

According to Gulbenkian (1968), two factors emereged from this period of change and adjustment which can be said to have been largely responsible for the growth of community development as a field of professional work:

1.   "Old forms of government and fixed traditions of extended family and tribal pattern which had sufficed with little change in stable situation were incapable of dealing with the head for accelerated development.

2.   In order to achieve the rate of social and economic development that was required, it began to realize that the people must be educated and motivated to take some responsibilities for bringing about changes and achieving development goals, e.g.. improved nutrition, agricultural methods or sanitation could not be attained where traditional methods and superstition had persisted for generations, except where these could be changed through education".

B.   Definitions and objectives of community development:

The term of community development has several definitions, all these definitions concentrated on the importance of improving the peoples' living conditions throughout their efforts in ways that they choose themselves. The term of community development has grown out of the earlier concept of 'mass education', this concept was used by the Secretery of State Advisory Committee on education, in its report entitled 'mass education in African society'. This report has been published in 1944 which was taken as a stand point in the evolution of community development approach as an arm of government policy. The report showed that "the idea behind mass education was the realization of citizenship which began in a small units where common loyality and common interests are expressed in daily activities"(Colonial office, 1957). The emphasis was on the whole community as a unit to be educated. The aim was to get people everywhere to be aware of, to understand and take part in, and ultimately to control the economic and social changes which are taking place among them.

In 1948 the Cambridge Summer Conference on Africa Administration, defined community development as a "movement designed to promote better living for the whole community with the active participation, and if possible, on the initiative of the community, but if this initiative is not forthcoming spontaneously by the use of techniques for arousing and stimulating it in order to secure its active and enthusiastic response to the movement. Community development embracess all form of betterment, it includes the whole range of

development activities in the district whether these are undertaken by government or unofficial bodies. In the field of agriculture by securing the adoption of better methods of soil conservation, better methods of farming and better care of livestock, in the field of health by promoting better sanitation and water supply, proper measures of hygiene, infant and maternity welfare, in the field of education by spreading literacy and adulte education as well as by the extention and improvement of school for children. Community development must make use of the co-operative movement and must be put into effect in the closest association with local government bodies" (Colonial Office, 1957).

The Colonial Office (1957) which concocted this term for the reasons mentioned before adduced in 1958 the following definition to the community development" it is an idea of a positive approach to the handling of affairs which aim at developing the initiative of the individuals and the community, and at obtaining the willing participation in schemes for promoting their own betterment. It follows that all officers of government in adopting such positive approach accept the ideas underlying community development".

The above definitions for community development as well as other definitions which were formulated by the agents and the interested writers, contain the following ideas:

First, community development as a process is a potentially valuable approach to achieve the desirable goals of social policy. This movement is related to the rural community which is facing critical times due to overwheleming distruptive pressures.

Second, the desire and willingness of the people to change their condition of life, such desire and willingness would be represented in their initiative to participate to promote their own betterment.

Third, peoples' participation is recognized as the principle method of involving the people and securing their growth. It may be through participation in group discussions systemically organized, or simply by contributing one's share of labour in the community work (Jain, 1968).

Finally, the importance of technical assistance in stimulating the initiative, and active participation in community development whether taking the form of external or internal experts or they may take the form of equipments, such as machines, equiped models, films and so forth.

Community development as it is understood in Western Europe and United States of America aims to create indusrty mindedness amongest the ordinary citizens and community mindedness amongest the individuals, so that they could think in terms of the greatest possible harmony between industrial, economical, and organizational aspects of local community development and equal economic opportunities for the citizens of the community.

The community development approach implies the integration of two sets of forces making for human welfare, neither of which can do the job alone:

1.   The opportunity and capacity for co-operation, self-help, ability to assimilate and adopt new ways of living that is at least latent in every human group.

2.   The fund of techniques and tools in every social and economic field, drawn from worldwide experience and now in use or available to national governments and agencies (United Nations, 1955).

From the above arguments it is obvious that community development is an effective substantial strategy goes side by side with social justice and decreases the differences between the people. This process has a deep scientific ground as well as operational ones and it becoms quite an essential tool in developing and upgrading economical and social aspects in a given community. The cornerstone of this process is the community participation, however, applying the above process requires a deep understanding of the community. This is reflected in the agreement of the most political planners that no one can lead the development in the Third World to reach a hight level of effectiveness, unless there is an association of peoples' efforts.

It is a process in which the economic and non-economic elements interact orginally with each other, any attempt to isolate the economic elements and fit them into a hypothetical model of economic development is therefore unscientific.

Community development is mainly associated with the problems of rural areas. Its purpose is to improve their economic and material conditions and to arouse them from the apathy and fatalism of the centuries. (Gulbenkian,1968).

It is an essential approach to administration which uses special techniques of communication and works with groups of people in achieving the ends of both administration and technical departments.

Moreover, it can help the people to do what they can for themselves. It should link what it can do with any appropriate technical services that may be available in a given community. It should work with the local authorities and regarding their political framework whether it is an elected councils or representative of the provisional administration or a combination of the two, moreover, it should regard the individuals, providing them with a sufficient knowledge of such subjects as agriculture, hygiene and simple building projects to enable them to give elemantary guidance to the people in this field.

C.   Scope of community development programmes:

Around 1950, both Britain and certain international agencies started some national community development projects in several countries. These projects have been set up in Philippines, Iran, Pakistan, Indonesia and India. One of these projects became a prototype for many ambitious national community development programmes that is the Varamin plain project which was launched by the Near East Foundation in Iran in the late 1940s (Holdcroft, 1987). These programmes were generally small scale efforts. Cohen et al (1979), pointed out that

these programmes implied few implications for national development and little prospect for diffusing innovations of other communities.

By 1952 the most well known of all these programmes started in India with large scale funding from the Ford Foundation and the United States of America. India had a wide experience with community development more than any other country in the world. The leaders of India, Tagore and Ghandi had faith in the common villagers and small scale efforts. By the support of those influencial personalities rural community development activities spread to a large extent in the Indian villages. Thus, experiment and writings in 1929 on rural development in the Punjab, in addition to the work of the agriculture missionaries at various locations in India and elsewhere "these experiements provided the evidence that the rural people would respond and take the initiative when thay realize that they would benefit from community efforts" (Holdcroft, 1987).

Community development programmes were launched in the early 1950s, first in Philippine and then spread out to other communities in Asia, Africa and Latin America. Cohen, et al (1979), stated that between 1953 and 1959, United States of America sponsored several programmes in many countries, such as Iraq (1952), Afganistan, Egypt, Iran and Pakistan (1953), Lebanon (1954), Philippine (1955), Ceylon, Jordan and Nepal (1956), Indonesia (1957), Korea (1958) and South Veitnam in the early 1960s. The United State's policy was to send the experts and provide long term technical and capital assistance.

In 1960 United Nations estimated that over sixty countries in Asia, Africa and Latin America had community development programmes in action. Nearly half of these were implemented at the regional level with lesser importance (Cohen, et al, 1979).

" The United Nation and the United States of America approach to the community development focused on the initiation of comprehensive development schems in villages on the basis of what the village people perceived to be their felt needs" (Holdcroft, 1987). Community development programmes were initiated by sending a specialized trained civil servants known as a multi-purpose village workers to work in a chosen village. This strategy was inspired by the assumption that no government could offered or find the trained manpower, to place teams of specialists in every village. Hence, its aim was to supplement the regulative ministries and agencies with a special ministry or programme, having a cadre of multi-purpose village level workers (Cohen, et al, 1979).

The village level workers received a training courses in pre-services training for several months in community development institutions. Their task was to live and to work with the villagers in order to gain their confidence. They are supposed to guide and assist them in identifying their felt needs, translating their needs into development programmes and implementing them with the help of the active local leaders. Whereas the government personnel were in charge of organizing the community, helping it to identify the felt needs and to mobilize

the social action to raise resources and to involve people in providing for these needs (Cohen, et al, 1979).

Those village workers were supposed to have skills in a variety of subjects, such as organization and mobilization, similarly, in areas such agriculture, health, literacy and homeeconomic. However, in some areas which need technical skills, they were provided by technicians from governmental agencies. Holdcroft (1987), pointed out that "the village-level workers administrated 'matching' grants to villagers in which the villagers' labour and some locally available materials would be combined with grants-in-from the national community development organization in order to carry out village projects". These programmes and projects were administrated by a large bureacracy established at the national level as well as the local level to co-ordinate the rural programmes of technical ministries and regional offices, e.g. agriculture, health and education (Cohen, et al, 1979, Dube, 1958, Holdcroft, 1987).

The above is a crude sketch of the schematic of the community development programmes viewed from the prospective of the United Nations and the Americans. However, it is quite interesting to show the results of these programmes in one of the developing countries (e.g. India).

D. Case Study: India:

The Indian experiement in community development is known as a comprehensive self-help movement. This approach embracing education, health, drinking water, agriculture production and cottage industries. In other words, the peoples' programme depends on investing their energies, resources and labour for general social development, whereas the government introduces the technical support, some aid and financial assistance when it is necessary. This model is related to a belief that such efforts could change the attitudes in which it might create enough growth to solve the basic problems in the Indian community and transfer the manpower energy into capital and goods (Haqu, 1977).

Community development in India started during the British colonial period. The virtual implementation bagan in 1952, these programmes involved 100 villages with a population of 50,000. This programme had broad aims-improving life conditions in villages and promoting the process of cultural changes which is capable of transforming the social and economical life of the villages.

The programme served as a prototype for national programme in other countries where national community development efforts were being implemented. Usually a large new bureaucracy was established to administer the programme and to co-ordinate its components, implemented by various technical ministries and regional offices. At the field level, the community development activities were usually initiated by posting a specialized trained civil servent -the multi-purpose village level worker-into each village. The village level workers

21

were generally secondary graduates with several months of pre-service training in a community development institute. They were supposed to guide and assist villagers in identifying their needs, and translating these needs into action programme. For this purpose the village level worker was supposed to have skills in a variety of subjects ranging from village organization to technical matters of agriculture and supply of health services. These generalists were supposed to be assisted by specialist from central offices.

This approach attempts to establish new forms of organizations and to break with existing systems. The improvement approach has been successful in increasing levels of production, but it has two fundemental shortcomings:

First, it leads to reinforcement or development of socio-economic inequality in the rural communities, sometimes resulting in widening the gap between the commercial farmers and the poor peasants of landless categories.

Second, it is a slow-moving process which cannot be expected to produce quick return (Macpherson, 1982).

Long, (1977) inspired largely by Dube's study (1958) quoted a number of examples of the problems of the community development programmes in practice:

First, the plan to introduce production related to co-operatives encountered problems was found in many similar project elsewhere, as Dube shows, many people were hostile to this idea as they regarded these co-operatives as official ogranizations imposed from outside, moreover, they set up membership especially the leadership positions which were monopolized by persons of high social and economic status, the general people found the complex rules and administrative procedures tiresome and they feard to be involved in completed legal issue.

In this respect one should believe that when the people feel secure on their prosperities, life and freedom they will be more positive towards any idea or ideology which might arouse, moreover, it is evident that co-operative process should not be imposed on people, otherwise they will initiate and accept it voluntarily.

Second, the programme imposed five voluntary work days in a year from the local people as participation for community projects, the high class and upper-income groups were welcomed this action because they were the most beneficial, because this labour was used to construct the roads for the carts, and latter reducing the difficulties of transporting their export crops, and afford good opportunity to bloster their power through the organization of labour. Ultimately the poorer received little gain from this programme.

Third, the introudction of adult literacy classes faced some problems because this programme does not regard the customs of the community, they already accepted the value of education, but the programme used the same way that of school students in adult literacy classes. Another problem faced this programme was by women, according to the Indian customs, the wife must stay in her husband's house, achieving responsible status by having children, after having children she will find it difficult to participate.

These examples show how such programmes faild to meet the basic stated objectives, also the general programmes in term of successful projects were heavily biased to agricultural extension, so most benefits had gone to the most articulated farmers, while neglected those without lands. The result was the conflict between poor and rich members of the commuity.

Fourth, the excessive bureauctratization and inequal distribution of benefits were clearly recognized as the proximate causes of the failure, the bureaucracy served further to alienate the mass, particularly by its overt alignment with the rural elites, with whom after all shared the common attitudes and concern.

Finally, the failure of this approach was attributed to its diffused character, since it did not put sufficient emphasis on agricultural production which was considered to be a technical matter. It was that if production increased economic differentiation it leads to the emergence of more marked patterns of differentiation based on differential access to the new technology and facilites, besides its failure to affect the maldistribution of productive resosurses.

The previously mentioned experiement is considered as a prototype of governmental approach, however, one of the weak points in this approach is that it is not a consequence of the individuals demands. Therefore, it is not wise to impose it on them, bearing in mind that India was a part of British colonies, which carve in their (i.e. Indian) minds that any governmental initiative is an oppressive and exploitative means which profoundly affect the success of this approach.

As mentioned earlier, the most universal criticism to the Indian community development programmes is its ignoring to the agricultural production. The so-called "Green Revolution, Wheat in Punjab" in 1960 was adopted in an attempt to revive the community development approach.

Haque (1977), stated that, wheat yield in Punjab increased by 80 percent production by 200 percent and market arrivals by over 300 percent. The state agriculture income per capita trebled at current prices and soard 70 percent above the national average. This programme was controlled by influential farmers, set out seriousely to organize itself single mindedly to bring prosperity to the company. Through its shareholders the government from its side issued law and order to road building to this single purpose and no excuse for laps were tolerated and steerd allocation to scarce resources (fertilizers, streamlined the canals irrigation system, encouraged the private tub-well constructions, electrified the villages, constructed roads, encouraged the researches and produced trained manpower, organized the services and streamlined the administration to provide a single system of command). The so called Punjab model was not initaited in the rest regions of India excluding some neighbouring areas. This model might represent a good example of the advantages of the technology in increasing the growth in any given field. If this type of production achieves self-sufficieny at the state level, it would not be necessary to generalize such programme elsewhere at least with the same magnitude. It would be possible to motivate other regions to produce other crops in order to

23

achieve the principle of the integration within and between communities of one state. It would be more useful to motivate the private sector, particularly those who posses the possibilities to adopt the same manner.

Unfortunatly, this attempt in spite of its success regarding the amount of wheat production, enabled the landowners to monopolize the complementary inputs, such as irrigation, fertilizers, insecticides, credit and agricultural extension facilities which are essential to succeed in this enterprise (Hall, 1986). Also the most successful farmers have been able to expand their landholding at the expense of the less commercially abled, generating landlessness and rural unemployment, finally increasing the flow of migrants to the cities.

E.   Critique of Community Development Programmes:

Initially, by 1960 most of the Third World countries which were enthusiastic to community development approach had terminated the community development programmes and projects. By the end of 1965 these programmes were completely terminated. Holdcroft (1987) as well as Cohen,et al (1979), contributed the termination to:

First, the leaders of the host countries as well as the donor agencies found this approach ineffective, it failed completely to achieve the stated goals regarding building stable "grass root" democratic institutions, improving the economic and social conditions of rural people, which resulted in the lack of support by people who were expected to reinforce and sustain this approach.

Second, full dependency on the foreign aid, more specifically the United States of America. As mentioned before the American agencies, namely the Foreign Aid Agency, spent around fifty million dollars in support of community development programmes in thirty countries. Almost 50 per cent of this support was allocated to finance community development programmes in India, Pakistan, and Philippine. These programmes were deeply affected when United States decided to cut down their support. The number of countries receiving this support was reduced from twenty five to ninteen at the end of 1960, and community development advisors were reduced from one hundred and five to sixty eight. It is obvious that most of the community development programmes were either terminated or reduced by the national developing governments (Holdcroft, 1987).

Third, community development programmes failed to affect the structural barriers to equity and growth in rural communities, but they accepted the existing of local power structure. Moreover, the community development workers worked to reinforce the economic and social positions of the elites. Actually, by doing that they neglected the majority of the people.

Fourth, community development programmes neglected the role of women in participation. The assumption behind this is that their husbands' participation represent them as well as the whole family.

24

Fifth, community development approach gave the priority to social welfare and basic infrastructure; buildings, roads and so forth, while ignoring the economic goals.

Sixth, community development approach was not initiated by the local people themselves, therefore it does not reflect their desire to bring about the change in their communities. What actually happend that it was imposed upon them by externals.

Seventh, community development approach is initiated by the colonial countries who experienced many ways to exploit the colonized people efforts and natural resources in favour of its own, who adopted the policy of deprivation from education, health, compulsory military service, taxes collections, imprisonment and exile with the local people. This oppression made any step by the colonial under suspicious, therefore, community development has been understood as a new means to further exploitation.

Eighth, community development was not initiated for the sake of the colonized people, but it hides a political reason for the colonial countries among those the attempt to prevent the emergence of any radical leadership in these countries which may create threat to their interest. This is a clear contradiction to the alleged object of community development as being a means of expanding the western democratic life as ideal style to eliminate the aspects of oppression. While they were responsible for enhancing this system through the use of the central administration during their colonization of these countries. Another reason is to build a barrier to prevent the expansion of communism.

Nineth, As a result any attempt by the national government towads community development is also understood as an attempt to exploit them, because they believe that such government is an extention to the colonization, and without the colonial agreement these national governments would not take over the regime.

Finally, community participation was considered as a pre-condition to ensure the success of these programmes and projects, while there was no attempt to educate the people before and during the implementation of these programmes, at the same time, the multi-village workers who were in charge of carrying this task were disqualified due to the lack of experience.

In this respect it is worth representing one of the successful programmes from the past experience to show how can people accept any suggested ideas, when they realize that such ideas could put an end to their suffering, and to show the effect of successful administration, planning, supervision, and high qualified managers. Moreover, the importance of education through the massmedia, and its role in awakenning the people, Finally, the relevant technology in improving the quality of work.

The following example is one of the Indian agricultural development programmes. The Diary Industry programme in Gujart which was initiated in 1947. Haque (1977), stated that the Anad Milk Union Limited (AMUL) was founded to put an end to the exploitation of the private milk traders to producers. AMUL used the piece-meal model started with few hundreds liters of

milk collected from eight societies, AMUL has grown into an agro-processing co-operative gaint which collects 600,000 liters of milk every day from 240,000 farmers, organized in 840 villages, the membership of AMUL reached 500 members 37 percent of the producers accounting for 23 percent of the milk are under 5 acres in size, 87 percent accounting 85 percent of the milk hold under 10 acres, they illustrate that the benefit occurs to the small farmers, so in order to boost the production they adopted an artificial insimentation and veterinary services and supply of high quality concentrates and folder development programme. The AMUL employed 300 professionals in animal husbandary section alone, and has further trained local boys for similar function in each village society. Education of the extension staff and the farmers in constant actively of the union as a long term investment in people, they also organized a group visits by women who look after the animals to the processing plan and use the opportunity to acquaint them with family planning methods, they also published a monthly vernaculer news letter and send it to all members.

This programme represents the reformest approach which has been based on precised strategy aimed to achieve the benefits to local by encouraging the co-operative principle between the producers to organize themselves against the exploitation of the traders, to ensure equaitable distribution of income to members and to help them to convert their efforts and labour to value.

F.   Can community development programmes be successful?

So far, as mentioned earlier that many countries in the Third World had terminated community development programmes, because of its ineffectivity to bring the expected change. In the same time, there are certain countries still applying such approach.

Community development as an effective process to accelarate the progress whether in the rural, or urban communities should put emphasis on the genuine participation by the whole community, individuals, groups and institutions with a genuine existence of integration and co-ordination in order to make it vital and effective as well as to ensure the continuity of this process, we should deal with the main resource to this movement through the process of awakening and educating the individuals with its goals and objectives. Before any attempt to design community development programmes, the following suggested procedures are worth bearing in mind.

1.   Non-formal Education:

Education as an important part in this process is based on the awarness and the ability of the individuals to realize the necessity of this element, not only for illetrate persons, but also for the literate.

If the people were to be made self-reliant, their education must be emphasized within the development proccess. For the development programme to succeed, there has to be a definite

change in the way people think. The people have to be motivated and must function dynamically in the development process, which later lead them to self-reliance.

We should consider the education as a vital part of prepartion, to motivate the individuals in any community to promote their participation in the development. In the community development the emphasis should be based on the importance of changing the attitudes of people, otherwise community development which aims to create the progress, upgrading the communities and preparing suitable ground to absorb the technology will be a burden upon the society itself.

Moreover, community development is considered as a basic requirement to bring about the material changes. To achieve this, it is necessary to understand the local environment with all its elements; community, human and the external environment, above all the understanding that the community development should involve all its dimentions regarding the human, the society, economic, social, culture, education and health ...etc. The focus should be on its nature more than the general dimentions. Communities might resist such change to conserve their own criteria which remains for a long time defending it spontanously, because they believe that such criteria is a part of their culture.

A good example was mentioned by Dube, (1958) from the Indian experience programmes, shows how the peoples' beliefs influenced the success of these programmes. To change the attitude through education it will take a long time at least two or three generations, but latter we will get the advantages. The attention should be drawn to the values which have a strong effect whether it is related to the family or clan which was recognized for along time and seemd to be harmonious with the collectivity behaviour irrespective to their quality or effectivity. These values should be substituted and replaced with more effective ones, more capable to accept the change. To change them we need to improve the individuals' capacities, skills and knowledge in order to enable them to control their problems in addition to assert the positive dimension and providing them with suitable skills.

Individuals should have a wider view to realize the benefits they could bring to their community by accepting this technique. They should have the knowldege, ability and a positive values to accept the scientific achievements. They must use and adopt the advantages in order to be able to work co-operatively with their partners. The change of their values consequently influence their attitudes which is an essential requirement. Individuals should believe in community development as a manner for planned work which use all the local environmental resources to achieve the favourable golas. Throughout this understanding, education should involve all the community components , men, women, and children, in this case it should consider the family nature to create the loyalty feeling in collectivity, the members can participate up to their best to get the advantages of education in the whole community without any exception. Through education we can help them to understand the nature of their communities and its possiblities, the material, the human and their utility to attain the aims of

27

improving the life conditions in its all forms. It can help them to believe in the necessity of modern science and the advantages of technology as the best requirements to achieve the development process. It can create in them the believe in human capability to realize the different dimensions of his or her life and how these dimensions will be in future. Through education they can realize that community development strategy is aiming at giving the communities a technique for making the social change as effective as possible.

It is true that extension and the technology of change are very important in any development programme (Karunarate, 1976). Education for attitudinal change is an essential pre-requisite to sustain the adoption of any new technology to acquire the ability to incorporate the individual's behaviour into a nationally of increasingly large scale specialised units of collective actions which are necessary for development and widespread use of increasingly productive technology.

Education can help the individuals to realize that community development is a concept and strategy that could be utilized in planning and implementing development programmes. They can realize also that community development is not a particular type of development programme in itself, but it is a multidisciplinary in character, and could involve the sum total of all the development programmes in a country. They can realize that it is purely a strategy (Karunarate, 1976).

This process should be undertaken by the massmedia through the TV programmes, broadcasting, newspaper and by the institutions which exist in the community in order to stimulate the people to take interest in the real issues they face, serving the community and enabling it to do so and to create more constructive and aware attitudes. Dube (1958), pointed out that by education people can accept any programme set up, moreover to realize its value in order to generate in them a habit of democratic, co-operative action and to encourage them to participate educationally within the development process and consequently could have clear picture of the function of the programmes.

Successful community development will bring about the change in attitudes towards desirable ends, persisting to the point where the community can be said to appreciate its social obligations and responsibilities. Success in this direction depends on how far the experience gaind and lessons learned by common effort have influenced each individual to realize his or her own needs and problems in relation to those in the community, also on his or her willingness to take part in and accept responsibilities to improve the conditions of the community as a whole. It has to use all the means available to him or her to help the community to reach a stage of progress where initial projects are maintained, used and often expanded.

Experiement in the field of technological change and rural community development in many underdeveloped areas of the world have brought into focus the importance of cultural factors in the acceptance or rejection of the programmes of directed change sponsord by external agencies. There has been a growing realization among rural extension experts and

technical assistance workers that even some of the less involved technological or economical innovations have latent culture and social dimensions that need careful consideration if the success of these programmes have been assured.

The emphasis should be laid on adopting modern technique to the culture and the values of the community in which the programme has to operate. So far in devising action programmes of community development, especially in their educational aspect, it is necessary to keep in mind the cultural factors which virtually influence their acceptence or rejection by the people. Many projects were rejected not because the people are traditionally minded, conservative or primitive, but because the innovation in all their ramifications do not fit into the total cultural setting at the community.

A balanced and critical evaluation of the innovations and mechanism of change in these societies togather with the analysis of the cultural determinants of acceptance and rejection can provide frutiful insights toward better planning and execution of development programmes (Dube, 1958).

If the people can realize that this method is practical and profitable, they are likely to respond more readily. Community education is also viewed as an effective instrument to inculate in their ascense of intimate partnership and to demonistrate to them with concrete resulte that human mind is capable of acomplishment.

2. Co-Ordination:

During the implementation of the previous procedure (e.g. non-formal education), planners of programmes should contact other agencies interested in community development in order to co-ordinate their efforts and to introduce their inputs. The co-ordination process can prevent or at least reduce the rivalry between the organizations or agencies working in the same country or community in order not to affect the quality of the work, moreover, to avoid the contradiction of programmes. "The concept of integration approach in the context of community development, particurlarly in rural development means an integral approach in the sense that it is a highly structural and systematic exercise in which all components in the system of development can be understood as important and appreciated for the part which they play individually and collectively. In this sense the concept differs from the harmonization of plans and the co-operation of various agencies, it also has significance for the co-ordination of rural development plans" (Belshow, 1973). The co-ordination process can help in the following:

First, the programmes are performed in systematic sequence.

Second, it avoids delys, interruption and omissions.

Third, it ensures adherence to schedule, policy and objective.

Fourth, it avoids conflict, clashes and differences in opinions.

Finally, it speaks team spirit and co-operation among the employees.

Integration and co-ordination do not necessarily mean the physical incorporation of different agencies, but they mean the incorporation of the similar programmes in the same area, such approach definitly saves time, expenditures, reduce the pressure on local resources and gives more importance to the quality of service rather than the quantity, in doing so we can avoid the despersion of the people efforts in the local commuity. Moreover, it encourages and sustains initiative and participation. Co-ordination does not encourage the initiative only, but also in the provision of any service it is efficient and powerful, in this case the co-ordination process is required.

Co-ordination must be established on the level of different agencies carrying out the same tasks, or between the government and those agencies whether external or internal ones. Both the integration and the co-ordination are necessary in planning, transportation, supervision, implementation, and carrying out the researches. The effectivness of both processes to a large extent on the proper implementation of any programme, between those who are responsible for the execution at the administration level and field workers, on one hand, and the beneficiaries on the other hand. Integration and co-ordination are very important procedures, they must be the main concern of both administrators and field workers. Both administrators and field workers must be qualified enough to know how to encourage the initiative and how to stimulate the people to co-ordinate their efforts, in order to achieve what they expect them to do.

3.   Programming Process:

The programming process is the most important stage in community development process. So it is necessary before starting this stage to prepare an intensive information about the community which undergoes through development. This information should cover all the community elements whether it is human resources, or material resources of the community. So one should conduct research to have information available about agriculture, industry and utilities of the community in order to help planners to be aware to design a specific programms. Programming exercise is the most crucial part of the system for any given project or programme.

The concept of community development should be clear to be utilized to make the programme more effective, this concept should never have lost within the community development workers or intensified development pgorammes. The programme or project should be designed to deal with problems of unemployment and poverty and consider them as a purpose in themselves, and it must seek solution for them. The objectives of any programme must be very clear to the planners and those who are responsible for implementation as well as the beneficiaries.

Programming involves agreeing to what has to be done, and who is responsible for doing it, and when each operation should start and finish. For any programme if it is to be

successful in carrying out its function, the functions themselves must be closely defined (Oyuqi, 1973).

The programme size should be restricted to coincid with financial, population and with their expected increases. The relationship between the size of any programme, the type of development, and the nature of the services will help in deciding upon the optimum size of the programme and will avoid the need to have a second and a third phases of assistances (Amin,1977).

In programming process the fact which one should bear in mind regarding the successful programme is the planning and administration machinery. Planning in general represents the part of programme which sets out the work to be undertaken by the government. It is clear that it will not be possible to create more useful programmes until more data are available which is related to the existing pattern of resources allocation and resources utilization in the different sectors. Such resources, money, manpower and facilities are being utilized and just how effective are these resources in reaching the whole of community population. These information should be in the hand of planners in order to help them to estimate the expenditures of any programme and drawing their attention to be aware in handling any unforeseen problem which might emerge during the implementation process.

In programming process the responsible or the co-ordinator should give a chance for the staff members who are directly concerned with the implementation stage to join and to participate in programme designing. Also the same chance should be given to the person from the headquarter who is responsible for the necessary fund release. All those who are in charge of any operation must take part and be allowed to speak freely, contribute from their exeprience and raise objectives where appropriate without fear, discussing the objectives of the project. They must share the responsibilities for each operation, in addition to the duration of each operation and the completioned factores. Any programme must be concerned with the activities which indeed meet the needs of the people whom it may serve.

G.   Conclusion:

Community development movement was seen as an essential instrument to establish democratic decision-making institutions at the local communities level. It attempted to mobilize the people to improve their social and economic circumstances through taking a variety of development programmes. It was accepted by several governments in the Third World countries, and they hoped that it can create the opportunities to achieve the national development.

Unfortunatly, the community development approach with its past strategy failed to achieve the attainable objectives. Actually, until about the middle of the 1950s-1960s, the adoption of this approach became less likely due to the following reasons:

First, the growth of large bureaucracies and substantial proportion of the available budgets which were spent on the administration affairs, such as salaries, transportation and other items which do not benefit communities directly.

Second, the community development workers were inadequately trained to help the community to improve their material welfare as well as their lack of technical skills which communities require if they are to improve their health, education and so forth, and to undertake the construction projects.

Third, the community development programmes were promoted on a haphazard basis by poorly funded ministries of social welfare.

Fourth, corruption, maldistribution and inefficiency were rampart and after it seemed that the only beneficiaries of community development were the workers and the officials who staffed the creaking community development bureaucracies.

