An Assessment of National Directorate of Employment (NDE) Through Special Public Works (SPW) Programme in Taraba State

¹Mary Moses & ²Sa'adu Isa Jibrin

Department of Political Science and International Relations Taraba State University, Jalingo, Taraba State Email: ngashabemary@gmail.com & microjibrin@gmail.com

Abstract

This study examines the impact of the Special Public Works (SPW) program implemented by the National Directorate of Employment (NDE) on infrastructure development and employment in Taraba State, Nigeria. The objectives of this study are to; Identify the Infrastructural Development Initiatives Implemented by the National Directorate of Employment through Special Public Works Programs in Taraba State and assess the impact of the National Directorate of Employment's (NDE) infrastructural development initiatives, specifically the Special Public Works (SPW) program, on local infrastructure improvement, and community development in Taraba State. The study adopted a descriptive survey research design by using both primary and secondary data collected through personal interviews, books, Journals, Magazines and so on. Ndebbio's employment generation theory of 1987 was employed as the theoretical underpinning of the study. The findings indicated that the SPW program has significantly contributed to short-term employment opportunities and infrastructure development in Taraba State. Participants reported improved economic status and skills development, although challenges such as funding constraints and program sustainability were identified. Key stakeholders emphasized the importance of targeted training and sustainable funding mechanisms to enhance the program's impact. The study recommended among others: policy adjustments to address identified challenges, emphasizing the need for continued evaluation and stakeholder engagement to ensure the SPW program's alignment with broader development goals.

Keywords: Employment, National Directorate of Employment, infrastructure development & Special Public Works

Introduction

Unemployment is one of the important issues bothering most modern-day governments worldwide. The reason being that employment is increasingly recognized as serving multiple developmental roles. In the decades of 80s, unemployment was viewed as posing a potential danger to the socio-political and economic system of the country. The decision of the government to address the problem through a permanent institutional mechanism gave rise to the establishment of the national Directorate of Employment (NDE) (Toluwase & Omonijo, 2013). The National Directorate of Employment was established in 1986 and statutorily mandated by Decree No. 24 of 1989 to among others, design and implement programs to combat mass unemployment and articulate policies aimed at developing work programs with labor intensive potentials. It is to tackle employment problems in both the short- and long-term perspectives by formulating and administering job creation as well as employment related training programs (Toluwase & Omonijo, 2013).

To perform its statutory functions, the National Directorate of Employment (NDE) is tasked with designing and implementing programs that address unemployment through innovative and

targeted strategies. These functions include formulating policies aimed at fostering job creation, organizing skill acquisition and vocational training programs, facilitating labor-intensive projects, and providing financial support in form of loans to empower individuals and small-scale entrepreneurs. In line with these objectives, the Directorate launched four well-articulated employment generation programs in 1987, namely: the Vocational Skills Development Program, the Small Scale Enterprises Program, the Rural Employment Promotion Program, and the Special Public Works Program. The Vocational Skills Development Program has equipped numerous unskilled youths with practical skills in various trades, thereby enhancing their employability and enabling them to secure gainful employment. The labor-intensive projects under the Special Public Works Program have provided temporary employment to thousands of skilled and unskilled individuals, contributing to community development. Furthermore, the loan-granting initiatives under the Small-Scale Enterprises Program have empowered entrepreneurs to establish and expand their businesses, generating additional job opportunities. Collectively, these programs have had a transformative impact on reducing unemployment and fostering sustainable development in Nigeria (Afolabi, 2021).

The National Directorate of Employment (NDE) in Nigeria has played a significant role in addressing the country's unemployment issues and fostering socio-economic development through various initiatives. One notable program under the NDE is the Special Public Works (SPW) scheme, which aims to provide short-term employment opportunities, especially for unskilled labor, while simultaneously developing essential infrastructure. This program has been particularly impactful in State like Taraba State, where infrastructural deficits and high unemployment rates pose significant challenges (National Directorate of Employment [NDE], 2023).

The NDE has the primary objective of combatting mass unemployment and poverty in Nigeria (NDE, 2023). It achieves this through various programs, including vocational skills development, small-scale enterprise development, and special public works. The Special Public Works program is designed to engage unemployed youths in labor-intensive activities that enhance public infrastructure and environmental management (National Directorate of Employment, 2023). These activities include road maintenance, urban and rural sanitation, erosion control, and other community-based projects.

