COURSE GUIDE

POL 441
DEVELOPMENT ADMINISTRATION

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INTRODUCTION

POL441: Development Administration is a one-semester course at the 400 level. It is a three units credit course designed to enable you to have a bird's eye view of the salient issues in international economic relations. This is especially in the face of increasing economic competition in the international system. The course begins with a brief introductory module, which will help you to have a good understanding of the issues at stake on Development Administration; Definition and Related Concepts of Development Administration; Origin, Elements and Perspectives of Development Administration; Approaches to Understanding Development Administration; Ecology of Development Administration; and Development Planning Process and Challenges of Development Administration. The 25 units are structured into 5 modules. Each module is structured into 5 units. The course guide comprises of instructional material. It gives you a brief of the course content, course guidelines, and suggestions and steps to take while studying. You can also find self-assessment exercises for your study.

COURSE AIMS AND OBJECTIVES

The overall aim of the course is to introduce you to the definition and origin of development planning and administration. However, the course-specific objectives will enable you:

- have an appreciable knowledge of related concepts such as development, growth, underdevelopment and modernization;
- familiarize with the environment of development administration with emphasis on salient economic, political, administrative and socio-cultural factors which impinge on government development efforts;
- understand development planning and public enterprises with emphasis on privatization.

The specific objectives of each study unit can be found at the beginning and you can make references to it while studying. It is necessary and helpful for you to check at the end of the unit, if your progress is consistent with the stated objectives and if you can conveniently answer the self-assessment exercises. The overall objectives of the course will be achieved if you diligently study and complete all the units in this course.

WORKING THROUGH THIS COURSE

To complete the course you are required to read the study units and other related materials. It is also necessary to undertake practical exercises for which you need a pen, a notebook, and other materials that will be listed

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in this guide. The exercises are to aid you, and to facilitate your understanding of the concepts and issues being presented. At the end of each unit, you will be required to submit written assignments for assessment purposes. At the end of the course, a final examination will be written.

COURSE MATERIALS

In this course, as in all other courses, the major components you will find are as follows:

1. Course Guide
2. Study Units
3. Textbooks
4. Assignments File

STUDY UNITS

There are five modules broken into 25 study units in this course. They are:

Module 1 Definition and Related Concepts of Development Administration

Unit 1 Meaning of Development
Unit 2 What is Administration?
Unit 3 What is Development Administration?
Unit 4 Understanding Growth
Unit 5 Meaning of Underdevelopment

Module 2 Elements/Features, Origin and Perspectives of Development Administration

Unit 1 Elements/Features of Development Administration
Unit 2 Origin of Development Administration
Unit 3 Marshall Plan
Unit 4 National Development
Unit 5 Problems Associated with Development Administration

Module 3 Approaches to Understanding Development Administration

Unit 1 The Modernisation Approach
Unit 2 The Statist Approach

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Unit 3 The Radical Approach
Unit 4 The Dependency Approach
Unit 5 The Participatory Approach

Module 4 Ecology of Development Administration

Unit 1 Ecology of Development Administration
Unit 2 Administration Context and Development Administration
Unit 3 Rural Areas and Development in Nigeria
Unit 4 Administrative Reforms in Nigeria
Unit 5 Challenges of Implementing Administrative Reforms in Nigeria

Module 5 Development Planning Process and Challenges of Development Administration

Unit 1 National Planning in Nigeria since Independence
Unit 2 Instrument for Privatization and Commercialization in Nigeria
Unit 3 Privatization and Commercialization for National Development in Nigeria
Unit 4 Challenges Affecting Development Administration in Nigeria
Unit 5 Prospect and Future of Development Administration

As you can observe the course begins with the basics and expands into a more elaborate, complex and detailed form. All you need to do is to follow the instructions as provided in each unit. Also, some self-assessment exercises have been provided with which you can test your progress with the text and determine if your study is fulfilling the stated objectives. Tutor- marked assignments have also been provided to aid your study. All these will assist you to be able to fully grasp the knowledge of Development Administration from the global perspective to Nigeria's viewpoint.

TEXTBOOKS AND REFERENCES

Certain books have been recommended in the course. See the list of books at the end of each unit. You may wish to purchase them for further and personal reading.

