COMMUNITY DEVELOPMENT PROGRAMME

IN ONE SABAH COMMUNITY – AN EXPLORATORY STUDY

GRADUATION EXERCISE
IN PARTIAL FULFILLMENT OF THE
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ABSTRACT

This study attempts to analyse the impact of the community development programme on the people of Kg. Laba, Kota Klias, Beaufort and to see whether there is any discrepancies between the organiser of the community development programme and the people at the grass-root level, in their perception of the success of the programme implemented in the village. Data was collected through structured interviews and informal discussions with the respondents.

The study shows that discrepancies do prevail between the organisers and the villagers. Discrepancies are also noted among the different groups of villagers; that is, the villager-participant (VP) group, the non-villager-participant (VNP) group, the village Development Committee (VDC) group and the non-VDC group. Views also differ between the older and the younger respondents. The implications of the study are also brought to light and discussed.

CHAPTER I

INTRODUCTION

In this chapter, the aims and the scope of the study will be
outlined. The background to the study will then be considered. This
will comprise of, firstly, looking at community development programmes
in general and secondly, of giving a more specific picture of the community
development programme in Sabah. Here two important organisational bodies
involved in initiating and implementing such programmes will be examined.
These are the Community Development Centre at the top level and the
Village Development Committee at the grass-root level.

Aims and Scope of Study

Being part of the government's development strategy, much
publicity and emphasis have been given to the importance of community
development in the development of the country as a whole. However, to
the present knowledge of the author, no published studies are available
on community development projects impelemented in Sabah. The present
study should, then, be considered largely exploratory.

In view of the fact that the government has certain aims
and objectives in introducing such programmes, this study's main concern
is with the extent to which these aims and objectives have been achieved,
both from the point of view of the organisers and from that of the villa-

gers. It should be noted that the extent of achievement may be viewed

differently by the government as contrasted to the villagers to whom

the programmes are directed. There may be discrepencies between the

government's view and the view of the people at the grass-root level.

Hence, one of the aims of this study is to see if any discrepencies

exist and if so, to look at their implications for future programmes in

Sabah in particular.

Background to Study:

Community Development Programmes in General:

Community development is a general concept which can be

defined in various ways. For the present purposes, community development

is taken to be,

> " .... the process by which the efforts of the people
> themselves are united with those of the governmental
> authorities to improve the economic, social and
> cultural conditions of the community .... "[1]

At this juncture, it should be noted that development signifies change.

This change is normally from a situation thought to be less desirable

to one that is thought of found to be more desirable.

In countries where ignorance, inertia and apathy of the

people hinder attempts to induce them to change old ways in the direction

of progress, community development cannot become a prime motivating

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[1] Linsky, G.T., "Concepts of Community Development in Papua and
New Guinea," Seato Seminar of Community Development, (Bangkok:
1965) pg. 37.

force for the advancement of the entire population except through the external agent of change that is embodied in the government services. This external stimulation of village people into developmental activities, must be done in ways which will make individual communities receptive to change, lead them to perceive the need to extend beyond the confines of the limitations of the immediate community, and result in the establishment of effective channels of communications between the people and the government. This will then enable them to participate in, and to influence, policy making and planning through increasing understanding of the meaning and intentions of the government.[2]

Community development has assumed other names such as extension, mass education, fundamental education, rural reconstruction, rural development and also social development. Yet common elements are traceable among the varied community development programmes. These are:[3]

(a) The concept of self-help

(b) Initiative which must come from the people themselves and not imposed from outside

(c) The process of stimulation by a change agent i.e. the development worker

(d) The employment of trained personnel

(e) The utilization of techniques and approaches to get co-operative support from all sectors.

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[2] Elaborated from Linsky — pg. 8.

[3] Adapted from Linsky, pg. 38.

There must also be certain requirements for a community development situation to come about. These include:[4]

(a) The existence of felt needs

(b) " " " demands

(c) " " " the spirit of cooperation and self-help

(d) There must be at all times, joint consultation and investigation between the administrative and technical officers and the community itself.

(e) Just as there must be joint consultation, so must there be, right from the outset, a joint assessment of the problems and joint planning.

(f) Methods of execution must likewise be the result of agreement between all those connected with any project.

(g) A joint follow-up and exploitation of a successful project is essential.

The techniques involved in the implementation of community development programmes include:[5]

(a) Direct personal contact between the administration and the community, particularly the leaders,

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[4] Adapted from: "Report on Community Development in the Federation of Malaya", Community Development Conference, Taiping, 1953, pg. 3.

[5] Ibid., pg. 4.

(b) Conducting civic courses and other forms of

training for rural people,

(c) Mock councils, meetings, talk etc.

(d) Use of mass-media

(e) Demonstration of proved success thereby instilling

a spirit of competition.

(f) Showing films based on local setting, and

(g) Providing suitable reading materials for the people.

The main emphasis of the community development programme is directed at the rural areas, but it can also play a large part in solving the problems of the urban areas.

The various aspects of community development can be classified under three main headings; namely, training, organisation and development. In <u>training</u>, emphasis is placed particularly on leadership. All training programmes are designed so as to enable the person trained to play a leading role in the community. <u>Organisation</u> at the lowest level of the community is necessary to co-ordinate and initiate development policies. At the District level, more formal organisations are required comprising senior representatives of all departments within the District, with the addition of influential non-officials, who could assist materially in the direction of community development policy. The State is responsible for seeing that such organisations are established. In <u>development</u>, activities are generally geared toward the improvement of health, economy, security, literacy, recreation and also the provision of social services and amenities.

Hence, what can be seen from above is that, community development in essence, consists mainly of procuring, organising and utilizing available local resources such as material, energy, people and information for the betterment of the community as a whole.

Community Development in Sabah:

The community development programme established its importance in Sabah with the setting up of the Community Development Centre in Kota Kinabalu in 1968. The objectives of the Centre are by and large similar to those of other community development programmes in other developing countries. However, differential emphasis is placed on different objectives according to differing local needs and conditions. For Sabah in particular, her community development programme is projected mainly at the rural communities, as an effort to accelerate rural development in the State. The National Rural Development programme has been extended to Sabah since the State gained its independence through Malaysia in 1963. However, development programmes implemented during the Second Malaysia Plan (1961 - 1965), were not entirely satisfactory.[6] This was due mainly to the lack of coordination among government departments in the implementation of the development programmes. Furthermore, there was no agency to introduce the concept of community development to the people in the rural areas and to initiate their active participation in their community development.

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[6] Interview with Director of Community Development Centre, Kota Kinabalu. 24.3.1976.