Fifth, community development programmes identified specific groups of community population and concentrated on them whereas, neglected the majority.

Finally, the absence of community participation, was viewed as one of the expected results rather than an indicator of programme success. Midegly and Hamilton (1978) pointed out that the growth of the bureaucracy and the existence of national community development policies and programmes, local communities do not have the power to decide on the types of projects and programmes best suited to their needs and requirements. The decisions were increasingly taken by assistant administrators and politictal leaders who have little understanding of the local conditions and the community aspirations.

Unfortunately, this approach has failed to achieve its goals despite its expansion all around the Third World countries. The achievements were simple and less than hopes. The full dependency on the foreign aid particularly, USA and the lack of qualified social workers have played a major role in the failure of this approach.

By 1965 this approach was abandoned by most of the Third World countries. The alternative community participation approach has sprung out from community development. Despite the clear mention for community participation in the definitions of community development and the agreement of all those concerned writers on its importance as a pre-condition for the success of community development programmes. The community participation was bypassed by the developers who were responsible for the application of the programmes and the activities of community development. They considered it as one of the community development results, they believed that people could participate when they feel that they will benefit from any proposed project. Community participation as new approach emphasises the importance of the people's involvement in every item of any proposed programme. There are some writers who believe that community participation would give every one in the community a voice in development decisions, access to productive assets and a share in developmet gains. It is a multi-dimentional process which varies from one area to another in

response to particular circumstances. It has became a major concern for the different UN agencies, such as ILO, WHO, FAO, IFAD and UNESCO. Oakely and Marsden (1984) stated that there are some who set up particular bodies to explore its dimensions. UNRISD has devoted a major branch of its research work to a popular participation programme. The increased concern in community participation approach explains the disappointment of those who were enthusiastic to the community development approach achievements. (i.e.writers, sponsored agencies and hosted countries). In 1976 the ILO sponsored the World Employment Conference (WEC) identified the issue of " basic needs" and the crucial role of participation in such a strategy. It has launched its participatory organizations of the rural poor programme in 1977 and has already produced a number of informative studies. In 1978 the WHO sponsored Alma-Ata Conference similarly stressed the importance of participation in extending primary health care and providing health for all by the year 2000. Outside the UN system the promotion of participation has became a major plank of the activities of the non-governmental organizations (NGO'S) in their shift from relief and improvement efforts to the support of efforts to tackle what are perceived to be more fundemental problems of the lack of access, assets and voice.

The following chapter is dedicated to the analysis of the concept of community participation, who will participate, the role of both government and local organizations in community participation. The role of local organizations will be examined in action on chapter four and five through the QAF's social services centres experience in Jordan which represent the core of this empirical study. The last two sections are set up to discuss participation constraints and provide proposals to improve the community participation. Such proposals could also be considered as refernce to chapter four and five.

COMMUNITY PARTICIPATION

A.   Introduction:

As illustrated in chapter two, in 1977 onward community participation approach has became a major concern for many agencies and writers all around the world. However, participation is seen as an important and a growing element in community development if it could be meaningfully employed in development process, success would be ensured.

As Wolfe (1982), stated that much of the literature on participation views participation as the missing element in the development process, a tangible input which can be physically employed in community development. Tracing the development of the term participation, one can notice that it was adopted by the different groups during the human history. Recently, this term has been adopted by writers who are well concerned with the social development. The term now is used in many fields (i.e. politics, economic, education). Politicians always use this term to describe the active participation of the people in political decision-making. They argued that participation is meaningless unless the people who are involved have a significant control over the decisions concerning the organizations to which they belong. Economics consider this term as an instrument which is to be used by the poor people in terms of equaitable sharing of benefits of social development programmes.

Apart from that the community participation is considered as a new approach to mobilize the people to participate in planning, design, and implementation of projects and programmes, it is connected with the previous community development approach, both are considered as a vehicle to achieve the national development. Community participation approach as well as community development approach are not only goals of social development, but rather an integral part of social development. Community development may succeed if people participate fully in the decision-making process which affects programmes prepared to improve their conditions. Midegly (1986), stated that the ideology of community participation is sustained by the belief that the power of the state has extended too far, diminishing the freedom of ordinary people and their rights to control their own affairs. The idea behind the community participation notion is that the poor and the oppressed should be mobilized not only by the external agents, but also by the local agents, and they should be encouraged to participate in decision-making for social development.

However, the failure of the past community development strategy is attributed to the absence of community participation. The assumption was that the programmes will then bring about the participation by its very action. Community participation was viewed as one of the expected consequences rather than being a prerequisite for the programme success. Community participation may be considered as a means to achieve other goals:

34

First, it could be a means to promote the acceptance and the use of new idea or new technique.

Second, it could be a means in co-operation in the economic field, either in the form of occasional working party or in the form of permenant organizations.

Third, it could be a means to promote self-help processe, in this respect it may mean a contribution by the people towards meeting the costs of a project, or it may mean an increase in their capacity to sustain a joint economic activity and promote other activities. Self-help may mean the establishment and maintenance of members of an association of a set of rules with regard to contribution and rewards.

Finally, community participation may mean the acquisition of political power, either through the mobilization and creation of interested groups or through affiliations with a political party (Galjart, 1987).

B. Definitions:

Throughout the revision of the literature on community participation there is a general consensus among the writers on the importance of community participation in achieving the favourable redistribution of the benefits of development, but also there is no consensus exists as to what is meant by community participation while the numerous definitions reflecting the ideological range of interpretation of development and different approaches to planning. Despite this fact, there is some unanimity between few writers about the difficulty of forming a universal definition of community participation, because of the flexibility of participation concept. Oakely and Marsden, (1984), Samuel (1987), argued that community participation may be considered as a goal in itself, this means that people have the right and duty to participate in the execution of any programme or project which profoundly affects their lives. To achieve this goal it requires the achievement of social structure changes at both demostic and international levels. However, the strategy of development from below assumed that participation is not only a goal in itself, but also a fundamental pre-condition for, and a tool of, any successful development strategy.

Many definitions of community participation draw on United Nations resolutions which were adopted in the early 1960s. One definition of this kind was formulated by a group of experts appointed to discuss community level action in community participation. It defined the community participation as : "The creation of opportunities to enable all members of a community and the larger society to actively contribute to and influence the development process and to share equitably in the fruits of development" (United Nations, 1981).

Since we mentioned before that there is no universal definition to the community participation, it is better to present some of these definitions which reflect the divergent perspectives which themselves reflect the dominant paradigms of development thinking.

1.   The Economic commission for Latin America (1973) has offered the following definition "Community Participation is considered a voluntary contribution by the people to one or another of the public programmes supposed to contribute to national development but the people are not expected to take part in shaping the programme or criticising its content".

2.   " Community Participation includes the peoples' involvement in decision-making process, in implementing programmes, their sharing in the benefits of development programmes and their involvement in efforts to evaluate such programmes " (Lisk, 1981).

3.   " Community Participation as a mean to sensitise the people, and, thus to increase the receptivity and ability of rural people to respond to development programmes as well as to encourage local initiatives" (Lele, 1975).

4.   " Community Participation means that people, who have both the right and duty to participate in solving their own health problems have greater responsibilities in assessing the health needs, mobilizing local resources and suggesting new solutions as well as creating and maintaining local organizations" (WHO, 1982).

It is obvious that all the above definitions lack particularity about the nature of the programmes required to promote the participation. Similarly, the concept of people is more general. Who will participate? The whole people in the community whether it is village, neighbourhood, district, urban or the poor people? One may argue that these sections of village or neighbourhood that are the most deprived should be mobilized for participation. Others may believe that the whole community should be involved. Hollnsteiner (1982), argued that the peoples' participation refers not to everyone in an identifiable community, since local elites already have a strong voice in decision-making but rather to the poor majority with little access to resources and power.

Another element in the community participation definitions is the emphasis on the self-reliance in participation, if people participate in the execusion of programmes or projects such participation builds up self-reliant and co-operative spirit in communities which make them more capable of dealing actively with their problems. Midegly (1986), argued that community participation has two forms: the coerced participation and the spontaneous participation. The latter form " came closest to an ideal mode of participation as it reflects a voluntary and autonomous action on the part of the people to organize and deal with their problems unaided by government or other external agents". The community participation is achieved when programmes which are desired and utilized by the community are effectively sustained by them after all external support has been phrased out.

Perhaps the community participation appears to some writers as an effective tool which can be applied to community development programmes for widening and redistribution of chances to take part in decision-making process encompassing all the aspects of learning, research analysis and debate which may preface and influence the formal choice of policy or action and the contribute to the development and benefiting from its fruits.

This issue will be discussed in the following section by dividing the target groups into several categories according to their social status.

C.   Who Will Participate?

Since we are dealing with the peoples' participation, it is illogical to exclude any category because of its good conditions. The involvement of the whole people in the community to participate should be considered, in order to avoid any attempt of corruption by those who were being excluded.

1.   Local Poor Residents:

It is worth asking, do the poor people function the participation by themselves? Some may argue that the poor people have the capacity for participation and they can organize themselves, but they require the help of the skilled social workers to enable them to mobilize support and inculate an attitude of confidence and co-operation and teaching them how to interact with external agencies.

Why did, the agencies which sponsored the community development programmes attribute the failure of these programmes to the people and accused them of being apathetic and indifferent to development issues? We should realize that communities practised community participation before the recent notion of community participation. They participated in several ways in harvesting the crops, cultivating the lands, building houses, celebrating marriages, participating in funerals and so forth. They have an inherent capacity for participation, but what they actually need is the confidence in the quality and effectivity of such programmes they assumed to take part in. They indeed need to be given a hand whether by the external or internal agencies more specifically, they need the help to increase their income by directing projects benefiting all of them. The failure of community development programmes should be attributed to the top-down approach and to the centralized administration, moreover, to the aligned of the development workers toward benefiting the elites. The failure should be attributed to the planning process because it dealt with the participation as a secondary demand, and assumed that it could be easily achieved by implementing the programmes. It did not deal with this active process as a necessary element to ensure the success of the programmes rather than consider it as result of the programmes.

The ability of the poor people to participate to improve their conditions is considerable. Hakim, (1982), argued that " the poor people know what they require to satisfy their interests, meet their needs and solve their problems". Midegly and Hamelton (1978), argued that the people in the community are not disinterested in development, they can undertake co-operation projects without any external assistance, they are capable of spontaneous participation.

37

2 . Local Leaders:

The importance of the local leaders comes from their role as acknowledged spokesmen for the community or for their own particular group. Local leaders whether they are elected or appointed, formal or informal, traditional or modern are not civil servents or carier bureaucrats but they hold their position through the communities' acknowledgment of various combinations of their status, wealth or authority (Cohen, et al 1977). Local leaders whether they were appointed by the government, and at the same time receiving remuneration from the government or elected by the local people themselves, their task is to act as mediators between the government and the people. Regarding this fact, their participation is crucial in the community development efforts.

Local leadership may vary from one community to another. According to this fact the local leadership may has several forms. Cohen, et al (1977), suggested the following classification for the local leadership:

First, clan leaders or similar leaders of other kinship grouping.

Second, religious leaders, such as Priests, Ulamas, Bonzes and Gurus.

Third, professionals such as teachers, midwives or doctors.

Finally, local notables persons having influence over others due to their wealth, status or power. In addition to the above local leaders there are another category such as associations heads who chaired the local organizations whether they are formal or informal even if they were elected or appointed and have some influence in the community, at least over the organization members. These are:

First, co-operative or credit unions.

Second, farmers, women or other sectoral associations.

Third, trade unions, mutual aid societies.

Fourth, ethnic associations.

Fifth, religious associations or brotherhoods,fraternal, social or service clubs.

Finally, community actions or improvement associations.

In any community there are governmental officials, those officials who occupied positions endowed with authority that is either traditionally dervied from the community itself or formally delegated from the state. These may range from the community headman or elder to the legally constituted ones of municipal mayor, tax collector ...etc. The potential local leaders can be easily elected by the community workers throughout the periodical meeting which might be held to exchange the views and the opinions of the people in the community. The experience had approved the effectivity of the local leaders in removing barriers between the social workers and the local people in several countries to implement certain programmes. This fact is illustrated by a programme at Gandhigram town in India, Omran (1974) reported that the local leaders in that town have been used to arrange for necessary three visits of the health worker to immunize children of villages. The local leaders have decided that the programme was

38

necessary for their children arranged to find the children who needed to be immunized, educated mothers on the necessity of immunization and worked out the time and the place for the visits by the health workers. As a result, nearly 85 percent of the eligible children received all three necessary visits.

Working with local leaders can help in mobilizing the people to promote community participation. The relation between the community workers and those leaders should be strengthened in order to benefit from their efforts to implement the projects, activities as well as the programmes of community development. Why do we emphasize the importance of working with local workers as well as local leaders? The answer lies in the fact that both of them are members in this community, both of them are the target of community development programmes. If they do not realize the importance of the change, the outsider persons will not do any thing towards changing their situation.

Since we argued that if the real development is to be achieved the local institutions should be changed, therefore, traditional local leadership is one of these institutions which requires an effective tactic on the part of the emerged leaders and social workers to influence the structure of the traditional leadership without causing any confrontation with them. If the latter are unable to participate by the time, a direct confrontation with them might lead to a conflict exceeds to their fellowers if they do not realize the intention behind such a change in the structure of the traditional leadership. It would be better if they could persuade the traditional leaders to work with them otherwise they can neutralize them if they are unable to participate by their times. However, they can replace them with the emerging leaders. Midegly (1986), argued that, the community workers should try to convince the traditional leaders to give up for the sake of the majority, or trying to integrate both traditional and new leaders in the decision-making bodies, and in this way build a coalition of interest that unites the different faction.

It seems to be that several writers are unenthusiastic to depend on the new leaders to mobilize the people towards the community development participation. Midegly, (1986), Hakim, (1982), argued that the full dependency on those new leaders may be associated with a high rate of the failure of projects. Also this process may enable them to create a new elites, when they feel the power that goes with the leadership. Karina, (1982), stated that "this posses certain problems since few leaders use their power for personal ends and try to maintain this new found status by employing the same techniques that traditional leaders use". Local leaders are more capable of understanding the local peoples' needs, they could realize the importance of improving their life conditions. By employing the local leaders, definitly, the people confidence in the quality and the effectivity of the community development programmes might be increased, moreover, the self-confidence on the part of the people could be strenghened.

Local leaders whether they are traditional or emergent are more likely to promote the community participation. Vengroff (1974), in his study of Botoswana, did not find difference between traditional leaders and modern local leaders in completing local development projects.

Miller (1968), in his study of Tanzanian experience, " where chiefs were officially dethroned in 1963, that their influence did not end, and the government often appointed them as local officials because of their effectiveness". This led him to view traditional leaders as indispensable bridges between the community and the government.

Local leaders have the ability to persuade the people to adopt new ideas, new techniques as well as the innovations more than the external agents. This will increase the opportunities to the community workers to deal with all individuals in the community.

3.   Local Elites:

Why Writers always show certain caution towards the participation of the elites while dealing with community development issue? Having elites in every community is a solid fact, that no one can deny. This fact, should be accepted as part of this community. Either government or community workers can not ignore this category or deprive it from participating in the community activities. According to Cohen, et al (1979) local elites can be classified according to:

1.   The structures on which their position is based.

2.   Resources bases from which they derive power and advantages. In any local community elites can be easily identified according to the following:

First, the wealth which enable them to have control over economic resources, such as land, capital and labour. Landlords, big merchants and moneylenders can be classified under this category.

Second, social status which might be identified by the family or clan able to command deference from the others, such as aristocracy or ethenic hegemony.

Third, the education which can enable the individuals to be qualified to perform as professional role, such as doctors, engineers, lawyers and so forth.

Fourth, political influence, having services and goods to distribute to loyal fellowers, such as local bosses ...etc.

Fifth, political authority, coming from recognized positions of power in the community, such as headman and other local officers.

Sixth, moral authority, being regarded by others as deserving obedience, for example, religious leaders or elders...etc.

Finally, force, having control over the use of power against others, for example, military commanders, police chief, brigands and so forth.

These categories have the ability to influence any decision may be taken, even if they were neutralized or neglected. Their influence may go through their supporters who have associated interest. In any community this category may have various forms, such as political elites, religious, economic and military. If all of these forms or at least two of them exist in one community, then the conflict between them will be enviatable, since each one of them always

trying to keep its interests. In such cases the community workers for participation can make use of this conflict to acheive influence and involvement by major groups, especially if some of them seek the support from some or all of the local people. Thus, providing the local people with some influence over policy. Chamber (1974), pointed out that, some of the elites having this status due to their ability, and such people are crucial for encouraging participation. In seeking support and ligitimacy for their actions, they may tend to spread the benifits of projects to more people rather than to fewer people.

In one form or another, the elites must be included; Gow et al, (1983), argued that " some leaders would have obtained their positions as a result of their ability. Consequently, the skills and experience they can bring to development may be crucial. In addition, they may often be those best placed to take advantage of development initiative. Some may be motivated to help their fellow villages because of enlightened self-interest, others because they need a certain local constituency to support and implement their views. Whatever their motivation, local leaders are going to be represented -if not over represented in any process of decision- making".

D. Government and Community Participation:

There is disagreement among writers regarding the role of the government in promoting the community participation, it is a reflection to their differnt ideology. They argued that the increasing centralization of the state in all societies has diminished the capacity of ordinary people to influence decisions and to contribute meaningfully to social development. For the community participation in order to be more effective, it must be directed and given ultimate control to the local people, so that they can themselves decide their own affairs. The importance of the community participation as one of the decisive elements in ensuring the success of development programmes is undeniable, but the programme in itself should not be considered as a significant device in improving the levels of life.

Marxist ideology toward bringing the change emphasised that the real improvement in the levels of living would be achieved through the revolutionary transformation of the whole institutions (Midegly,1986). To acheive an effective participation, the programmes and projects should not be supervised by the government itself due to the fact that most of the Third World countries believe that such process involves a radical opinions towards the government. Then, this process may be subjected to the suppressions, either by force or subtle manipulation which results in diminishing the participation process. The above idea is said to contribute to the failure of community development programmes, when the people were suffering from the exploitation as well as the oppresion of colonization. Therefore, they regarded the state sponsorship of community development programmes as a contradiction in terms.

Ony may argue that there is no way to neutralize the government from supervising the community participation, nevertheless, the government's existence is essential in providing the

41

services as well as the financial support (Hakim, 1982). Moreover the government knows better what is best for the people. Unfortunately, certain countries in the Third World misused the mobilization of people under the slogan of community participation to support their political regimes. Examples are shown in Veiatnam, Cuba, China, Tanzania and Ethiopia. These countries used the mobilization of their people to support their socialist regimes throughtout the community development programmes and projects (Midegly, 1986). On the other hand, the capitalist countries through their financing of community development projects sends experts to encourage the people to take part in this process, aiming at keeping on the political and economic systems in these countries. Brokensha and Hodge (1969), Myrdal (1968), Holdcroft (1985), stated that the American community development expenditures were the highest in countries, such as Thailand which is considered the most threatend by communisim, and to few countries in the Middle East which have the strategic sities.

Almost, the international aid whether from UN through its agencies or from rich countries for the purposes of development comes through the governments of the communities which need these allocations to their development. Even if these allocations were dedicated to a certain local agency in any country of Third World, that local agency will not be able to get these allocations, only if they got the approval of their government. This approval would not be obtained without the existence of deal between the government and the local agency. This deal allows the government to intervene in the way of distributing these allocations. The excuse would be that, the government is more aware of disadvantage areas or people. If the local organization could refuse such intervention, the government would get those allocations and use them according to the way they see.

For the international donors, they may have their conditions regarding the use of these allocation. Such conditions may get accepted by the receiving country, but the donors do not have the right to intervene to the favour of the receiving local organization, because such intervention would be considered as intervention by the donors in their internal affairs. This shows the interrelationship between the political and economic motivations which stands behind the process of community development and community participation, if we assume the good intention on the part of the receiving government regarding the control of the donations, in this case no harm would be attached to both community development and community participation by the government, whether we accepted the intervention of the government in community participation or not.

Government participation is important to bring about effective decentralization in order to facilitate local decision-making. Cohen, at el (1979), pointed out that the government could introduce effective coordination at the local level in order to promote local participation, and to establish local level planning mechanism in which the local people can effectively participate. This is the fact if it does not use this process to spread its political interests. Gow et al (1983)

pointed out that the political commitment of the highest levels of national leadership can greatly facilitate achievement of rural development goals.

E. Local Organizations and Community Participation:

Most of the studies on community participation revealed that participation tends to be ineffective outside of an organization context. Local organizations can play a significant role in rural development efforts. Uphoff, et al, (1979), pointed out that, " the individuals smallholders, tenant or labourer are powerless without organizations to provide essential services, to express their needs and to have their grievance attended too. Through organization the scarce administrative capabilities of the state can be multiplied as local structure retail through their channels; information, credit, fertilizer and other inputs provided by the state. In performing these allocative functions, in regulating corflicts, and in providing feedback to governmentally-initiated activities, local organizations can bring specific local knowledge to bear on problems and can tap the latent managerial abilities of local people. In sum, they can activate the energies of rural people, afford them entry into the system or network of services and exchanges provided by government, and gain for them a measure of collective influence over their own destinies ".

The importance of local organizations derived from its ability to express members interests and opinions effectively. The Rural Development Committee (1979), reported that such organizations have a potential to act as a vehicles for broadening the local participation in the community for increasing the locality's access to development resources and for promoting technical changes particularly in agriculture. Many local organizations world-wide are multifunctional and some of these are complex. These functions somehow can be overlapping, for this fact it may be difficult to classify these organizations.

In an attempt by the Rural Develpment Committee (1979), to classify the local organizations, it has distributed them into five sections accoridng to their functions or forms, " some of the major functions to be founded are :

1. Insurance, where all members of a group share their resources with anyone meeting personal tragedy, to meet funeral expenses, for example, to provide food for a member hard-hit draought, diseases or pests.

2. Welfare, to assist community members through redistributive practices that share the surplus with all, often without regard to their contribution to its creation.

3. Reciprocity, to help break resources bottlenecks, such as exchanging labour or savings on a 'quid pro quo' bases when, for example, field preparation must be done quikly or a dowry must be paid.

4. Provision of public work, to get all persons contributing to collective facilities or services, such as roads and schools.

5.   Pooling of productive assets, to expand the range of productive possibilities, whether for individual or collective production, by combining labour, capital, land or water access ".

The local organizations whether they are traditional or new can play a significant role in mobilizing the people to support the community development efforts. Tendler (1976), in her study of small farmers groups reported that working with small and independent organizations is more likely to succeed, when the project is :

1.   Organized around specific goal.

2.   Started with clear and simple task.

3.   Based on present skill levels of members.

4.   Focused on tasks that can only be done through co-operation.

Sanuders (1979), reported that the success of the development programmes as well as the community participation depends on the following:

1.   The value of the proposed benefits.

2.   Simple time and skills.

3.   Avoiding the coersion labour.

4.   Local people cohesion.

5.   Small membership with face-to-face contact among members.

6.   The invlovement of the kinship in forming groups.

7.   Project component should be suitable to the local conditions.

8.   Some responsiblities should be given to the local leadership.

9.   Reducing the influence of the powerful persons.

10.   The organizations and policies should not be top-down.

11.   Co-operation action should be based on traditional basis.

F .   **Community Participation Constraints:**

The participation of the poor people in the Third World countries has generated the most interests. Several international agencies are commited to participation of the poor in planning, design, implementation of projects and programmes with more emphasis on their basic needs.

The researches as well as the studies regarding the community participation strategy were and still are revealing several factores lessening the effeciency of this process. Some of these factores were related to the donor agencies themselves initiating and financing these programmes. Others were related to the target groups as well as their countries.

Bryant (1980), goes into some details about the structure of the donor agencies and its role in impeding the effective participation of the poor in projects and programmes' planning and implementation.

First, the hierarchical of these organizations with its pyramidal structure of authority is clearly arranging the levels as well as the status which themselves inhabit participation within the organization itself. These organizations will not be effective to interact with its external

environment, " there is somthing of bias against participatory features of its programmes since there would be dissonant with its own operation." The presence of this hierarchical within the organization may be reinforced by the existence of hierarchy in host countries government organizations. This can be easily achieved when the members of these organizations interact with each others. Gow and Vansant (1978), argued that " these structures also hold true for the international donor agencies. There personnel must often meet different political agendas of their financial backers. This often requires moving money in limited time cycle while paying lip services to the rural poor and participation progress is measured in terms of expenditures; consequently, the emphasis is often on large projects where participation is more than symbolic or manipulative becomes exceedingly difficullt, if not possible ".

While many writers have rightly emphasized that the role of the field staff as well as the headqarters should be viewed as a respond to the rural people. Unfortunatly, the former always expecting villagers to respond to their advices, suggestions or commands. Gow and Vansant (1978), argued that the donor agencies came into being long before community participation became part of this dominant development paradigm. Such agencies were designed for the more centeralized, service-oriented approach, and their structures systems and norms posses important barriers to effective community participation.

Second, the cleavages between the field workers and the headquarters of the sponsored agencies. The latter always employ field workers to operate the projects and programmes in the elected community, and at the same time keeping other officials in the headquarter. The officials always participate in decision-making regarding such programmes, in most cases they take the knowledge about the nature of the target communities as well as their culture through the field workers, subsequently, this indirect knowledge affects the size of the projects and their allocations. The missions which are always sent by the donors to the target groups contribute to some of these impediments. Bryant (1980) argued that the missions community have their own social life and style; housing is often elegent and free of charge, many posts carry handsome hardship post differential. These factors complicate easy relaxed interaction with host country people on any but most formalized basis. During the existence of these missions in the host country, no one of them dare to build his own relationship with the local people, he or she may believe that this behaviour will not be approved by his employer because it carries negative externalities for the collective work of the missions.

For this reason the personnel spent most of their times interacting with each other. They are unable to cultivate relationships among host countries officials; they are unable to establish substantial relationship among the poor people. They always pay visits to the field for a short time then getting back to the headquarter, "too many projects are generated within mission offices among staff rather than growing organically from discussions with rural people." (Bryant, 1980).

45

Third, the rules which are operating within these organizations complicate life officials who may be able to participate with local people in projects and programmes. Bryant stated that these organizations do not introduce incentives to their officials to design projects which may be effectively participatory, and there are many disincentives to do so. Similarly, the local organizations in host countries have the same problems. These organizations in general are intended to apply their pressure upon their officials, so they have to behave according to their policies even if these policies are ineffective from her or his point of view. In most cases the organization always demands the officials to introduce a seperate work plans for the tasks he or she will carry on. Their justification that such procedure would produce an effective plans. Our experience showed that this procedure always create harmful competition, if not conflict, among the officials, when the organization used the job security as an incentive to stimulate the officials.

Similarly, the organizations in most cases allocate a payment to the headquarter officials when they go out of their offices to the field, while at the same time depriving the field officials from these allocations due to the fact that the latters' work in field is a part of their task. The following example which was cited by Bryant depicts the part of the tension between the headquarters and the field officials " as one official said plaintively to me, the change to the basic need approach argues for a ' bottom-up ' approach. But the change was mandated to me from the 'top-down'. They tell me that peasants need to feel ownership by participating in the decision-making process. What about my participation in this decision-making ? ".

" Both prospects and incentives, particularly for those working in the field are typically unpromosing. Often it becoms more important to please immediate superiors than to do good work in the field paudering to the bureaucratic emphasis on meeting targets rather than concentrating on the result of such activities" (Gow and Vansant, 1978). There is a fact to be said that such organizations (i.e. external, internal) are very keen to keep on their prestige as well as their reputation even if their participation is less towards the community.

Fourth, the projects appropriations is always estimated by the headquarter officials, as mentioned earliar those officials lack the practical experience with the implementation of such programmes and its expenditures. Moreover, these appropriations always take a long time to reach the field workers who wait for these allocations to cover the programme expenditures.

Fifth, the host countries' national policies, these policies are considered as a restrictions to the community participation. Generally, the governments of the developing countries did not give the priority to the local communities development. They were always intend to mobilize their resources in order to achieve the national development. The assumption behind this policy, is that by achieving the national development, the benefits would pass down to the local communities. Gow and Vansant (1987) argued that the international donor agencies have not the right or the ability to intervene in, the host countries policies to change this sitution. In cases where such national policies do hold the power to affect community

participation and eventually project success. Vansant (1978) stated that the project management has several choices, these are:

1.   Accepting such policies as given and designing the project with the macro onstraints in mind.

2.   Influencing such policies prior to project implementation, if the host countries accept the intervention by the external agencies to change their policies, usually on a gradual basis.

3.   Collecting specific data from the project area to influence policy during the implementation of programmes or to alter the project design.

Finally, the project environment always influence both the use of goods and services which are made to population and the capacity of the population to generate organized response to problems and opportunities, as Gow argued that this influence is not direct, and there is no direct relationship between the environment, effective participation and project results. The ownership of the lands in many countries is considered as an indicator of social and political power. Where there are unevenly distribution of lands, the minority which possess this power, always use it to obtain the big portion of any resources made by the government or the external agencies. Moreover, this minority tends to dominate the local organization and manipulate them to its end.

G.   How to Promote Community Participation ?

In order to ensure an effective community participation, the constraints which were proviously mentioned should be removed at both levels, the donors agencies headquarter by revising their policy to use more than one alternative in order to adopt the effective one. At the local level (i.e. host country) there should be some delegation of responsibility as well as the creation of local councils as vehicles of this participation. In this section I shall try to introduce several proposals which might be helpful in promoting the community participation. One should bear in mind that there is no defined approach which could be used to promote the community participation in a given community.

There is a general consensus between the community participation opponents regarding the promotion, that any attempt should start from below at the local level. This notion has been adopted by the international agencies to create procedures of democratic decision-making at the community level and involving the people in these procedures. Midegly (1986), stated that the people could regard themselves in charge of administrating their affairs. Community participation opponents argued that community participation can be promoted by building institutions. The people through these institutions can represent themselves democratically and influence the decision-making process. Some writers suggested the establishment of decision-making bodies that are fully representative, democratically elected and uncountable.The following proposals can help in promoting the community participation:

1. Local Community Workers:

The community workers who will be responsible for implementing the projects and the programmes should be chosen from the local community. There is no doubt that community workers have the capacity to mobilize the people to secure their involvement in the institution buildings process.