ASSESSMENT FILE

An assessment file and a marking scheme will be made available to you. In the assessment file, you will find details of the works you must submit

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to your tutor/facilitator for marking. There are two aspects of the assessment of this course the Tutor-Marked and the written examination. The marks you obtain in these two areas will make up your final marks. The assignment must be submitted to your tutor for formal assessment following the deadline stated in the presentation, schedules and the assignment file. The work you submit to your tutor for assessment will account for 30% of your total score.

TUTOR-MARKED ASSIGNMENTS (TMAs)

You will have to submit a specified number of the (TMAs). Every unit in this course has a tutor-marked assignment. You will be assessed on four of them but the best three performances from the (TMAs) will be used for computing your 30%. When you have completed each assignment, send it together with a tutor-marked assignment form, to your tutor. Make sure each assignment reaches your tutor on or before the deadline for submissions. If for any reason, you cannot complete your work on time, contact your tutor for a discussion on the possibility of an extension. Extensions will not be granted after the due date unless under exceptional circumstances.

FINAL EXAMINATION AND GRADING

The final examination will be a test of three hours. All areas of the course will be examined. You are to find time to read the unit all over before the examination. The final examination will attract 70% of the total course grade. The examination will consist of questions, which reflect the kinds of self-assessment exercise, and tutor-marked assignment you have previously encountered. You should use the time between completing the last unit, and taking the examination to revise the entire course.

COURSE MARKING SCHEME

The following table lays out how the actual course mark allocation is broken down.

Assessment	Marks
Assignments (best three assignments out of four marked)	= 30%
Final Examination	= 70%
Total	= 100%

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COURSE OVERVIEW PRESENTATION SCHEME

Units	**Title of Work**	**Week Activity**	**Assignment (End-of-Unit)**
Course Guide	**Development Administration**		
Module 1	**Definition and Related Concepts of Development Administration**		
Unit 1	Meaning of Development	Week 1	Assignment 1
Unit 2	What is Administration	Week 2	Assignment 2
Unit 3	What is Development Administration	Week 3	Assignment 3
Unit 4	Understanding Growth	Week 4	Assignment 4
Unit 5	Meaning of Underdevelopment	Week 5	Assignment 5
Module 2	**Origin and Perspectives of Development Administration**		
Unit 1	Elements/Features of Development Administration	Week 6	Assignment 6
Unit 2	Origin of Developmentt Administration	Week 7	Assignment 7
Unit 3	Marshall Plan Administration	Week 8	Assignment 8
Unit 4	National Development	Week 9	Assignment 9
Unit 5	Problems Associated with Development Administration	Week 10	Assignment 10
Module 3	**Approaches to Understanding Development Administration**		
Unit 1	The Modernisation Approach	Week 10	Assignment 11
Unit 2	The Statist Approach	Week 11	Assignment 12
Unit 3	The Radical Approach	Week 12	Assignment 13
Unit 4	The Dependency Approach	Week 14	Assignment 1
Unit 5	The Participatory Approach	Week 15	Assignment 1
Module 4	**Ecology of Development Administration**		
Unit 1	Ecology of Development Administration	Week 16	Assignment 1

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Unit 2	Administration and Development Administration	Week 17	Assignment 1
Unit 3	Rural Areas and Development in Nigeria	Week 18	Assignment 1
Unit 4	Administrative Reforms in Nigeria	Week 19	Assignment 1
Unit 5	Challenges of Implementing Administrative Reforms in Nigeria	Week 20	Assignment 1
Module 5	**Development Planning Process and Challenges to Development Administration**		
Unit 1	National Planning in Nigeria since Independence	Week 21	Assignment 1
Unit 2	Instrument for Privatization and Commercialization in Nigeria	Week 22	Assignment 1
Unit 3	Privatization and Commercialization for National Development in Nigeria	Week 23	Assignment 1
Unit 4	Challenges Affecting Development Administration in Nigeria	Week 24	Assignment 1
Unit 5	Prospect and Future of Development Administration	Week 25	Assignment 1

HOW TO GET THE MOST FROM THIS COURSE

In distance learning, the study units replace the university lecture. This is one of the great advantages of distance learning; you can read and work through specially designed study materials at your own pace, and at a time and place that suits you best. Think of it as reading the lecture instead of listening to the lecturer. In the same way a lecturer might give you some reading to do, the study units tell you where to read, and which are your text materials or set books. You are provided exercises to do at appropriate points, just as a lecturer might give you an in-class exercise. Each of the study units follows a common format. The first item is an introduction to the subject matter of the unit, and how a particular unit is integrated with the other units and the course as a whole. Next to this is a set of learning objectives. These objectives let you know what you should be able to do by the time you have completed the unit. These learning objectives are meant to guide your study. The moment a unit is finished, you will significantly improve your chances of passing the course. The

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main body of the unit guides you through the required reading from other sources. This will usually be either from your set books or from a reading section. The following is a practical strategy for working through the course. If you run into any trouble, telephone your tutor. Remember that your tutor's job is to help you. When you need assistance, do not hesitate to call and ask your tutor to provide it.