Taraba State, located in Nigeria's North-Eastern region, has benefited from the Special Public Works program. The state faces several socio-economic challenges, including high unemployment rates, inadequate infrastructure, and periodic insecurity impacts. The Special Public Works scheme's implementation in Taraba State aims to mitigate these challenges by providing temporary employment to thousands of unemployed individuals while simultaneously developing essential public works. The Special Public Works program in Taraba State involves the recruitment of participants who are engaged in various community projects for a stipulated period, typically three months. During this period, participants receive a stipend, which not only provides immediate financial relief but also stimulates local economies. This approach aligns with the broader objectives of the NDE to foster sustainable development through labor-intensive public works (Afolabi, 2021).

In Taraba State, numerous challenges persist, including inadequate infrastructure, limited economic opportunities, and high levels of poverty. The SPW program, designed to create short-term employment opportunities and improve public infrastructure, has been implemented as a strategic response. However, there is a significant gap in understanding the extent to which this

program has achieved its objectives. Critical questions remain unanswered regarding the program's effectiveness in providing sustainable employment, enhancing skills, and contributing to long-term infrastructure development. The objectives of this study are to; identify the infrastructural development initiatives implemented by the National Directorate of Employment through Special Public Works Programs in Taraba State. Assess the impact of the National Directorate of Employment's (NDE) infrastructural development initiatives, specifically the Special Public Works (SPW) program. and also identify the challenges of National Directorate of Employment's (NDE) through Special Public Works (SPW) programme in Taraba State.

Conceptual Clarifications Concept National Directorate of Employment (NDE)

The National Directorate of Employment (NDE) in Nigeria is a pivotal governmental agency established to address the critical issue of unemployment in the country. Formed in 1986, the NDE's primary mandate is to combat mass unemployment and reduce poverty through the development of various programs aimed at creating jobs and empowering the unemployed (NDE, 2023). The NDE's initiatives are structured around four core programs: vocational skills development, small-scale enterprise development, special public works, and agricultural employment. These programs collectively aim to enhance the employability of individuals, foster entrepreneurship, and improve public infrastructure.

Within the context of this study, the National Directorate of Employment (NDE) is defined as a governmental agency established by the Federal Government of Nigeria in 1986 to address the growing challenges of unemployment and poverty. Its mandate encompasses the formulation and implementation of policies and programs aimed at creating jobs, equipping individuals with vocational skills, fostering entrepreneurship, and enhancing public infrastructure. The NDE serves as a critical platform for empowering the unemployed, particularly youths, through skill acquisition, labor-intensive projects, and financial support for small-scale enterprises, thereby contributing to economic growth, poverty alleviation, and community development.

Special Public Works (SPW) Program

The Special Public Works (SPW) program is a significant component of the NDE's strategy to mitigate unemployment and stimulate economic development. Special Public Works is designed to provide short-term employment opportunities for unskilled and semi-skilled workers, primarily in rural and urban areas where job prospects are limited. The core philosophy behind Special Public Works is to engage unemployed youths in labor-intensive projects that yield both immediate employment benefits and long-term infrastructural improvements (National Directorate of Employment, 2023).

Within the context of this study, the Special Public Works (SPW) program is defined as an initiative under the National Directorate of Employment (NDE) designed to address unemployment by engaging unskilled and semi-skilled individuals in short-term, labor-intensive projects. The program aims to create immediate job opportunities while simultaneously contributing to the development of community infrastructure and public assets, particularly in areas with limited economic activities and job prospects. SPW operates as a dual-purpose intervention that combines poverty alleviation with the enhancement of public infrastructure.