The last experience with the community development approach revealed that the task of the community development workers related to the sponsoring organizations ended with the end of the establihsment of the projects in the community. In working for the community participation this strategy must be avoided, because it lacks the continuity which is stressed by the community participation opponents. Our view is that the community workers must be chosen and posted as a permenant workers in the community which is going to be the area of the project due to the following reasons:

First, he or she is well known to the people in this community, therefore they know him or her and they can trust her or him.

Second, he or she has already built up a relationship with the people, and knows the local leaders as well as the influencial and the poor members in his or her community.

Third, he or she knows their way of life, traditions and beliefs as well as their needs and amibitions.

Finally, he or she will be the permenant workers in this community with less expenses in comparison with the outsider workers.

The outsiders may be needed in certain cases; Galjart (1981), pointed out that " the outsider workers are nearly always necessary to start things ongoing only in few exceptional cases, for instance where local community has been suffering from the actions of some enemy whom they think can be defeated by a joint effort, is mobilization spontaneous". Even if the outsider community workers have studied the community customs or language before they post, the local people themselves need a time to study him or her until they are convinced that he or she really has something to offer them, they will remain politely non co-operative, especially if he or she is seeking to make drastic change. Furthemore, when this worker leaves, he or she will be replaced by someone else, in this case the people have to adjust themselves with him or her's working method. O'kelly (1973) pointed out that "community development projects are best left to more permenant workers ".

Cohen, et al (1979), stated that by working with local community workers, this would lead to avoid some of the problems of community development, whose village-local workers were urban, educated with no local ties and an interest in moving up the agency hierarchy to a posting back in the city.

The use of local community workers to promote community participation is not new in the community development approach, since we know that the community development workers were a dominant element of community development during the last decades. The

question which is to be asked in this respect, in what way community workers of participation are different from the community development workers?

The key to answer this question comes from the fact that both of them have different roles. The community workers of participation are more interested in spreading the awareness among the deprived groups as well as other groups, whereas the community development workers function to the benifit of the elites and keeping their interests. There is an agreement among the writers regarding the existence of a community workers to facilitate the process. They stress the importance of the community workers as the most decisive element to the success of the process. Talking about this subject, we should bear in mind that there are two kinds of community workers; the community development workers and the community workers of participation. They are alike in the fact that both of them are a grass-roots community workers. Actually, the role of the community development workers is merely a list of duties; that is to say procedures of contact and setting up small projects. The above mentioned cannot be used to express the role of the community workers in participation due to the fact that the former 'dutie ' failed to stress the pedagogic role of the community workers. On the other hand, the role of the community workers of participation can be listed as follows:

First, to facilitate the access of groups to government programmes and resources.

Second, spreading awareness among groups through out an appropriate padagogy (Oakely & Marsden, 1984).

The process in which a large number of people are asked to participate in decision-making, is somehow illogical, due to their number. According to this fact, Jere (1977) stated that " the community workers of participation can seek to increase understanding between policy-makers and the people to develop local leadership and facilitate participation in planning and decision-making".

Regarding the community workers, their task is to raise the levels of the social, economical, political; cultural and health consciousness of the local people. By using the conscientizing process, the people can be aware of their situation, why it is so and how can they create the alternatives (Midegly, 1986, Hollnsteiner, 1982). Community participation can lead through the process of conscientisation to teach the people how to express themselves against the oppression and the exploitation. However, they can perceive that meaningful participation requires their concerned in understanding the social and economical relations in which they are a part. The conscientisation process can assert that the participation process is strongly associated with the action on the basis that such action should be based on their own understanding of the situation, but should not be determined by the others. Oakely and Marsden (1984), Mhatre, (1981), argued that through the community participation process people can gain a sense of self-importance and self-possesion.

Although the community worker's task is to persuade, suggest, argue, challenge, analyse and agitate them towards building institutions, This technique as Hollnsteiner (1979)

pointed out is very important for integrating all the people in the community whether the poor or the better-off in order to maintain and foster solidarity.

2. Periodical Meetings:

It is one of the essential elements in sustaining community participation. Such meetings can give the opportunity for all the people to gather in order to discuss their issues and enabling them to acquaint on other communities' issues, moreover, such meetings are considered as a suitable way to share the opinions and to exchange ideas and make their own decisions on these issues. Midegly (1986), stated that " the commuity workers' task here is to foster grassroots participation democratically and autonomously".

3. Community Workers Should be Trained:

Training has an important aspects, it is necessary to give the trainees a reasonable grounding in subject matter at their multi-purpose activities. Local people should be trained in modern methods of extension work and the vital problems in the area of human relation associated with it. Dube (1958) pointed out that trainning has threefold purposes:

First, it could instill in the community workers understanding of the nature of the rural community participation.

Second, developing in the trainees a spirit of services to the people.

Finally, providing the trainees with first-hand experience in applying principles and methods they study in class room to meet the day-to-day problems of community workers.

Community workers should be trained by specialized social services in the identification of local level problems and in organizational and problem solving techniques (Charlick, 1980). Throughout the training process community workers must learn not to underestimate the degree of difficulty of the aspects of the projects and prgorammes for which he has not formaly trained. They must learn that he or she does not have the solutions in his or her pocket. But his or her work is difficult, which requires him or her to be more patient (Galjart, 1981).

The subjects of training must be integrated with practical experience in the field. After they finished the traning courses, they have to start communicating the people, building up relationships with them, and trying to gain their confidence. Once they start to work in the community their task is to contact and to live with people as one of them. They must accept their habits and participate in their rituals, festivals, sadness and above all to respect their beliefs. They should try to reach the local leaders and to build up a good relationship with them. Community workers should remember that they are dealing with people who are very sensetive concerning matters of honours. Regarding this fact they should avoid any attempt to criticise or attack them. In some communities the male workers may find it difficult to contact women. In this case a female worker must be provided by the headquarter in order to secure their involvement in the community participation. However, women can play a considerable

role in sustaining the participation, so the female workers are more effective while working with women especially in the conservative communities.

4. Religion:

Religion can be used as an effective instrument to mobilize the people, but only if the community workers know how to relate the community participation with the values and principles which provoke the co-operation and the benevolent. In order to ensure well understanding to these principles, they should be considered as an essential part of the training courses subjects. The workers can have a good relation with the religious leaders; Immams for the Moslems, priest, gurus, bonzes and so forth, to secure their participation, since we know that the community development is dealing with the communities in the Third World. Our experience proved that people in the religious communities have more respond if religion is used as an instrument to stimulate them to take part in any suggested work, particularly the poor.

The evidence is quite clear from peoples' participation in Nepal "Baglang District have in the past developed an indigenous technology of the construction of bridges. Well-to-do people in the district, and occationally not so well-off people, have often provided resources for constructing bridge to be used by the local people, primilarily, with hope of enriching their life after death" (Pradhan, 1979).

5. Small Physical Projects:

People are more likely to participate more effectively in small development projects which offer them immediate benefits. Bryant (1980), stated that in general the large projects are usually complicated or too technical to allow participation by intended beneficiaries. Futhermore, Gow et al (1978), "within the international community larger is still seductive".

It is common that rural people have an idea about the immediate problems. Gow et al (1978), " it is the responsibility of the integrated rural development projects to provide some elements as solutions. Activities may start with such elements as small irrigation schemes, provision of focused credit, the training programmes which permit meaningful local involvement".

6. Local Contributions:

Local community people should make a contribution to the projects and programmes which are to be implemented. These contributions may take several forms, such as money, materials donations or labour. Gow et al (1978), pointed out that "government do not have the resources to support all worthwhile development initiative". Also such contribution will make the local people more concerned for the success of the projects and programmes than they otherwise might be. Such contributions will provide a concrete indication of how interested the

51

community members are in a new initiative. In some countries such resources commitment may be formalized by contract between the beneficiaries and the external or internal organizations.

In 1975, the Development Alternative Inc., studied 36 rural development projects in 11 African and Asian countries concluded that " to maximize the chances for project success, the small farmers should be involved in the decision-making process and should be persuaded to make a resources commitment to the project ".

In Jordan, for example, QAF, in its policy to provide the voluntary associations with buildings, it demands certain contribution from such voluntary associations; the land is always provided by them, and sometimes certain amount of money as a contribution from the better-off associations. Gow et al (1978), stated that "whatever the specific mechanics of such resources commitment it is important that commitment of some kind be made whenever and wherever possible to prevent accentuation of parternalism and dependancy".

7 . Decentralization:

There is a concensus between most of the writers regarding the imprtance of this mechanism to stimulate effective participation. Decentralization refers to more than the transfer to local authorities of certain powers and functions, such as control over policy, resources and people. Meaningful decentralization requires changes in value, structure and operating systems of development bureaucracies and affects both community workers and the beneficiaries. When the community workers feel that they have some control, and they are not forced to follow the orders, they will be able to encourage the local participation. Vansant et al (1982) pointed out that "an agriculture extension worker who must function according to typically rigid bureaucratic procedures, rules, and precendents unlikely to approach farmers with the flexibility and responsivness needed to encourage meaningful response to project initiative".

The administrators must have the faith in community workers' ability to work with the people and sustain their participation. Administration should devolove authority to them, and give them opportunities to participate in decision-making process at the administrative level. They must be given discretion to modify or alternate what might be seen important during the projects' implementations. They must have the right to express their opinions freely without any influence or fear from the administrators. They must feel that their opinions are being considered, and their existence is effective, they should be encouraged and rewarded for the good work, whereas they should not assume the responsibility of any failure alone. Vansant et al (1982), pointed out that the community worker who has been actively involved in decisions related to his or her own activities is more likely to serve farmers in a manner that appreciates and respects their potential to contribute to projects decisions affecting them.

8. Working with more than one group:

May be it is more useful to work with all the groups which exist in the community. In certain cases the conflict between the interest of such groups could be used by the community workers towards encouraging the people to participate. Each group when the conflict occures always tries to obtain the support by the people, and may be trying to help its supporters. Charlick (1980), pointed out that "as a technique designed to promote mass participation in rural development ' animation ' seems to have the greatest possibility of successful implementation where political competition do exists both at the national and local levels".

In one way or another, the leaders of the most important groups may be motivated to help their fellow villagers because of enlightened self-interest, others because they need a certain local constituency to support and implement their views (Gow et al, 1978). The participation will be more effective by including several activities which are important to more than one group, but which can not be completed by any one group working alone.

9. Home Visits:

It is considered as the most effective way in fostering the relations between the local people and the community workers, it represents face to face relation between the community workers and the target groups. By visiting the people in their homes from time to time, the community workers can gain their confidence which is considered as the main issue that must be achieved as soon as possible to promote their participation. Throughout this way community workers can realize their problems, and enabling them to exchange the views, how to seek a resolution to these problems. The community workers should be aware not to impose themselves on the people. In most cases the local people may hesitate to accept such visits. In order to avoid any misunderstanding by the local, the community workers must identify the aim of this visit to the target group.

Writers believe that the rural people always have more free time, so the community workers could visit them in any time. This assumption lack the truthfulness due to the fact that they are like any members in the society working to improve their conditions. This assumption may be applied to the better-off persons who always exploite the poor people to work in their lands as well as looking after their interests. If we assume that they have free time, then after all these activities, they badly need this time to rest, therefore, the community workers should arrange for these visits. During the meetings they should talk to them in a simple words that are familiar to them and to avoid the ambiguity and the rehetoric language. They should respect their views, at the same time they should be given the chance to express themselves without any intervention from the community workers.

H. Conclusion:

This chapetr has shown that the community participation is an important approach, and it was and still is the interest of all the writers in social development. The concept of community participation was inspired by the community development approach as well as the western philosophy especially United States towards the involvement of the people in municipal planning and poverty war, and above all the social work. This approach has extensively been examined during the last decades, and many researches and studies added to the literature on community participation, its impedements and the procedures on how to promote it. Some of the writers still objecting the idea of the government's involvement to promote and sustain the community participation. The government's involvement still have the old ' top-down' policy which was adopted to be applied to the community development approach, which resulted in neglecting the majority of the rural people. They believe that by involving the people in decision-making and the implementation of the programmes, this involvement will result in a drastic change in their conditions.

The strategy of working with the local organizations is viewed as an effective vehicle according to its structure which enables the members to express their interests. The concerned writers argued that these organizations could be considered as the alternative of the government in promoting and sustaining the community participation. The literature on community participation emphasized the importance of local organization in activating community participation, it is a necessary if not sufficient for accelerated community participation. Hardiman (1986) stated that "most the successful programmes using community participation as a principal method of operation have been run by non-governmental organizations (NGO'S)". The enthusiasm to the NGO's is reffered to the following:

1.   Such organizations always tend to implement small scale projects, so community participation is much easier to achieve.

2.   Its charitable nature which enables them to employ dedicated persons who are less concerned about the carrer prospects of their job. .

The following chapter is dedicated to examine the experience of three social services centres which are established and supervised by a non-governmnetal organization in Jordan (i.e...QAF), throughout four programmes; childcare (CP), Vocational training programme (VTP), health education programme (HEP) and agriculture extension programme (AEP). The analysis will also involve two local committees to examine their effectivity and participation

54

PRINCESS BASMA CENRES FOR SOCIAL SERVICES: ANALYSIS

PART: I

Our concern in this chapter is to examine a number of programmes which are offered by non-governmental organization (i.e QAF) through its bodies (Princess Basma Centres for Social Services) to illustrate the practice of participation in order to further our standing of how it is implemented at the non governmental organization level. Part one of this chapter involves the analysis of the women committees(WC) and the local administration committees LAC attached to our concerned centres which are constitute the central of this study. The first comprehensive study which was conducted by QAF during the year 1979 is considered as the basic study which identified the areas in need of social services in Jordan (QAF, 1979, 1983). The study involved all the villages and the bedouin groups in Ma'an, Tafilah, Al-Mafraq governorates and the district of Madaba. The total was two hundred and seventy one settlements existing in the mentioned governorates. Table No. 5 shows the number of population which was covered by this study distributed over the various governorates.

Table No. 5

Population number distributed to the various governorates

Area	Total Pop.	Town Pop.	%	Village No.	Village Pop.	%
Tafilah	46535	20.000	43	21	26.535	57.0
Ma'an	110345	14.000	30.8	15	76.345	69.2
Aqaba	36100	20.000	55.4	17	16.100	44.6
Mafraq	132820	40.000	30.1	111	92.820	69.9
Madaba	80575	28.000	34.7	34	52.525	65.3
Total	406375	122.000	%	198	264325	%

Source: QAF, 1979.

A set of centres for social services were supposed to be established in the main cities in these governorates. Another set of sub-centres were supposed to be established in the villages on the basis of their needs for such services to be handed over to the villages' charitable societies. The following table shows the sort of centres and their areas which were constructed according to the expectations of the previous study, notably the other centres came as a result of the expansion in centres' constructions.

Table No. 6

Constructed social services centres

Location	Main Centre	Building(m2)	Sub- Centre	Building(m2)
Ma'an	1	900	9	240x9
Madaba	1	585	3	240x3
Mafraq	1	450	5	400x5
Amman	1	808	-	-
Karak	1	900	4	400x4
Tafilah	1	1340	4	400x4
Irbid	1	900	-	-
Aqaba	1	1228	1	400
Total	8	7111	26	64890

Source: QAF, 1984-1990.

The idea of establishing community centres was derived from the general strategy of development in Jordan. Apart from their characteristic as official belong to the government in terms of administration and finance or national runs by local people, the two types were considered as vital institutions to help local people to improve their conditions. They also aim to give a chance to people in different areas to assume responsibility in participating in the development process due to the following reasons:

a. The limitation of the natural resources.

b. The development of human resources as the most available resource in Jordan.

c. Inculcating the spirit of responsibility in order to maintain what has been achieved by the government.

d. To organize local communities, encourage initiative and both collective spirit and collective work.

e. To help the government in implementing any programmes that might be proposed for the area of the centre.

f. To help local people to discover their problems, seeking suitable solution to such problems and to reduce their dependency on the government.

The programmes and activities of the social centres are planned to translate the general objectives of the national development plans into projects and programmes to achieve the attainable change. Besides that community centres have the ability to plan towards meeting the new demands and needs of the local people which could not be realized by planners during the preparation of the long term development plans. Such new demands and needs have been left to community centres' administration to plan for them and to translate them into suitable activities after consulting local people through discussion groups and to be involved in the centres' annual

56

plans. New demands and needs always come through the contacts of the centres' staff, the suggestions and the opinions of the local people throughout the various meetings and occasions.

For the government's community centres, there is a direct and responsible relationship with the ministry in which the centres are connected. The programmes and activities are always subjected to the endorsement of the officials regarding the finance and the way of implementing such programmes. Despite the government interest to implement such programmes as scheduled to achieve the stated goals, such relation represents the nature of the relationship between both sides which is simply described as bureaucratic and centralized which always result in the restriction of the centres' staff concerning the handling of any problem that might face them during the implementation process.

The emerged needs may not have got the chance to be met immediately, because it requires allocations which are not always available in any time and the long procedures to get the approval. In contrast, social services centres, particularly those established by QAF are having more discretion to mobilize and to release the needed money to cover the expenses of any emerged activity.

QAF's social services centres are of three types according to their management:

a. The first type is connected with QAF directly and administered by appointed administrative committee such as Al-Mafraq, Irbid and Tafilah centres.

b. The second type is handed over to the villages and municipality councills to manage through the LAC, such as Madaba, and the sub-centres in Ma'een, Mlieh and Hisban.

c. The third type is given to charitable societies existing in the centres' area, especially the bedioun and rural areas.

For the first two types, the centre's director is always appointed and paid of by QAF and he / she must be BA degree holder at least. The members of the LAC are always nominated by the governor where the centre exists and approved for two years by H.R.H. Princess Basma the chairperson of the board of trustees of QAF. Regarding the third type sub-centres they are always handed over to an active charitable society that exists in the centre's area. The aim is to assist the society to improve its performance and to provide it with necessary facilities to ease its tasks.

Handing over process is always subjected to a contract between the charitable society and the QAF, clarifying the conditions of the building use, which are always according to the stated regulations of the society. In case of the misusing of the building QAF preserves the right to retrieve the building from the society. According to this contract QAF is also responsible voluntarily to contribute in financing the activities of the centre and to provide technical assistance jointly with the main centre's staff. Contrary, neither the QAF, nor the main centre's staff have the right to intervene in the election of the society administrative members.

The flexibility of regulation which characterized such type of centres makes such centres more preferable to the local people because it avoids them the long procedures which prolong

time needed for the approval of any matter. Moreover, it gives them the opportunity to make their own decision freely and encouraging them to be involved in developing their communities. Three of these centres were the subject of this research:

1. Princess Basma Centres for Social Services in Madaba city, and the sub-centres in Hisban, Ma'een and Mlieh villages form the first unit considered to be the core in which QAF started implementing its policy towards the establishment of the social services centres in these areas which were subjected to the previous study. The management of this unit is conceded to a local committee formulated from the Mayor of Madaba Municipality and chairmen of the villages councils of Hisban, Ma'een and Mlieh. In addition to representatives of some of the governmental departments in the area; voluntary associations, QAF and the private sectors, such as businessmen and Chamber of Trade and Industry. The total area of this centre is 585 sq. m. While the sub-centres have 240 sq. m. each. These centres were constructed in co-operation of Caritas Society. The Jordanian Caritas Society was founded in 1967 in Amman, it aims at:

1. Relief the refugees and needy people and providing social services to all citizens.

2. Establishing developmental projects in co-operation with specialized government organizations and other International Caritas Societies.

3. Rehabilitation and training women (sewing, embroidery, artificial flower and hand works).

4. Introducing cash and material aid for needy people and other social organizations.

The contribution of the Caritas Society was made through a grant by the European Economic Community. The aim of this centre is to promote social development through health, education, mother and child care programmes. (QAF, 1982, 1984). The centre started to operate at the end of 1984. It includes multi-purpose hall, kindergarten classes, vocational training workshops, administration and general service areas. The centre provides its services through the following programmes:

First, child care which includes kindergarten and child-club.

Second, social and health education.

Third, agricultural extension.

Fourth, vocational training course which includes sewing knitting and typing.

Finally, diversified and short training courses.

The finance of the centre depends on the following resources:

1. Madaba municipality and the councils of Hisban, Ma'een and Mlieh.

2. QAF.

3. Donations (whether internal or external).

4. Programmes revenues (exhibitions and fees).

The following table shows the programmes and the number of the beneficiaries / 1990.

Table No. 7

programmes and the number of beneficiaries / Madaba Centre / 1990

Programme	Beneficiaries during the year
Child care	300
Vocational Training Programme	350
Health Education	300
Agriculture Extension	200
Diversified & Short Training Courses	600
Total	1750

Source: The centre's records.

* The number includes the child-club and the kindergarten.

The above table shows no exclusion for any certain group in the community towards the benefiting process from the centre's diverse programmes and activities. This can be applied to the governmental and other national social centres all around Jordan. The strategy of community development in general and social centres in particular do not make any exclusion regarding who will benefit from the programmes or the activities. The opportunity to benefit directly or indirectly is available to the whole members of the local community regardless of their sex, race, religion and so forth. Both the poor and the well-off persons also benefit from those programmes, at the same time both may charged the same fees if the service requires fees. There is some exclusion of the poor people by allowing them to benefit free of charge, other people may pay voluntarily in order to avoid themselves or their children the embarrassment or they believe that such procedure may cause harm to them as being strongly feel proud of their dignity.

The imposed fees make a financial contribution by the beneficiaries and would make them more committed to participate by attendance if the programme deals with educational or training matters. This belief has been derived from the administration previous experience in implementing several programmes. The philosophy behind including all the sections in the community is that any service, programme or activity that may be planned is considered as a legitimate right to everyone as a part of his / her human right. They believe that any exclusion of the well-off persons will impede their efforts or it might be understood as a challenge to them. So, they will try to seek anything they can to cause the failure of the programme. Such philosophy somehow similar to the arguments on literature whether to exclude or to include the elite from the participation process. This strategy takes the side who supports the idea of including the elite in participation in any development programmes like Chamber (1974), and Gow (1983). They believe such involvement would encourage participation throughout their skills and experience which might be crucial to the success of the programme.

2.   Princess Basma Centre for Social Services is located in Al-Mafraq city, in the North-East part of Jordan. The centre started to operate at the beginning of the second half of 1985. The

LAC involves in its membership the heads of certain governmental departments which are responsible for the implementation of similar activities that of Princess Basma Centre for Social Services. QAF, which is considered as the main financier for the programmes and activities, is responsible to supervise technically all the programmes and activities. It has a permanent membership in this committee as well as the private sector in the the centres' area. While the chairmanship of the committee is given to Al-Mafraq Governor. The importance of involving the private sector in community participation emphasized on the literature by the concerned writers like the Rural Development Committee (1974) **"network of private business firms ranging from national and international corporation to local shopkeepers and money lenders may be active in countryside. They are distinctive from other channels in that they are not accountable to local or national authorities, though some attempt may be made to regulate them".**

The total area of this centre is 450 sq. m. It includes multi-purpose hall, kindergarten, vocational training workshops, the administration and general service areas (QAF, 1984). The objectives of this centre were identified as follows:

First, to design and to implement special programmes for child care such as creche, kindergarten and child clubs.

Second, to design special programmes to meet the needs of the women as mother, a wife and pioneered citizen.

Third, to prepare and implement health education, the family guidance and mother and child care programmes.

Fourth, to co-operate and co-ordinate with the Ministry of Education to eradicate the illiteracy, particularly among women.

Fifth, to adopt and develop a suitable means of the community development at the local level, and to maximize the community participation in social work.

Sixth, to design effective programmes for agricultural extension in the rural areas in co-operation with the interested departments.

Finally, to help women to utilize their time in useful work, and to improve their skills so as to increase their income.

It provides it's services through the following programmes:

1. Child care which includes kindergarten and child club.
2. Vocational training workshops which includes sewing, knitting and typing.
3. Social and health education programmes which include lectures in social and health subjects.
4. Agricultural extension programme which includes house gardens and plastic tunnels.
5. Diversified and short training courses, (QAF, 1985).

The following resources are considered to be the main channels to finance the above mentioned programmes:

1. QAF.
2. Al-Mafraq municipality Council.
3. Al-Mafraq Chamber of Trade and Industry.
4. Personal contributions from the LAC members.
5. Programmes revenues, especially fees and the exhibitions.

The following table shows the programmes and the number of the beneficiaries during the year.

Table No.8

Beneficiaries number/ Al-Mafraq Centre/ 1990

Programme	Beneficiaries during the year
Child care	280
Vocational Training Workshop	206
Health Education	2000*
Agricultural Extension	50
Diversified & Short Training Courses	100
Total	2500

Source: The centre's records

* The number is not devoid of repetition.

3. Princess Basma Centre for Social Services in Tafilah city in the Southern part of Jordan. This centre is newly established. The work to construct this centre was started in 1987 and it started to operate at the end of 1988. The total area of this centre is 1340 sq. m. The centre is constructed on land offered by the municipality council of Tafilah city. The finance was provided by the Jordan Industrial Development Bank. All the programmes for the year 1990 were financed by the Jordanian Phosphate Company. According to the internal system of regulation, the objectives were identified as those listed above for the Al-Mafraq centre. The range of programmes of this centre is also the same as for the Al-Mafraq centre.The main characteristic for all these centres is the full dependency on donations to finance the programmes, whether it is external from the national and international community, or internal from local community. For instance Tafilah Centre depends financially on the following resources:

1. QAF.
2. Jordanian Phosphate Company.
3. Other donations (external or internal).
4. Programmes revenues especially fees, exhibition and dressmaking whereas no contribution comes from local state.

The following table shows the programmes and the number of the beneficiaries during the year.

Beneficiaries number / Tafilah Centre 1990

Programme	Beneficiaries during the year
Child care	220
Vocational Training Programme	128
Health Education Programme	700*
Agricultural Extension Programme	50
Diversified & Short Training Courses	150
Total	1248

* The number do not devoid of repetition.

Women's Committees (WC) :

Since the establishment of these centres women and children are the main target groups. The idea of formulating non-official committees in these centres emerges from the need to contact women in the local community, this is due to the limited number of staff in each centre and to encourage women's participation. Such committees could act as a bridge between women in the community and the centre management vis-versa. Moreover, in a conservative community in which these centres are located, the director who is often a man has no access to contact women or to deal with them directly even if he already has the opportunity to meet them.

Objective:

The main goal for this committee which is drawn by QAF is to emphasize the importance of women role in supporting the work of voluntary societies.Women's committees were set in social services centres which are established by QAF to help the centres' administration to implement their programmes, (QAF, 1988).

Despite the above statement which drew general framework for the work of this committee, there is still disagreement among the centres' management regarding the detailed objectives; it seems that each centre has its own objectives. The variety may be attributed to the nature of the surrounding community of these centre's, or how officials understand the above main goal. The following detailed aims could clarify the idea of having women committee in the centres as well as identifying its tasks:

First, encouraging women to participate in implementing the programmes and the activities which are provided by the social centres.

Second, to mediate between the centre staff and women in the local community in order to exchange their needs and wishes.

Third, to contact and mobilize the local community in order to make commitments to secure the success of the programmes.

Fourth, to co-ordinate between women's' associations and the centre's management which exist in the area.

Finally, helping the management to discover the emerged leaders among women in order to train them to be active local leaders.

The Sample: Who are they?

The study involved three women committees working in the previously mentioned centres. The sample consists of twelve women distributed into three committees, from each committee there are four women chosen to answer the questionnaire. There is no limited number for the membership in each committee. The number in general range from seven to twenty five or more. The study revealed that about two-thirds of the members are not in paid work. Some of the interviewees lack the needed skills to carry out any paid work, others do have certain skills but they prefer to stay at home looking after their children. The remainder are employed in the public sector as school teachers and administrative employee. Their education level is distributed on different levels of education, such as elementary, preparatory, secondary, and the university. Half of the sample is located in the secondary level, while some of the rest finished either the preparatory cycle or collage level (Diploma). It was shown that two-thirds of the members aged between twenty to twenty nine years old. Also, two-thirds are single. From the above mentioned, one can notice the low level of education relative to other Jordanian women which explains the increased rate of unemployment among them. In some communities the girls have no chance in most cases to leave the house whenever she wants especially where the conservative communities do exist. This assumption can be applied to a certain extent to those societies. The membership of women committees offered them an outlet to entertain themselves. This may be considered as one of the motives which encouraged women to join this committee. Others realize the benefit from the activities and programmes which are offered by such centres.

Family Attitudes:

We have mentioned above that the local communities where these women committees are working are almost conservative. The expectations may be that such communities could impede the people from doing certain things or preventing certain groups especially women to go out of the house. In this study, where such communities do exist, the members of the women committees recorded that they did not face any objection from their families to participate in the membership of such committees. There is only one case in which a girl faced some objections from her family in keeping the traditions of the community, they thought that she is going to work with men, initially this idea is rejected by her family. Latter the family was persuaded to accept her participation in this committee, while the remainder which constitute more than two-thirds of the respondents did not show any objection towards their participation in this

committee. The following table shows the family attitudes towards the membership of women committees.

Table No.10

Family attitudes

Attitude	No.
Rejection	1
Acceptance	11
Total	12

WC: How it is Formed?

There are no certain regulations to control the way of choosing the members of the women committee, each centre has it's own way of forming this committee. There are two way used to choose the committee members which have been revealed by our study, these are:

First, election, one-thirds of the committees' members have been elected by women in the local community. How did the election take place? Who prepared for this election? Who supervised the election process? These are crucial questions that should be answered to reveal the nature of this election. The centre management sent several invitations for women in the local community to attend a general meeting in the centre for the purpose of electing the women committee. Other centres have invited women to attend a lecture as one of their regular activities. At the end of the lecture they have been asked to elect few women to represent them in this committee. It is obvious that such ways of election did not give enough time for women to prepare themselves for the election, or to understand the objectives of this committee. This is a result of the absence of clear regulation to the committee objectives. Moreover, this way did not give enough time to mobilize a large number of women to give chance for the emerged leaders to participate in the membership of such committees.