1. Read this course guide thoroughly, it is your first assignment.
2. Organise a study schedule. Design a 'course over' to guide you through the course, Note the time you are expected to spend on each unit and how the assignments relate to the units. Whatever method you choose, you should decide on and write in your dates and schedule of work for each unit.
3. Once you have created your study schedule, do everything to stay faithful to it. The major reason why students fail is that they get behind with their course work. If you get into difficulties with your schedule, please, let your tutor know before it is too late to help.
4. Turn to unit I, and read the introduction and the objectives for the unit.
5. Assemble the study materials. You will need your set books and the unit you are studying at any point in time. As you work through the unit, you will know what sources to consult for further information.
6. Keep in touch with your study center. Up-to-date course information will be continuously available there.
7. Well before the relevant due dates (about 4 weeks before due dates), keep in mind that you will learn a lot by doing the assignment carefully. They have been designed to help you meet the objectives of the course and, therefore, will help you pass the examination. Submit all assignments not later than the due date.
8. Review the objectives for each study unit to confirm that you have achieved them, if you feel unsure about any of the objectives, review the study materials, or consult your tutor.
9. When you are confident that you have achieved a unit's objectives, you can start on the next unit. Proceed unit by unit through the course and try to pace your study so that you keep yourself on schedule.
10. When you have submitted an assignment to your tutor for marking, do not wait for its return before starting on the next unit. Keep to your schedule. When the assignment is returned, pay particular attention to your tutor's comments, both on the Tutor-Marked assignment form and also the written comments on the ordinary assignments.
11. After completing the last unit, review the course and prepare yourself for the final examination. Check that you have achieved

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the unit objectives (listed at the beginning of each unit) and the course objectives (listed in the course guide).

FACILITATORS, TUTORS AND TUTORIALS

Information relating to the tutorials will be provided at the appropriate time. Your tutor will mark and comment on your assignments, keep a close watch on your progress, and on any difficulties you might encounter and provide assistance to you during the course. You must take your tutor-marked assignments to the study center well before the due date (at least two working days are required). They will be marked by your tutor and returned to you as soon as possible. Do not hesitate to contact your tutor if you need help. Contact your tutor if you do not understand any part of the study units or the assigned readings. Also, contact your tutor when you have a question or problem with an assignment or with your tutor's comments on an assignment or with the grading of an assignment.

You should try your best to attend the tutorials. This is the only chance to have face-to-face contact with your tutor and ask questions which are answered instantly. You can raise any problem encountered in the course of your study. To gain the maximum benefit from course tutorials, prepare a question list before attending them. You will learn a lot from participating in discussion actively.

SUMMARY

Development Administration introduces you to a general understanding of the historical antecedents that characterised development at the national level particularly that of Nigeria taking into account the dynamics surrounding the outcomes of various national planning efforts, which are inimical to achieving national development. All the basic course materials that you need to successfully complete the course are provided. After the course, you will be able to:

- explain the concept of development administration;
- examine approaches that aided in understanding development administration;
- discuss the institutional frameworks guiding national planning for national development;
- state the challenges affecting development administration in Nigeria;