Theoretical Framework

This study adopted Ndebbio's Employment Generation Theory of 1987. Ndebbio's Employment Generation Theory is based on several key assumptions that highlight the importance of laborintensive strategies and government intervention in addressing unemployment and fostering economic growth in developing countries. The theory assumes that employment creation, particularly through labor-driven projects, is essential for economic development and poverty reduction. It also posits that the government must play a central role in designing and implementing employment policies, while skill development programs are crucial in enhancing the employability of individuals. Furthermore, the theory advocates for community-centered initiatives, which address local needs and promote sustainable, long-term economic participation. Ndebbio's approach emphasizes inclusivity, aiming to engage marginalized groups such as youths, women, and unskilled workers in productive activities. However, the theory has faced criticisms from scholars who argue that it overly relies on government intervention, which may be inefficient or subject to political manipulation, leading to misallocation of resources. Additionally, some critics contend that the theory does not adequately account for the broader structural challenges that impede long-term job creation, such as insufficient industrialization, weak infrastructure, and the lack of private sector participation. Others point out that labor-intensive projects, while providing short-term employment, may not always lead to sustainable economic growth or permanent job creation, as they often lack the capacity for skills transfer and entrepreneurship development. Despite these criticisms, Ndebbio's theory remains influential in understanding the role of employment generation in socio-economic development, especially in contexts where large-scale industrialization is not yet feasible.

Application of the theory

The Ndebbio's Employment Generation Theory provides the basis for understanding the role of labor-intensive projects in addressing unemployment and fostering economic development in Taraba State. According to the theory, government intervention through employment generation programs is essential in alleviating unemployment and poverty, especially in regions with high unemployment rates and limited job opportunities. The SPW program as a key initiative of the NDE, embodies the central tenet of the theory by providing short-term employment opportunities through labor-intensive public works such as road construction, sanitation, and rural infrastructure development. This aligns with Ndebbio's assumption that government-driven, labor-based projects can help address immediate employment needs while simultaneously improving public infrastructure.

In the context of Taraba State, the SPW program is designed to target vulnerable groups, including unskilled youths and women, thereby promoting inclusivity and reducing socio-economic disparities. The skill acquisition component of the SPW program also supports Ndebbio's idea that equipping individuals with vocational skills enhances employability and fosters self-reliance. However, criticisms of the theory, such as over-reliance on government initiatives, can be applied to assess the challenges faced by the SPW program in Taraba State. These include issues of political interference, inefficient resource allocation, and a lack of long-term sustainability in the employment generated. Additionally, while the Special Public Works program provides immediate job opportunities, the question remains whether these projects translate into enduring economic empowerment or merely offering temporary relief without addressing the deeper structural issues of unemployment, such as inadequate private sector involvement and low industrial capacity in Taraba State.

Thus, applying Ndebbio's Employment Generation Theory provides a critical lens to evaluate the effectiveness and limitations of Taraba State's Special Public Works program, highlighting both its potential for short-term unemployment relief and the challenges that impede its long-term viability.

Methodology

This study adopted descriptive survey research design. The adoption of a descriptive survey research design in this study was primarily due to its ability to provide a comprehensive and accurate description of the National Directorate of Employment's (NDE) Special Public Works (SPW) program and its impact on unemployment in Taraba State. This design allows for the collection of both primary and secondary data, which was essential for understanding the multifaceted nature of the program. Primary data, gathered through personal communications and interviews with key stakeholders, provided firsthand insights into the program's implementation, challenges, and outcomes, while secondary data sourced from published books, journals, and reports offered a broader contextual understanding of similar initiatives and theoretical perspectives.

Infrastructural Development Works by the National Directorate of Employment Programme Through Special Public Works Programs in Taraba State

The National Directorate of Employment (NDE) has implemented several infrastructural development projects in Taraba State as part of its efforts to create jobs and reduce poverty. These projects have focused on road construction, environmental sanitation, and the development of public facilities, directly benefiting the local communities by improving infrastructure and providing temporary employment.

The Special Public Works (SPW) program in Taraba State for instance, is a notable example of the NDE's efforts in infrastructural development. This program focuses on road maintenance, environmental sanitation, and the development of public amenities. According to Nwosu (2022), the program has led to the construction of over 50 kilometers of rural roads and the installation of 30 boreholes in various communities. These projects have had a dual impact: improving the local infrastructure and providing temporary employment to over 5,000 individuals, it is important to specify that the individuals who directly benefit from these programs are primarily unemployed youths, women, and other marginalized groups within local communities. These individuals are engaged in labor-intensive tasks such as road maintenance, environmental sanitation, and the construction of public amenities like boreholes and community centers. By participating in these projects, they not only gain temporary employment but also acquire valuable skills and work experience that can enhance their future employability.