The establishment of the Community Development Centre under the Chief Minister's department made possible the implementation of development programmes through a two-way participation or involvement between the government agencies and the people. It has also paved the way for the creation of a working partnership[7] between the leadership and the common people. In this context, the Community Development Centre functions as the coordinating link between the government and the people.

Two main administrative divisions of the Centre are responsible for the implementation of these objectives — the Training Section and the Development Section.

Training Section: The training section provides basic leadership training courses for participants. The courses cover mainly the economic, social and administrative aspects of the development. The courses are divided into three levels; the orientation course, the basic course and the advanced course. Course participants must be at least twenty but not more than thirty in number. They are usually members of Village Development Committee but other prominent figures in any particular community may also be chosen to attend the courses.

All participants must initially attend a two-day orientation course at the District level which is mainly aimed at familiarising

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(7) Dr. Mohd. Nor Abdullah, "People's Aspiration in Rural Areas — A Case Study of M'sia", Development Forum, 1974, Vol. IV. pg. 46.

them with the objectives of the Community Development Centre. Those who show leadership potential and meet the requirements, are chosen to attend a four-day basic course at the Residency level. This course is focused on group activities - mainly in workshops - and practical training. Participants will also have to attend lectures on internal security, agriculture and health.

On completion of the course, selection is again done and successful participants are chosen to attend a two-week advanced course at the Central level, usually at the Centre in Kota Kinabalu. This course emphasizes leadership training and human relations. It is divided into theory, case study, role-play exercise and job application sessions. In the theory sessions, the trainees study group characteristics, group problems, group aims, solving group conflicts, leadership patterns and communications. Case studies are used to show trainees how to reduce personal tension, to accept others and to develop common interests. Problems that arise from the group are used as topics for discussions and clarifications. The role-play exercises are a series of activities in group and individual functions, leadership functions and group decision-making. The trainees are taught to plan and organise seminars, meetings, workshop discussions, forums, symposiums and conferences. In the job-application sessions, trainees put into practice what they have learnt in the course of their training.

The Development Section: The development section of the Centre is responsible for organising the trained community development

workers to carry out the actual development programmes of the Centre which are aimed at the improvement of the various rural communities. Hence here we see the close relationship between the training and the development sections of the Centre. The Development section is also responsible for the formation of Village Development Committee through which the Centre's programmes are mainly channeled to reach the villagers at the grass-root level.

Formation of Village Development Committees:

For a more effective implementation of its policies and programmes, the government machinery has to be extended to the grass-root level of the community. This has led to the second phase of the State's community development strategy - the formation of Village Development Committee throughout Sabah. These Committees are designed to assist the government in the planning and the implementation of rural development projects for the people in the villages.

The scope of goals of the Village Development Committees are as follows:[8]*

    (a) Unifying the hearts, minds and efforts of the
        villagers for their own advancement and benefit.

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[8] Source: Nordin Ahmad, "Village Development Committee - A Case Study", Grad.Ex. FEA, University of Malaya, 1970, pg. 12.

* The scope of the Committee's goals and duties are laid on the inner side of the back cover of the Red Book used by the Committee.

(b) Awareness of the real conditions of the village,
covering aspects like land, agriculture, education,
health, cottage industries and domestic rearing,
as well as general problems related to the villagers
themselves.

(c) Implementation of development works of the village
under the guidance and advice of government officers
who carry out their duties in the form of social
development works.

(d) Planning and implementation of 'gotong royong'[9]
works in all fields of social development in the
village.

(e) Providing leadership to the villagers in order
to strengthen their own initiative and self-
confidence in their efforts to achieve prosperity
and happiness.

(f) Changing the attitude of the villagers to face
a way of life which is more dynamic.

(g) Encouraging, motivating villagers to fully make use
of the facilities provided by the government and
to look after these facilities with good care for their
own benefit.

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[9] 'Gotong royong' can be understood as the spirit of mutual cooperation
and benefits.

(h) Cooperating closely with government departments concerned with efforts to improve and develop extension services in the village.

(i) Acting as liaison for better communication between the villagers and the authorities in matter related to development.

(j) Preparing progress reports of development plans that have been carried out in the village and submitting these to the District Development Committee from time to time.

(k) Carrying out the directions and instructions issued by the District Development Committee from time to time.

The Committee is normally made up of seven to eleven members chosen from among their own community by their own peoples as their representatives. The Ketua Kampung or the Village Headman is normally automatically appointed as the Chairman of the Committee.

The importance of the Village Development Committee can further be seen in so far as it links the people at the grass-root level with the authorities at the top (See figure I).

In the formulation and implementation of any development programme, the government encourages the total involvement of the various authorities right from the national and state down to the village level.