The method used by the centres to form the women's committees is an imposed one. The preferable method in this respect would be through conscientiousness. This would link such committee with the process of "endogenous knowledge-building", whereby the committee develop its knowledge in order to enhance the capacity for self-management of the tasks that confront them (Oakely & Marsden, 1984). The role of the centre should not exceed the role of helping them to gather to address their problems and to think of suitable way to form their own committees. Such method requires the patience from the centre staff to have this idea emerged and not to rush things. It could be the best way to encourage them to make their own decisions and to defend their choice. Centre staff should not intervene only to help them to analyze and understand their situation and experience, but not telling them what to do. The literature on women's participation asserted that the outsider must not offer ready-made solutions, but it should offer support and advice when required.

Second, appointment, the centre management has appointed the rest of the committee members which constitute two-thirds of the members. Throughout their visits and attendance of certain activities, such as health education and other occasions, the centre staff collected the information about the active persons. Then those persons have received the invitation by the centre to join the women committee membership. In some cases the local leaders play role in recommending the active persons to the centre management to be involved in the committee membership or to be contacted according to the need. The following table shows the way that has been used to choose the members of the committee.

Table No.11

Women's committee selection

Ways of Selection	No.
Appointed	9
Elected	3
Total	12

Whereas the following table shows who appointed or elected the committee's members.

Table No. 12

Who elected or appointed WC members

Who	No.
Centre's director	9
Beneficiaries	3
Total	12

Role of Women Committee:

It appears that many women in these committees do not play a major role in implementing the centre's activities and programmes. This is revealed by their answers, whether they have specific responsibilities or not. Actually, around half of the members have certain responsibilities, such as supervising some activities, preparing exhibitions and celebrations, or helping in training women such as the manual works. The remainder which constitutes about half of the members do not have any specific duties in the centres. In a similar study carried out in 1988 and involved women committees in 31 community centres revealed that 21 centre's directors reported that women committees in their centres having specific goals to achieve through the different programmes and activities. Whereas 4 directors reported that women committees in their centres do not plan its tasks, almost the majority of the centres pointed out that women committees in their centres are unable to achieve their objectives while 9 stated that they can achieve what they plan without the help of women's committee. (Khiri, 1988).

Those who have no specific tasks attributed that to the following reasons:

First, the absence of organization, they believe that within the absence of organization there is no clear division of work identifying what each member should do in order to save time, efforts and to avoid the conflict between them.

Second, the absence of clear understanding by the members themselves regarding the importance of this committee, and the role which might be played in serving their local community through their existence in these centres. For this factor two-thirds of the members asserted this fact. The following table shows the respondents opinions for not having specific responsibilities.

Table No.13

WC members views

Reasons	No.
Absence of understanding	8
Absence of organization	4
Total	12

Regarding the nature of the centre's programmes and activities, it is obvious that there are no programmes or activities that are designed to serve men. In designing the programmes, women and children are the main target. The dominant belief that these categories are the most deprived, especially in the areas where those centres do exist. This fact was asserted by half of the sample, while others referred it to the habits and traditions of their communities which do not allow either women or men to work with each other, especially if they are not relatives. The following table shows the reasons behind the exclusion of men from getting involved into the centres programmes.

Table No. 14

Reasons for men exclusion

Reasons	No.
Women are the most deprived	7
habits and traditions	5
Total	12

WC: Perceived Effectiveness:

The effectivity of women committee could be measured throughout its potentiality to achieve its stated goals. Unfortunately, there are no records to be consulted in order to examine whether the committee achieved its stated goals or not. Another indicator which may be considered to evaluate its effectivity is the planning process. By asking the members if they have a written plan for the activities to be carried out during the year, about two-thirds answered

negative, while one-thirds answered positive. One of the centres' managements and certain members explanations were that the main plan for the centre's activities is quite enough, therefore committee can work throughout this plan. One plan could lead to the avoidance of the discrepancy between some of the programmes that are designed to serve women, and reducing the demand on money.

Some of the members referred that to the unstable of both the programmes and the membership of the committee itself. The membership is supposed to be valid for two years, but members always withdrawal from time to time and new members replace them. One may argue that this process may have a positive side; it would give a chance for new individuals to participate. It could be true, but the new member needs time to get on with his / her colleagues and he / she needs time to realize what he/she is expected to do. Another reason is that the centre officials always preparing the plan by themselves, they thought that they are well qualified to carry out this task more than the committee members. This fact is similar to a certain degree to what had been revealed by the study which was carried out in 1988 by QAF, it revealed that 5 out of 31 centre's directors are intervening in the women's committee works (Khiri, 1988). By doing this they are depriving others from participating in preparing the plan, and preventing them from obtaining the skills or experience.

This centralization somehow could diminish the effectivity of the committee. Moreover, it could create in them the feeling that they are unfavorable, such feeling will reduce their enthusiasm. Throughout the informal interview, which is used as one of the means to collect the data, women have shown their enthusiasm to work to serve their local community. They have the ability to carry out any task which they might ask for. About one-thirds of them admitted that they are not effective. They referred that to the following:

First, the management centralization; they considered the persistence of the officials to be responsible for every matter without giving a chance to the committee to participate is one of the obstacles confronted their work. They need more discretion and more chances to decide upon any matter with the officials.

Second, lack of training courses dealing directly with the organization's process, planning for any programme and activity, design of projects, diagnoses of problems and how to evaluate any step they might take, in order to determine their efforts. Khiri (1988) reported that the inadequate staff is considered as one of the main obstacles which is countering the provided services to the community. I believe that women committees are in need to more, enlightenment and training to absorb its role in serving women sector more effectively and also in need to maximize its role to act as bridge between the centre and women sector.

Finally, the lack of field visits to similar committees working in other centres. Such visits could enable each and every one of them to exchange the experience and gaining information about the ways of planning and execution of activities, and they can discuss the different difficulties that may face each one. Through discussion groups each member would

express his / her own perspective towards the handling of the problem. It also could lead to gain new and vital mechanism to handle each step they follow regarding planning and execution of any activity. Khiri (1988) added that the lack of communication with other similar institution is also considered as one of the obstacles which is lessening the committees effectivity. Two-thirds of the committee members seemed to be satisfied with the recent situation regarding its effectiveness. Such satisfaction is best seen through the following:

First, the limited knowledge about the nature and the concept of women committees.

Second, the absence of self-criticism because of their fear of being incapable to carry out their tasks.

Finally, they believe that they are doing a voluntary work and in turn their efforts should be appreciated.

WC:Understanding of Participation:

In the context of the women committees, participation can be understood as marginal. The participation of both the committee's members' and those who elected them seemed to be coercive one. Though such kind of participation does not express the awareness which could lead to real understanding of their role. It would also express the desire of the centre's staff to keep intervene and manipulate the committee's members, or indicate that those who initiated such idea do not realize the importance of voluntary participation in sustaining and enhancing their membership. The marginalization of women role is not only restricted to those members who elected them, but also restricted to the whole women in local community. Through the above analysis we can conclude that women committees' members are powerless and lacked any means to have a positive impact upon their situation in these centres. Oakely &Marsden (1984), stated that the literature on community development and community participation asserts that women should assume the responsibility to direct their lives and not merely accept the directions of others, They should also begin to bring some influence to bear upon their lives.

Local Administration Committee (LAC):

The administration committee has been adopted as a mean to make commitment by the local community in order to ensure their participation to secure the success of the programmes and activities. The objectives of this committee were identified in the centre's internal system of regulation as follows:

1. Participating in drawing the policy of the social centres.
2. Contributing in financing the programmes and the activities of the centre.
3. Participating in preparing the budget of the centre at the beginning of every year.
4. Discussing and reviewing the annual reports as well as the annual plans.
5. Endorsing the annual budget as well as the annual plan.

The main object is that QAF is planning to pass the responsibility of the administration and the finance to the local community after a period of time, but still provide the technical supervision. The committee consists of representatives from both sectors, the public and the private. From the public sector the heads of certain governmental departments, which offer to a certain degree some activities identical to those offered by the social services centres. Among those were the Department of Education, Health, Agriculture and the Department of Social Development. From the private sector, the Chamber of Trade and Industry, the Mayor, youth clubs, district union for voluntary societies, voluntary societies and businessmen. The chairmanship of each committee is given to the governor in both Tafilah and Al-Mafraq centres, while in Madaba centre this task is given to the Mayor.

The number of the members in these committees varies from one centre to another. Usually, it ranges from ten to seventeen. This study involved three committees, four members each. It revealed that one-thirds of the members achieved a certain level of education; either preparatory or secondary education. Two-thirds of them achieved university education; sociology, psychology, medicine, history, administration, education and philosophy. The following table shows the education level of the LAC members.

Table No. 15

Education level of LAC members

Educational Level	No.
Preparatory	2
Secondary	2
University	8
Total	12

The most clear feature in these committees is the limited participation of women in the membership of this committee. Despite the fact that women and children are the target groups in these centres, their participation in the membership is less than the expectations. The following table shows women participation in the LAC.

Table No.16

Women's Participation in LAC membership

LAC membership	No.
Male	11
Female	1
Total	12

The only centre which gave the chance to women to participate in the LAC is Princess Basma Centre in Tafilah. The women membership became as a result of the QAF policy towards the delivery of the centre to an active charitable society in the local community. In that time Tafilah Girls Society was supposed to be prepared to administer and provide the necessary finance to run this centre. For this reason they had been given the opportunity to participate in the LAC. But what has happened then? The whole idea has been ignored and the centre is still administered by LAC and QAF because the above mentioned society was seen unable to finance the centre. What is the reason behind the limitation of women participation in LAC membership? It seemed to me that those who proposed the idea of forming such committees are unaware of the importance of women participation in the development process. Where there is a massive literature on community development shows that one of the main reasons for the failure of community development programmes in India and other countries is the negligence of women role in participating in the programmes of community development. They assumed that women will be involved in participation by time without initiating any valuable actions to motivate them. In this context the participation of women in the LAC membership should be accountable. They should have the opportunity to influence any matter affects their life, therefore, their membership in LAC must be increased to ensure their effective participation to secure the effectiveness of the LAC. Since such organization is a non-governmental one, then the question which is to be answered, what is the aim behind the participation of the government sector in the membership of LAC? The participation of the governmental departments in the membership of the non-governmental organizations may shift the bureaucratic system of administration from their departments to such organizations. The centralization could shift and diminish the capacity of the members from the private sector as well as the centre management to influence the decisions. Such suspicion is somehow conformable to the fear of some concerned writers, particularly the Marxist who believe that the intervention of government in community participation process would manipulate the people to achieve the support for the present regime. There are other writers who believe that the government intervention is necessary to provide the technical and the financial support to such organization. Our point of view supports this belief, particularly in a country like Jordan where the private sector can not carry out the task of the community development without the assistance of the governmental sector. In every city or village each governmental department is responsible for the development of the community. In most cases, the programmes of these centres are similar to certain departments programmes. For this reason, their participation could help in the following:

First, coordinating their efforts towards the implementation of similar programmes or activities in order to avoid wasting money and time. Also, it reduces the pressure on the means of the implementation. For example, the health education programme which is jointly implemented by the social centre and the Health Department. For this aim such committee is considered as the most suitable organization to join the different institutions from both sectors in

one unit to serve the local community.This process would prevent or at least reduce the rivalry between the organizations or the agencies in one community in order to keep on the quality of the service.

Second, integration of services and facilities, any department or organization can use the available facilities in other departments or organizations if they want to implement any private activity. The centre staff could help in contacting the people because the centre's system is characterized by more flexibility and gives the staff the discretion to sit socialize people in their leisure time and discuss their matters. The director also is able to recommend to his higher officials to meet their needs. But for the department's officials no one can talk to the people and discuss their needs unofficially because people always understand such step as a commitment and he / she is not in a position to do so. If he does, the procedures take a long time to execute what he has promised. Almost everything is always postponed to the next financial year plan. As we have seen in chapter two, Belshow (1973) reported that integration approach in the context of community development means an integral approach in the sense that it is a highly structural systemic exercise in which all components in the system of development can be understood as an important and appreciated for the part which they play individually and collectively.

Third, to work as a team and to benefit from others experience in implementing the programmes and handling the difficulties. Such collective works would show the effectiveness of such way in order to be applied.

Fourth, to unit the local efforts and to avoid the conflict between both sides at the expense of local participation.

Fifth, to enrich the process of planning and implementation of specialized programmes, such as health, agriculture and family programmes as being specialized in certain matters.

Finally, to facilitate the involvement of the centre in the surrounding communities because such departments were established earlier.

In order to avoid the fear which stems from the membership of the governmental departments, which might influence the staff and monopolize the activities, the member should not be given any kind of discretion to intervene directly in the centre's administration, only if there is a need to do so, and if this happen it should be coordinated with the LAC chairman and the centre's management.

To regard the members field experience, most of the members who constitute two-thirds have their experience by working with other national committees which are interested in similar task. Among those committees is the social development committees to participate in preparing the national development plans. Some of them served in boy scout movement teams under the supervision of the Ministry of Education. Those teams are interested in implementing some activities to serve the local communities. The most significant experience is the municipality councils which seem to be more committed to serve the local community. They are responsible for the development of local communities in many respects. Their task is concentrated in

constructing and maintaining roads, improving public health, help in constructing schools and other utilities. These organizations are the most active bodies in the local communities because they are basically in charge of developing their communities. The decentralization in administration is said to be one of its characteristics, in addition to the democratic way in electing the Mayor and the other members. Mayors and some of the council members subjected to this study are participating in administering these centres. The following table shows the LAC members positions in their departments and organizations.

Table No.17

LAC members positions

Members Position	No.
Mayors	3
Businessmen	3
Dept Heads	6
Total	12

While one-thirds of them served with charitable Societies. These societies are considered the most important instrument to QAF to implement its policy towards the administration of the social centres, particularly sub-centres in the villages. These societies were and still are the main source of experience in social field.

The important fact, which is revealed by the study, is that about two-thirds of the members were re-appointed or re-elected for two periods or more. According to their answers there are several reasons for this issue:

First, their capability to contribute financially to support the centres' programmes and activities. Among those are the businessmen and the members of some of the non-governmental organizations, such as Chamber of Trade and Industry. These are constitute about one-thirds of the sample and are considered one of the main financial resources to the centres, so they are more important to be re-appointed or re-elected at least from their point of view.

Second, their positions which enable them to help in implementing the centres' programmes and activities. The heads of the governmental departments, such as education, health, agriculture and social development can be classified under this category. Medical supervision on children in both creche, kindergarten and lecturers are provided by the Department of Health. While educational supervision is provided by the Department of Education, and the Department of social development is responsible for the evaluation of the VTP trainees and supervising the creche.

Finally, some members were re-appointed or re-elected because they proved themselves as an active members in working with the centre, particularly in the implementation of the different programmes and activities during the past periods. The following table shows the

72

reasons which indicated by LAC members for their re-appointment or re-election to serve for another period of membership.

Table No. 18

Re-appointing o re-electing LAC members

Reasons	No.
Intellectual capability	7
Position	1
Active	1
Finance	3
Total	12

LAC: How it is Formed:

When QAF started to construct these centres, the LAC was one of the most important issues which latter became one of its priorities. The decision was taken by QAF to form non-official committees, involving in its membership some of the governmental departments and some members from the private sector, these are:

1. The public sector which includes the Department of Education, Health, Agriculture and Social Development.

2. The private sector which includes Municipalities, Chamber of Trade and Industry, Youth clubs, Universities, District Union for Charitable Societies, Charitable Societies and some of businessmen .

The study showed that two-thirds of the members were appointed by QAF, it has played a major role in appointing most of the LAC members in the subjected centres. After the appointment of these committees for the first time, the members of those committees played a minor role in appointing some of the new members to replace the withdrawals. Until the date of this study one-thirds of the members were appointed by the LAC itself. While two-thirds of them were appointed by QAF. The following table shows who re-appointed or re-elected LAC members.

Table No. 19

Who re-appoint or re-elect LAC members

Who	No.
QAF	10
LAC	2
Total	12

QAF sent letters to the governmental ministries in which the previous departments belong in order to allow them to participate in these committees, and they did. Also those members from

the private sector received a similar letters signed by the chairperson of the Board of Trustees H.R.H. Princess Basma. It is obvious that the membership of the public and private sectors is given to the position of the member as chairmen or directors with the exception of the businessmen. In other words, it is the membership of institutions rather than the individuals in the local community. The involvement of such institutions is not less significant than the individuals themselves. These institutions are committed to improve the services in the local communities each within its field of specialization. In governmental departments case, the director is always subjected to the change of position from time to time regardless to his / her membership. He/she has to comply to his/her employer decision. The new person who is supposed to replace the former director is expecting to replace him as a member in this committee too. In this case he / she needs enough time to acknowledge his/her colleges and to cope with the area around him as well as his / her task as a member in this committee. This may take too much time and it could exceed the period of the LAC membership, which is mostly two years.

Another assumption is related to this point, exemplifies in the fact that the member of such committee is expected to have a certain skills in addition to the knowledge about the reality of the local communities. The needed skills for this task are different from the inherited ones which belong to the bureaucratic systems. So training in this respect is necessary for the new members. The ordinary persons with less obligations is more able to attend the training courses and participating in such committees. They have the time and they will not feel as being insulted, if you ask them to attend training courses for such purpose. But the departments' directors may have this feeling as well prominent figures in the local community. This case was indicated by the centres directors' answers. They referred the unwillingness of the departments directors to participate in any proposed training course to their engagement in their departments tasks, therefore they do not have the time to attend any training courses. Moreover, they may feel themselves as an object of ridicule by the local community.

Regardless, those members from the public sector which may be considered as intellectual elites, the private sector is always dominated to a certain degree by the economic elites. So ordinary people have less opportunity to participate in the membership of such committees because QAF intends to contact such elites as being known not only for their community, but also for those who are unfamiliar with their community. The other reason is the QAF's desire to seek financiers to the centre's programmes. For these reasons the priority is given to the elites to participate in the membership of LAC, among those are the merchants and the contractors. There is confusion on literature concerning whether to allow such elites to participate or not. I believe that the dealing with such category would be described as "indispensable evil". During the conducting of this study I had met the following events which would support our point of view concerning the elites involvement in community development :

(1). **Case 1. A member from the private sector told me that " I am a member in more than four committees, no body can neglect the businessmen even the governmental departments in our community. We have the ability to influence any decision which might be taken regarding any issue". I have asked him if there is a certain qualification which may play a role in enabling them to have this power. He answered, "yes our money, by money every thing became easy to obtain".**

(2). **Case 2. A member refused to participate financially to the centre's programmes, unless he gets the right to intervene in every issue, more specifically the appointment of the centre's staff. This situation explained to a considerable extent their belief that their relatives, friends and themselves have the priority to benefit not only from the programmes of such centres, but also from the paid jobs before others as being members.**

(3). **Case 3. A member who is a manager for one of the local banks in the local community . He used to cover the centre's account in his bank when it is necessary. When the QAF reformed the centre's LAC they excluded him. As a revenge he informed the centre management that he is no longer able to cover the centre's account given this as his reason. These events relatively asserted the fear of those concerned writers as shown on literature on one hand, and the QAF's purpose of their participation which is to ensure their financial contributions rather than their efficiency as a local leaders.**

Perceived Effectiveness:

It is quite appearance that the LAC are not effective enough regarding their expected role to maximize the different programmes of the centres. So far, their performance has not been examined yet despite their long participation in working with these centres. Without the committee meetings, which can be characterized as irregular, most of the LAC members have less communication with the centre. Such communication always depend on the administration desire to contact them. Sometimes - if there are an expected visits to one of the high rank persons - they might be in his reception, or if he needs something from the centre. Generally, most of the communications always occur between the centre management and the LAC chairman, in addition to the members who are entitled to endorse and sign the expenditures, mainly, the banknotes. Two-thirds of the members always attend the meetings, which are usually held as a request either from the LAC members who always attend the meetings, or the centre's director and the agreement of the LAC chairman. The irregularity of the meetings to a large extent is caused by the following reasons:

First, the committee chairmanship is always given to the governor who is in most cases busy in running the different issues of his region as being a reference to every matter in his

governorate. The other members are always busy in running their own interests. So it is not easy to have a fixed time relevant to those members to gather and discuss the centre's issues. For this reason the committee meetings are unsteady and the members attendance is irregular.

Second, the centres' management always prefers to decide upon most of the matters without consulting the committee. Indeed, it is difficult to have precise answer to this issue throughout the centres' directors. But it could be clarified on the basis that the directors are seeking to enhance their positions and to sustain their participation in decision-making process as well as the implementation of any programme. The dispute may occur when the opinion of the LAC member isn't considered to any proposed matter or when he has no idea about it. Such dispute can be described as a means to achieve self-assertion.

Third, the LAC chairman always dominates the decision to held the meetings. Such privilege always causes the irregularity of the meetings. In a meeting organized in December 1990 to discuss the obstacles of the LAC in one of these centres. The LAC members unanimously asked to authorize the chairman deputy with the decision to held and to chair the meetings in order to have regular meetings as being less obliged than the governor. Such recommendation expresses the fear of government participation in local organizations as we have seen in different parts of this study.

Finally, the LAC members have no power to participate effectively in decision-making process regarding the planning for any programme or activity , it is always monopolized by the most three influential persons; the chairman, QAF 's representative and the centre's director.

How the centres' directors evaluate the performance of the LAC members? Two out of three directors believe that the LAC members are qualified to participate in administering these centres, but in what ways? As we discussed before, there is no direct role for this committee in managing the programmes and the activities. Outwardly, each side claims that this committee is responsible for the centre administration, but in reality, it has a role in discussing the issues that would be included in the agenda. But who has the final decision on the exposed issue? Throughout the experience with two of these committees, the final decision is always taken by the most three influential persons as mentioned above; the LAC chairman, QAF's representative and the centre's director. One of the latter may argue that all the members have the opportunity to, express their opinion freely. Theoretically, it is true, but the greatest importance is to have their opinions considered.

Many pretexts could be used to justify this situation by this lobby, such as the lack of technical skills or the lack of real perception to achieve the long-term goals for the programmes or the projects. The solution for this problem is already discussed previously in this chapter. The real understanding for the whole situation is to be found in what each side wants from this committee? For the members, it might be an important opportunity to enhance their status in the local community. Certain communities may look at the administration position in any institution or its membership as a valuable pillar of the notability. Contrary, the centre's management and

the founder may have a different understanding to this situation. In addition to the reason mentioned previously in this chapter for the reasons behind the formation of such committees, it could be seen as a beautification process to please the outsider, and to give an impression that the local people have a role in deciding upon their matters, throughout their participation in the administration process.

This research has revealed that there was no role for the local people in choosing the members of these committees as a representative for them. Those representative were imposed on the local community because of their status as better off, and above all, they were appointed by the outsider because he is the financier. Nevertheless, some of the members themselves believed that these committees are not effective enough to carry out this task. About half of the sample asserted the importance of seeking a suitable means to activate these committees. The following suggestions could help in improving the performance of these committees:

First, the committee should be formed on the basis of free election, and local people must participate whether in nomination or election process. This could give opportunity for more commitments by the local community and the elected members to secure the success of the programmes and the activities.

Second, women should participate in the membership of these committees because they are the target group of these centres, more familiar with the women's' needs and are more committed than men. Such participation should not be understood as alternative for women's committees, each part has it's goals to achieve at different stages of community development process.

Third, the exclusion of the public sector from participating in the membership of these committees, mainly the governmental departments. To ensure the departments inputs to the centres programmes, they could participate in sub-committees, such as a consultative, follow up and evaluation committees.

Fourth, training courses and exchange visits for the members must be initiated and continued during the period of their membership. Although the external training courses or visits to one of the concerned countries should be sought, an invitations for interested persons could be planned, to meet and work with all the worker whethers they are field social workers or committee's members without mediation between both sides.

· **Fifth**, to held meetings more often and authorizing the LAC chairman deputy to manage the meetings in case of the chairman absence or engagements.

Finally, the formation of sub-committees out of the main committee to carry out specific tasks. These sub-committees must participate in preparing the meetings agenda in order to involve this agenda with any related issue.

PART .II

In this part we shall examine four different programmes which are always offered by QAF throughout its social services centres which constitute the core of our recent study in terms of their effectivity and community participation.

A. Child care Programme (CP):

Since the establishment of QAF, it has provided services for children in twenty one areas, the total number of benefited children from the child care programme provided by QAF's centres is 1180 child distributed to 41 classes in the various areas of Jordan until 1989 (QAF, 1992). Among those were Al-Mafraq, Madaba and Tafilah districts. For the aim of the analysis, 30 parents were selected from all these centres to evaluate the child care programme.

The Sample: Who are they?

This study revealed that roughly two-thirds of the benefited children mothers are not in paid work. Some of them are satisfied with their position as housewives, while others are still looking for a job. The development of education among women is playing a major role in keeping the unemployment high among women in Jordan. According to the Ministry of Labour (1991) the percentage of women seeking jobs is about 64% distributed on the different levels of higher education. In fact, sometimes there are opportunities for work, but the people themselves tend to refuse such kind of jobs; they always prefer certain jobs. This patronage among the job seekers leads to raise what is called the behavioural unemployment. The high rate of unemployment in Jordan, especially among women, is relatively referred to this phenomenon. About half of the respondents finished or left the school before they actually finished the compulsory cycle either elementary or preparatory level. Three cases illiterate, two cases can read and write without entering the school, and the remainder of the sample which constitutes about half of the respondents finished a high level of education at one of the community colleges or universities. Table No: 20 shows the educational level of the respondents.

Table No. 20

CP respondent educational Level

Educational Level	No.
Illiterate	3
Read and write	2
Elementary	2
Preparatory	8
Secondary	8
College	4
University	3
Total	30

78

Those who achieved high levels of education are working as school teachers, the most preferable job for women in Jordan because of the less working hours and the separate system of education. About one-thirds of the respondents' family heads are holding administrative jobs in both private and public sectors. The remainder two-thirds are soldiers, merchants, school teachers and farmers. The study revealed that the definition of the respondents' families is high, it is ranged between three and nine individuals. The family definition of about half of the respondents is ranged between seven and nine individuals, while seven individuals are the average of the Jordanian family. The following table shows the definition of the respondents families.

Table No. 21

Respondents' family definition

Family definition	No.
1 - 3	7
4 - 6	5
7 - 9	12
9 +	6
Total	30

The respondents incomes are quite different, such difference depends on what kind of jobs they occupied. The low incomes are related to soldiers and school teachers which are constitute one-thirds of the respondents; it is a common fact regarding the wages in Jordan.Their wages are always depend on their ranks for the soldiers and on the education level for the teachers whether it is B.A or Diploma...etc. While workers, merchants and farmers achieved a quite high incomes; mostly over JD 200[*] . The following table shows the respondents family income.

Table No. 22

Kg respondents Family Income JD'000s

Income Level JD'	No.
Less than 100	-
100 - 200	9
200 +	21
Total	30

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[*] Dinar-monetary unit of Jordan, abbreviated JD and is divided into 1.000 fils. In 1950 per value was established with the IMP (q.v) at American dollar 2.80 equal 1 JD, as a result of the February 1973 devaluation of the American dollar. The value in mid-1973 was United State dollar 3.11 equal 1JD. In mid-October 1988 the Central Bank of Jordan decided to float the Jordanian dinar as a result the US$ / JD rate increased from JD.380. to JD 670.

Cp Content:

As a matter of fact the kg programme in Jordan has no specific curriculum as it is for the formal education in schools. The offered material to children is only exertions based on the individuals experiences. In our concerned centres the following subjects are always offered to children in kg:

1. Teaching of Arabic and English letters.
2. Teaching of simple mathematical principles, such as numbering ...etc.
3. Anthems.
4. Outdoor and indoor games.
5. Drawing.

These subjects are always carried out through simple methods by using the different kinds of cereals, stickers, trees leaves, crayons and any available material in the surrounding environment. The aim of the kg in these centres is not to provide education in its wide meaning, but it intends to provide care for children and place considerable emphasis on educational activities. Midgely (1986) argued that, kg is used by middle-class families and especially those with working mothers. They are often regarded by the middle class as a means of enhancing their children's learning opportunities and preparing them for school.

Perceived Effectiveness:

From the beneficiaries point of view, there are several indicators to be used to judge such programme as revealed by this study. The consideration of these indicators could reflect to a large degree their satisfaction about the effectivity of this programme, so these indicators are as follow:

First, the available facilities, such as outdoor and indoor games, transportation, books and other facilities like visual-audio.

Second, the quality of the relationship between the child and the programme's staff.

Finally, outcome, what kind of knowledge and skills the child did gain.

Kindergarten always receives those children who age neither smaller than 3.8 years nor younger than 5.8 years old. According to the regulations of the Ministry of Education, children below 4.8 years should be gathered into one group according to their age; the prefatory class and the garden class, each class should not consist of more than 30 child. In each class a female teacher with Diploma degree in primary education or child education is appointed to take care of the children. It is day-care service in which the children always start their day programme at 8 a.m until 13 p.m. This study revealed that, about half of the kg staff who are full time staff are dissatisfied with the number of the staff in the centres as well as the number of the children in each class. They stated that 30 child is too much for a teacher to care since those children always need more care. The following table shows the number of the Cp staff in each centre.

k.g staff and and number of classes

Centre	Classes	Staff
Madaba	2	2
AL-Mafraq	4	5
Tafilah	4	5
Total	10	12

The kg staff believed that 25 child in each class is acceptable. At the same time others seemed to be dissatisfied with the number of the children in each class, but they are unwilling to show up their complaints for the following reasons:

1.   It could be their knowledge of the researcher as one of the QAF's staff, and he may acquaint either the QAF's staff or the centre's director on their opinions who in turn may blame or punish them despite the researcher assertion that their opinion will be confidential.

2.   It could be their belief that remaining on this number in each class would reduce the financial contribution required for this service.