In the Jalingo Local Government Area of Taraba State, the Special Public Works program has concentrated on several essential infrastructure projects. Notably, it has constructed conveniences at three primary schools: Howei Primary School, Mile Six, and Nyamusala Primary School. These projects are aimed at addressing the pressing sanitation needs within the educational institutions in the capital city of Jalingo, the NDE has also undertaken road construction and maintenance projects aimed at improving urban mobility. One notable project involved the rehabilitation of the main road linking the Jalingo central market to the outskirts of the city. This project employed

over 300 local youths, resulting in a significant reduction in travel time and vehicle maintenance costs for residents (NDE Taraba, 2022).

The NDE implemented an environmental sanitation program in Wukari, a major town in Taraba State. The program included clearing blocked drainage systems, waste collection, and the beautification of public spaces such as parks and markets. This initiative provided employment to around 200 individuals and improved the overall hygiene and aesthetics of Wukari, contributing to better health outcomes for the community (Abdullahi, 2023).

Sardauna Local Government Area, particularly in the rural communities of Gembu and surrounding villages, the NDE facilitated the construction of boreholes to address the chronic water scarcity issues. These projects not only created jobs for local laborers but also provided access to clean and safe drinking water for thousands of residents, thereby reducing the incidence of water-borne diseases (Yusuf, 2023).

A respondent posited thus;

In the Donga Local Government Area of Taraba State, the Special Public Works program has focused on several crucial infrastructure projects. One of the significant undertakings has been the construction of drainage systems in four key communities: Kumbo, Nyitan, Mararraba, and Gayama. These projects were essential due to the persistent flooding and erosion problems that have historically plagued these areas (Interview with Donga re, May, 2024).

The construction of public toilets in the town of Zing is another significant project by the NDE. These facilities were strategically located in busy areas such as markets and motor parks. This project not only created temporary employment for construction workers but also improved sanitation and public health in the community (Garba, 2023).

Field data revealed that:

In the Takum Local Government Area of Taraba State, the Special Public Works program has undertaken several important projects, with one of the notable ones being the renovation of the Takum cemetery. This project was crucial in addressing the deteriorating conditions of the cemetery, which had become a concern for the community (Personal Communication, June, 2024).

The Takum cemetery had fallen into a state of disrepair, with overgrown vegetation, broken pathways, and poorly maintained graves, making it difficult for families to visit the graves of their loved ones. Additionally, the lack of proper drainage systems had led to water logging and flooding during the rainy season, further degrading the site. The renovation project aimed to restore the cemetery's dignity and functionality. This included clearing the overgrown vegetation, repairing and leveling the pathways, installing proper drainage systems to prevent flooding, and erecting new boundary walls to enhance security and demarcate the cemetery's limits. NDE also ensured that the graves were properly maintained, with some being rehabilitated and marked with durable materials (NDE, 2023).

On some of the specific programs carried out in Lau Local Government under Special Works Programm, an NDE Staff posited thus;

In the Lau Local Government Area of Taraba State, one of the key projects under the Special Public Works program has been the construction of a common facility rice mill at Apawa Market. This project addresses the critical need for processing facilities in the region, which is known for its rice production (Personal communication with an NDE staff, May, 2024).

The Lau Local Government Area has a significant number of rice farmers, but it has faced serious challenges due to lack of adequate processing facilities. Previously, farmers had to transport their harvested rice to distant locations for milling, which was both costly and time-consuming. This often led to delays, increased costs, and sometimes even reduced the quality of the rice due to prolonged storage and transportation issues. The construction of the common facility rice mill at Apawa Market aims to alleviate these problems by providing a local, efficient, and accessible milling service. This facility reduces the transportation costs and time for farmers, ensures faster processing of their harvest, and ultimately leads to higher-quality rice production. Additionally, the mill supports local economic growth by creating jobs and stimulating related businesses in the community (NDE, 2023). For instance, a report by the National Directorate of Employment (2023) highlights that the Special Public Works program in Taraba State has created over 5,000 temporary jobs while addressing critical infrastructural needs across various local government areas. The construction of community-based infrastructure, such as the rice mill, public toilets, drainage systems, and cemetery renovations, underscores the program's dual objectives of improving livelihoods and enhancing the physical and economic environment of local communities. These interventions have not only provided immediate benefits to beneficiaries but have also established a foundation for sustainable economic activities in the targeted areas.