Fig. I

Process of People's Participation in Development Planning and Implementation

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┌─────────────────────────┐
│  National Development    │
│  Planning Committee      │
└─────────────────────────┘
         ↑   ↓
┌─────────────────────────┐
│  State Development        │
│  Committee               │
└─────────────────────────┘
         ↑   ↓
┌─────────────────────────┐
│  Residency Development    │
│  Committee*              │
└─────────────────────────┘
             ↓
┌─────────────────────────┐
│  District Development     │
│  Committee               │
└─────────────────────────┘
         ↑   ↓
┌─────────────────────────┐
│  Village Development      │
│  Committee               │
└─────────────────────────┘
         ↑   ↓
┌─────────────────────────┐
│  PEOPLE                  │
│  ( grass-root level )    │
└─────────────────────────┘
```
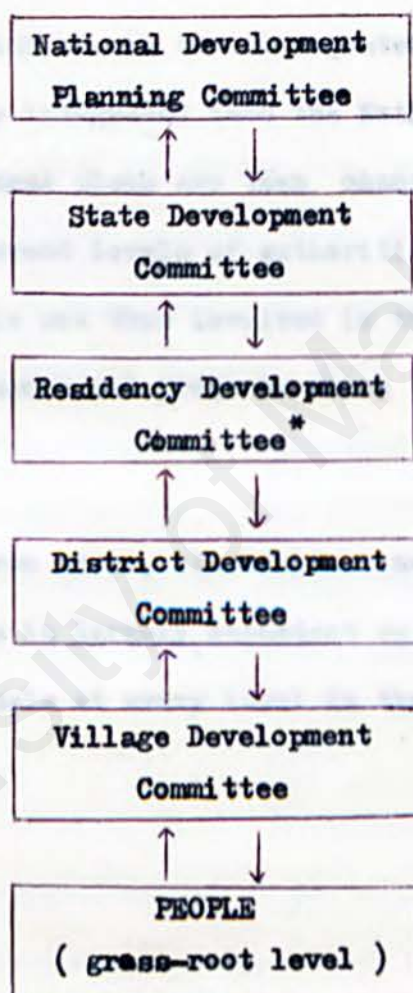
Source: Adapted from: Dr. Mohd. Nor Abdullah,
"People's Aspiration in Rural Areas –
A Case Study of M'sia," In Development
Forum, (1974), Vol. IV. Pg. 48.

* Author's addition.

The Village Development Committee submits development projects which arise from the felt needs of the people at the grass-root level to the District Committees, which will integrate them into the development programme of the District. The District projects are then integrated into the Residency projects, which are in turn integrated into the State projects, which are finally integrated into the National plan. The implementation of the national plans are then channeled back once again through all the different levels of authorities to reach the people at large. The people are thus involved in the implementation of those development programmes and projects which they themselves have identified.[10]

   As can be seen from above, it should be noted that the success or failure of any programme is largely dependent on the full participation and involvement of individuals at every level in the community and the country as a whole.

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[10] Elaborated from: Dr. Mohd. Nor Abdullah, Ibid.

CHAPTER II

THE SABAH STUDY: DESIGN AND PROCEDURE

The Fieldwork:

The fieldwork was carried out during the long vacation of the University of Malaya for the 1975/76 session, from the 20th – 26th March, 1976. At the time of the fieldwork, a tense political atmosphere prevailed in Sabah due to the fourth State General Election which lasted from the 8th to the 14th of April, 1976. Election campaigning had been carried out in full swing right after nomination day. This situation affected the fieldwork because courses to be held at the Centre were all suspended and therefore, changes in the study design had to be made.

Design of Study:

The study was initially designed to get a general picture of the effect of the community development programme in Sabah as a whole. Respondents were to be made up of two groups; namely the organiser group and the course participant group. The fieldwork was to be carried out at the Community Development Centre in Kota Kinabalu. However, this was not feasible during the time of the fieldwork. The design had to be changed. The organiser group was however retained but the course participants had to be substituted by the village group. The study, largely exploratory, was then changed to a more specific case-study in an attempt

to analyse the effects of the community development programme on a particular area of study.

The original intention was to obtain information from two groups of informants; namely, the officers of the Community Development Centre in Kota Kinabalu, who are the organisers of the community development programmes in Sabah, and the course participants, who are the representatives of the villagers.

The choice of respondents for the Organiser group was made out of practical considerations. It was expected that the respondents from this group would give a general view of the authorities on the community development programmes in Sabah.

For the second group of respondents, normally, there would be between twenty to thirty participants attending each course and it was intended to interview all of them. The choice of the second group of respondents was made in view of the fact that all information would then be obtained from the Centre itself. This would have been less time consuming and it would also have incurred less expense. It must be noted that these participants come from various villages throughout the state. Hence it was expected that they would give only a general picture of the extent of success of the community development programmes in Sabah as a whole.

However, as stated earlier, the situation in Sabah at the time of the fieldwork, was not as had been previously expected. The courses that were supposed to be held by the centre during the March — May period were postponed indefinitely. Hence it was not possible to interview the course participant group as intended previously. Even in the case of the organiser group, most of the officers were either away, on leave or carrying out other duties.

An alternative sample had therefore to be found and this radically changed the design of the study from a general to a more specific case-study.

For the organiser group, only two respondents were interviewed. They were the Training Officer and the Development Officer. They were chosen again out of practical considerations. It was felt that these were the important figures at the Centre who had excess to the necessary information.

For the second group of respondents, instead of interviewing the course participants, it was necessary then to take the people of a chosen area of study to be the second group of respondents.

Area of Study:

The area of study had to fulfill three criteria. Firstly, it must have a Village Development Committee. Secondly, the village must have been exposed to community development programmes, in the sense

that at least some of the people had attended at least one or more
of the courses conducted by the Community Development Centre. Finally,
there must be community development projects carried out in the village.

For a variety of reasons, the ideal area of study would have been
a village known as Kampung Bantayan in Tamparuli, which the Centre
had chosen for its training purposes. The village is situated approximately
twenty-three miles from the State capital. Since the village serves as
a training ground for the Centre's fieldwork activities, it is then
directly under the supervision of the Centre's Training Section.

However, the prevailing political atmosphere in Sabah at that
time prevented the study from being carried out there. Letters were
sent to the Headman and the Secretary of the Village Development Committee
of Kampung Bantayan to obtain permission to do the fieldwork there. No
replies were received and, following the advice of an officer from the
Centre, the intention to study this village had to be abandoned. It
was, thus, necessary to select another village for the study.

It was finally decided to conduct the study at Kampung Laba,
Kota Klias, Beaufort, situated approximately seventy miles from Kota
Kinabalu. Kampung Laba is a small village with an estimated population
of two hundred people living in twenty-five households. It has the
necessary requirements outlined previously besides being the home-town
of the author's relatives. This is to the advantage of the study because it
was felt that rapport could be more easily achieved, and therefore
provides an easier means of getting the information.

Owing to time limitations and other practical considerations,
only twelve households were covered during the fieldwork. Only the
household heads (all males) were interviewed. Among them were two former
course participants who had attended the courses conducted by the
Community Development Centre in Kota Kinabalu. The rest of the respon-
dents were non-course participants. The selection of the respondents was
done following the headman's advice and also according to the availability
of the respondents during the week in which the fieldwork was carried out.

The Interview Questionnaire:

The data was obtained through structured interviews. Three
sets of questionnaires were formulated. An open-ended one for the
Organiser group and a combination of open and close-ended questionnaires
for the former course participants and the other villager group.

It should be noted here that for the two villager group
respondents (former participants and non-participants), the questionnaires
were largely similar especially on questions on personal data. The
difference lies in the fact that the one formulated for the course-
participants emphasize more on the courses that the respondents had
attended.

The interview questionnaire for the Organiser group was
designed to provide basic information on the Centre's activities. In the
interview, the following topics were covered:

(a) General personal data: age, sex, education,

occupation, etc.

(b)   Community Development Centre; Its aims and
programmes.

(c)   Courses for community leaders; objectives,
what is taught.

(d)   Village Development Committee; aims and
its formation.

(e)   Problems confronted by the Centre in the
implementation of its projects.

(f)   Evaluation of success.