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LIST OF ACRONYMS

BPE	-	Bureau of Public Enterprises
BPSR	-	Bureau of Public Service Reforms
CPI	-	Corruption Perception Index
DFFRI	-	Directorate for Food, Road and Rural infrastructure
DISCOs	-	Distribution Companies
ECA	-	Economic Cooperation Administration,
EFFC	-	Economic and Financial Crimes Commission
ERP	-	European Recovery Program
FRN	-	Federal Republic of Nigeria
GDP	-	Gross Domestic Product
GNP	-	Gross National Product
GSM	-	Global System for Mobile Communication
ICPC	-	Independent Corrupt Practices and Other Related Offences Commission
IMF	-	International Monetary Fund
KPIs	-	Key Performance Indicators
MNCs	-	Multi-National Corporations
NCP	-	National Council on Privatization
NEEDS	-	National Economic Empowerment and Development Strategy
NELMCO	-	National Electric Liability Management Company
NEPA	-	National Electric Power Authority
NICON	-	National Insurance Corporation of Nigeria
NITEL	-	Nigeria Telecommunications Limited (NITEL)
NNPC	-	Nigerian National Petroleum Corporation
OEEC	-	Organisation for European Economic Cooperation
PAC	-	Public Accounts Commission
PCC	-	Public Complaints Commission
PHCN	-	Power Holding Company of Nigeria
POCAF	-	Power Consumer Assistance Fund
PPP	-	Public-Private Partnership
REA	-	Rural Electrification Agency
SAP	-	Structural Adjustment Programme
SOEs	-	State Owned Enterprises
SPI	-	Social Progress Index
TCPC	-	Technical Committee on Privatization and Commercialization
UN	-	United Nations
UNICEF	-	United Nations Children Education Fund
US	-	United
WHO	-	World Health Organisation
WWII	-	World War II

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MODULE 1 DEFINITION AND RELATED CONCEPTS OF DEVELOPMENT ADMINISTRATION

INTRODUCTION

The Module 1 is to provide you with both conceptual and practical understanding of important and relevant terms and concepts familiar with Development Administration. These terms and concepts covered five units which is appropriate to guide you. The module comprises the meaning of development, what is administration, public administration, Public Administration link with Development Administration, Understanding Development Administration, Administering Development, Scope of Development Administration, Understanding Economic Growth, Economic Growth and Development, Concept of Dependency, Developed and Undeveloped Countries.

Unit 1 Meaning of Development
Unit 2 What is Administration?
Unit 3 What is Development Administration?
Unit 4 Understanding Growth
Unit 5 Meaning of Underdevelopment

UNIT 1 MEANING OF DEVELOPMENT

CONTENTS

1.0 Introduction
2.0 Objectives
3.0 Main Content
3.1 Meaning of Development
4.0 Conclusion
5.0 Summary
6.0 Tutor-Marked Assignment
7.0 References/Further Reading

1.0 INTRODUCTION

The major task of this unit is to bring to fore the perceived meaning of *development* as offered by many contributors in the field of social science particularly regarding administering development upon which the reader is expected to fully comprehend at the end.

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2.0 OBJECTIVES

By the end of this unit, you will be able to:

- discuss development from different perspectives
- identify the scope of development against the views of different scholars.

3.0 MAIN CONTENT

3.1 Meaning of Development

It is debatable whether listing the attributes of development does not constitute more useful knowledge than the search for a precise definition of the concept. This is so because development as a concept is multi-dimensional and thus appears elusive. However, it is not altogether semantic escapism for economists to search for a precise definition of the concept and how to separate it from related concepts (for example, growth, modernisation, undevelopment and underdevelopment).

The concept development is used to refer to the total transformation of a system: thus when used to describe a nation, describes the transformation of the various aspects of the life of the nation. In fact, development implies a progression from a lower and often undesirable state to a high and preferred one. Development can be defined in terms of attacking wide-spread absolute poverty, reducing inequalities and removing the spectre of unemployment – all these being achieved within the context of a growing economy. This led to their definition of development in terms of both redistribution and growth and meeting the basic needs of the masses of the population.

It was Seers who posed the most fundamental questions relating to the meaning of development when he wrote: The questions to ask about a country's development are therefore what has been happening to poverty? What has been happening to unemployment? What has been happening to inequality? If all three of these declined from high levels, then beyond doubt this has been a period of development for the country concerned.

If one or two of these central problems have been growing worse, especially if all three have, it would be strange to call the resulting development even if per capita income doubled. This way of posting the questions focuses the attention on the fundamental problems of underdevelopment that economic development is supposed to solve.

While one may agree that the concept of development is normative in the sense that it implies progress from a less desirable state to a more desired

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one, it would be difficult to find rational beings who would argue that the objective of eliminating poverty, inequality and unemployment for the largest majority of the population is not a desirable one. Hence, the emphasis today in the development literature is on meeting basic needs and redistributing the benefits of growth.