Impact of National Directorate of Employment Through Special Public Works Programmes in Taraba State.

The National Directorate of Employment (NDE) has implemented several Special Public Works (SPW) programmes in Taraba State to reduce unemployment and enhance skill acquisition among youths. These programmes focus on practical training and community-oriented projects such as environmental beautification, waste management, and minor infrastructural development.

Economic Impact

Job Creation and Income Generation: The NDE's infrastructural projects under Special public works have provided significant employment opportunities for the residents of Taraba State. Temporary jobs in road construction, environmental sanitation, and public facility development have offered a vital source of income for many families, reducing poverty levels. For example, the road rehabilitation project in Jalingo employed over 300 local youths, enabling them to earn a livelihood (NDE Taraba, 2022).

The SPW programme has generated substantial employment opportunities for residents of Taraba State. Temporary jobs in road construction, environmental sanitation, and public infrastructure have provided a vital source of income. For example, during an interview with a beneficiary of the road rehabilitation project in Jalingo, he stated:

> Before this project, I struggled to find any source of income. Working here has allowed me to support my family and send my children to school. Even though the job is temporary, it has been a lifeline for us (interview with a beneficiary, November, 2024).

Similarly, a participant in the environmental sanitation initiative in Takum, explained:

Through this programme, I was able to earn enough money to start a small poultry business, which now sustains my family (interview with a participant, December, 2024).

Social Impact

Improved Infrastructure and Quality of Life: Enhanced infrastructure has significantly improved the quality of life for residents. The construction of boreholes in the Sardauna Local Government Area has provided access to clean water for thousands of people, reducing the prevalence of water-borne diseases and improving overall health (Yusuf, 2023). In addition to creating jobs, the SPW programme has equipped participants with valuable skills. These skills enhance employability and open doors to entrepreneurship. For instance, a participant in the construction of boreholes in the Sardauna Local Government Area, shared: "I learned masonry skills during the project, which I now use to take private contracts in my community. The training I received has completely changed my financial situation." This aligns with findings in Adewale (2020), which emphasizes the long-term benefits of skill acquisition through public works programmes.

Infrastructural projects under the SPW programme have significantly enhanced the quality of life for residents. The construction of boreholes in Sardauna Local Government Area has provided access to clean and potable water. a resident of the area, expressed:

Before these boreholes, we walked long distances to fetch water from streams, and the water was often dirty. Now, we have clean water close to us, and the health of our children has greatly improved.

Sanitation-focused projects have also contributed to improved public health. For example, the construction of public toilets in Zing and Wukari reduced cases of open defecation and the spread of related diseases. A public health official in Zing, remarked: We have seen a significant reduction in cases of diarrhea and cholera since the implementation of these sanitation projects. It is a testament to the importance of such interventions.

In Takum, an environmental sanitation project brought together residents to clean public spaces and reduce waste. According to a community leader: "These efforts have not only improved hygiene but also brought people together. We now organize regular clean-up exercises, even after the project ended."

The infrastructural projects have fostered a sense of community ownership and pride. Local residents have directly participated in the development process, enhancing social cohesion and collective responsibility for maintaining the improvements. The beautification projects in public spaces in Wukari, for example, have made these areas more attractive and functional for community gatherings and activities (Abdullahi, 2023).

The Special Public Works programme has also fostered a sense of community ownership. Beautification projects, such as the development of parks and public spaces in Wukari, have encouraged social gatherings and community interaction. a small business owner in Wukari, explained: "The newly developed public spaces have attracted more people, which has helped

boost my sales. It has also created a place where our children can play safely."(Interview, December, 2024).

Additionally, a youth leader in Jalingo, highlighted the programme's role in uniting diverse groups:

"These projects brought together people from different backgrounds to work on a common goal. It has created a stronger sense of community and understanding among us."