What do parents think of the programme staff ? It revealed that about half of the parents are satisfied with the kg staff qualification, while others are dissatisfied. They considered two ways to judge this issue:

First, the ability of the teacher to approach children, and to what extent the teacher is able to gain the child confidence. They considered both the way that he or she deals with the child and the child desire to go to the kindergarten are very important elements in their evaluation of this programme.

Second, the practical, theoretical knowledge and the information gained by the child himself. There are who stated that they are not expecting their children to be familiar with inappropriate information to their age or mentality. They expect them to know a minimum knowledge and information. Table: No. 25 shows the parents opinion about the qualification of the kg staff.

Table No. 24

Qualification of Cp staff

Parents' opinion	No.
Qualified	17
Disqualified	13
Total	30

But what kind of measures did they use to judge whether the Cp staff are qualified or disqualified? One may argue that such respondents are themselves disqualified to evaluate the Cp staff. Whatever is to be said on this issue the beneficiaries opinion no matter how much it simple should be considered as an input in the evaluation of any programme. I believe that opinion partiality would not serve the interest of both the beneficiaries and the programme sponsor, but mutual opinions would come up with a meaningful measures that would be approved by both sides for the interest of the programme. However the following table: No. 26 shows the measures indicated by the beneficiaries to evaluate the Cp staff.

Table No. 25

Parents' indicators of staff qualification

Indicators	No.
Approaching children	10
Information	8
Child ability to read & write	12
Total	30

Therefore, it appears that beneficiaries do not clearly understand the role of the kindergarten. They believe that the child at this phase would receive psychological, social and educational preparation to enter school. There are some parents who expect their children to read and write either from his brothers' books or from the newspaper. While the planners, implementors and supervisors -in case of QAF planners are themselves supervising the implementation of the kg programme- -wanted the child only to be familiar with groups atmosphere and to learn what is appropriate to his mentality and age by using play as the best method of teaching. The idea of "learning by playing" is one of the most effective methods for a child to learn and to realize what is surrounding him. Playing always makes the child happy as being filled with new experiences and skills to be developed both physically and mentally. The child in his different stages of development is actually practising a certain kind of play which always develop coincidental with his different stages of development. Psychologist believe that playing is the best way for the child to understand the different behaviours initiated by the child himself to reconcile between the contradictory experiences that the child could have. By this way of learning the child who has certain problems could discover these problems in comparison with other ways.

Al-Assi (1983) pointed out that the psychologist, mental psychiatry and the psychoanalysis used play in diagnoses and treatment of their patients. In diagnoses play is used to observe and evaluate the behaviour and to discover the problems. In this regard, they always record the behaviours of the child during the play, then they analyze these behaviours. The observation of the child's activity during playing has lead to a theory says that during play the child's energy could be utilized. While others say that the child in his play in his different stages of development

is summarizing the different stages that the human being is experienced during his development. Whatever the opinions, it is not easy to judge which of these opinions is true, but undoubtedly through play the child can achieve many objectives. Others believe that playing is an activity in which the child is prepared to meet his coming future.

The absence of clear understanding for both sides is related to the absence of the preparation process, which is supposed to be prior to any programme or activity throughout the non-formal education as we have seen in chapter two, and to the weak relationship between the programme staff and the children's families. The centres through the child care staff should initiate and enhance this relationship with the parents and planned group discussion must be held to discuss children needs and development. The raising of children should be understood as a joint responsibility between both institutions, and the role of the kindergarten must be understood as complementary to family role but not separate.

Regarding the availability of the facilities two-thirds of the children parents seem to be satisfied with the quality as well as the number of the available outdoor games. Whereas one-thirds are dissatisfied with the quality and the available games. They claimed that children are always exposed to be hurt by some of these games, particularly the outdoor games as being made of metal. Although, these kindergartens lack the open places, such as playgrounds and yards. What is available are few meters deducted from the annexed garden of the centre. While some showed their inconvenience from such gardens and the sort of plants in it, they reported that such garden could cause harm for the children especially the spiky plants such as damask rose and the like.

The following table shows the parents opinion regarding the sufficiency of the provided games.

Table No. 26

CP games sufficiency

Parents' opinion	No.
Sufficient	16
Insufficient	14
Total	30

Basically, those centres do not have playgrounds, the reason could be referred to the absence of planning by the establisher or to the small areas which were provided to construct the buildings. Whatever their excuses such basic facility should be considered from the very beginning. It is illogical to keep the children in classes all the day, because in this phase the child always feels his physical energy and self-confidence, so this requires the availability of open yards to entertain himself and to participate with his colleagues a collective games. Through the collective games the child would learn the rules of games which in turn enhance in himself the respect of others, roles obligation and the order. Collective games could be the best method to teach such values to the child which are relatively compatible to the community rules.

Concerning the indoor games, about half of the respondents are dissatisfied with their conditions as not fit for the use by the children, because most of what is available was damaged and do not fit to the child's age. They wanted such games to be renewal from time to time. The following table shows why are parents dissatisfied with the kg facilities.

Table No. 27

kg outdoors and indoors games

Judgement	No.
Number	10
Suitability	12
No yards	8
Total	30

To regard the children transportation from and to the centre is considered as another element to ensure the effectivity of this programme, due to the centre's location and the difficulty for children to go to the centre without companion. Our concerned centres are located far from the the town centre. Actually, the centre's location is playing a clear role in affecting the beneficiaries' responsiveness to participate in the different activities, especially if there are no material incentives that could be offered. Voluntary activities may fail to a certain degree to attract the participants, if the means of transportation which is supposed to be one of the basic elements to secure the programme's success in these areas aren't introduced. It is a fact that children as incapable need to be transported from and to their homes, particularly those working parents, or those who do not own cars. So far, each one of these centres owns a bus accommodated to 24 passengers dedicated to the transportation of the benefited children. Two-thirds of the respondents are extremely dissatisfied with the capacity of the available buses. The respondents claim that certain arrangements must be taken to sort out such problem which is considered the major concern of the beneficiaries. The children parents are unable to send their children to the centre and to go to their work in one time. It must be noted that the programme does not primarily dedicated to provide child care for working parents, but for all people in the community even if this relatively contrast the reality. The centres' records show that about one-thirds of the children who benefit from this programme whose parents either both working with the private sector or at least one of them. In this respect the only way to satisfy the beneficiaries is to provide an extra means of transportation, but neither the centres nor the QAF are able to buy new buses due to the following reasons:

1. The high cost of such means of transportations.
2. The need of other new established centres for such service.
3. If the centres intend to buy new buses this would increase the financial burden on the centre, consequently all the centres programmes will be affected as a result of a major reduction

in each programme to meet the costs of such new bus. Therefore, this would increase the costs of the programme to the beneficiaries who may be unable to share such increment in the programme cost. Nevertheless, both the centres directors and the LAC members seem to be more satisfied with the Cp in all these centres. They referred that to the available facilities such as outdoor, indoor games, transportation and the qualified staff at both levels; supervision and implementation. This reflects the opinion of one-thirds of LAC members and two-thirds of the directors. However, the lack of such programmes in these areas or the same quality is considered the most important factor in securing the success of this programme.

Beneficiaries Participation:

It is worth mentioning in this respect, that about two-thirds of the respondents always participate in most of the programmes offered by the centres. They attended lectures and seminars offered by the HEP and the AEP, this constitute half of the children mothers, while half of them attended training courses designed to women such as sewing, typing and knitting. The following table shows the type of programmes that they have participated in since the establishment of the centres.

Table No. 28

Programmes types and the beneficiaries

Programme	No.
HEP	19
Typing	5
Knitting	3
Sewing	1
AEP	2
Total	30

Khiri (1988) pointed out that the beneficiaries' participation of HEP which is provided by social centres is about 21.1% whereas 18.2% is the total percentage of participation in VTP. Participation can be understood through the willingness of the people to benefit from this programme. The availability of such Cp in the centre's areas with its facilities which they do not have before has encouraged the people to benefit from this programme. This means that the local people were choosed to benefit with their children voluntary. The beneficiaries agreed to participate individually in financing this programme. This financial contribution can be understood as both coercive and voluntary participation; coercive when the centre's management decided to impose this financial contribution in form of fees and voluntary when the beneficiaries accepted to contribute. The study revealed that this programme does not provide these services free of charge, for the following reasons:

First, the centres are non-governmental, this means that the centres do not receive financial support from the government as a manner to involve the private sector to participate in the national development. Therefore, providing the centres without beneficiaries' contributions is impossible.

Second, the centre's management believe that if the beneficiaries do pay whatever the amount, they will be more committed to ensure the continuity of this programme.The following table shows how the beneficiaries pay to the Cp provided by these centres.

Table No. 29

Ways of kg fee payment

Ways of payment	No.
Weekly	1
Monthly	12
Quarterly	17
Total	30

The above financial contribution is paid upon the beneficiaries desirability for the programme. The study revealed that no child can be excluded from payment. The fees are about JD6 is average, equal to 4.6 sterling pounds. It has also revealed that no financial payment is paid for this programme as in form of donation excluded one case reported that it has paid only for one time. There is a non-material contribution provided by the children parents especially mothers, their participation is as shown in the following table.

Table No. 30

Beneficiaries non-material contribution

Sort of participation	No.
Cleanness	4
Celebration	21
Journeys	5
Total	30

The above contributions are made through mothers assistance directly in cleaning the centre or the classes that allocated to this programme, while other participation always come through the child's mother participation in different celebration; child birthday parties which are set up from time to time in the centre with the participation of other children parents. Mothers always provide, cake, soft drink and sweets. Apart from the sort and the amount of the participation provided by the beneficiaries, their contributions are a sign of interaction between the centres the local people.

Promotion of CP and Beneficiaries Participation:

The following suggestions could help in the promotion of both the CP and the beneficiaries participation. The promotion of the Cp requires the following:

1. The availability of specific curriculum which considers the importance of the complementary development of the child personality. The pre-school (kg) curriculum should emphasis the importance of the child mentality development, self-building, social relations which prevail in his surrounding, the learning of values which are considered as a means of moral and social control. It should also considers the importance of the enlargement of the child's innovative abilities, educational skills and to cope with the collective life. Overall, it should regard the importance of the preparation process of the child for his future. The preparation of such curriculum requires specialized team formed of specialists from different fields of sciences, such as sociologists, psychologists, linguistician...etc. to prepare a suitable curriculum to fit to his age. The availability of such curriculum will put an end to the unsystematic process in pre-school education, which is mostly left to the personal exertions. When a specific curriculum do exists this would help in evaluating the outcomes of the programme, it would enhance the beneficiaries confidence in this programme and latter it would motivate the local participation.

1. Cp staff should be selected on basis of practical experience, rational efficiency, practical performance efficiency, above all the emphasis is to be on the selection of those teachers who are capable to act as ideal mother to every child because the child in this stage represents a special case that requires special care by the staff. The rational and effective teacher plays valuable role in the success of the programme. A good relationship with the child himself and with his family, surely will enhance the beneficiaries confidence in all the proponents of the programme i.e... the planners, implementors and supervisors. The existence of such healthy relationship will motivate the local people to participate effectively in every proposed programme to the best of one's abilities.

3. The formation of parents' council could be an effective method to initiate a healthy relationship between the programme staff and the child's parents. Such council would allow the parents to follow up their children as a means to emphasis the complementarity of the child socialization between the family and the other institutions interested in the child socialization. It will allow the parents to be acquainted on the learning process which is followed by the Cp staff. The contact with the child parents would be carried out through the organized meetings at the centre between Cp staff, child parents and Cp supervisors. Such meetings could allow all parts to exchange views and to discuss every related matter concerning the child benefit.

Contact could be established throughout the home visits by the Cp staff to the child family or it could be through the children birthday parties which are always set up monthly at the centre. The invitation could be sent to parents through their children to gather and to discuss informally any matter that would be initiated. Whatever the kind of meetings, the gathering itself is considered as spontaneous participation by the local people. The occurrence of such kind of

participation is relatively dissatisfying to our curiosity because we need the local people to realize that their participation is authentic one and is vital to secure the success of this programme. However, this could be realized by the time.

4.   CP staff should provided with incentives both material and non-material incentives. The material incentives involve good salary, health insurance and social insurance. Whereas the non-material incentives involve the relationship between the Cp staff and the programme supervisors which should be based on mutual respect. Democratic ways should prevail between both parts, each one should have the opportunity to express his opinion freely. The relationship between Cp staff and Cp supervisors at QAF's level should be also based on mutual respect. QAF's supervisors should not impose their opinion on the Cp staff, it is better to exchange ideas and to seek the suitable procedures to keep on the effectivity of the programme. Any distinguished effort should be appreciated and disposable to other colleagues but not imposed on them. Job security should be felt by Cp staff in order to ensure their full commitment to the success of the programme. It should not be used by the employer as a means of threat to the Cp staff as it is now used. It is obvious that such positive incentives would motivate the Cp staff to achieve more accomplishments which are latterly considered as the programme accomplishments. Therefore, the existence of healthy relationship between the Cp proponents would impress the local people and motivate them to embark local participation, because they will expect in turn that they will have healthy relationship with the centre staff in general.

B.   Vocational Training programme (VTP):

Despite the governmental efforts to increase the participation of women to the labour market during 1970s, this percentage is still low. The rate of women's' participation to the labour force in Jordan has increased gradually; in 1961 it was 3.1%, while in 1979 it increased to 7.7%, in the year 1986 it reached 14%, (Ministry of planning,1986-1990). Women training is concentrated in the field of education and health, due to the fact that they are the most favorite areas. The scarcity of resources in Jordan, the increased rate of growth which is 3.9% and the high definition of the family which constitute seven individuals, for these reasons, the attention was shifted to emphasis women's' training to enable them to participate in the development process by working to improve their families' life conditions. Women training is best seen to be achieved by teaching certain professions to enable them to increase their incomes. The task of women's' training was carried out on a large scale by the private sector, more specifically by the charitable societies. Since the establishment of QAF, it has tried to expand these services to reach women in the rural and the rural-bedioun areas, which have less opportunities in the national development planning during 1960s and 1970s. A new equipments and a qualified staff are employed to improve the standards of training. Sewing, knitting and typing are selected to be the subject of the women training programme for the following reasons:

First, these professions are more adequate to less educated women due to the fact that such professions do not require high levels of skills. Also they are more favorite to those who prefer to work at home beside looking after their children.

Second, these professions are less expensive in terms of fees.

Third, if the beneficiaries do not wish to produce for selling, they at least meet their families' needs from clothes ....etc.

Finally, the availability of market for those who wish to produce for selling.

Besides sewing, knitting and typing the women training programme includes of other short training courses, such as artificial flowers making, maintenance of electrical devices, alimentary education and manual works. For the purpose of the analysis, sewing, knitting and typing were subjected to this study, because they are the most common training courses in the social centres and the programme duration which is ranged between four months for typing and knitting and eleven months for sewing. The analysis will consider the opinions of 30 beneficiaries, ten beneficiaries for each type of the above mentioned professions.

The Sample: Who are they?

To regard the occupation of the respondents, the study revealed that two-thirds of them are not in paid work. Whereas one-thirds are working with the charitable societies as trainers in the sewing workshops after they have completed a training course in one of these centres, others are working with the dressmaking workshops in these centres as shown in the following table : 31.

Table No. 31

VTP respondents' occupation

Occupation	No.
Unemployed	18
Tailor	12
Total	30

The dominant feature in this group is their low education, relative to the Jordanian women in general which ranged between preparatory and secondary levels. Two-thirds finished secondary level, one-thirds finished the preparatory cycle. More than two-thirds of the trainees are single, while only six cases are married, they aged between twenty to twenty nine years old. About two-thirds of their family heads are workers, whereas one-thirds are soldiers or merchants. The definition of the family is ranged between three individuals and more than nine, however, about half of them lay within the third category (7-9). Despite the large number of the family in these areas, their incomes are also very low. Roughly, half of them received less than 100 JDs, unskilled workers and small ranks soldiers are under this division. The rest is equally divided as medium and high levels of incomes, among this division are the high ranks soldiers, skilled workers and merchants.

Perceived Effectiveness:

Sewing, knitting and typing are the most desired professions among the rural women. Typing training course has been taken into consideration during the last years. About half of our sample attended a training course in dressmaking for a period of time ranged between nine and eleven months. One-quarters of them finished a training course in woolen dressmaking by using weaving machines for four months. The remainder attended a different course related to secretaryship which includes the art of printing in both languages; Arabic and English, telex and clerical works. The period of training depends on what kind of institution is responsible for the implementation of this course. It always ranged from two months as intensive course with 135 credit hours according to the system of the Department of Continuing Education at the Yarmouk and Mu'tah Universities or four months as it is the case in the charitable societies. The following table shows the type of training and the number of the trainees.

Table No. 32

Types of woman training course

Training course	No.
Sewing	12
Typing	8
Knitting	10
Total	30

What do the trainees think of this programme? Concerning the trainees satisfaction towards the effectivity and the quality of women training programme. Two-thirds of the respondents who participated in the woolen dressmaking and secretaryship courses seemed to be dissatisfied with the period of training courses. They claimed that both theoretical and practical training are insufficient to recognize a lot about the training subject, such as maintenance of the machines. Graduates are not qualified to practise what they learnt immediately, because trainers are not qualified or the short period of training or both simultaneously. Dressmaking course seemed to be quite satisfied concerning its period which is not less than nine months. The controversy is about the trainer's ability to go with the new innovations in this field in order to enable the trainees to compete with others in the labour market. About one-thirds emphasized this fact, while two-thirds believed that the trainers are qualified, they considered field experience or sometimes the reputation as indicators to judge his / her effectivity. The following table shows the indicators which is used by the trainees to judge the trainers' effectivity.

Table No. 33

Indicators of trainers evaluation

Evaluation indicator	No.
Experience	24
Reputation	6
Total	30

It could be unwise to consider both the field experience and the reputation as independent indicators to judge the effectivity of the trainers. The experience proved that such indicators are not practical especially in this field. There are many persons with long period of experience and wide reputation, but when they became to work in the field of training they showed that they are unable to carry out such task. The unsolved question which was and still is facing QAF regarding VTP is that the lack of qualified trainers, especially for dressmaking and woolen workshops. The available trainers who are responsible for training in the main centres or sub-centres are incapable to go with the gust of the customers. They still use old ways to cut garments, even better trainers could not compete the production which is available at the market. The following table shows the respondents opinion towards the evaluation of the trainers of sewing.

Table No. 34

VTP evaluation of sewing trainers

Trainees opinion	No.
Lack of experience	17
Incapable to keep up with models	13
Total	30

One may argue that each trainee has to be subjected to an evaluation process to see if she is capable to practise this profession or not. Unfortunately, the lack of objectivity characterized this process of evaluation. The evaluation committees which are supposed to be responsible for the evaluation of the trainees always involve disqualified persons. A social worker with no experience in the evaluation of such courses always participates in this committee, and imagine what will happen at the headquarter level of the sponsor agency if the majority of the trainees failed. Moreover, the favoritism is unavoidable, whether for the sake of the trainees or trainers. The result is that, about two-thirds of the respondents received an extra training courses at the same centres when the centres decided to establish productive workshops to provide the local market with different styles of cloth and to create jobs for those who are already graduated. The following table shows the number of trainees who received an extra training course both in sewing and knitting professions.

Table No. 35
VTP number of trainees received extra training

Extra training course	No.
Yes	26
No	4
Total	30

To regard the typing training course, it also has shortcomings whether in terms of the training process or the trainers. The trainers are incapable to carry out the task of training, some of those who are in charge of training process are not professional. They lack both the practical experience and the methodology. The machines which are always used in training are mostly out of action, consequently their restoration process needs long time until the arrival of the specialist. The evaluation of the trainees is always conducted by the trainer himself. This process is relatively subjective because he may intend to give a positive results in order not to be accused as incapable. During my service in one of those centres, the Governor Office has announced for a secretary vacancy, about 40 girls out of those who received such training applied for this job. All the applicants required to set to exam, the result was no one of them passed the exam. This event relatively shows the ineffectiveness of such training. Although, the content of the training course also has some shortcomings, it lacks many subjects, such as the short hand skills and the skills of offices management. The latter subject was added to the course by the Yarmouk University, where only few trainees had such training. The result is that all those trainees are in need for an extra training in order to be more professionals. Therefore, the following suggestions could help in improving the standards of the VTP:

First, increasing the period of training to the secretaryship and woolen dressmaking courses.

Second, adding short hand and offices management skills to the secretaryship course.

Third, producing an advanced training courses in knitting, typing and sewing programmes.

Fourth, providing the centres with qualified trainers to all VTP components, whereas a joint trainer could be better employed.

Finally, training for any skill should be prepared according to the market needs. While random training would increase the pressure on labour market and leads to the increment of unemployment among the graduates. The following table shows the respondents suggestions that may help in making the VTP more effective.

Table No. 36

Suggestions to maximize the training course

Suggestions	No.
Qualified trainers	8
Advanced training course	6
Increasing course duration	4
Decreasing fees	3
Adding short hand skills	3
Productive programme	6
Total	30

Beneficiaries Participation:

The beneficiaries participation could be understood through the following two types:

1. Financial Contributions.
2. Non-material Contributions.

The financial contributions always come as fees to be paid for each training course. Trainees always pay JD 5 equal to 3.8 sterling pounds for each sewing and knitting courses per month and about JD 30 equal to 23 sterling pounds for typing and secretaryship training course for the whole training duration. The latter is always implemented under the supervision of one of the Departments of Continuing Education of either the Yarmouk University or Mu'tah University as mentioned earlier, whereas a certificate is also issued by them. The other participation is always paid in terms of lectures attendance and membership of the women's committees. The following table shows the non-material contributions of the beneficiaries to the centre activities.

Table No. 37

VTP beneficiaries non-material Contribution

Kinds of participation	No.
Attending lectures	13
Exhibition and bazars	10
Cleaning the centre	5
Women's committee membership	2
total	30

Khiri (1988) stated that the beneficiaries participation in the center's activities by trainees is about 18.2% for VTP, lectures and meetings 16.1% and 7.2% for the WC membership. The above table shows that there is a participation which is always made by beneficiaries whether it is coercive or voluntary but our research revealed that such participation is relatively coercive for the attendance of lectures, preparing exhibition and bazars. Each training course programme involves an educational programme consists of various subjects that to a certain degree related to

93

the trainee's life. For the exhibition and bazars always set up at the end of each training course to exhibit their production in particular, and any other material that produced by other sections in the centre or by women in the local community. The same as to the cleaning of the centre, all trainees are obliged to clean their workshops in addition to participate in cleaning the whole centre from time to time.

Thus, social services centres could extend its programmes to involve a new areas for women training such areas would increase the local women participation especially home-economics and cottage industries. In the field of home economics, we prefer to point out that this term has been adopted by the Americans, but increasingly throughout the world. The following definition has quoted by Colonial Office (1957). Mrs D. Iberson, defined it as **"the study of family living in both its material and spiritual aspects. It covers food and nutrition (cookery, preservation), textile which will include sewing and knitting, the principle of laundering, cleaning, soft furnishing, household management, economy of time, space and money, child development and child management, home mechanics (a handyman courses of household repairs, very simple home carpentry and the making of equipment of furniture out of readily available material) and family relation. Work with women and girls alone, rewarding as it will be (for they are only waiting to learn new skills and be house-proud) may never realize the full potential significance of home economics to this region may even aggravate an existing imbalance in the part played by men and women. The whole task is to create a better understanding and use of existing resources, raise levels of living, promote more fruitful use of much idle time especially among youth, encourage a new thinking of all ages about the personal relationship of men and women to one another and to their children, thus encouraging a more balance and stable pattern as basic for nationhood. These aims harmonize readily with the self-help philosophy and family approach of social welfare"**. To achieve the above mentioned, it requires to promote the skills of women moreover, the family members. In this respect, short courses can be borne upon through the training courses.

Social services centres can help in promoting skills of the artisans and encouraging them to invest their money in their communities by opening small shops to start with, and encouraging them to revive many handcrafts industries, and improving the standards of the articles, and marketing them through co-operative markets. In another field it can help them in constructing their homes or reconstructing old ones by adopting self-help approach as well as the roads, water supplies, postal services.

They can maximum employed the youth potential and enthusiasm to the welfare of their communities through encouraging the work camps, scouts teams and guide ...etc. It is worth emphasis in this respect that these ideas were experienced in Jordan during the 1970s. The first

experience was the work camps for the secondary school students. They were encouraged to participate in annual work camps for three weeks during their summer holiday to help in constructing new schools, playgrounds, walls and reconstructing the old ones. Regulating cleanness campaigns in several communities, moreover experience was adopted by the Department of Sociology in the University of Jordan to construct social centre services to serve poor areas in several cities.

C. Health Education Programme (HEP):

According to the World Health Organization (1982), "**health is state of complete physical, mental and social well-being and not merely the absence of disease and infirmity**". The above definition has identified three dimensions for health; physical, mental and social well-being. These dimensions are not separate from each other, and the importance has been given to the individuals rather than to the illumination of disease. Since the establishment of QAF, HEP has been taken as one of the main programmes for the local community. The priority has been given to the preventive approach as a service that should be introduced not only by the departments of health, but also by other capable institutions in co-operation with the departments of health.The main object for this programme is to raise the health awareness among women as being the cornerstone of the society in order to achieve the public health of the community.

The Sample: Who are they?

The HEP which is offered by the social centres in many areas is considered as one of the main permanent programmes to be implemented every year. It is always executed free of charge by specialized volunteer personnel in the field of health and almost by physicians. There is no full or part-time staff responsible for the implementation of this programme. The centre's management through other staff in the centre is in charge of planning and the necessary arrangements for its implementation.

For the aim of analysis, thirty beneficiaries from three different areas were involved in this study. About two-thirds of the respondents are not in paid work, this percentage involves the housewives and few of those who are looking for an opportunity to get a job. Ideally, with no respect to any other restrictions, the whole people in the local community are entitled to benefit from this programme. But the study has revealed that this programme is dedicated to women only, the reason might be referred to the belief that women are playing several roles in the house. She could be a wife, mother or both in the same time. As being responsible for the alimentary of the family and the baby care, thereby she has to be the subject of this programme rather than men who always lack the time to attend such programmes.

However, this programme gives the chance for women to participate irrespective to their education levels, four of the respondents are illiterate, one case in which the respondent can read

and write, four are in elementary level, seven are in preparatory and about half of them achieved community college education (diploma) and university education. Women in the local community irrespective to their martial status are benefiting from this programme, single women are receiving special care as a preparation process for the marriage life in order to be familiar with certain health issues related to their new life. Beneficiaries are aged between 20-49 years old, the large participation is found in the category ranged from 30-39. The following table shows the martial status of women benefiting from the health education programme.

Table No. 38

Martial status of HEP beneficiaries

Martial	No.
Single	4
Married	25
Widowed	1
Total	30

Perceived Effectiveness:

HEP covers three major areas, these are mother and pregnancy, early child care and general health. Within mother and pregnancy area, many subjects are usually taken into consideration by planners and implementors from both health departments and social centres. These subjects are pregnancy care, vaccination, miscarriage, family control and planning, childbed fever nutrition, parturition and so forth. Under early child care topics several subjects are considered, such as newborn care, feeding, cleanness, vaccination and so forth. The general health involves subjects such as public health, cleanness either personally or the community, folk medicine, internal diseases, contagious diseases, respiratory diseases and so forth. It is worth to mention here that all these lectures are provided free of charge. More than two-thirds of the respondents are more satisfied with the subjects which are covered by this programme as well as the implementation's staff. There are only two cases in which the respondents seemed dissatisfied with it, they explain this situation by referring it to the repetition of the same subjects from time to time. It is true that most of the lectures were reiterated every year or in several occasions in the year, because the participants are not the same every time and a new participants would come and others would withdrawal. The above case should be taken into consideration by planners in order to be considered in future. The following table shows the beneficiaries judgement of the programme contents.

Table No. 39

HEP's beneficiaries judgement

HEP contents	No.
Effective	28
Ineffective	2
Total	30

Lectures, audio-visual, such as projector, video and slide projector are used when it is necessary to show or clarify any idea. Posters and brochures are always delivered at the end of the lecture such means could help in increasing their knowledge and preventing them from being board. The following table shows the means of the HEP implementation.

Table No. 40

HEP means of implementation

Means of implementation	No.
Brochures	15
Films	10
All	5
Total	30

All the respondents agreed that such means are more useful, especially if there are illiterate women attending these lectures. These methods should not be understood as end in themselves, but a methods to achieve specific ends. Omran (1974) stated that "Even a million posters, displayed on every possible wall space, will be of limited value in creating an awareness of specific health problems in the community if more than 85 percent of the community can neither read nor write. Posters or other materials will be unless, too, if they mean one thing to the people who design them and something else to the people of the community". However, the wise choice and use of a proper educational method or medium may contribute to very successful programme, implementation and every health worker should be trained in their use, just as workers are trained in such health techniques as giving injections, providing nursing care, and making home visit. These health education tools are never mutually competitive but are strictly complementary. There are many audio-visual aids that could be of great use in health education, among these are, bulletins, newsletters, charts, graphs, maps, films, flash cards, film slides, film strips, flannel graphs, pamphlets and folders, posters, video, TV, and newspapers. The best use of these methods should be under the guidance of professionally trained health educator.

The time of lecture sometimes affects the participation, this fact was asserted by one-thirds of the respondents, who claimed that most of the lectures always placed in inappropriate time. The following table shows the beneficiaries opinion regarding the implementation timing and to what extent does it fit to their time.

Table No. 41

HEP implementation timing

Time	No.
Appropriate	18
Inappropriate	12
Total	30

The lectures are often implemented afternoon in a time so as to give enough time for housewives and those working women to attend such lectures. The disagreement among the beneficiaries always referred to the diversity of the beneficiaries interests and wishes. For this reason it is difficult to set a specific time satisfactory to all beneficiaries. It is also difficult to explain the fluctuation in the beneficiaries number at the level of each centre from time to time. The following table shows the average number of the beneficiaries of HEP in the subjected social centres.