Development is a manysided process. At the individual level, it implies increased skill and capacity, greater freedom, creativity, self-discipline, responsibility and material well-being. At the level of social groups, development implies an increasing capacity to regulate both internal and external relationships. Is also defines development as a type of social change in which new ideas are introduced into a social system to produce a high per-capita income and levels of living through more modern production methods and improved social organisation. Development can also be defined as the coincidence of structural change and liberation of men from exploitation and oppression perpetrated by international capitalist bourgeoisie and their internal collaborators (Abuiyada, 2018).

Following this definition, therefore, 'real development involves a structural transformation of the economy, society, polity and culture of the satellite that permits the self-generating and self-perpetuating use of development of the people's potential. Abuiyada (2018) captured the perception of Rostow who sees development in terms of modernizing a traditional society or a subsistence sector of a developing society to attain sustained growth. He also regards four stages as essential in delineating the process of development: the traditional society, the pre-conditions for 'take-off', the 'takeoff' and finally sustained economic progress.

Rostow's stages of growth have not received unreserved acceptance. Caincross for example, has questioned with the overlapping nature of the characteristics of these stages of development. Szentes sees the definition of these stages of linear growth as tautological and arbitrary. This, he maintains, would lead to a faulty interpretation of economy and society, the essence of social development. Trade theorists like Prebisch, Lewis and Singer who are critics of the conventional international trade theory see development in terms of changes in external trade in particular and contemporary international economic relations and the effects of colonialism as constituting obstacles to the development of the periphery of the world economic system.

Wallman in his book, Perceptions of Development, also defines development as an inevitable but certainly uni-linear movement towards a condition of maximum industrialization, modern technology, high(est) GNP and high(est) material standards of living. He went further to say that philosophically development implies 'progress' which itself implies

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evolution toward some ultimate good. Development, thus, is an elusive term meaning different things to different groups of social scientists.

Most would agree however that development implies more than just arise in real national income; that it must be a sustained secular rise in real income accompanied by changes in social attitudes and customs, which have in the past impeded economic progress. When development is used to measure economic development, the issue of definition becomes more complex. No single definition of economic development is entirely satisfactory and it has been defined in various ways.

For the average person, the term economic development refers simply to achievement by poor countries of higher levels of real per capita income and of the improved condition of living for their people. In a technical sense, economic development refers to a process of economic growth within an economy, the central objective of the process being higher, and rising real per-capita income for that economy(with the benefits of this higher and rising income being widely defused within the economy).

Economic development is a process where a society develops economically as its members increase jointly their capacity for dealing with the environment. It however, argues that development should not be seen purely as an economic affair, but as an overall social process which is dependent upon the outcome of man's efforts to deal with his natural environment. Some scholars have defined economic development as growth accompanied by a change in the structure of the economy in the country's social structure, and its political structure.

Economic development can be defined in three ways: One is to measure economic development in terms of an increase in the economy's real national income over a long period. But this is not a satisfactory definition. This definition fails to take into consideration change in the growth of the population. If a rise in the real national income is accompanied by faster growth in population, there will be no economic development. The second definition relates to an increase in the per-capita income of the economy over a long period. Economists are one in defining economic development in terms of an increase in per-capita real income or output.

Economic development is also considered as the process whereby the real capita income of a country increases over a long period. Abuiyada (2018) citing Baran says economic development can be defined as increase over time in the per-capita output of materials goods. It is income potentialities of the underdeveloped areas by using the investment to effect those changes to augment those productive resources which promise to raise real income per person. These definitions also have difficulties. An

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increase in per-capita may not raise the standard of living of the masses because there is the possibility of increased income going to the few rich instead of going to the many poor. There is also a tendency to define economic development from economic welfare. Economic development is referred to as a process of income and the satisfaction of the preferences of the masses as a whole.

In other words, economic development is sustained, secular improvement in material well-being, which we may consider to be reflected in an increasing flow of goods and services. This definition is also not free from limitations. First, sustained growth in real national income does not necessarily mean improvement in economic welfare. A mere increase in economic welfare does not lead to economic development unless the resultant distribution of national income is considered just.

The word development is defined as the continuous and spontaneous change in the stationery state which forever alters and displaces the equilibrium state previously existing which could be referred to the citizens and the state. Development is a far-reaching transformation of society's economic, social, and political structure of the dominant organization of production, distribution and consumption.

Development in other words simply involves the modification of the social structure resulting to real changes in the society and looking at the socio-economic aspect of development, it is the process of social and economic development in a society, It is measured with indicators, such as gross domestic product (GDP), life expectancy, literacy and levels of employment.