Challenges of National Directorate of Employment Through Special Public Works Programmes in Taraba State.

The SPW program under the National Directorate of Employment (NDE) has made notable progress in mitigating unemployment and fostering infrastructure development across Nigeria, with significant impacts observed in States like Taraba. However, despite these achievements, the program faces several challenges that hinder its overall effectiveness and long-term sustainability which are not limited to the following:

Sustainability: One of the most pressing challenges of the SPW program is the temporary nature of the jobs created. While the program provides short-term employment opportunities, it often lacks mechanisms to ensure long-term economic stability for participants. According to Adewale (2020), the absence of sustainable pathways, such as integration into permanent employment or avenues for self-employment, means that many beneficiaries return to unemployment after projects completion. For example, a participant in a road rehabilitation project in Wukari, shared that: "The program was a blessing while it lasted, but once it ended, I was back to square one. I wish there were follow-up programs to help us transition to more permanent roles or start our businesses."

This cyclical pattern highlights the need for strategies that ensure lasting benefits, such as vocational training tied to post-project opportunities or access to microcredit facilities for entrepreneurial ventures (Akinwale, 2019).

Funding and Resource Allocation: Inconsistent funding and resource allocation represent another significant hurdle. Projects under the SPW program often face delays or scaling-down due to unpredictable financial support. Smith (2020) noted that fluctuating funding disrupts project implementation, leading to suboptimal outcomes. For instance, a SPW healthcare project in Sardauna Local Government Area, aimed at constructing a primary health center, was delayed for over six months due to insufficient funds (Brown, 2018). A community leader in the area, lamented: "The delay not only stalled progress but also eroded the trust of the community in the program. Reliable funding is critical for the success of such initiatives."

Ensuring steady financial flows is vital for maintaining project momentum and achieving intended goals. Miller (2021) emphasized that consistent resource allocation allows for better planning and execution, ensuring the scalability and sustainability of developmental programs.

Monitoring and Evaluation: Strengthening monitoring and evaluation frameworks is crucial for improving the effectiveness of SPW projects. Without robust M&E mechanisms, it is challenging to track the impact of initiatives, identify areas for improvement, or address emerging issues. Smith (2021) pointed out that data-driven adjustments based on systematic feedback can significantly enhance project outcomes. A beneficiary of a sanitation project in Jalingo, observed that:

"some projects started with great enthusiasm but not completed or maintained". Monitoring would help ensure accountability and better outcomes for our communities. Effective M&E systems would enable the NDE to collect real-time data, analyze project performance, and adapt strategies accordingly. This approach would optimize resource utilization and ensure that the intended benefits reach the target populations (Johnson, 2020).

Conclusion

The study has demonstrated the significant impact of the National Directorate of Employment (NDE) through its Special Public Works (SPW) program in Taraba State. The program has effectively addressed unemployment by providing temporary jobs, enhancing the skills of beneficiaries, and stimulating economic activities. Moreover, it has improved infrastructure through projects such as rural road construction, drainage systems, boreholes, and public toilets, contributing to better living standards, environmental management, and community development. While the program has achieved notable successes in fostering job creations and infrastructural development, challenges such as insufficient program coverage, short-term employment opportunities, and maintenance of completed projects highlight the need for more sustainable and expansive interventions. Overall, the NDE's SPW program has proven to be a valuable tool in promoting economic empowerment and development in Taraba State.

Recommendations

Based on the findings of the study, the following recommendations were made:

i. Promote Sustainable Employment Through Skill Development and Entrepreneurship:

The NDE should integrate vocational training and entrepreneurship programs into the SPW framework. This will equip participants with skills in trades such as carpentry, masonry, and tailoring, while also providing access to microloans to establish small businesses. These measures will ensure that beneficiaries have sustainable income sources beyond the duration of the projects.

ii. Enhance Funding Stability and Transparency:

The NDE should prioritize securing a dedicated budget for the SPW program to ensure consistent and adequate financial resources. Collaborating with private sector partners and international donors can diversify funding sources. Additionally, transparent resource allocation and reporting mechanisms should be implemented to build trust and ensure accountability in project execution.

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