The villager-participant questionnaire include topics such as;

(a)   Personal data; age, occupation, village status etc.

(b)   Participation in community development programmes.

(c)   Evaluation of courses attended.

(d)   Community development projects in the village.

(e)   Changes in the village after implementation of
the community development programmes.

(f)   Suggestions.

For the villager-non-participant questionnaire, questions asked
were generally quite similar to the above except that greater emphasis
was put on what the individual felt and their attitude toward the
community development programmes in the village as a whole.

For full text of the three sets of questionnaires, see
Appendix I, II and III.

It was at first undecided whether to conduct the interviews
in Malay or English. Hence, to ensure equivalence in the questionnares,
the back-translation technique as suggested by Brislin et al (1973)[1],
was employed in the present study. The questionnaires were at first
formulated in English. The English version of the questionnaires was
translated into Malay by the author. This Malay version was in turn
back-translated blind into English by another person. Items which did
not retain the same meaning as the original English were discussed with
another individual and its nearest equivalence were finally taken.
After all agreements had been resolved, then the final versions of the
questionnaires were formulated as shown in Appendix I, II and III.

The Interviews:

During the interviews with both groups of respondents, the
purpose of the interview was explained to them. Hence, all the respondents
were assured that information obtained would be treated in the strictest
confidence. All the interviewing was done in Malay, by the author
herself.

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[1]
    Brislin, R.W., "Cross-Cultural Research Method", John Wiley
    & Sons, U.S.A., 1973, Ch. 2.

The interviews with the Organiser group were conducted at the Community Development Centre (CDC). The interviews lasted between thirty to forty minutes with full rapport.

For the two villager groups, the interviews were conducted in the homes of the respondents. These interviews frequently lasted between forty-five minutes to one hour. The interviews were conducted in an informal atmosphere, often allowing for other topics to be freely discussed in the course of the interviews in order to prevent the respondents from feeling self-conscious.

Limitations of the Study:

As noted previously, the study is largely exploratory, hence attention should be drawn to some of the limitations of the study.

First and foremost, it must be noted that the number of respondents interviewed was very small. As such, findings obtained cannot be taken wholly as representative views of the village people in the area of study.

Another point is that, during the interviews, especially with the older villager respondents, sometimes the author found it necessary to rephrase some of the questions so they could be better understood by the respondents. This however, need not necessarily disrupt the structure of the interview.

It was felt that full rapport was achieved with most of the

respondents with the exception of one or two who seemed to be non-committal in answering questions requiring the individual's views or opinions. This non-committal attitude may have affected the amount of informations obtained from these respondents.

Despite these limitations however, the findings obtained do show some interesting trends in the implementation of the community development programme in the particular area of study. The findings and conclusion, however, must be viewed in the light of these limitations.

The Organiser Group:

As noted in Chapter II, only two respondents were interviewed in the organiser group, the Training Officer and the Development Officer. These two respondents differ in age, sex, education and occupation. The Training Officer who is in her mid-twenties while the Development Officer was in his mid-thirties. Although both respondents have the same educational level - Form Five, the Training Officer was English educated while the Development Officer was Malay educated. The Development Officer was educated in Sabah, while the Training Officer was educated in Peninsular

(1) Throughout the text, the following abbreviations are used:
VP will refer to villager-participant
VNP " " " villager-non-participant
VDC or the Committee will refer to Village Development Committee
CDC will refer to Community Development Centre.

CHAPTER III

RESULTS AND DISCUSSION

This chapter presents the results of the interviews done on two main groups: the Organiser group and the villager group. Since the participants are also drawn from the villager group, for purposes of discussion, this group is further sub-divided into the villager-participant (VP) group and the villager-non-participant (VNP) group.[1] In interpreting the data, it should be noted that while both VP were members of the Village Development Committee (VDC); approximately half of the VNP were not.

The Organiser Group:

As noted in Chapter II, only two respondents were interviewed in the organiser group: the Training Officer and the Development Officer. These two respondents differ in age, sex, education and occupation. The Training Officer was in her mid-twenties while the Development Officer was in his mid-thirties. Although both respondents have the same educational level — Form Five, the Training Officer was English educated while the Development Officer was Malay educated. The Development Officer was educated in Sabah, while the Training Officer was educated in Peninsular

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CDC will refer to Community Development Centre.

Malaysia.

The fact that one is a Training Officer and the other a Development Officer shows that they have different jobs and responsibilities. It must be noted here that the differences in the jobs of these two officers lie basically in the fact that the task on the Development Officer begins only after the Training Officer had started hers. Training is the most basic requirement for the course participants; its aim is to enable them to serve their own community on completion of their course. The main task of the Development Section then is to make use of the available trained manpower in the implementation of its development programmes.

Information obtained from these two respondents was mostly of a factual nature. They revolve mainly around the community development programme in Sabah and also around the activities of the Community Development Centre (CDC) in Kota Kinabalu. Similarities in views were observed between these two respondents on most factual information.

According to both respondents, the main activity of the CDC is to conduct courses for leadership training. Community service projects which emphasize on voluntary service, seminars, conferences and workshops are also included in the activities of the CDC. Such activities, according to the two respondents, are geared toward changing the attitude of the people, especially those from the rural areas, to be more accepting of modern ways of living.

During the courses conducted by the CDC, participants are usually encouraged to voice their own opinions and give suggestions.

This is in fact part of the course syllabus. These suggestions, according to the respondents, contribute to the improvement of the CDC's future programmes besides providing a means of training for the participants to cultivate their leadership potential. The two-to three-week duration of the course, though short, was felt by the organisers to be sufficient in so far as they are only for the purpose of orientating the participants to the community development programme in general.

According to the respondents, the CDC does have follow-ups on the progress of the projects carried out in the villages. According to the Training Officer, this is done by holding annual meetings with the community development workers at the end of the year. During these meetings, the representatives from the grass-root level present reports on the projects and activities that have been carried out in their villages or districts. Besides this, community development officers from the Centre in Kota Kinabalu and from the District levels also visit the villages at least once a year to see the projects. During such visits, discussions on the projects are normally held with the villagers especially with members of the VDC[2].

The extent of success of any project carried out either by the CDC or by the VDC can be evaluated, according to the Training Officer, through these visits and meetings and through the reports of the VDC from the respective villages. Through such means, both respondents

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[2] For further information on the VDC — See Chapter I, Pg. 9 - 13

from the Organiser group felt that so far, the ==community development==
programme has been successfully implemented.

Discrepencies between the two respondents were noted when they
give informations requiring individual views and perception. It was
noted that the two respondents have different perceptions of the concept
of community development. The Training Officer viewed it as a process