Table No. 42

Beneficiaries average of HEP for the last three years

Centre	1989	1990	1991
Tafilah	300	1140	752
AL-Mafraq	500	924	1612
Madaba	300	3840	1645
Total	1100	5904	4009

Source: QAF, 1992.

Regardless to what this programme is provided every year by all the social centres. The deficiency in planning and other necessary procedures is quite apparent. It is easy to say that the improvisation is the prevailed element in this regard. If the HEP is to be taken seriously, a health education worker must be appointed to carry out the responsibility of planning and implementing such programmes.

These procedures should not be understood as that health education is the sole responsibility of the health education worker, but it is the responsibility of all workers in the centre. If this programme is to be effective the cooperation and coordination with other health education workers in the department of health at the region level should be achieved.

Those health workers should be cooperated in planning, implementing and evaluating their own health programme. Training can make a valuable contribution to ensure the effectivity of this programme not only at the implementor level but also for the beneficiaries. Training by implication is an effective manner by which the concerned agencies assure that their policies in this regard are implementing in the way that they planned, and assure that the benefit is also achieved in the way that they planned. The health education worker can also help in organizing the content of the programme with other professionals not only to receive it and to start the

implementation. Several elements should be taken in consideration in organizing the content of programmes these are the implementation method, training situation and the field of implementation. The available resources from other concerned agencies or departments should be used to ensure the success of this programme, while we are seeking local participation towards the implementation of the developmental programmes, the HEP can be implemented throughout the involvement of the local people presented in the interested and influential persons at all stages of the programme planning, implementation and evaluation. Before they start seriously with other stages, they must be provided with the necessary information in order to ensure their effective and full participation. Those concerned from the local community can be asked to identify their health needs and collect data about their community health problems, with the health educators they can arrange the priorities and seeking suitable means to tackle such problems.

Regarding the health education workers, Omran (1974) stated that, "the health educators should be given training courses in educational approaches and methodology as an integral part of their pre-service occupation".

The HEP worker in the social centre must work in close collaboration with other health educator's working with the departments of health at the district level to include health as a part of comprehensive social services in various regions. At the administration level (i.e. QAF) a major programme for guiding and supporting the health education in the social centres should have qualified staff with health background must be capable to devise innovative programmes in the field of health education. They should also ensure continuous flow of new knowledge and skills to the health education workers at the social centres level, and most important to be responsible for the coordination with other departments in other concerned ministries, such as Health, Education, and Social Development Ministry in addition to the other concerned agencies in the field of health education. The importance of HEP is largely emphasized in the literature as a method to help the local people to realize their health situation. Shah (1977), reported that "only education can change the individuals viewpoint to develop awareness and concern the community's well-being as a whole".

Social service centres can assist in bringing the improvement in hygiene, encouraging them to improve the sources of drinking water, drainage, and preventing the pollution; cleanness both personal and communal. They could organize a useful programme in the field of child care, mother care both pre-natal and post-natal, they can encourage the people to use pits to remove the waste and to prevent the heaps which cause the foul smells, controlling the endemic diseases as well as epidemic diseases. It can show them how to use the insecticides and fungicide to reduce the pests. It can help them to remove the polluted lakes or pools. It can help them to establish hospitals, health centres, clinics ...etc. In order to ensure the achievement of such subjects it requires besides the social services centres the co-operation of the health departments and other local organizations on one side, and the people themselves on the other side to provide the medical services.

HEP: Beneficiaries Participation:

The understanding of beneficiaries participation of the HEP could be understood throughout their voluntary attendance of the lectures and other health occasions. The study revealed that about two-thirds of the HEP beneficiaries are always participating in the other activities of the centres, such as exhibitions and the like. The beneficiaries participation in the process of planning, implementation and the evaluation of the HEP will be discussed in the subsequent chapter.

D. Agricultural Extension Programme (AEP):

As a response to the latest notion to concentrate on the agriculture productivity as a policy to improve the social and economic standards of Jordanian people, QAF has adopted a simple projects to demonstrate to the local people the modern methods of agriculture, through agricultural extension. For this aim a different sizes of plastic tunnels were provided to practise and demonstrate the agricultural process. This study, which involved three centres from different areas, revealed that all the beneficiaries were women. The programme did not give opportunities for men to participate. The justification is that the nature of the centres' programmes are designed to benefit women more than men, while others claimed that women are more interested to a certain degree in horticulture, such as house garden. So, this programme is about very small-scale agriculture for the production of food for the family.

The Sample: Who are they?

The beneficiaries from this programme are not quite different from the other beneficiaries of the other programmes. In most cases you can find among those beneficiaries who participated in other programmes in the same centre. Our sample for AEP involved 30 beneficiaries where about two-thirds of them are not in paid work for the same reasons mentioned in different parts of this chapter. Their education level is also differentiated, it ranged between illiterate and the university education, about half of them completed the secondary level. Concerning their martial status, two-thirds are married, aged between 20-40 years old, most of the respondents are within the rang of 20-39.

However, the families heads work is concentrated in three areas; free work whether it requires certain skills or not. About one-thirds of the AEP beneficiaries are classified under this category. The second area is the military service, also about one-thirds of the beneficiaries families heads are soldiers with different military ranks. While the last thirds belong to a families heads engaged in free trade as merchants. Despite the high definition of the family which is ranged between 7-9 individuals, those respondents families which are classified in the first two categories receive law income, mostly between JDs 100-150, excluding one case which receives less than JDs 100, due to the limited wages which are

100

related to the nature of the work they occupied, namely, the military rank for soldiers and to the availability of work and its size for the labourer. The third category (merchants) receives more than JDs 200.

AEP: Perceived Effectiveness:

As mentioned above these centres were provided with plastic tunnels for the agriculture demonstration. The practical demonstrations are supposed to be as a means for the implementation of this programme. This study revealed that lectures are always used as a major method of implementing this programme. This fact is asserted by about two-thirds of the beneficiaries. All the contents of the AEP is always implemented in cooperation with the Department of Agriculture in the area. Some of the demonstrations are concentrated on the cultivation under plastic tunnels; how to prepare the land for planting and the uses of different kinds of fertilizers.

However, most of participants do not work in agriculture any more. About half of the families' heads who work in agriculture or trade are completely engaged in their business. The aim of involving those particular categories is to re-employ them in productive works. Basically most of the beneficiaries belong to families that depend for a long time on agriculture for their survival. These families were negatively affected by the social changes occurred during the last decades in Jordan. Also as a result of unbalanced planning for development which concentrated on the services sector with less attention to the agriculture and farmers in rural areas. This bypassing has lead to a massive migration from rural areas to the cities where a new jobs with stable salaries are more attractive rather than the adventure in agriculture works.

So it is difficult to shift the whole family to work in agriculture, but it could be possible to re-orient women in these families to work in agriculture. With the latest changes in the life conditions and the frequent rise in prices, the family income which depends to a large degree on jobs has no longer sufficient to meet the family needs. In this regard a general understanding is raised among concerns focus on how families could use the houses' gardens in producing the family needs from vegetables and fruits. The interest is concentrated on house gardens to achieve the following objectives:

1. To achieve self-sufficiency by producing some sorts of vegetables and fruits.
2. Re-emphasizing the agriculture importance towards the family.
3. Utilizing the leisure time of the housewives and to translate their efforts to cash materials. Whereas women's efforts in house keeping and children raising never had been accounted in the country GDP.
4. Re-emphasizing the woman role as a vital and active citizen in the whole productive process.

101

Our concerned AEP and during the last two years involved the distribution of several kinds of plants, such as olive trees, vine trees and seeds for different kinds of vegetables. These material are always provided free of charge to encourage the families to consider the programme seriously. The following table shows the number of the beneficiaries who benefited from this programme for the last two years distributed to the areas where these centres are located.

Table No. 43

HEP's beneficiaries 1990 / 1991

Beneficiaries	1990	1991
Tafilah	326	140
Madaba	2321	385
AL-Mafraq	185	925
Total	2832	1450

Source: QAF, 1991.

This programme has also aimed to achieve agricultural development at local community level. This aim has been stated in QAF annual plan for 1989, under the title of rural development programmes. To achieve what is called self-sufficiency, by producing some sorts of vegetables and fruits this requires an efficient resources; the land, water, seeds, fertilizers, in addition to the agricultural supervision and extension. The present programme, which is supposed to achieve the agricultural development and self-sufficiency, is unable to achieve its aims within its present situation for many reasons:

First, most of the participants live in cities, and most of them do not have the land, the main and vital resource to the agriculture process because of the overcrowding of the buildings.

Second, if the land is available, the lack of water for irrigation as one of the main elements to ensure the success of this process is considered irremediable problem, due to the shortage in ground water in Jordan, the government baned the usage of water to irrigate gardens, except the natural springs. Any infringement will be exposed to fine.

Finally, agricultural technology, requires cash to buy it, and the participants are unable to pay for it because of their low incomes.

If our agriculture programme seeks to solve at least two problems from the above, let us say -the water and the agricultural technology- at that time we could achieve the self-sufficiency by achieving the agricultural productivity. If this programme is implemented in co-operation with other governmental and non-governmental organizations, and involving the farmers in the area, then we will have a successful start towards the expansion and the generalization of such experience. The present programme somehow is considered as an

embellishment programme to fill the list of services. It depends on other means to help in the implementation process, such as audio-visual, posters and brochures as a means to clarify the ideas or the agricultural process. The field visits to one of the distinct agricultural projects or stations are supposed to be involved in the programme plan. About one-thirds of the respondents visited such projects by themselves or within the programme plan. While the others did not have the opportunity to such visits. From their point of view the blame is to be laid on the planners and the centres' managements. The following table shows the beneficiaries number who visited agricultural stations for the aim of demonstrations.

Table No. 44

AEP agricultural stations visits

Response	No.
Yes	9
No	21
Total	30

The aim of such visits would give the beneficiaries the opportunity to observe and practise the different agricultural operation. The participants are expected to gain some knowledge about the agricultural operations, such as the irrigation means (drip irrigation and sprinkling), fertilizing operations and the different kind of fertilizers, such as domestic manure, chemical and organic fertilizers. They are expected to know how to use each kind and when. Roughly, half of the respondents mentioned that they got less information about such process, the lectures depend on a brief description for the kinds of the fertilizers, which made it difficult for them to catch their scientific appellation. While the other respondents have no idea about such process. They are supposed to be taught how to diagnose the plants disease that they may meet if they are really interested in agriculture process. Only two-thirds of them are taught how to diagnose the disease, a few of them are able to choose the suitable drug to combat the disease. This fact can not only be applied to our respondents , but can be applied to farmers in the area and the whole surroundings areas. The reason is found in the weakness of the agricultural extension operation, which is adopted by the agriculture departments, whereas no serious training for the farmers is initiated.

Most of the agricultural extensioners lack the field experience despite their scientific backgrounds. If this programme is to be more effective, the whole process of agriculture which involves the objectives, the way of implementation, who is in charge of the implementation process, the target group should be revised and above all whether is it a serious programme or just entertainment. The successful programme needs the following procedures which required to be involved in the planning process:

First, to co-ordinate with the Department of Agriculture in order to implement an integrated programme and to ensure their commitment to this programme. The individual's initiative does not work in this situation if there is no guarantee from the administration of

the Agriculture Department. The co-ordination should be achieved at the level of different administrations, but neither him nor them are in a position to endorse any decision which may be needed to implement this programme. It could be more useful to the Agriculture Department to implement its agricultural extension activities in co-operation with the social centres, due to their ability to contact the local people throughout their beneficiaries.

Second, a piece of land in different sites could be dedicated for the purpose of the practical training and the demonstrations of the agricultural operations. The land can be attained from the local council or from the fiscal lands or it could be bought. It must be prepared with a suitable irrigation system, plastic tunnels, fence and the like. Farmers could learn as much as they can, then they can apply what they learnt in their own farms.

Third, the target group should not be restricted to women alone, or men alone, both men and women could benefit from this experience.

Finally, incentives tend to motivate the farmers to participate in this programme and it could make them more concerned. The incentive could be in sort of fertilizer, irrigation system, seeds, small plastic tunnels or contribution in preparing standard one, insecticidal or it could be money whether it is a credit or donation.

Plastic tunnels could be used also as incentive to make this programme more effective. When QAF started to generalize the idea of plastic tunnels. Our idea was contrary to what is going now. I had suggested an explanatory study to the farmers in different agricultural areas to find out if there is a desire to have plastic tunnels or not. Aftermath, a plastic tunnel may introduce to the farmer who is willing to share it's costs, this will depend on how financially is he able to pay. So 50% of the total cost was suggested to be repaid as credit by farmers monthly or yearly . The refund could be also used to rehabilitate another family and so on. This step could also increase the number of benefited families and ensure the application of modern technology in raising the standards of food productivity, and providing the family with reasonable savings as a result of selling the surplus production. The total cost for plastic tunnels with 9X2.5m size would not exceeds JDs 1000. The principle of sharing costs would encourage the family to have such one and would make the family more committed towards the productive process as being obliged to pay back what they got previously. The construction of plastic tunnels could be also cheaper if we use other materials that are available in the surrounded areas. Steel bars which always used in building construction could be used instead of steel pipes which always used to construct plastic tunnels.

Steel bars are cheaper than pipes, flexible to handle, easy to obtain and can be used for several years. The same idea can be used with the plastic covers. The secondhand plastic can be collected from other farms and be reprepared in cheep costs rather than new plastic. This cheap and easy way of constructing plastic tunnels can also be taught to families to fellow. Seeds and fertilizers can also be introduced to families at least for the first time, and

then they can use their savings to buy what is necessary to replant their plastic tunnels. QAF and its attached social centres in turn should keep supervising those families and agricultural extension visits could be arranged regularly by posted worker specialized in such field. If plastic tunnels used as incentives, this would help in achieving both the food productivity and the attainable goals and it would result in the improvement of the family standards of life by solving its main problem which is represented in their low-incomes.

Social services centres through its staff and the agricultural extensioner can encourage the people working in agriculture to adopt technological instruments to improve their production with more effective operations by using suitable methods to demonstrate the advantages of the new innovations in this field throughout the general meeting to the agriculturists, or setting up field meetings to practise on the ground ...etc. Moreover it can help them to try a new crops, improved seeds, fertilizers whether the chemical fertilizers or the domestic manure, a new breed of animals, irrigation and plant disease treatment. How to use the insecticides to control the local pests, how to conserve the soil, animal husbandry, poultry, orchards and horticulture. How to restore the water resources, such as springs, wells, channels as well as covering them to reduce the evaporation of water, dig a new wells ...etc. They could also provide them with a new machines, such as tractors, dibblers, seeders and the like.

It can help them to organize themselves in co-operative organizations to provide them with any help they may need. To work in this field, social services centres should care to serve all people in the area, it should be aware to give an equal opportunities for all agriculturists, not only to benefit the elites or the well-better persons and depriving the poor, otherwise the programme will be under suspicion, the result will be the enfeeblement of their desirability to participate. Latter, social services centres can help the farmers to have the access to the market, whereas it can help to improve the local types of farming which are favorite to the farmers.

AEP: Beneficiaries Participation:
It is obvious that the AEP is not designed as a significant programme to introduce a meaningful service to the local people. It is small scale programme aims to appeal women in particular to make use of their houses' gardens in planting some kinds of vegetables without providing any tangible inputs. The programme is mainly restricted to a few women and implemented throughout theoretical means, such as the lectures and very limited demonstrations. Overall, this programme resulted in very limited participation. The only chance which is allowed for the beneficiaries to participate is their participation in preparing and planting the attached plastic tunnels, which aim to produce some kinds of flowers and medical herbs to be sold for the benefit of the centres themselves. If this programme is to be worked more effectively, it should not be confined to the information flew. It is more

105

applicable to have combination of information and practical application. AEP should be extended to involve all the farmers in the area and the programme content should extend to involve other fields, such as animal husbandry.

Farmers' participation would be ensured if same kind of organizational structure is initiated. There is a strong body of thought on the literature which argues that once such organizational is established the people will automatically have a voice and can influence any proposed programme. Indeed, non-formal organizational structure, such as the co-operative societies which are formed by the Jordanian Co-operative organization could facilitate the participation of the farmers and similarly brought tangible economic benefits.

G. Conclusion:

It is quite apparent that the LAC and the women committees are not effective enough to achieve its stated objectives. In this context the effectivity means the process in which every member in LAC and the women's committees have the opportunity to get more influence on any related issue. We have seen earlier that LAC is dominated by the most influential members i.e...QAF, LAC chairman and the centre directors, such monopolization is to a considerable context leads in the marginalization of the other LAC members. Also the same thing to the women's committees, such committees are dominated by the centre management. It is obvious that there is no consistence between both committees in each center regarding any related issue. To achieve the consistency between the two committees the complementarity approach should be established. As a solution to the monopolization of both committees, we assume a balance in regulating the relationship between the members of one committee, such balance would lessen the interest of the influential members and would enable the less influential members to have genuine influence on any related issue.Concerning the relationship between the women committees and the centres' directors, I believe that at the very beginning of the committee formation it would not be risky if the directors have full authority, provided that he must act as a teacher rather than a director. So that the committee members will learn to see their own responsibility. To regard the membership of of the QAF, I believe that QAF should function as advisor and source of information not only for the LAC, but also for the women committees and should not be a member of such committees.

To regard the CP, VTP, HEP and AEP, such programmes are not effective enough in terms of the service quality and the beneficiaries involvement. The reason is mainly referred to the deficiency of planning process which requires to be re-examined. Planning process. should consider the quality of the service which could be measured in terms of the programme tangible outcomes rather than the beneficiaries number, and to what extent did the outcomes are commensurate with its inputs, and whether its actions are constrained by the needs and demands of its beneficiaries rather by the interest of its owner and workers.

106

The usage of the beneficiaries number in measuring the success or the failure of the programme is misleading due to the probability of number duplication. Moreover, the number does not reflect the quality of benefit. The effectivity of any programme is considerably related to what did the beneficiaries gain of knowledge and skills fit to the profession or the job that he will occupy. As we have seen a large number of the VTP beneficiaries sought an extra training not to gain a new skills or knowledge but to practise what they have learnt. The same as to the HEP and AEP, both programmes should be extended to benefit more local people as being vital and important programmes to help local people to realize more health and agriculture problems that are affecting their life. Therefore, AEP should emphasis the agriculture production as a technical matter. We have seen in chapter two that the failure of the development approach is attributed to the insufficient emphasis on agriculture productivity. It assumed that if production increased economic differentiation, it would lead to the emergence of more marked patterns of differentiation based on differential access to the new technology and facilities. This approach did not affect the maldistribution of productive resources. Overall these programmes require re-examination by respeculative thinkers in each area with emphasis on the importance of avoiding the emprovised planning. Implementation and evaluation of any proposed programme should be precisely revised in order to emphasis the quality of the service rather than the quantity. While the services must reach a large number of the people in the local community.

In the following chapter I will examine the role of the aforementioned LAC and women committees and the beneficiaries of the previously mentioned programmes in the different dimensions of participation process.

LOCAL COMMUNITY PARTICIPATION
PRINCESS BASMA CENTRES: ANALYSIS

PART. I

Introduction:

In the previous chapter the discussion was restricted to the perceived effectiveness of the LAC, women committees and a selected four programmes of three social services centres in Jordan. Our concern in this chapter is to examine critically the role of LAC, women committees and the beneficiaries of the aforesaid social services centres in community participation. Such critical examination would further our standing of how the community participation is implemented at the level of LAC, women committees and the beneficiaries of the CP, VTP, HEP and AEP programmes. I will start our analysis by stating a precise definition of participation in contrast with those mentioned previously in chapter three. For the aim of our present task the following definition is more useful **"participation includes people's involvement in decision-making process, in implementing programmes ... their sharing in the benefits of development programmes, and their involvement in efforts to evaluate such programmes"**(Lisk,1981). The above quoted definition involves four elements of community participation.These elements in practice appear together, while analytically they appear separate. I will try to examine the role of LAC, women committees and the beneficiaries in the light of the following the dimensions of community participation; participation in decision-making, implementation and evaluation. The treatment of this subject requires to deal with these dimensions as activities. I already have excluded the dimension of benefits because I believe that there is no tangible benefits in terms of cash returning to those programmes offered by the social services centres in Jordan. This introduction is followed by sections on participation in decision-making, participation in implementation and participation in evaluation. While part II deals with the centres' problems and the local community constraints.

A. Participation in Decision-Making:

For any programme or activity there are many decisions to be made in the process of planning. The proposed ideas about what should be done need to be refined before arriving at formal decisions. Under this title it is useful to distinguish between direct and indirect participation. The most effective participation in decision-making is when the individuals have the authority to make decisions. The less effective participation in decision-making is what is known as influence, because the individuals can provide suggestions as input to persons with authority.

In the context of the social services centres in Jordan, the assumption that the existence of such centres could encourage the people's participation by raising their consciousness towards their involvement in the development process. Therefore, and within this frame, the attached committees, such as LAC, women committee and programme beneficiaries were supposed to participate in the different stages of the programme planning. As we have seen in the literature on community participation, decision-making process as essential stage in planning process also consists of two dimensions these are;

1. Initial decisions:

The initial decisions involved the needs and priorities and what will be done. In any community there are many problems which need to be solved, among these problems there are some which required to be met urgently. At this stage we assume that the local people should identify which problem they should start with. One may argue that the participation in this stage could not be achieved, because it needs more professional persons with fuller experience to diagnose the problems. Our view goes beyond this assumption by emphasizing the importance of the local participation in order to avoid the misunderstanding of the local needs and priorities. All categories should be given training courses in participatory approaches and they can be asked to identify the needs in the community in which they exist. By having such operational procedures they can learn how to collect data and how to arrange the priorities.

This study has shown no role for neither LAC, WC members nor the beneficiaries concerning the establishment of these centres. So far, the initial decisions concerning the establishment of such centres, and the identification of the different target groups were elaborated outside of the centres' area. Who should be blamed for the exclusion and the absence of the participation in this stage of decision-making? We have no justification for this situation except that the policy of the social development in general, and the community development in particular which is supposed to be paid towards the education of the local people as a means to prepare the project area as a pre-condition for the success of any programme. But do they have a role in this stage concerning the frequent planning process for any programme? About half of the LAC members, two-thirds of WC members and two-thirds of the beneficiaries pointed out that they always participate in this stage, their contributions is represented in providing some information and suggestions to the centres' staff in order to include them in the annual plans. This contribution by some of the members in this stage is considered as indirect participation in decision-making. Whereas others showed no significant contributions in the initial decisions. The following table shows the LAC, WC members and the beneficiaries role in the initial decisions of the decision-making process.

Table No.45

Role in planning decision-making process

Participation	Yes	No	Total
LAC members	6	6	12
WC members	7	5	12
Beneficiaries	88	32	120
Total	97	43	144

While those who answered negatively referred that to the absence of the idea of participation not only in this stage, but also in the whole process. The other reason is related to the unstable of the membership of these committees for the reasons stated in previous chapter. This could reflect to a certain degree the LAC members concern in their membership of these committees as well as the centres' programmes. Sometimes there are members who claim that they have indirect role in decision-making in different ways as shown in table : 46.

Table No. 46

Ways of LAC, WC and beneficiaries participation

Ways of participation	Information	Suggestions	Total
LAC members	3	3	6
WC members	3	4	7
Beneficiaries	55	33	88
Total	61	40	103

What we assume in the second stage of decision-making process is what should be done if the decision has been made to have a certain programme. In this stage the need to decide where the programme should be implemented and who will benefit from it, and what are the methods and means for the programme's implementation. These means involved the strategy which identify the suitable approach to achieve the programme or the activity goals, in other words, to illuminate the problem which leads to the creation of these programmes. Moreover, the means or ways of providing the needed money to finance the programme whether it is raised from local community or from one of the international organizations which exist in the area. However, if this programme requires any other resources such as labour or material contributions it could be jointly financed by local community and other organizations.

This study has shown no clear role for LAC and WC members in such stage at all. Their role always comes in latter stages which are represented in the formal meetings of the LAC members to discuss the plan after it has been prepared by the centres' directors. In such meetings the attendant members always presenting their opinions and try to amend what they believe in as useful elements to the programme or the activity. It deserves to ask in this respect, do they always succeed in affecting the structure of the proposed programmes? We have some doubt concerning this matter, because the real planner, who in fact the centre's director will be ready to vindicate every item, and the result will be the approval of this plan. From our point of view this approval sometimes is seen as giving up by the committee's members to the frequent justifications, it could be explained throughout the psychological dimension as being unable to provide alternatives. Simply it is referred to the lack of knowledge in planning process or the

general framework of the whole development process. They may have a role to participate in finance process, because as we had shown in previous chapter that they have been choosed to be a financial resources for the centre's programmes in particular. About one-thirds of those members referred their re-appointment due to their ability to contribute financially to the centre's programmes and activities. The following table shows the way of LAC members participation in terms of cash.

Table No. 47

LAC members cash contributions

Cash contributions	No.
Always	5
Sometimes	2
Total	7

A review to the literature revealed a wide assertion on participation in decision-making which is to be taken as Curtis et al (1978) stated as a broad process encompassing all the aspects of learning and research, analysis and debate which preface and influence the formal choice of policy or action. The above statement largely emphasized the importance of occurring of radical changes to existing bureaucratic structures and planning procedures would be required in order to have genuine participation.

2. On-going decisions:

As found in the literature on-going decisions stage has been emphasized as a vital stage in decision-making process. We assume the continuation of searching for other needs and problems that the programme may meet. Within this stage the participation would play a clear role in shaping the directions in which the programme evolves. I believe that LAC, WC members and the beneficiaries should have the opportunity to participate in decision-making whether to continue or to discontinue this programme. This study has shown no consideration for this stage by the planners and no significant role for the programmes' beneficiaries or at least to those staff who are supposed to implement or supervise this programme. The same

112

thing can be applied to both LAC and WC members. I believe that their participation in on-going decisions in particular is more critical to the activity success not less than their participation in the initial decisions; because in this stage there are many important decisions which need to be taken, such as the methods of implementation and identification, who will responsible for the implementation of every operation; decisions on the location of the programme and the possibility of changing the location of the programme itself or a new facilities which might be needed and latter the identification of the target groups. Moreover, in this stage the general framework of any programme is always drawn. It is obvious that planning process is absolutely taken as indivisible process due to the individuality of planning which considerably reflects the the absence of well experienced planners at both levels, the QAF and the social services centres. This fact is relatively prevailed in all these centres, generally speaking, the centres annuals plans look like a medical prescription rarely consider the particularity of each area. It is also referred to the lack of the information which should be available to planners in order to help them to estimate the expenditures of any programme and drawing their attention to be aware in expecting any unforeseen problem which might be emerged during the implementation process. Therefore the division of planning process to the above mentioned stages is important to facilitate the traceability in searching for causes of any mistake that may happen during the execution of other stages of the programme.

B. Participation in implementation:

In analyzing participation in implementation, I believe that there is a certain similarity between this dimension and the decision-making dimension. There are certain initial decisions for the implementation that needed as well as on-going decisions. I will consider the following elements that were elaborated by the Rural Development Committee (Cohen, et al, 1977) as standards for the analysis of the LAC, WC members role as well as the beneficiaries. These elements are:

1. Resources contribution.

2. Participation in co-ordination.

To regard the resources contributions, it is essential to know who will contribute and what kind of contributions are considered to be necessary as input to any programme. The writers who are concerned with community participation emphasized that the most important aspect of participation, particularly in the implementation, is the way it occurs whether it is voluntary or coerced, intermittent or continuous, or whether it happened on individual basis or collective. Throughout the literature on participation the DAI (1975) found in a similar communities that the resource commitments of small farmers to a project, both labour and cash as one of the most important factors for the success of the programme or the activity. There are many projects in general that need the contribution in labour, such as roads, schools, clinics ...etc. This participation would be more effective if it happens voluntarily without any influence. I believe it is not necessary to argue about the nature of the local participation whether it is voluntary or coerced, the experience has shown that in certain communities the people are unable to initiate participation in labour and cash unless there is an obligation from the authority. They always initiate if there is payment whatever the amount is. I believe that the local people commitments will help in sustaining the project, because they will still remember their efforts and appreciate other efforts which had been employed for this project. The poor are likely to participate disproportionately and they may not get an equal benefits from the projects, if this labour is less interesting and not worth analyzing. Concerning the LAC, the study has shown that only one-thirds of the members were and are still participating in labour, those are the physician who are always addressing the different subjects in HEP. The following table shows the LAC members role in participation in implementation.

Table No. 48

LAC role in participation in implementation

Sort of participation	No.
Supervision	3
Lecturing	2
Total	5

It is worth to appreciate their departments' efforts in the implementation of the HEP and other training courses to women in local communities to increase their awareness in different issues in health. The same thing can be applied to the departments of agriculture and their directors who are participating in the LAC membership and their commitments to the implementation of some programmes. The LAC chairmen are playing the same role by motivating and encouraging them to participate and to make commitments to those centres irrespective to the way which may based on obligation basis or shyness. While WC members have distinct role in participating in labour. The study revealed that most of WC members were and are playing a major role in the implementation of most of the centres' programmes. It appears that there are no limitations, but wide responsibilities towards the implementation of the HEP, AEP and the other training courses, workshops and seminars. The following table shows the WC members role in participation in terms of labour.