Bottomore cited in Ndianefoo (2020) views development from a holistic angle. He argued that development deals with such factors as growth in political freedom and participation, growth of knowledge, and growth of human control over the natural environment signaled by technological advancement and economic efficiency.

Therefore, development as a broad concept entails social, economic, political and human development. Human development constitutes the foundation on which the first three concepts are based. Economic and political must translate into social development. As a broad concept, development has been extensively explored to realise economic growth and social development. However, the emphasis on industrial and economic development as determining factors in social transformation. Economic growth may bring material gain to the people but development is much enrichment to the lines of all people in the society.

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SELF-ASSESSMENT EXERCISE

i. What do you understand by development?
ii. Define development according to some scholars' perspectives.

4.0 CONCLUSION

Development as both definition and as a concept is highly encompassing with no universally accepted paradigm globally. However, it is expected that the reader should be able to understand what the term means concerning theorising and current realities.

5.0 SUMMARY

Our discourse in this unit has focused on various scholars' view on the term 'Development' taking into account it impact on the division of the world into 'developed', 'developing' and 'underdeveloped' which characterized the speed of development among these groups. Most would agree, however, that development implies more than just a rise in real national income; it must be a sustained secular rise in real income accompanied by changes in social attitudes and customs, which have in the past impeded economic progress.

6.0 TUTOR-MARKED ASSIGNMENT

1. Define 'development'.

7.0 REFERENCES/FURTHER READING

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UNIT 2 WHAT IS ADMINISTRATION?

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1.0 INTRODUCTION

The main aim of this unit is to gives vivid understanding of what *administration* is all about in term of its concept theoretically and possibly in the field of development administration so as to assist the reader to grasp the focus and direction of development administration in general.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- define administration.
- discuss the concept 'Administration' about public administration.

3.0 MAIN CONTENT

3.1 What is Administration?

Conceptualizing administration remains quite challenging even after several decades of development. Despite several conceptual contentions, notwithstanding there seem to be a point of convergence in the fact that administration whether in public or private endeavour is an aspect of a more generic concept, the essence of which has been described as determined action taken in pursuit of conscious purpose.

Most efforts at defining administration particularly at the public sphere therefore stress the element of cooperation among two or more individuals, and views it as cooperative human efforts geared towards predetermined goals.

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Hence, Administrative activities can take place in a variety of settings, provided the crucial elements are present: The cooperation of human beings to perform tasks that have been mutually accepted as worthy of the joint effort. The institutional framework in which administration occurs may be as diverse as business firms, labour unions, churches, educational institutions or governmental units.

Accordingly, administration is a 'universal phenomenon' which as a concept and as a process can exist in government, in business, in churches, mosques, in families and in other interactions. Others see administration as the organization and direction of persons in order to accomplish specified ends. For Pfiffner and Presthus, administration refers to an activity or process concerned with the means for carrying out prescribed ends.

Administration is the ability to mobilise human and material resources towards achievement of organisational goals. Ogunsaju opines that administration is concerned with a variety of tasks. Nwankwo in his own view describes administration as the careful and systematic arrangement and use of human and material resources, situations and opportunities for the achievement of specific objectives.

However, the main purpose of administration in any organisation is that of coordinating the efforts of people towards the achievement of its goals. Therefore, administration is defines as the performance of executive duties, the carrying out of policies or decisions to fulfill a purpose, and the controlling of the day-to-day running of an organisation.

Administration is a process and it is sometimes used synonymously with management. It is corroborated that administration is a part of management which is concerned with the installation and carrying out of the procedures by which programmes, plans and targets are laid down and communicated, and the progress of activities regulated and checked against them. Administration may be defined as a process of coordinating human and material resources in order to achieve organisational goals.

3.2 Public Administration

Public Administration is the bureaucracy of government, the latter being the working machinery under which the state operates. The government exists for the good of the population/the state. Public Administration is the act of implementing public policies, as feedback is relayed to the policymakers. It is government in action, a collective effort of getting things done in accordance with the laid down procedures and within the legal framework. Various scholars have come up with various definitions, all of which have a hinge on the public. It pre-supposes planned human

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activities by organising human and material resources (Ikeanyibe, Ori & Okoye, 2017).

In his words, former American President Woodrow Wilson defined it as a detailed and systematic application of law. To him, therefore, any application of law amounts to public administration.