of attitude change whereas the Development Officer stressed it as a means
of giving basic leadership knowledge and training to community leaders
especially those from the villages. Their perceptions of the aims of the
CDC were, however, similar - both saying that the aim of the CDC was to
instill the spirit of cooperation and willingness among the people to
do voluntary services for their own community.

It may also be noted that both respondents reported a discre-
pant number of courses conducted by the CDC. According to the Training
Officer, the course conducted are between ten to sixty a year, while
the Development Officer said that they are held approximately thirty-
five times a year. This discrepancy may be attributable to the fact
that, the two officers have different responsibilities. Since the
Training Officer is directly involved in conducting the courses at the
CDC, it is likely that she knows more about the courses than the
Development Officer, hence the number given by her may be taken as the
more accurate one.

The fact that the two respondents differ in age, sex, education
and occupation may explain the discrepancies in some of their views as

the findings have shown above. Despite these discrepancies, both
respondents, however, were optimistic that the aims and objectives of
the CDC , particularly in conducting the couses, could be achieved
although there was agreement that it would take a long time to change
the traditional attitudes and practices of the target group; that is,
the village people.

The Villager Group:

The respondents interviewed in this group are all villagers
of the area of study. There are altogether twelve respondents representing
twelve households out of the twenty-five households in the village. The
respondents are all male and also heads of household. Only four of the
respondents – all teachers – are salaried workers. The remaining eight
are self-employed. As noted previously, half of the respondents are
members of the VDC while the other half are non-members. For purposes
of comparison, the villager group will be divided into the Village
Development Committee (VDC) group and the non-Village Development
Committee (non-VDC) group. It should also be noted that in the VDC
group, two of the respondents are former course participants. For easier
identification, the villager groups will be called the villager-
participant (VP) and villager-non-participant (VNP) groups. The com-
parisons are made because it is possible that differences in views may
prevail among the different groups of villagers.

Villager-non-Participant (VNP) Group:

There were altogether ten respondents interviewed in this group.
Of these, four were members of the VDC but all were non-course

participants. The remaining six respondents were only ordinary villagers. All except for three respondents, belong to the 50 - 60 age group. The three other were younger, in their early thirties.

It was found that the four VNP respondents who were also in the VDC, consider most of the projects carried out by the VDC as successful. The projects include, among the more important ones, the building of a community hall (balai raya), the construction of small bridges and the clearing of paths and rivers. The success of these projects as perceived by these respondents, lies in the fact that the projects were implemented and completed even though few people participated in their implementation.

It must be noted here that health and education are given top priority in the planning and implementation of any development project by the VDC. Where health and education are concerned, findings from this VNP group suggest that the attitude of the villagers in general is slowly changing. Whereas health and education were once considered of minor importance to the community, in that they were by and large neglected (especially education), they are now considered as two very important aspects of their lives. Thus parents are now more willing to send their children to school rather than let them work in the fields or roam around anywhere they like. Through the VDC, a lower secondary school has also been set up in Kota Klias, hence enabling more children from the village to receive better and higher education.

A clinic has also been set up with a rural health nurse

stationed there. Through the author's informal discussions with the
respondents, it was noted that with the setting up of the clinic, more
of the villagers are now willing to accept modern medication instead of
depending on the 'Bomoh'. The introduction of the concept of family
planning has also been made easier with the presence of a nurse who is
always ready to give advice and guidance on the matter.

When it comes to small projects like the construction of
small bridges, clearing of path-ways and rivers, digging of wells and
so on, the participation of the villagers, as perceived by these VNP -
VDC respondents, was encouraging. Such projects were normally carried
out on a 'gotong royong' basis where everyone was expected to participate
voluntarily. These projects are carried out in the village whenever
the need arises.

The six VNP respondents who are non-VDC members also acknow-
ledge the changes in their community brought about by the implementation
of the projects by the VDC.

The main discrepancy between the VDC and the non-VDC respondents
lies in the question of participation. The four VDC respondents said
that the people's participation is encouraging. The three non-VDC
respondents of the older age-group (50 - 60 years old), shared a similar
view. The three younger non-VDC respondents (in their early thirties),
however, held a different view. They contended that if one of the main
aims of carrying out any community development project is to encourage
the full participation and involvement of the whole community, then

this, according to them, has not been achieved as yet. These younger
respondents observed that if there were any 'gotong royong' projects to
be carried out, only a small number of people would usually turn up.
This included some of the VDC members and some ordinary villagers. It was
also noted by these respondents that the Chairman of the VDC, who is also
the village headman and who is expected to lead the people in such
activities, very seldom turns up on such occasions. This was seen as
giving a bad impression to the other community members. His frequent absence
was seen as affecting the turn-out of the other villagers and, to a
certain extent, the work that is being carried out. Only a few people
will turn up and sometimes, the job is not properly carried out due to
the lack of proper supervision. This was also considered a big problem
by the VDC members.

The three young non-VDC respondents also observed that in some
cases, participation of the ordinary villagers is lessened due to the
fact that in carrying out some of the projects, often, only one or two
VDC members are involved. It must also be noted that some of the projects
are financed by the authorities. The projects are normally given certain
allocations meant to cover the cost of purchasing needed materials and
labour. As pointed out by these respondents, the tendency among some
of the Committee members to carry out projects on their own defeats the
aims of the community development programme in trying to get the involve-
ment of the community members in the development efforts of their community
and also in trying to cultivate and instill the spirit of cooperation
among the people as a whole.

Dissatisfaction among the villagers is apparent but unfortunately, they are often quite reluctant to voice their dissatisfaction. This is a common phenomenon in the village and it can be explained by several factors which will be discussed later when comparisons between the VNP and the VP respondents are made. It will suffice here to say that although the VDC respondents do differ to a certain extent from the non-VDC respondents in their views on some of the projects carried out by the VDC, they also have some similarities in their outlook toward the tendency among the more influential and authoritative members of the Committee to implement some of the projects on their own. This was seen to affect the aims of the community development programme as stated above.

Villager-Participants (VP) vs. Villager-non-Participants(VNP):

It should be noted here that all the six respondents interviewed in these two groups of villagers are in the VDC. Out of this number, two were former participants (VP); that is, those who had attended courses conducted by the CDC in Kota Kinabalu, while the other four were just Committee members who had not attended any of the courses. Again, there are age differences between these two groups of respondents. The two VP respondents are relatively younger than the four VNP respondents. The two VP respondents are thirty-three and thirty-five years old respectively, while the other four VNP respondents are in the 50 - 60 age group.

Although all six respondents are VDC members, differences

are also evident between those who had attended the courses and those
who had not. These differences may affect the implementation of the
community development programme in the village because these are the
people who are directly responsible for the decision-making and the
organisation of the community as a whole.