Table No. 49

WCM role in participation in terms of labour

Participation in labour	No.
Yes	10
No	2
Total	12

WC members role often exceeds those areas to the preparation of different festivals, exhibitions and even the marketing of some goods that are produced by the centres. They always participating in organizing a special visits to similar women committees in other centres, sending the invitations to women in local community and contacting them to mobilize and increase their awareness and their involvement in the programmes and activities that are offered by the social centres, whereas the beneficiaries of HEP, AEP, VTP and CP are differentiated from one programme to another. Khiri (1988) estimated the labour contribution that made by women to 31 community centres is about 26%. In HEP there is only one-thirds of the beneficiaries who participate in labour to implement this programme. Their participation is represented in the invitation of other women, particularly their neighbours either personally or

by telephone. In AEP with the exception of WC members there is no significant participation in labour. We assume that a large number of women from the local communities especially the rural areas have the desire to participate in attending such sessions, but until now this programme has failed to persuade the beneficiaries to participate. The reasons can be found in the programming process which considered the planners' view rather than the real beneficiaries. Planners' scientific background in addition to the followed process of planning at the national level have led them to bypass the local people claiming that they are not in a position to estimate what they need due to their lack of knowledge. This thought has resulted in the decreases of the beneficiaries participation. However, this could explain or support the idea which represents the bilateral relationship between the process of decision-making and the process of implementation as well as the other dimensions of community participation. In VTP their is no significant role for beneficiaries in this programme, because they are considered as learners and there are no chances to do so. In CP few numbers of mothers have certain role in participation in labour in this programme. Only one-thirds of them always participate in preparing the birthday parties and limited participation for certain festivals or the receptions of the important figures in their visits to the centre, such as ministers and their like. Sqour (1989) reported that the women participation to the CP did not exceed 7.9%. By asking why they do not participate in this stage of any programme with the exception of the HEP and the AEP. Two-thirds of the respondents answered that the structure of the programme itself do not allow them to participate. It is not wise to exclude any part of them from the blame. Each part must realize the interdependent relationship between the two institutions towards their responsibilities in the socialization process. This process requires direct and a continuous contact between both of them. Therefore, such participation in these programmes could inclined profound understanding to both parties about the child and his development, which should not be considered as the responsibility of one part. I found it is more useful to create such opportunities within the context of the CP for both sides. This requires a clear role for beneficiaries in decision-making in particular and their desire to play an effective role in all other dimensions of participation.

1. Contribution of materials:

This kind of participation is represented in the material things such as cash and in-kind. In fact not all the projects and programmes are planned and financed without the local communities inputs of fund. The amount of the material contributions depends on the size of the project and the ability of the local people in cash. In the case of schools, hospitals and roads, such projects need land. The land is considered as a very valuable resource in most rural communities; which might be given by local councils or the individuals as charity, or it may be taken from the poor persons. From our recent study, it was found that all the plots of land which are allocated for the social services centres were provided free of charge by the local councils in each area. But there is no contribution in cash for the buildings. About one-thirds of the LAC members were and still participating in both cash and materials. Most of the contributions in cash come from businessmen as individual contributions and from other private institutions which are chaired by some of those members, such as local councils (municipality and the Chamber of Trade and Industry). The following table shows the contribution of LAC, WC members and the beneficiaries to the centres in terms of cash contributions and materials.

Table No. 50

Role in participation in implementation

Contribution	Material	Cash
LAC members	3	3
WC members	12	-
Child's mothers	17	30
VTP beneficiaries	8	12
Total	40	45

The material contributions are represented in some of electrical equipments and furniture. WC members contributions are represented in material things more than in cash. One-thirds of the members always participate in preparing some kinds of food, such as cake and certain dishes from time to time for different occasions especially in parties and exhibitions (bazars). The beneficiaries contributions always represented in cash for a certain degree. especially, for

certain programmes, such as CP and VTP those two programmes require to be paid in form of fees each month. Their contributions in cash are considered as a very valuable resources in all social centres in Jordan. Actually, this kind of participation in implementation is considered as coerced one, because if beneficiaries have the options whether to pay or not, the result will be most of them are unable to pay. Due to their low incomes as employees in the public sector in a country with limited resources as Jordan. The fact is that those workers in most cases have to accept such situation. nonetheless, throughout my experience in this field, I believe that such contributions, regardless of the way of participation, play a major role in sustaining the programme, if they are committed. The experience showed that some of the programmes, which are provided free-of-charge, failed to mobilize people to participate and if they did so, a large number of participants leave the programme especially if there are no incentives which are sometimes paid for participants as transportations expenses. In a similar study conducted by QAF (1988) it revealed that 30% of the beneficiaries always contribute financially to the centers' programmes. While 24% introduced technical assistance to the same programmes. This is shown in the following table.

Table No. 51

Beneficiaries technical and financial contributions

Contributions	No.
Finance	46
Technical	37
Total	83

Source: QAF,1988.

In the literature on community participation there is a clear emphasis on the local contributions to the projects and programmes. Gow et al (1978) pointed out that such contribution will make the local people more convinced in the success of the projects and programmes than they otherwise. Such contributions will provide a concrete indication of how interested the community members are in a new initiatives.

2. Participation in Coordination:

The involvement of local people whether they benefit directly or indirectly from those centres can be achieved in different ways. The most common of which are the programmes employees or the centres attached committees. Our experience can serve in bringing local people more actively into the local development process and provide a channel for the communications of ideas between local people and programme staff. They can play a role in the co-ordination even when they are not employees in the centre. I believe that this process is a very important contribution to the implementation process. They can serve as information channel to the co ordination of programme activities, the emphasize that such groups which compose various governmental officials as well as representatives from local communities. At local level were those centres exist. Unfortunately, this study has shown no effect towards the realization of what we discussed.

C. Participation in Evaluation of Different Programmes :

"Programme evaluation refers to the periodic assessment of the extent of achievement of various programme objectives, for purposes of improving further programme planning and implementation". (Omran, 1974). Since the establishment of those centres and the formation of such related committees no evaluation has been made. Such an important process would be done by a wide range of interested people. However, our concern here, about the role of LAC, WC members and the beneficiaries in the evaluation process of the centres programmes. We assume an evaluation to the performance of the LAC through the last years would give a real idea about its effectivity. Unfortunately, I found no intention towards such step. The reason is to be found in the belief that such evaluation might irritate the LAC members as being volunteers and give bad impression to local people as passive members especially the governments representatives. This feeling is prevailing with them, whereas some of them may consider this evaluation as a direct judgement or examination to them as individuals. Once I got the opportunity to talk with some of those members in an informal meeting about their role in the centre which they belong to.

119

Their complaints were centered in many issues. They expected to have a major role in decision-making process regarding the selection of the employees, and the preparing of the annual plans. This fact somehow supports the view which connects both dimensions of participation (i.e. decision-making and evaluation), and considers the result of the evaluation of any programme as an input to the decision-making process. The members expressed themselves freely, "our role do not exceed the approval of the plan and any other issues". They added also that the chairman -the governor always influences those decisions in co-ordination with QAF's representative which are always in consultation with the centre director. The same thing can be said about the WC members with some difference in their objectives. I have tried to trace if there is any role for both committees in the evaluation of the offered programmes. In fact more than two-thirds of the LAC and about half of WC members did not play any direct role in this process. I have not found any explanation for these issues rather than the absence of the idea itself. The following table shows the respondents views regarding their participation in evaluating the centre programmes.

Table No. 52

LAC, WC members participation in evaluation

Response	Yes	No
LAC members	2	4
WC members	10	8
Total	12	12

If there is any evaluation for any programme, this evaluation does not involve the content of the programme, but concentrate on what this programme gains in cash if the programme requires financial contribution in form of fees. Unfortunately, the evaluation did not consider what beneficiaries gain as skills and information. Skills and information are ought to be of those programmes, because most of them have no material benefits and further more its objectives emphasized the process of consciousness raise. If the evaluation of any programme is to be taken seriously and resulted in good planning, the content of the programme must be involved. As Omran (1974) stated that **"a main requirement for both planning and**

120

evaluation is the clear definition of programme objectives". However, each item of its content must be revised and developed. The beneficiaries should be subjected to an evaluation before and after the implementation of the programme to measure its effect. The evaluation should not consider the number of the beneficiaries in order to avoid the repetition if the programme is one of the short programmes, such as the HEP and AEP. This study showed a high number of attendants of those lectures, but most of them attended most of the lectures several times and in each time the same individuals are counted as new beneficiary. The beneficiaries themselves seemed to have no direct role in participating in the programme evaluation, only one-thirds have participated orally when they have the opportunity to do so, and in indirect way by suggestions. The following table shows the beneficiaries role in participating in evaluation of programmes.

Table No. 53

Beneficiaries participation in evaluation

Matter	No.
Finance only	1
All matters	2
Total	3

Even these suggestions in most cases were not considered by the centres' staff. To regard the Cp, the study revealed that there is also no role for the beneficiaries of the Cp to express themselves and their opinions about the content of the programme and other activities. Beneficiaries should be good obedient and must accept what the staff offer, they have to stay in the place where he or she supposed to be even if he or she is dissatisfied. This showed the inflexibility of the programme and the prevailing attitudes towards the programme staff. Finally, any programme is never perfect, but it keeps progressing if a good evaluation system continuously helps to discover the strength and weakness of the programme and such information is the utilized to adjust and improve progress operation. (Omran, 1974). Casley (1982) stated that evaluation aims to determine whether the project objectives have been, or are being met. Ideally, evaluation not only aims to quantify the achievements, but assess the role of

the project in bringing them about. Further, unexpected changes, both beneficial and detrimental, looked for and their possible causal relationship to the project examined.

It is evident that community participation in the context of social work in Jordan is still limited and haphazard. It always comes spontaneously and depending on the beneficiaries desire and spare time. There are no valuable efforts planned to prompt the local participation. In part two the different problems which lessening the performance of these centres, such as administrative, financial, technical as well as the local community participation constraints will be discussed. I will try to introduce simple ideas as a contribution to solve these problems and to contribute to the efforts which try to suggest some ideas to promote local community participation to social work in Jordan.

PART. II

A. Introduction:

We have seen in part one that participation is limited and unplanned because it was not taken as a priority among those centres work. It appears that there are several problems largely affect the centres performance. This part is allocated to point out the major problems that to a certain degree impede the performance of these centres particularly which lessening the effectivity of the community participation in the centres' programmes. The identification of these problems could leads to proposals that could help in suggesting resolutions for the time being and perhaps pave the way for more deep researches at QAF level in future. This study has unveiled the following problems:

B. Administrative problems:

1. Centralization: About one-thirds of the centres directors have complained about the nature of the relation connecting their centres with the main body (i.e.QAF), this complaint is expressed by two directors out of three. As we have stated in chapter four, those two centres are connected with QAF directly and administered by LAC. The directors sometimes find themselves forced to receive orders from the top regarding their centers' affairs. There is a clear intervention by some of the field supervisors at QAF level which used to pass their views more officially through the Department of Social Development in which they belong to. The centre's directors in this case have different views considering what kind of programmes or activities suit to their communities. Nevertheless, they believe that they ought to comply to such views in order to avoid the embarrassment with the department director who is also their boss. As for the LAC, QAF has its membership as mentioned before. The representative always show great influence on the other members considering any decision due to be taken. The discussion is always dominated by this member or this representative, without any exaggeration the decisions are always taken before the meeting is being held by the LAC chairman, QAF's representative and the centres' director. This fact has appeared clearly by one of these committees members as being a way from most of the decisions that have been taken and complaining from the domination of the QAF's representative who is always pulling out the agreement of the

chairman. They expressed their feeling by saying "if we have no influence over any decision, we will not be a cover up, so there is no need for this committee".

Even the staff of these centres are suffering from the same problem; each worker has to receive orders from QAF's supervisors and to wait for their advice perfectly. Reluctance appears on their faces and through their speech when you have the chance to talk to them or to observe their behaviours. The solution could be found in the omission of the strategy of top-down in the development policy in particular the centralization as traditional method in administration.

One may argue that this point of view is in add with the reality, it could be true to a certain degree for simple issues. The evidence is that the directors are unable to spend more than JD 20 without the agreement of his director or the LAC chairman. This amount of money could be more or less for other centres, but the principle is the same. The directors stated that finance and the staff appointment matters are always within the authority of the QAF. To regard the amount of discretion that is available to the centres directors as well as the programmes' staff, it seemed to be difficult to be measured because of the ambiguity of the directors answers. Some of them claimed that they have full discernment while others have not. The following table shows the kind of matters in which the centres directors need the approval of the QAF.

Table No. 54

Matters need QAF approval

Measure	No.
Sufficient	8
Insufficient	22
Total	30

While the programmes' staff do not have any kind of discretion. As a point of view this is referred to their directors fear of committing mistakes in which they might be blamed for.

2. The lack of transportation:

In each centre there is a mean of transportation available. The problem is that this mean is insufficient to meet the needs of their centres, if we know that these centres are providing

124

comprehensive services, which means that the majority of those beneficiaries need to be taken and returned home. This problem appears mainly with children benefiting from the kindergarten and nursery in other centres. The system is to collect children from their homes in the morning and to return them in the afternoon. The parents expect that they will leave to work on time especially if both parents are working, in this case they are expecting the centre's bus arrival on time, too. Practically, this expectation is difficult to be realized, because of the vast area in which the centre is serving and the large number of beneficiaries. The reconciliation between both sides is quite difficult, therefore, the number of the children who are always leaving the kindergarten is considerable. The centres have tried several times to solve this problem by requesting another bus, but in each time they receive a flat rejection from QAF under the pretense that the high prices of such means of transportations coupled with the need of other new established centres in other areas for means of transportation. Moreover, the financial situation of these centres fail to cover the expenses of an additional bus. The following table shows the beneficiaries opinions regarding the sufficiency of the transportation means available at the centres.

Table No. 55

Transportation sufficiency

Opinion	No.
Centres' directors	3
LAC members	9
Total	12

Also, Khiri, 1988, has expressed this matter as one of the obstacles that hinders the performance of the centres and constitute 7.3% among other problems. While it constitutes 20.9% of the performance of the activities and programmes.

C. Financial Problems:

As mentioned previously, the centre resources are divided into the following;

First, QAF contribution which mostly depends on the annual estimated budget of the centre.

Second, donation which are unstable.

Third, programmes and activities revenues, this resource is playing a major role in covering some of the different expenses of the centre, if they avoid the expansion of the services and the increment in the numbers of beneficiaries. Sometimes the centres provide gratuitous services. These revenues help the centre in covering its expenditures for a short time until the external contribution is obtained. Whereas external contribution is always subjected to delay especially from QAF, because it needs the endorsement and the releasing procedures. The delay is always affecting the implementation process for any service or activity, and could embarrass the centre management with its workers for their salaries. Considering the donations from local community it is warranted for many reasons;

First, the scarcity of local institutions or companies which have the ability to donate financially to such institutions.

Second, the large number of charitable societies and national institutions which depend on local contributions. This large number of institutions increased the pressure upon this resource which is perceived as an important outlet to them. This pressure has forced many institutions to abandon their activities and to exist in name only. The following table shows the opinions of the centres' directors and the LAC members in the finance problem.

Table No. 56

Finance problem

Opinion	No.
Centres' directors	3
LAC members	9
Total	12

The solution for this problem in general is the adoption of productive projects which help in increasing the opportunity to have stable financial resources to such institutions. The success of such projects depends on the following:

First, the possibility of having raw materials in the local community, the importing such materials would increase the costs of their productions hence creating a problem for marketing.

126

Second, the abundance of well experienced workers to run projects and to avoid wasting time and money in training.

Third, to avoid the duplication in establishing the same projects in the same area in order to avoid the pressure on basic resources, such as materials and the market.

Finally, marketing, this major issue should be studied carefully before establishing any project, the market could be an internal or external within the same country or abroad.

These productive projects could be sewing, weaving, animals husbandry such as goats, sheep, poultry, bees ...etc., or food stuff industry, diary industry and so forth.

D. Technical Problems:

The study has shown great complaints from the lack of qualified social workers. The directors as well as the LAC members believe that their centres are suffering from the absence of well prepared and experienced workers. Most of the existing workers came from non-developmental practices, their first university degrees are different and they did not encounter any developmental experiments in the world in the course of their study. The only chance for them is to work with those workers who in turn gained their experience from their recent work (learning by experience). The educational institutions in Jordan are not interested in their syllabuses in development policy. The shortage of local studies is very clear by those institutions, and if it is available they do not go beyond personal applications. Universities are unable to finance such researches, even the past and some of the recent experiences in local development are not subjected to any evaluation process, and if some of these has been studied or evaluated, it does not only meet the objectives of the executive institution and is not suitable for generalization.

As a researcher these studies appear to me superficial and do not reflect a deep understanding of those experiences. This is one of the important resources for social workers to promote their knowledge. The international experiences as well as international developmental journals are quite rare. External training courses are also absent. These resources of information are very necessary for development social workers. The recent training for those workers is insufficient and plays a considerable role in wasting both time and money at the expense of

programmes and beneficiaries. I believe that not all of those trainees are able to benefit from training course, the evidence is that these centres and QAF have to search for alternative for those from time to time and the problem is repeated even with the alternates.

To have a resolution to these problems QAF is trying from time to time to host foreign experts. The task of those experts do not go beyond the consultation at the administration level, frankly, most of them are academic experts who did not have practical experience, their advices are restricted to what should be done, but not based on what is really going on. The government retired officials as well as the deputized governmental officials are not better than other experts. Despite their practical background which might be quite far from the nature of development social workers, they are less enthusiastic to work in this field, the result is more expenditures and less change. QAF and its centres are private organizations which can not ensure that kind of advantages which are available for the workers in governmental departments, such as limited working hours, permanent job, promotions, job security, limited tasks, retirement allowances, limited working years, housing loans ...etc. Most of these advantages are not provided by QAF or its centres, the advantage which the worker can gain is quite high salary, retirement allowances if he or she still working until the age of sixty (social security allowances).

What is really happening? Any social worker or any other worker always leaving this organization to work in governmental departments when he or she finds the suitable opportunity to do so in order to ensure his or her future. In this case a new worker without experience will replace him or her and the problem repeats itself. I believe the resolution could be in the following:

First, external training courses for social workers, the place should be to one of those countries which experienced the same experiment and achieved successful programmes. There are many countries in the Third World which have a successful policy towards community development, for example India. I do suspect the benefits of external training courses in developed countries, because community development in these countries has different procedures or style and conditions are not fully experienced in these countries. However, the

trainees will not gain more than the information which is obtained by the academic personnel from some of the Third World developmental experiences.

It is better to have a look and to listen directly from those who have the original experience. The trainee will increase the financial burden of his or her organization if he or she is sent to developed countries, while they would not have to pay much if he or she is sent to one of the experimental Third World countries. The saving could be used to cover the expenses of another trainee or a new programme or service. (Dube, 1958), pointed out that training has an important aspect, it is necessary to give the trainees a reasonable grounding in subject matter of their multi-purpose activities, and they have to be trained on modern methods of extension work and the vital problems in the area of human relations associated with it. Training can instill in the future trainees a dear understanding of the nature of the community development. It can develop in the trainees the capacity to manage their matters of life. It can provide them with first-hand experience in applying principles and methods they learn from these courses to meet the problems of their life.

Second, providing social workers with journals and researches which are related to their tasks whether it is international or national periodicals, and to encourage conducting researches which may achieve the following;

1.   Promoting their knowledge and updating their information.

2.   Giving them opportunities to have a new methods related to their job.

3.   Enabling them to evaluate their performance and to help them in familiarizing themselves with areas in which they work.

Third, granting them the same advantages which they may have by working in governmental departments, such as promotion allowance in case of leaving for training courses and the most important advantage is the job security.

Fourth, to trust them and believe in their potentiality and to give them the chances to express themselves freely without any fear, and to avoid the blame and not to be evaluated by who is not familiar with them or disqualified to do that.

Finally, rewarding anyone to any successful work and generalizing his work to encourage others and to stimulate them to imitate her or him. He or she should feel proud no less than his or her partners in governmental departments. The following table summarizes the major problems that impede the performance of those centres.

Table No. 57

Major problems impede the performance of the centres

Problem	Director	LAC members	Total
Administration	2	7	9
Finance	3	11	14
Technical	2	8	10
Total	7	26	33

E. Local participation constraints:

Throughout the literature review to other developmental experiments in the world, participation has been considered as an important process for the success of any developmental programme. Despite the assertion of this principal, theoretically, what has happened proved the opposite. The bypass of participation was considered as the major cause for the failure of community development policy in the Third World countries as stated in chapter two. Local participation has bypassed and left to occur by itself throughout the implementation of different programmes and activities. Unfortunately. our study has revealed the same fault. Once again community participation is not considered as a pre-condition for any desirable success in any programme, therefore, the absence of community participation in QAF and its centres' programmes is due to the following reasons:

First, the absence of local participation process at the very beginning of QAF establishment, the planners assumed that people are able to participate, this assumption is based on the peoples' traditions and the Islamic norms which encourage gratuitous and charitable deeds. They continue to conceive such belief which is represented in the establishment of voluntary and charitable societies since 1930. This understanding has led them to assume also that these organizations will be able to adopt a new structure which mixes charitable work and

local community development policy. In the past there was a lot of work which had been done by local people efforts such as schools, mosques, churches, homes in additions to collective work e.g agricultural work, such as harvesting and threshing ... etc. They did not give attention to the change which happened in few last years under modernity and the shifting to paid works.

When QAF started its work, it has restricted its responsibility to provide technical and financial support to charitable societies, few years after that it has started to establish what is called now social services centres. These centres were and are still establishing without the participation of local people who are expected to benefit from their services. The only participation for them, if it deserves to be considered as participation, is a plot of land provided by charitable societies. With the exception of the charitable society members, no body knows what is the purpose of this building and if someone tried to ask, he or she will not have a clear answer. Participation is asked from local people after the establishment of the centre and after it starts to offer its services. Even the election of the centre location is always left to the engineering department in QAF without consulting beneficiaries. One may argue that this matter is a technical one and it is not the business of local people, and if the local people asked to participate they will not agree on one plot. Therefore, the lack of lands obliged us to decide by ourselves. Whatever the excuses are, local participation must start from this point. It is clear that community participation has not been taken seriously yet. I believe that local people must be consulted and should be asked to participate before the construction of the building. They should hold responsibility of the centre location and contribute to this building by any way whether it is financially or by materials, such as cement or physical efforts...etc.

Second, people believe that the task of such centres as well as its programmes are complementary services to the government efforts. This belief is true to a certain degree. As a fact most of the beneficiaries are committed to their work and did not have the time to participate, while others believe that participation should be done by the centres' staff. Generally speaking they used to have everything done by the government.

Third, the centres tend to depend on voluntary efforts to implement most of their programmes and activities without financial commitments to the implementors if they are

131

recruited from the local community as a mobilization to secure their involvement to community participation. This policy is sometimes unfavorable to some of those, they need to be paid, for this reason they are unable to participate.

Fourth, the repetition of most programmes and short activities has convulse local people trust with the value of these activities and make them more satisfied that such activities are mere waste of time.

Fifth, the multi-organizations which implement similar programmes in different areas of Jordan have played clear role in dispersing the local participation. It deserves mentioning once again that as much as the international agencies have contributed in serving the local communities in Jordan it contributed with the same amount in dispersing the local efforts. People became more confused regarding the organization who to co-operate with especially when the programmes are the same. This loss is caused by the main problem which has been mentioned previously as a result of the absence of the co-ordination between those agencies and local organization. (Khiri, 1988), stated that the absence of coordination between the centres and other institutions is one of the main problem that the centre are suffering from.

Sixth, the absence of income-generating projects which could be more attractive to local people to participate. Until now there are no such projects which are provided by the government have been taken seriously to originate peculiar change in the kind of the provided projects or programmes. Some of the existing projects are initiated by charitable societies, although these projects lack the basis of continuity, because of the lack of finance, skills, high costs and the lack of protection.

Finally, the provided programmes are economically valueless and could be described as creation of ease and luxury. There are many simple programmes and training courses related to general issues which have been held in different areas and were attended by several individuals not because they are interested in the subject, but for the following reasons:

1.   To leave his or her job for several days, most of the participants find the training courses as a chance to entertain themselves by being a way from the pressure of work.

2. To obtain the certificate which might be given at the end of such programme. Such certificate might enhance his or her chance to get better job when it is available and definitely it could be added to his curriculum vitae.

3. It could increase the numbers of his or her friends or acquaintances especially if such programme is chaired or attended by those with high ranks. They believe that such acquaintances could help them in any time to achieve their needs. Generally the contents of such programmes or training courses are prepared by less experience officials and concentrating on theoretical ideas and in most cases impractical. The result is that many of those participants refuse to participate next time.

Throughout the analysis of community participation in the social services centres in Jordan, it is obvious that the local participation can be understood as a means to achieve the effectivity of the different programmes offered by these centres. Community participation in this respect is interpreted as basically as a means, it is essentially describing an input into the social services programmes. The previously discussed programmes and committees have achieved only few meaningful participation in these centres, therefore this requires the reforming and the improvement of the centres strategy. In the following conclusion chapter the discussion is elaborated on general issues that have been raised throughout the analysis of the effectivity of the social services centres in offering successful programmes in term of planning, implementation, evaluation and the local participation. A particular reference is made to the centrality of participation in the centres' programmes as an important issue in the development of social welfare in Jordan. Whereas part two of this chapter suggests certain ideas that would enhance the local participation towards the different programmes and activities which might be offered by such centres and the like in future in Jordan.

CONCLUSION

Part. I

As we have seen in the previous chapters, social services centres have achieved few meaningful participation due to the weakness strategy of these centres which needs a radical change to improve the effectivity of their programmes and to get a meaningful local participation. Part I of this chapter involves general issues revealed by this study related to the LAC and WC committees, planning process and evaluation, while part II involves few proposals towards the improvement of local participation in any social programme that would be offered by such centres in future.

This study has revealed a general trends related to the social services centres in Jordan and their techniques in serving their communities. To regard the LAC and women committee both lack organization, in the absence of this important mechanism their performance is clearly negatively affected, which in turn affects the nature of the centres' work. Despite the power gained by some of the LAC members as a result of their financial contribution, the committee is ineffective towards the maximization of the programmes and other activities which are offered by those centres. The committee organization requires clarity in objectives. The objectives must be clear to every member to understand his role in particular, and to understand the committee role in general. As shown earlier some of the LAC members believe that their role does not go beyond the discussion of matters offered by the centre's management and to approve them. While it is supposed that each member is asked to initiate ideas and propose methods to translate such ideas in reality. Moreover, some of them consider his membership as a means to promote his status, not only for those less educated member who seek to enhance his social status among his relatives or the people who he lives with, but also for the educated members of the government officials who are seeking to sustain their superiority and to keep their positions. All of those who received Her Highness the Princess letter to participate in the LAC membership are considering such procedure as privilege of distinct. If we agree with

them, such privilege as a motive should actuate them to work effectively towards the benefit for their local people.

LAC members are in a position to understand their role as workers to serve their own people regardless of the social status attached to their positions. If there is any suggestions to improve their role, such suggestions as I believe do not go beyond their readiness and willingness to comprehend their role and to educate themselves through the available means. Furthermore; symposia conferences, seminars and discussion groups are proposed to the LAC members to attend to broaden their outlook concerning any related issue. I would also propose forming sub-committees consist of some of those members to follow up the centres' work and to held a meeting with the centre's director and the programmes' staff for the aim of aguementing their role and to participate in modification of the programmes if needed as part of their role in participating in evaluation. Therefore, such sub-committees could also participate in preparing the committee meeting agenda and introducing any matter that is needed from their point of view to be discussed by the whole members. Such step could also help in reducing the burden of the administration and sharing with the centres' management the responsibility of any failure of any programme, which is mostly embarrass the directors. Written reports depict the centres' achievement would also provide the LAC members with information that contribute to their effective participation. The above suggestions are to replace the training courses that would be suggested to this committee, because any training course will not work for the lack of time and their undesirability to attend such training courses for the previously mentioned reasons. As regard to women committees, they are also suffering from the absence of organization and the lack of information and knowledge concerning the committee objectives and methods.

The women committees' membership should represent the whole women sector in the centres' area. This can be achieved through the distribution of committee membership to the different quarters or regions in one area. The objectives must be clarified to them, and they should make sure that they comprehend every item of their regulation system. A continuous training courses for the members should consider the nature of work, different methods of

planning, implementation, evaluation, communication and confidence building among and between the members and the local people are recommended. A chance must be given to every member to withdrawal in the absence of their readiness or willingness to proceed in participating in the committee membership. More discretion and more encouragement should be available for them. Their views, suggestions and initiatives must be respected if they are in the benefit of work and politely rejected if not. Their contributions whether in terms of physical effort or money must be appreciated whatever its amount. Exchange visits would gain its fruit throughout their acquaintance on others experiments. Incentives would also actuate them to be more committed and more enthusiastic to work. A distinctive work or a remarkable effort should be rewarded. Their involvement and opinions sharing also would improve their effectivity. Furthermore, a representative on behalf of them should be allowed to attend the LAC meetings or would be acquainted on the result of the discussed issues in order to avoid creation of gap between the different groups working in the same centre. Such procedures are to be legislated at the high level and not to be left to the centres' directors who may manipulate them in order to keep them under the absolute control, or to the directors desire to work with them or to neglect them depending on their mood. There is a strong thought in the literature which argues that it is conceivable that those who were neglected might respond favorably to almost organization involving them, no matter what its content.

The active participation of those committees would be ensured if they can be brought into some form of organizational structure. Oakelly and Marsden (1984) argued that, active participation of local people can only be brought about by adequate people's organizations at the local level. In fact some concerned writers have gone far as to define participation in terms of a process by which the local people organize themselves and, through their own organization, are able to have some say in local development efforts (Ledesma,1980). I believe that once those committees are organized they will automatically have a voice and can influence the process of decision-making in both planning and implementation process. **"Community development among women is thus intended to promote higher standard of living in the home through self-help and to encourage a community spirit through active**

participation of group members in service of various kinds for the community in which they live¢ (Colonial Office, 1957).

To regard the planning process, there is a clear weakness in planning of the programmes and activities. This weakness is referred to the improvised planning which is not prepared according to a necessary information throughout studies to arrange priorities and discovering the community felt needs. Studies and researches are a vital sources for planning process. The awareness of the importance of planning should be raised among all centres' staff. A committee to examine the available resources and to prepare plan is recommended to each centre. The planning committee would be delegated to make an assessment of the available materials, capital and human resources of the local community including technical personnel. To indicate the factors which are most likely to impede the plan and to determine the conditions in which assure successful implementation of the plan. Moreover, to determine the suitable techniques to assure the successful implementation in each stage of the plan, and latter to judge from time to time the progress achieved in each stage of the implementation of the plan and to carry out any modification needed. Planing process is better to be seen as social process in which every citizen should have the chance to participate. It should reflect the local people opinion and translate the needs of the community within the context of the available capabilities. The weakness of programmes planning would also be referred to a weakness in ties between all elements of programming process, namely, planning, implementation and evaluation. Such weakness is the result of separation between those elements and the misbenefiting from the shortcomings and the positive result of each element. Since evaluation process should be considered as another resource for planning, represents a feedback to planning process. A training courses must be taken in consideration for programmes' staff to attend before and during the appointment. The courses content is better to be left for a higher committee responsible for staff training and assure the continuity process of training. A model for demonstrations should be involved in the training contents.