Corson and Harris define public administration as:
… decision making, planning the work to be done, formulating objectives and goals… establishing and reviewing organisations, directing and supervising employees … exercising control and other functions performed by government executives and supervisors. It is the action part of government: how the purposes and goals of government are realised.

It has been argued that public administration should be considered as the fourth arm of government, in addition to the known executive, judiciary and legislature. This is because administration is quite different from the executive, as it comprises of bureaucrats. This is the full time professional civil service, with technical expertise in policy.

Nicholas Henry talks of public administration as:
… a broad ranging and amorphous combination of theory and practice; its purpose is to promote a superior understanding of government and its relationship with the society it governs, as well to encourage public policies more responsive to social needs and to institute managerial practices attuned to effectiveness, efficiency and the deeper human requisites of the citizenry.

From the above definitions, one thing is clear. Public administration has to do with the policy process in general, and policy implementation in particular. However, there is no single definition so far of the concept except that it is government in action. It, therefore, becomes both a government as well as public machinery of operation.

Different scholars still have different views on coverage of public administration. Some see it first and foremost as a policy science, thus categorise it as Political Science. These hold the integral view as they also believe public administration concerns itself with all activities and policies that go with administration. As a result, they lump cabinet ministers and legislators into one category of ‘administrators’. Others conceptualise it as an art. Administrators are thus people who get things done through others, as managers. On their own, they cannot do the work. As such, public administration provides a link between the three traditional arms of government, namely the legislature, executive and judiciary. It may be said to be supportive in each case, without which the arms cannot operate. As the establishment that interacts with the general

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public, public administration is part of the political process and therefore helps in policy formulation through feedback mechanism.

Lutter Gullick contends that functions of public administration include the following:

- *Planning*- setting the broad agenda and fixing the targets to be met by the staff.
- *Organising*- establishing formal structures of authority, coming up with a chain of command.
- *Staffing*- getting the correct people for the correct job specifications in a public office.
- *Directing*- giving orders and providing guidelines to the responsible staff.
- *Coordination*- creating harmony between and among different departments for optimum functioning. It reduces duplication and wastage.
- *Reporting*- getting the right information to the right persons within the organisation, for record management.
- *Budgeting*- this function deals with financial planning and controls as well as budgeting, as the name suggests.

This traditional view has not gone without criticism that it is a shallow view of the concept of public administration. It has been criticised for neglecting the human relationships. It is also silent on the assigning of roles to trade unions and other organised working classes. The modern view of Public administration considers the subject in terms of administrative theory (the knowledge) and applied theory (the practice), both of which a public administrator should possess. It lays much emphasis in interdisciplinary approach as it deals with human behaviour which is affected by a whole complexity of issues.

Public administration, by extension has been defined as “the marshalling of human and material resources to achieve the objectives of public policy. White sees public administration as consisting of all those operation having for their purpose the fulfilment or enforcement of public policy.

For Herbert, public administration is the activities of the executive branches of national, state and local government. Dimock and Dimock see public administration as the area of study and practice where law and policy are recommended and carried out. Therefore, public administration refers to both the activities concerned with the management of government business as well as the study of those activities.

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3.3 Public Administration Link with Development Administration

Public administration lies at the heart of the modern state. It is a recognized fact that it plays crucial role in all societies - developed or developing. In the modern state, public administration has become so important that our development, upliftment and progress depend mainly upon the efficient functioning of it. It serves as the basis of government direction toward attaining national development. A government can exist without other arms of government such as legislature and judiciary. But no government can exist without administrative machinery. All countries irrespective of their system of government need some sort of administrative machinery for implementing public policies toward national development.

Hence, administration particularly in public ramifications is also responsible for implementing the law and policies of government. By implementing laws, it regulates the behaviour of the people in the society. By executing policies and programmes, it delivers the promised goods and services to the intended beneficiaries geared toward administering development. The importance of an efficient public administration is underscored by the fact that policies and programmes of government may not be realized without an efficient public administration (Chinyeaka, 2019).

Put differently, the best policies and laws of government may remain as mere paper declaration of intent, if the administrative machinery does not function efficiently. An efficient public administration avoids waste, correct errors; limits the consequences of incompetence, while executing laws and public policies.

In modern state, public administrators participate in policy-making by giving advice to ministers and providing them with necessary information which will assist them in formulation of policies. It also acts as a great stabilizing force in society. It settles social tension and conflicts and thus creates social unity and harmony in a country.