      The VDC may be considered as an administrative organisation
for the village. Hence the Committee members are looked upon with
respect by the majority of the village people in so far as they are
dependent on the VDC and any major decision-making is often completely
left to the Committee members. Although the ordinary villagers are
also invited to express their own opinions and encouraged to give
suggestions and criticisms, it is a common phenomenon for the villagers
to be quiet participants, taking a back seat whenever there are any
meetings held to discuss any issue that may affect their life activities.
Such a phenomenon is also apparent among some of the non-active VDC
members.

      The Committee members are to function as one organisational
body. However, there are people who often have more say in whatever
is to be done than others. This prevailing situation may be attribu-
table to several factors which show up the differences between the
two VP and the other four VNP in the Committee who have not been exposed
to the actual community development training programmes.

      The main difference between the two VP respondents and the
other four VNP respondents in the Committee lies in the degree of

influence and authority that they hold. Both VP respondents hold
important posts in the VDC — one holding the post of Vice-Chairman;
the other holding the post of the Secretary of the Committee. The
Chairman of the Committee in this Village can be considered only as
a 'figure-head' in the Committee because the actual running of the
Committee is in the hands of the Vice-Chairman, the Secretary and a
few other Committee members. The position and responsibilities held by
the two VP respondents in the VDC are justified by their ability to
take up the leadership role for the whole community. The fact that
they were chosen to attend the courses conducted by the CDC suggests
that the other community members were aware of their capabilities.
Hence by sending them to attend the courses, the villagers had hoped
that the two VP respondents could further develop their leadership
potential and on completion of their courses, they would be better
able to lead their community members in the development of the community
as a whole.

As stressed by the two VP respondents, their involvement
in the community development programme was due mainly to the fact that
they wanted to be of service to their community. With the opportunity
given to them to attend the courses, which are specifically designed
to instill a spirit of cooperation among the participants, these two
VP respondents felt that it had helped them to realise their aims.
It was their aim that, on completion of the course, they would use
the training and all that they had learnt from the courses to serve
their community. Although both respondents felt that the course

was too short, they did not deny the fact that it had been beneficial
to them. Given the opportunity again, both respondents said that they
would look forward to attending further courses.

According to these VP respondents, the VDC often carries out
community projects on a 'gotong royong' basis. It was observed by these
two respondents that the response of the village people to such projects
is often quite discouraging in the sense that only a few villagers
normally participate in such activities. It should be noted that the
participation of the whole village community is encouraged by the fact
that before any project or activities are carried out , the VDC
normally holds a meeting whereby every male member of the community
is invited to attend and discuss the projects that are going to be
implemented. Unfortunately, it is usually only the Committee members
and one or two villagers who would turn up. As previously noted,
this also applies to the actual project implementation. Hence the
decision arrived at during the meetings is usually confined to a small
group of people – sometimes even to the extent that the other
community members do not know anything about the decision. Neverthe-
less, although in this sense, the aim of the whole community
development programme has not been fully achieved, it cannot be denied
that the implemented projects are successful in so far as they do
serve the community – for example; the school, the 'surau', the
community hall and the cleared paths.

The relationship among the Committee members is rather
informal due to the fact that the village is a close-knit community.

This informality, however, does not always contribute to the running

of the Committee because it leads to the villagers depending too much

on the two main figures in the Committee; that is, the two VP respondents.

Hence the main difference between the two VP respondents and

the other four VNP respondents in the VDC interviewed is that the two

VP respondents are more inclined to be more authoritative; they also

hold heavier responsibilities in the VDC. Their views are also more

critical as compared with the other four VNP respondents in the Committee.

The two VP respondents looked upon the other Committee members

as being rather passive whereas on the part of the VNP respondents in

the Committee, they feel that the two VP respondents are more capable

when it comes to official dealings with the authorities. Furthermore,

the two VP respondents had been trained specifically for taking up such

responsibilities hence they were able to exert a strong influence on

the community as a whole.

The extent of success of the projects that have been implemented

was viewed by the two VP respondents, only in so far as they serve the

needs of the villagers as a whole and only in so far as the villagers

make use of the facilities provided through the implementation of the

projects. In this sense, the projects were found to be successful but

the question of community participation has yet to be answered. This

is the basic question that poses a big problem if the community deve-

lopment project is to be achieved successfully anywhere. For this

particular area of study, the VP respondents saw the answer in the

change of attitude among the majority of the villagers. If the present

dependent, contented and unquestioning attitude were to persist, then

community development cannot be said to have had any impact on the

villagers. This, however, is not to imply that the community development

programme/a total failure in the area of study because, as noted by the
    is

VP respondents, the people do participate in certain programmes that are

carried out by the Committee. The four VNP respondents in the Committee

interviewed also expressed the same opinion vis-a-vis the extent of

success of the implementation of programmes by the VDC.

From the above findings, it may be noted that even in the

Committee itself, differences do occur. These differences are, however,

only apparent in the degree of authority and influence of certain

individuals in the Committee.

VDC vs. Non-VDC Respondents:

In the above two sections discussed, differences in opinion

and perception on the community development programme among three

different groups of people have been noted; that is, from the point of

view of the ordinary VNP respondents, from the VNP respondents in the

VDC and also from the VP respondents, also in the VDC.

Discussion in this section will be mainly on the comparison

between the VDC respondents interviewed and the non-VDC respondents; that

is, the six ordinary VNP respondents. The VDC here are made up of the

two VP respondents and the four VNP respondents combined. In this
discussion, an attempt is made to bring out the differences in perception
of the community development programme and its success as perceived
by the two main groups of people at the grass-root level. One group
(the VDC) which represents the authority, and the other (the non-VDC)
which represents ordinary people at the grass-root level to whom the
programmes are directed and who, by right, should be most affected by
the programme.

As noted earlier, the VDC is a kind of administrative organisa-
tion with the Committee members as people with influence and authority
in the village. Nevertheless, the Committee members are very close
to the common villagers. As noted by the Secretary of the VDC, this
closeness is due to the fact that, many of the people in the village are,
in one way or another, related to each other. Hence, they, according
to the Secretary of the VDC, are very free and close in their daily
interactions with each other. However, when it comes to carrying out
certain projects, the Committee often finds it difficult to get the
cooperation and involvement of the people as a whole.

The main difference between the VDC and the non-VDC respondents
is that, the VDC respondents are in more direct contact with the autho-
rities - especially with the CDC - whereas the non-VDC respondents are
more distant. Furthermore, with the most influential figures in the
Committee having been exposed to the trend of thought and goals of the
authorities, it is, perhaps, not surprising that the views and perception
of the Committee tend to be more in line with those of the authorities.

The Younger vs. the Older Villager Respondents:

Among the twelve respondents interviewed, five of them are relatively younger than the remaining seven respondents. These five younger respondents include two VP and three VNP respondents. All five respondents are in their thirties. The older villagers include the four VNP respondents who are also in the VDC and the other three VNP respondents who are non-VDC members. These older respondents belong to the 50 - 60 age group. The younger respondents have at least had some lower secondary education whereas none of the older respondents, have had any formal education beyond primary school level. All five of the younger respondents are salaried workers. Four of them work as teachers while the other one works as a part-time house contractor. In contrast, all of the seven older respondents are self-employed.

It was noted that the views of the three young VNP respondents were quite in line with those of the two VP respondents in the VDC. These five respondents were found to be more critical in their outlook toward the prevailing situation in their community than the other seven VNP respondents interviewed who belonged to the older age group.

The five younger respondents hold similar views on the non-active participation of the other villagers in any project implemented by the VDC. For one thing, they believed that it is not so much because the villagers just refuse to cooperate and participate, as because of the attitude of the villagers toward the VDC. As noted previously, with the influence and authority held by the Committee, the people become too

lie in the degree of authority at the different levels; that is,

at the VDC level, at the non-VDC level and also at the different age

levels; that is, between the younger and the older respondents. At the

VDC level, the majority of the VDC respondents interviewed viewed the

implemented projects as successful. At the non-VDC level, however, the

projects were generally seen as being not very successful. On the

whole, it is the older respondents who viewed the projects as successful.

The younger respondents consider the projects successful only in so far

as they serve the needs of the people. According to the younger res-

pondents, the lack of participation among the villagers poses the main

problem in the achievement of the aims of the community development

programme.

These differences may be attributable to differences in views

and perception on the development of the community under study as a

whole. However, despite these differences, the villager respondents

can still be taken as a group as a whole in contrast to the organiser

group, as can be seen in the following section.

The Organiser Group vs. the Villager Group:

After looking at the various levels of perception of the

community development programme at the grass-root level, the present

discussion will be centred on the views of the officers at the CDC;

that is the organisers, and those of the villagers. In the earlier

discussions, the villagers had been divided into various groups in

order to see if there were any differences and similarities among the

villagers or not.

The data suggests that there are differences and similarities
which show the impact of the community development programme at
different levels of perception by the members of the village community
in the area of study. For purposes of discussion here, the villager
respondents will be taken as a whole. Despite the differences noted
among the villagers, they can be taken as a group by itself. The fact
that they are all people at the grass-root level to whom the community
development programmes are specifically directed and who are directly
affected by such programme, make the villagers differ from the organisers
who are only the implementors of the programmes which may not affect
their lives directly. Hence, in the discussion, all the twelve res-
pondents from the CDC would be taken as the organiser group.

From the author's interviews with the two organiser respondents,
it was found that the CDC does keep in touch with the activities of
the VDC and the progress of the projects that are carried out. Their
evaluation of the extent of success or failure of any project carried
out by the CDC or by the VDC depends on their observations during their
visits to the villages and also on the reports of the VDC themselves.
With these means, both organiser respondents felt that the community
development programme in general has been successful. In the area of
study, according to one of the organisers, from what he could see, the
VDC is functioning well and the projects have been carried out successfully.

On the part of the villager group, however, the data suggest
that the situation that prevails in their community is not as perceived

by the organiser group. The more critical and articulate among the
villager respondents (that is the younger respondents) interviewed said
that the community development programme had not really had a significant
impact on the community. Being the ones who are directly affected and
involved in any programme or project that is to be implemented or carried
out in the village, the villager group is naturally in a better
position to assess the actual situation prevailing in their community.
According to one respondent, if evaluations were to be made based on
what the organisers see during these visits, then such evaluations
must be considered mere generalisations. This is so because what the
organisers see is usually what is already there. If there were to be
any activities carried out coinciding with the organisers' visit, it is
at such times that participation of the majority of the villagers is
most significantly noted.

From the interviews with several of the respondents, it was
found that the organisers visit the village only once, or at most,
twice a year. So, in actual fact, the CDC cannot really have adequate
follow-ups of the projects carried out in the village. Furthermore, as
contended by some of the villager respondents, community development
does not merely imply physical changes and development; more fundamental
is the question of instilling awareness among the people that the
foundation of development and improvement of their lives lies within
themselves; that is, in their attitude toward individual self-betterment
and their community development as a whole.

Hence we can see from the above findings that the perception

of the organisers differs from those of the villagers at the grass-
root level. In this study, the findings show that the organiser group
would appear to be more general in their approach to the community
development programme as implemented in the village under study. The
organisers viewed the community development programme as generally
successful whereas the villagers have some reservations. For some of the
more critical villager respondents, the success of the implemented
projects lies only in so far as the project are seen to serve the needs
of the people. This then is only one of the aims of the community
development programme. For several of the villagers - at least the
more articulate among them - it is the change of attitude among the
village people which poses the main problem in the achievement of the
community development programme in the village - one which they see as
yet to be solved.

CHAPTER IV

CONCLUSION

A general picture of the community development programme in Sabah was presented in the first chapter. The design and procedure of the study were considered in the second chapter, while the findings were presented and discussed in the third chapter.

In this concluding chapter, the findings are summarized and their implications discussed. In addition, some of the main problems in connection with the implementation of the community development programme in Sabah are discussed and suggestions given in an attempt to lessen, if not to overcome, these problems.

Summary of Findings:

From the discussion of the findings in chapter III, several points come to light. First and foremost, it was found that discrepancies do prevail among the different groups studied; that is, the organisers and the villagers. Discrepancies were also noted among the different groups of people at the grass-root level; that is, among the VP (Villager-participant) respondents, the VNP (Villager-non-participant) respondents in the VDC (Village Development Committee) and the VNP respondents who are non-VDC members. It was also noted that views also differ at the different age levels — between the younger and the older respondents.

The organisers feel that the projects implemented are generally successful. They contended that the villagers had benefitted from these projects. At the Village level, views differ between those in the VDC and those who are not in the VDC. Differences in views were also noted between the younger and the older villager respondents. Four of the VDC respondents and three of the non-VDC respondents, all belonging to the older age groups (50 - 60), felt that the projects had on the whole been successfully implemented although they had some reservations. On the other hand, the two VP respondents in the VDC and three of the non-VDC respondents (all belonging to a younger age group), feel that the projects are successful only in so far as they serve the practical needs of the villagers, for example, in the building of the community hall, the school, the 'surau' etc. However, according to these younger res-pondents, in the real sense of community development, the implemented projects had not actually achieved one of the main aim of the community development programme, which is to involve the people directly in the development of their community as a whole.