To regard programmes evaluation, it has a weakness whether at the social centres level or at the administration level. The reasons might be attributed to the fear of criticism or the lack of

137

qualified personnel to carry out this task. Whatever the reason is, evaluation process must be taken seriously. It needs both results and techniques. It could keep constantly field travels to inspect the work in order to report in statistics the result achieved by the programme. The decisions to be taken by this committee regarding programme modification should be decided in consultation with the centres' directors and the programme staff in order to keep on the bridge of cooperation and confidence between both of them, otherwise a mistrust would emerge and lead to a dispute and feel of losing jobs among centres' staff, which lately affect the outcomes of the programme and disperse the community participation. The published annual reports should be issued every year in order to make the information available to the local people, such information would also enable them to participate in the evaluation process which in turn is considered as a source to planning process. Also, a short written reports on the progress of the programmes implementation could help in evaluation process and could document the achievements to be benefited from in evaluating similar programmes, or in case of re-implementation of the same programme. The aggregation notices on the programme would also represent a considerable source to the evaluation process in general. The basis which are to be considered in the evaluation process should be informed to the programmes staff in order to know the basis on which their work would be assessed, this in turn would clarify the aim of the evaluation process. A high degree of willingness on the part of the headquarter to accept public criticism and also the existence of a number of persons locally available with both the knowledge and the ability effectively to assess a community development programme. In the case of QAF such persons are not available, and those who are available are needed to the programme itself. Du Sautoy (1962) argued that **"outsider usually looking for ideal and have not always the local knowledge and experience to be fully sympathetic when the achievement of the ideal has not been possible"**. The best evaluation of any programme is the satisfaction of customer. This requires that the organization should be close to the local people to discuss their issues and to have their opinion taken into account regarding any programme, but this mean of evaluation has some defaults as neglecting the techniques. The evaluation by the persons within the social centre itself is inevitable, since such

evaluation would not avoid bias, because any criticism may rebound upon the staff responsible for the programme implementation at the centre level or it may rebound upon the centre management. Therefore, this fact could justify the absence of programme evaluation in these centres. A suggestion could be made to establish a committee responsible for the evaluation of the centre's programmes. This committee should carry out a continuous evaluation of programme's staff through the programmes' evaluation, but this evaluation should not be announced in order not to push the staff to press the beneficiaries to achieve the goals that might be elaborated by the staff to achieve what might be satisfactory to the evaluation committee to hold on their positions. The failure of the programme should not be placed on the implementing staff, it is unfair to do so. The failure would be attributed to several factors, it could be attributed to the weakness of the programming process or to the unacceptability of the programme by the target group. Undoubtedly the performance of the staff during the programme implementation will affect the outcomes of the programme and will be taken as an indicator beside other measures to evaluate the staff.

Part. II

B. Local Participation Promotion:

The foregoing chapters have attempted to examine the reality of community participation in the programmes of social services centres in Jordan. We have touched upon the issue of obstacles and problems of community participation. In this part of the conclusion chapter I will try to suggest some ideas that would help in promoting the local participation towards the programmes and activities of the social services centres in Jordan:

1. **The adoption of clear strategy for local participation,** this strategy should consider local participation as a vital element for the success of the social centre programmes and activities, but not as secondary element to be left to coincidence. The assumption that local participation could be achieved after the establishment of the centre must be changed. Local people must have the opportunity to decide over any issue concerning their area. They must participate or at the very least consulted about the centre's location as an initial step towards

their involvement and co-operation in future. By adopting this procedure they will find themselves committed to participate. This process requires extensive efforts by developers to persuade local people and to raise their consciousness regarding this process. As mentioned previously this might require non-formal education method not only for a certain group in the local community, but also for the majority of the local people. Non-formal education is to be used to raise the awareness of the local people towards specific issues or problems in their community. As Dams (1980), stated that the education for the purpose of community development aims to create a deeper understanding of the problems and obstacles encountering people in their community, to generate a willingness to strive for individuals and joint contribution towards the solution of such problems and finally to guarantee the people's participation in the social and economic system. This means that participation should be considered as the basis of social services programmes. Oakelly and Marsden (1984) stated that if participation is to be meaningful, it must involve some direct access to decision-making and some active involvement in the determent of problems and practice... participation must be seen as an exercise of giving the local people the means to have a direct involvement in development projects. I believe there will be no harm to devote the enthusiastic leaders with special attention to carry on the responsibility of encouraging those people to ensure the continuity of local community participation. One may argue that this process may take a long time, and mostly it would delay the execution of the project or the programme, especially if there is a certain duration for the project's implementation or if the implementor agency has other tasks in other community. If the programme goals need to be achieved and if the process of continuation is attainable as I believe, the local participation is badly needed. In this case the duration should not be taken as a pretext in order to disregard the necessary steps, such as non-formal education and its role in motivating the local participation.

2. The establishment of those projects, which have an economical values, these projects could be divided into two groups:

A. Projects which could play a role in decreasing unemployment. This type of projects is represented in the establishment of co-operative projects, such as animals husbandry or small

factories. This kind of projects could ensure a certain income to those who are fully involved in these projects. Such projects may need administrative, financial and technical requirements, these requirements could be provided by the implementor organization. It could also enhance the local people confidence in such organization, thereby, this confidence could also be utilized to ensure their involvement in any proposed activity.

B. Rehabilitation projects, these projects are represented in the process of providing individuals or families with money as loans or grants to establish any project that could be useful in improving the living standards by providing their families with regular income. The selection of the project must be left to the beneficiaries themselves without any intervention, and providing them with advices if they need. These kinds of projects could enhance the commitments of the beneficiaries and their readiness to co-operate and to participate with any organization that would provide for those kinds of projects. There were several agencies which had successful experiments in this field which never be forgotten by those beneficiaries. On the part of QAF, this process had never been initiated yet. The construction of buildings and the training itself failed to persuade the local people to participate in any proposed programme. The relationship between QAF and the local people in the areas where it exists can be described as tug of war, if there is a benefit whether it is material or non-material there will be participation. For this reason local participation can be described as an intermittent participation.

3. To offer incentives, whatever it might be, it has an apparent contribution towards the encouragement of the local people to participate even if their participation exceeds their possibilities. For most of the local people such incentives are considered as an attribute to each participant. With this tribute each one may enhance his or her social status. Sometimes it is difficult to satisfy every participant because incentives costs more money, in this case a small party in their honor could achieve this objective. QAF itself has initiated this mean during 1980s, it used to distribute simple utensils for women who had attended several lectures of its educational programme, with this step women's participation in particular was overdescribed, with the absence of incentives their participation became limited.

4. Working with more than one local organization in the same area:

Any organization in the local community is considered as sources of power. This power is very important to the community development process, because it represents the efforts of many individuals. The advantages of this process are reflected in the unity of the different groups efforts and to steer such efforts towards one aim that is the local participation. This process could avoid the implementor organization the embarrassment in case of including such organizations if they have been not involved. Also it could put an end to any attempt to hinder or to limit local participation. The coordination between such organization can be learnt from the NGO's experiment in Sudan in providing relief to the victims of 1984-5 famine. The NGO's distinguished between the roles and the commitments of the various NGO's within the relief process. As reported by Abdel Ati (1993), the distribution of roles is developed to avoid the duplication of efforts and maintaining strong control over the distribution process. This system has raised the efficiency of operations and allowed for the coverage of larger geographical areas. Coordination with any organization would result in activating these organizations which were never able to compete with such well-organized NGO's in terms of finance resources and professional personnel. Such inclusion will mobilize the members of each organization to be involved in any proposed programme which means more active participation at grass-root level.

5. Local contributions: Local contributions are desirable in case of social services centres because they are non-governmental centres and do not receive support from the government to implement their programmes. The only support that they have always receive is only from QAF which in most cases is insufficient to cover the social services centres expenditures as we have shown in part I. Such contributions would make the beneficiaries more concerned for the success of the social services centres programmes and projects. It would also indicate how satisfied the beneficiaries are of the social services centres programmes and projects. Chamber (1974) stated that such contributions can be related to economic status, the richer paying more and the poorer less and limited to those who are expected to benefit. Such contributions could be in cash or material resources. The available financial institutions, such as banks, money exchange companies and private companies could be encouraged to provide any kind of support to the social services centres to implement its programmes.

6. Media: Media may be seen as a real indicator to the development momentum, it can indicate and demonstrate the development achievements. For the planning of any developmental programme, media plays a clear role because it is very effective and widespread among the people. It can explain the objectives of the project or programme, introduce, and demonstrates it in simple and easy manner because of its capability to reach their mind and their feelings. Because of these criteria's it can persuade people to participate, up to their capacity. The various means of media can discuss any problem and suggest suitable solution, such solution could be sent to those who are responsible for the development process. Particularly, the planners and in the same time can be handled according to the different means of demonstration. This problem should be analyzed on scientific basis taking into considerations the different inputs of both sides, the official and national sectors. In this way a general understanding among the people can be achieved to pave the way for collective movements towards the tackling of this problem. It can play another effective role during the implementation of the programme through the exploration of any obstacles that may encounter the different stages of the programme implementation. Free media can observe and follow up the implementation process as being free of the influence of those who do not prefer to publish the shortages or the deficiencies of the programme. Free press is more intimate to the readers than any other means, because of this fact it always seeks to express its mass opinions in order not to lose its reputation among its readers. The different means of media must follow up all different stages of the project or the programme preparations, such as planning, implementation, follow up and the evaluation. This fact requires a specialized developmental media to discuss the different issues of the development and express the ambitions and needs of the people in order to increase the confidence between the people, planners and those who are responsible for the achievement of progress in order to achieve the attainable success. (Ibrahim, 1982). As it is already mentioned, the earlier stated suggestions are not the panacea to improve the local community participation. Anyone can suggest or experience any procedures which might be more suitable for the proposed project or activity. But which element is more essential and necessary for any development programme is the local participation in its different types, because people are

143

the mean and the goal of the development process. If so, they should interact with every part of this process.

APPENDIX

A Questionnaire About the Community Participation in the Programmes of Social Centres in Jordan.

A . Members of Women's Committees

1. Occupation:
   a.   Housewife
   b.   School teacher
   c.   Unemployed
   d.   Others (specify)

2. Education - highest level achieved:
   a.   Elementary
   b.   Preparatory
   c.   Secondary
   d.   College
   e.   University

3. Field of study (at college/university):
   a.   Sociology
   b.   Psychology
   c.   Administration
   d.   Others (specify)

4. Age:
   a.   20-29
   b.   30-39
   c.   40-49
   d.   50-59

5. Martial status:
   a.   Married
   b.   Single
   c.   Widowed
   d.   Divorced

6. How long have you been working in this centre?
   a. One year or less
   b. Two years
   c. Three years
   d. More than three years

7. Have you been?
   a. Elected
   b. Appointed

8. Who elected or appointed you?
   a. QAF
   b. The centre management
   c. The beneficiaries

9. Have you been given specific responsibilities and tasks?
   a. Yes
   b. No

10. If yes would you please state them?
    a. ....
    b. ....
    c. ....

11. If no, would you please state why?
    a. ....
    b. ....
    c. ....

12. Are you working with?
    a. Men
    b. Women
    c. Both

13. If not with men, why not?
    a. ....
    b. ....
    c. ....

146

14. What sort of duties are you in charge off?

    a.   Contacting and mobilizing the local community

    b.   Coordinating between the women's association

    c.   Others (specify)

15. What sort of programmes you are responsible for?

    a.   Health education

    b.   Rehabilitation

    c.   Child care

    d.   Agriculture extension

    e.   Others (specify)

16. Do you participate in the preparation of plans?

    a.   Yes

    b.   No

17. If no, why not?

    a.   ....

    b.   ....

    c.   ....

18. If yes, in what ways?

    a.   ....

    b.   ....

    c.   ....

19. Do you participate in the programme implementation?

    a.   Yes

    b.   No

20. If yes, in what ways?

    a.   ....

    b.   ....

    c.   ....

21. If no, why not?

    a.   ....

    b.   ....

    c.   ....

22. Do you participate in the evaluation of programme?

    a.   Yes

    b.   No

23. If yes, in what ways?

    a.   ....

    b.   ....

    c.   ....

24. If no, why not?

    a.   ....

    b.   ....

    c.   ....

25. Have you attended any training courses?

    a.   Yes

    b.   No

26. If yes, what kind of courses?

    a.   ....

    b.   ....

    c.   ....

27. If no, why not?

    a.   ....

    b.   ....

    c.   ....

28. Did you face any objection from your family to become a member in this committee?

    a.   Yes

    b.   No

29. If yes, what kind of objections and for what reasons?

    a.   religion

    b.   Traditions

    c.   Motherhood

    d.   Other

30. Do you face any problems with the centre's administration?

    a.   Yes

    b.   No

31. If yes, what kind of problems?

    a.   ....

    b.   ....

    c.   ....

32. How have you solved these problems?

    a.   ....

    b.   ....

    c.   ....

33. Do you prepare an annual plan for your activities in advance?

    a.   Yes

    b.   No

34. If no, why not?

    a.   ....

    b.   ....

    c.   ....

35. Do you have special budget to finance such plan?

    a.   Yes

    b.   No

36. If yes, how do you go about raising the money?

    a.   Committee contributions

    b.   Donations from the local community

    c.   Centre budget

    d.   Other (specify)

37. Would you please state if you have any suggestion to increase the effectiveness of women committee?

    a.   ....

    b.   ....

    c.   ....

38. Which of the centre's activities are the most successful?

   a. ....

   b. ....

   c. ....

39. Would you please state why?

   a. ....

   b. ....

   c. ....

40. Which of the centre's activities are the least successful?

   a. ....

   b. ....

   c. ....

41. Would you please state why?

   a. ....

   b. ....

   c. ....

B.   Members of Local Administrative Committees (LAC):

1. Education-highest level achieved.
   a. Elementary
   b. Preparatory
   c. Secondary
   d. College
   e. University

2. Field of study.
   a. Sociology
   b. Psychology
   c. Administration
   d. Others (specify)

3. Martial status.

    a.   Married

    b.   Single

    c.   Widowed

    d.   Divorced

4. Sex.

    a.   Male

    b.   Female

5. Occupation

    a.   Private sector

    b.   Public sector

6. Age

    a.   20-29

    b.   30-39

    c.   40-49

    d.   50-59

    e.   60-69

7. Where you appointed to this position or elected?

    a.   Appointed

    a.   Elected

8. If elected, who by?

    a.   ....

    b.   ....

    c.   ....

9. If appointed, who by?

    a.   ....

    b.   ....

    c.   ....

10 Have you previously participated as a member in other committees?

    a.   Yes

    b.   No

11. If yes, which one?

 a. ....

 b. ....

 c. ....

12. Have you previously participated as a member in this committee?

 a. Yes

 b. No

13. If yes, why were you re-appointed or re-elected?

 a. ....

 b. ....

 c. ....

14. Do you have specified duties as a member in this committee?

 a. Yes

 b. No

15. If yes, would you please state them?

 a. ....

 b. ....

 c. ....

16. If no, why not?

 a. ....

 b. ....

 c. ....

17. How do the activities of this centre fit into Jordan's national development policies?

 a. ....

 b. ....

 c. ....

18. Have you personally made any financial contribution to your centre?

 a. Yes

 b. No

19. Do you always attend the committee meetings?

    a.   Always

    b.   Sometimes

    c.   Never

20. How often are they?

    a.   ....

    b.   ....

    c.   ....

21. Do you think that such meetings have a decisive role regarding the centre's activities implementation?

    a.   Yes

    b.   No

22. Have you ever participated in preparing the annual plans?

    a.   Yes

    b.   No

23. If yes, in what ways?

    a.   ....

    b.   ....

    c.   ....

24. If no, why not?

    a.   ....

    b.   ....

    c.   ....

25. Do the local people participate in preparing the annual plans?

    a.   Yes

    b.   No

26. If yes, in what ways?

    a.   ....

    b.   ....

    c.   ....

27. If no, why not?

   a. ....154....................

   b. ....

   c. ....

28. Do you think that such plans have achieved the stated goals (from your past experience)?

   a. Totally

   b. Partially

   c. Not at all

29. If partially in which respect?

   a. ....

   b. ....

   c. ....

30. Do you participate in the implementation of the activities in your   centres?

   a. Yes

   b. No

31. If yes, in what ways?

   a. ....

   b. ....

   c. ....

32. If no, why not?

   a. ....

   b. ....

   c. ....

33. Do the local people participate in the implementation of the activities?

   a. Yes

   b. No

34. If yes, in what ways?

   a. ....

   b. ....

   c. ....

35. If no, why not?

    a. ....

    b. ....

    c. ....

36. Did you come cross any difficulties during the implementation of the activities?

    a. Yes

    b. No

37. If yes, what kind of these difficulties?

    a. ....

    b. ....

    c. ....

38. Did you attend any training course during your membership?

    a. Yes

    b. No

39. If yes, would you please state them?

    a. ....

    b. ....

    c. ....

40. If no, why not?

    a. ....

    b. ....

    c. ....

41. Would you please state if you have any suggestion to increase the effectiveness of the local administration committee?

    a. ....

    b. ....

    c. ....

42. Which of the centre's activities are the most successful?

    a. ....

    b. ....

    c. ....

43. Would you please state why?

a. ....156..................

b. ....

c. ....

44. Which of the centre's activities are the least successful?

a. ....

b. ....

c. ....

45. Would you please state why?

a. ....

b. ....

c. ....

D.   The Beneficiaries:

A.   Child care programme (CP):

1.   Occupation:

a.   Housewife

b.   School teacher

c.   Unemployed

d.   Others (specify)

2.   Education:

a.   Illiterate

b.   Read and Write

c.   Elementary

d.   Preparatory

e.   Secondary

f.   College

g.   University

3.   Martial status:

a.   Single

b.   Married

c.   Divorced

d.   Widowed

4. Age:
   a.   20-29
   b.   30-39
   c.   40-49
   d.   50-59

5. Head of household work:
   a.   Worker
   b.   Soldier
   c.   Merchant
   d.   School teacher

6. Definition of family:
   a.   1-3
   b.   4-6
   c.   7-9
   d.   9 +

7. Income (JD's) per month:
   a.   Less than 100
   b.   100-200
   c.   More than 200

8. Did you benefit from any programme offered by the centre?
   a.   Yes
   b.   No

9. If yes, would you please state what type of programme?
   a.   ....
   b.   ....
   c.   ....

10. Did your children benefit from the Child care programme?
    a.   Yes
    b.   No

11. If yes, which programme?

   a. Creche

   b. Kindergarten

   c. Child-club

   d. All

12. If no, why not?

   a. ....

   b. ....

   c. ....

13. What do you think about the members of the Child care staff?

   a. Sufficient

   b. Insufficient

14. What do you think about the quality of the Child care staff?

   a. Qualified

   b. Disqualified

15. If they are disqualified in what ways?

   a. ....

   b. ....

   c. ....

16. What do you think about the outdoor games?

   a. Sufficient

   b. Insufficient

17. If they are insufficient in what ways?

   a. ....

   b. ....

   c. ....

18. What do you think about the indoor games?

   a. Sufficient

   b. Insufficient

19. If they are insufficient in what ways?

   a.   ....

   b.   ....

   c.   ....

20. Do you think that the available transportation is;

   a.   Effective

   b.   Ineffective

21. Do you think that the heating system is;

   a.   Effective

   b.   Ineffective

22. How often do you visit the centre in your area?

   a.   Weekly

   b.   Monthly

   c.   Not at all

23. Have you ever come cross any problem with the Child care programme staff?

   a   Yes

   b.   No

24. If yes, what kind of problem?

   a.   ....

   b.   ....

   c.   ....

25. Have you ever made any financial contribution to the centre?

   a.   Yes

   b.   No

26. If yes, what type of contribution?

   a.   Fees

   b.   Donation

   c.   Both

27. Have you ever made labour contributions to the centre?

    a.   Yes

    b.   No

28. If yes , what type of labour?

    a.   Cleanness

    b.   celebrations

    c.   Journeys

    d.   Others (specify)

29. How you often pay the fees?

    a.   Weekly

    b.   Monthly

    c.   Every term

    d.   Yearly

30. Did the centre administration invited you to participate in Child care activities?

    a.   Yes

    b.   No

31. If no, why not?

    a.   ....

    b.   ....

    c.   ....

32. Do you think that the Child care programme is of a good standard?

    a.   Yes

    b.   No

33. If no, what do you suggest in order to improve the standard of the Child care programme?

    a.   ....

    b.   ....

    c.   ....

B. Vocational Training Programme (VTP):

1. Occupation
    a.   Housewife
    b.   School teacher
    c.   Unemployed
    d.   Others (specify)

2. Education-Qualifications:
    a.   Illiterate
    b.   Read and Write
    c.   Elementary
    d.   Preparatory
    e.   Secondary
    f.   College
    g.   University

3. Martial status:
    a.   Single
    b.   Married
    c.   Divorced
    d.   Widowed

4. Age:
    a.   20-29
    b.   30-39
    c.   40-49
    d.   50-59

5. Head of household work:
    a.   Worker
    b.   Soldier
    c.   Merchant
    d.   School teacher

6. Definition of family:
   a. 1-3
   b. 4-6
   c. 7-9
   d. 9 +

7. Income (JD's) per month:
   a. Less than 100
   b. 100-200
   c. More than 200

8. Did you personally benefited from the programme offered?
   a. Yes
   b. No

9. If yes, what kind of this programme?
   a. Sewing
   b. Knitting
   c. Typing
   d. Others (specify)

10. Did you pay any fees?
    a. Yes
    b. No

11. For how long you have been subject to training course?
    a. 2 months
    b. 4 months
    c. 9 months
    d. 11 months

12. How much time was allocated to the theoretical training?
    a. 1 month
    b. 2 months
    c. 3 months
    c. 6 months

13. Do you think that the trainer is qualified enough to carry out his task?

    a.   Yes

    b.   No

14. If yes, in what ways?

    a.   ....

    b.   ....

    c.   ....

15. If no, why not?

    a.   ....

    b.   ....

    c.   ....

16. Have you ever been participated in evaluating of this programme?

    a.   Yes

    b.   No

17. If yes, in what ways?

    a.   ....

    b.   ....

    c.   ....

18. If no, why not?

    a.   ....

    b.   ....

    c.   ....

19. Do you have a job?

    a.   Yes

    b.   No

20. If yes, what type of job?

    a.   ....

    b.   ....

    c.   ....

21. Do you think that such programme will enable you to get a job?
    a.   Yes
    b.   No

22. If no, why not?
    a.   ....
    b.   ....
    c.   ....

23. Have you received any training during your work?
    a.   Yes
    b.   No

24. Do you think that the training programme was of a good standard?
    a.   Yes
    b.   No

25. If no, what do you suggest in order to improve the programme standard?
    a.   ....
    b.   ....
    c.   ....

C. Health Education Programme (HEP) :
1. Occupation:
    a.   Housewife
    b.   School teacher
    c.   Unemployed
    d.   Other (specify)

2. Education-Qualification:
    a.   Illiterate
    b.   Read and Write
    c.   Elementary
    d.   Preparatory
    e.   Secondary
    f.   College
    g.   University

3. Martial status:
   a. Single
   b. Married
   c. Divorced
   d. Widowed

4. Age:
   a. 20-29
   b. 30-39
   c. 40-49
   d. 50-59

5. Head of household work:
   a. Worker
   b. Soldier
   c. Merchant
   d. School teacher
   e. Farmer

6. Definition of family:
   a. 1-3
   b. 4-6
   c. 7-9
   d. 9 +

7. Income (JD's) per month:
   a. Less than 100
   b. 100-200
   c. More than 200

8. Have you benefited from the health education programme?
   a. Yes
   b. No

9. If yes, do you think that such programme is:
   a. Effective
   b. Ineffective

10. If it is ineffective why?

   a. ....

   b. ....

   c. ....

11. What are the subjects covered by the programme?

   a. Mother and pregnancy

   b. Early Child care

   c. General health

   d. All

12. The programme encompasses:

   a. Lectures

   b. Audio-Visual

   c. Brochures and posters

   d. All

13. Did you have to pay fees to benefit from this programme?

   a. Yes

   b. No

14. Have you ever been asked to participate in preparing such programme?

   a. Yes

   b. No

15. If yes, in what ways?

   a. ....

   b. ....

   c. ....

16. If no, why not?

   a. ....

   b. ....

   c. ....

17. Have you ever been participated in evaluating of this programme?

    a.   Yes

    b.   No

18. If yes, in what ways?

    a.   ....

    b.   ....

    c.   ....

19. Who implement this programme?

    a.   Centre's staff

    b.   Physicians

    c.   Nurses

    4.   All

20. Do you think that such programme is really meeting the community needs?

    a.   Yes

    d.   No

21. If yes, in what ways?

    a.   ....

    b.   ....

    c.   ....

22. What else you suggest in order to improve the level of such programme?

    a.   ....

    b.   ....

    c.   ....

D. Agricultural Extension Programme (AEP) :

1. Occupation:
   a. Housewife
   b. School teacher
   c. Unemployed
   d. Others(specify)

2. Education-Qualification:
   a. Illiterate
   b. Read and Write
   c. Elementary
   d. Preparatory
   e. Secondary
   f. College
   g. University

3. Martial status:
   a. Single
   b. Married
   c. Divorced
   d. widowed

4. Age:
   a. 20-29
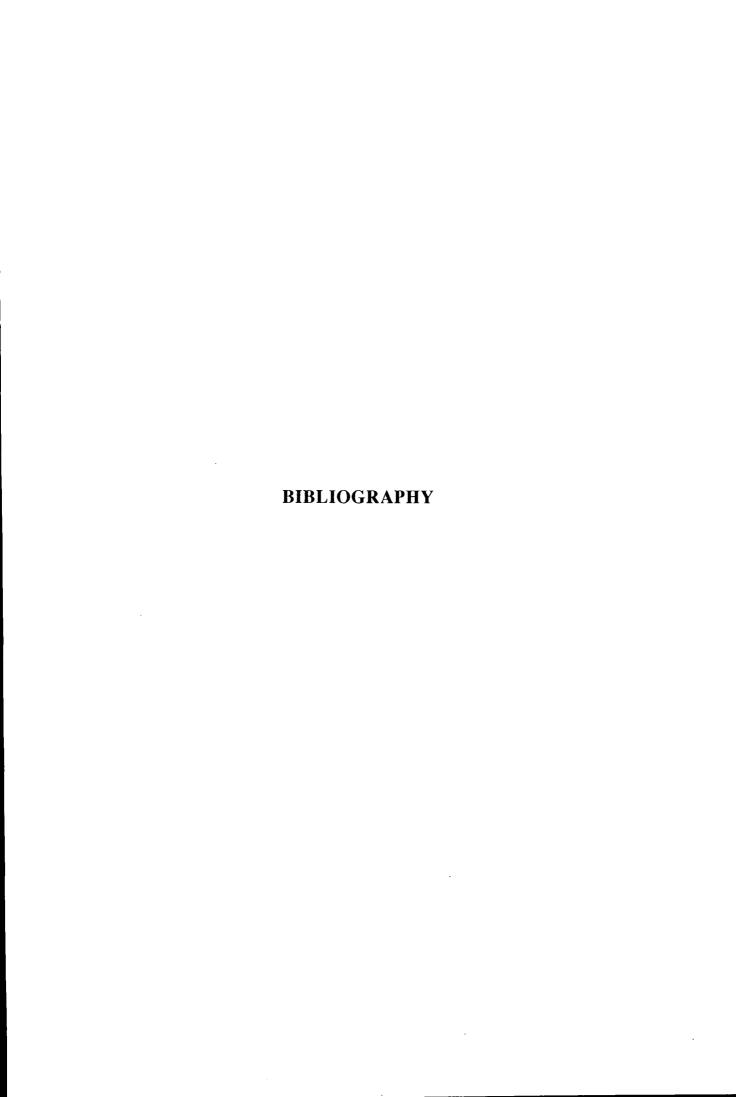   b. 30-39
   c. 40-49
   d. 50-59

5. Head of household work:
   a. Worker
   b. Soldier
   c. Merchant
   d. School teacher

6. Definition of family:
   a. 1-3
   b. 4-6
   c. 7-9
   d. 9 +

7. Income (JD's) per month:
   a. Less than 100
   b. 100-200
   c. More than 200

8. Have you ever benefit from the agricultural extension programme?
   a. Yes
   b. No

9. If no, why not?
   a. ....
   b. ....
   c. ....

10. Do this programme benefit?
    a. Men
    b. Women
    c. Both

11. If not men, why?
    a. ....
    b. ....
    c. ....

12. Have you ever been taught to plant in the tunnel plastic?
    a. Yes
    b. No

13. If no, why not?
    a. ....
    b. ....
    c. ....

14. What are the means used to implement this programme?

    a.   Lectures

    b.   Audio-visual

    c.   Brochures and posters

    d.   All

15. Did you visit any agricultural station?

    a.   Yes

    b.   No

16. If no, why not?

    a.   ....

    b.   ....

    c.   ....

17. Have you ever been taught how to use fertilizers?

    a.   Yes

    b.   No

18. Have you ever been taught how to recognize plants diseases?

    a.   Yes

    b.   No

19. If yes, do you have an idea how to treat these diseases?

    a.   Yes

    b.   No

20. Do you participate in preparing this programme?

    a.   Yes

    b.   No

21. If no, why not?

    a.   ....

    b.   ....

    d.   ....

22. Have you been participated in evaluating of this programme?
   a. Yes
   b. No

23. If yes, in what ways?
   a. ....
   b. ....
   c. ....

24. Do you think that the programme is of a good standard?
   a. Yes
   b. No

25. If no, what do you suggest in order to improve the level of such programme?
   a. ....
   b. ....
   c. ....

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