It was also found that the government machinery at the grass-root level, the Village Development Committee, had not been functioning as it should. The fact that major decision-making falls almost entirely on two people out of eleven Committee members shows, as previously noted in Chapter III, that the other members are relatively inactive and too dependent on the two most prominent figures in the Committee — the Vice-Chairman and the Secretary — both of whom happen to be the only two people from the village who were former participants of the community development courses. Such a prevailing situation in

the Committee would appear to have affected the efficiency and also the achievement of the goals of the VDC. This is all the more so because the Committee members are chosen by the villagers to be their representatives in the Committee to voice their opinions and grievances so that such grievances can be looked into. Unfortunately, this is not always so in the case of all of the VDC members of the area under study. This reflects that the Centre, so far, does not have good feedback from the grass-root level. Hence, as admitted by the Training Officer interviewed, the Centre does not know the real impact of the community development programme on the people at the grass-root level.

Further, the findings also suggest that the implementation of the projects often lack good supervision from the VDC Chairman who also happens to be the village headman. This may be a contributary factor in the unsatisfactory completion of some of the projects implemented. The Chairman would appear to lack initiative in carrying out his responsibilities well. This opinion was expressed by all the twelve respondents interviewed. Furthermore, in the Committee, the Chairman acts only as a 'figure-head'; the actual task of running and organising the Committee and its activities falls on the Vice-Chairman and the Secretary. Even during meetings of the VDC, the Chairman is seldom present. These findings suggest that the present Chairman may not be the most suitable person to do the job of the Chairman. Perhaps the job could better be carried out by someone with more initiative and vigour and who can give his full time and attention to the Committee.

Another interesting finding is that in both the villager and the organiser groups, it is the younger respondents who seem to express more critical and constructive views. On the whole, the younger villagers are not entirely satisfied with what is happening in their community at present. The Training Officer, who is the younger of the two organiser respondents, expressed dissatisfaction over the present means of follow-ups of the projects implemented by the CDC. The younger villagers on the other hand, expressed dissatisfaction over the running of the VDC and other prevailing conditions in their village. It should be noted that for the villager group, the younger respondents are the ones who are also better educated, more articulate and whose occupation (all of them are teachers) exposes them to more activities outside their own community.

Implications of Study:

The findings have certain implications for the community development programme in the area under study.

Firstly, the differences in views between the organisers and the villagers suggest that the community development programme has not achieved its aims in the area of study. More programmes and better means of communication should be introduced to the village so that the villagers can become more familiar with community development programmes. This would help to stimulate their initiative and interest to parti- cipate more in such projects. The organisers, on the other hand, will be able to understand the situation at the village level better with

better and improved communications. This may help them to plan and
introduce better and more effective ways of implementing community
development programmes in the area under study and Sabah as a whole in
the future.

Secondly, the present composition of the VDC in the village
under study shows that, for a more efficient organisation of the VDC,
a more balanced membership comprising the older and the younger villagers
should be established. As noted previously in Chapter III, the
younger villagers who are better educated and more articulate, may
possibly contribute more to the efficiency of the VDC. They could also
be better representatives of the people in the Committee than the present
Committee members, some of whom are inactive and less well-equipped to
do their jobs well. The importance of the elders in the Committee
however must not be overlooked. Their membership in the Committee is
necessary because they would be the better people to serve as liason
between the older villagers and the VDC.

Thirdly, the automatic appointment of the village headman
may better be abandoned if the Committee were to be run more efficiently.
However, this should not be done so drastically since habits cannot
be changed so easily. Since the headman often cannot devote his full
time to the Committee and its activities, either because of pressure
of work as headman or because of other factors, perhaps the job may be
better taken over by someone without such commitments - someone who can
be fully responsible to the Committee. This may help in improving the
implementation of the community development programmes in the village.

Finally, the observed discrepancy between the organiser and the villagers over the evaluation of the projects that have been implemented suggests that the CDC should adopt more effective means of keeping in touch with the projects at the grass-root level. This could be done possibly by having more frequent visits by the community development officers to the villages and more informal discussions with both the VDC and non-VDC villagers.

Problems of Implementation of Community Development Programmes:

The present findings reflect some of the problems confronted by the government in the successful implementation of community develop-ment programmes. However, taken from the top level, the main problem faced by the CDC is the lack of well-trained, qualified staff. At the grass-root level, on the other hand, the main problem lies in the lack of understanding of the basic concept of community development by the villagers. These two problems are inter-related because the lack of qualified manpower affects the introduction of the concept of community development to the villagers.

Some Suggestions:

Some of the above problems may be alleviated by taking in more trained staff at the Central levels; that is, at the CDC and also at the District Development Committees.

At the grass-root level, more villagers should be given the opportunity to attend the courses conducted by the CDC. This would provide a more effective ways of familiarizing the people with the community development programmes. More of the people who have attended the community development courses should also be taken in to be the members of the VDC at the grass-root level. This would help the VDC to function closely in line with its goals and the aims of the community development programme.

It should also be noted that the present lack of participation of the village people in the community development programmes may be due to the fact that they do not really understand what community development actually means. It should also be noted that these people are, on the whole, not very well educated - some of them are illiterate. To alleviate this problem, the Adult Education classes should be resumed in the village. This may help to ease the problem of illiteracy. More importantly, such classes may also be used for deciminating information which in certain ways would not only enable participants to gain more knowledge but also enable them to modify their attitudes and be more responsive to change and development in general.

Recommendations For Future Research:

In view of the case-study method used and the small number of respondents studied, there is no intention here of generalising the present findings on the impact of the community development programme

to Sabah as a whole. Nevertheless, various trends of interest have been noted. Future research in this area should therefore be done with a more representative sample so that a more balanced picture can be obtained on the actual impact of community development programme on the people at the grass-root level.

The author feels that more case studies in combination with surveys covering wider area on the impact of the community development programme on various villages in Sabah are necessary and should be undertaken by interested people, student and intellectuals. Better research design and procedure may be used so that comparative studies could be done on community development programmes at the grass-root level throughout Sabah as a whole. It is hoped that the present study, will pave the way for more concrete and productive research in this particular aspect of development in the future.

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