In addition, it provides continuity in government. In other words, it carries on government when rulers change every now and then owing to elections or coups. It protects the lives and property of the people by maintaining law and order. The survival and progress of the people depend on the proper enforcement of laws against violators. This is the primary responsibility of public administration. In the event of failure to perform this function effectively, the law of the jungle will prevail in a state there hindering any effort toward development (Dayil, n.d.).

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Public administration is therefore that sector of administration found in a political setting, concerned primarily with the implementation of public policy aimed toward prosecuting developmental projects and programs. Public administration can be roughly distinguished from private or non-public administration which of course, the range of governmental concern may vary widely from one political jurisdiction to another so that the dividing line is wavy rather than clear-cut (Ikeanyibe, Ori & Okoye, 2017).

Kamar offers another dimension to this rather unclear identity when he argued that both fields of political science and management have had the greatest influence on public administration. Hence, it tends to share the characteristics of both, depending on the setting, and or environment.

Many scholars like George Gant, Ferrel Heady and others have sought to conceptualise development administration as different from traditional administration. They explain that these two types of administration differ from each other in terms of purpose, structure and organisation, attitudes and behaviour, capabilities, techniques and methods. This is the implicit meaning of the observation of John Gunnel who says, the increasing shift of development scenario requires increased diversification and specialisation of knowledge and skills and high level of managerial ability for integrative co-ordination. To quicken the pace of development there is an additional need for a new breed of administrators of superior calibre and vision with a passion for achieving results and of those who can take risks and introduce innovations. There is an increasing need to have heightened sensitivity to the welfare of the poor sections and greater responsiveness to the political process. It follows that development administration has to have different features and should be based on different requisites than the traditional or law and order or general administration

In sum, public administration connotes the application of the principles of administration in a political setting of which development administration is part and parcel of. It is the harnessing of both human and material resources in pursuit of the implementation of government policies, goals and objectives. What seems to be of great importance to this study is that administering development at the national level rests almost entirely on public administration.

SELF-ASSESSMENT EXERCISE

i. Define Administration?
ii. Discuss the concept of Public Administration?

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4.0 CONCLUSION

In this study, attempts were made to explain concepts such as administration and public administration, their importance, the nexus between them as well as the attributes of effective development administration.

5.0 SUMMARY

This unit discuss the meaning of 'Administration' in both theoretical and practical paradigm linked to development administration in the field of governance and development. The unit also acknowledged the views and contributions of professionals in the field of public administration which aided the reader's understanding of administration.

6.0 TUTOR-MARKED ASSIGNMENT

1. Explain and Define 'Administration'.
2. Discuss the scope of Administration.

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UNIT 3 WHAT IS DEVELOPMENT ADMINISTRATION?

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1.0 INTRODUCTION

The main aim of this unit is to illustrate in clear terms the meaning of *development administration* which is arguable very encompassing with no single accepted definition. The unit makes an attempt in emphasizing certain basic characteristics and features inherent in understanding the meaning of development administration.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- discuss the concept of development administration.
- explain certain basic characteristics and features aligned with development administration.

3.0 MAIN CONTENT

3.1 Development Administration

Bringing development to the developing and under-developed countries led to the creation of the concept of development administration. In other words, the process of successfully handling the effects of depression, the Marshal Plan for the reconstruction of Western European countries devastated by Second World War, and the process of decolonization provided the requisite which brings to fore the introduction of the term ‘development administration’ that was credited to Indian scholar, Goswami, who used the concept in 1955 that later gained the attention of scholars all over the world and contributed to its enrichment.

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Thus, development is considered integral to the activities of the government specifically in developing countries such as Nigeria. Because of the nature of possessions, human and material in their countries, the need for creation optimum utilization of scarce resources for equitable distribution and fulfilling new means assumes great importance. Hence, development administration, therefore, becomes a process through which the government engenders both quantitative and qualitative changes in an economy as government is saddled with not only fixing priorities but also creating avenues to achieve them.

Scholars such as Weidner, Riggs, Ferrel Heady, Montgomery, Gant, Pai Panandikar have contributed to the development of the concept of development administration. Though their perceptions differs on the definitions and meanings of the term, yet it should be mentioned that all of them agree that development administration is an effort towards the planned transformation of the economy involving not only the sphere of administration but also formulation of policies and indeed the society as a whole. It is an effort at the synchronization of changes in all spheres of development spheres such as economic, political, social, and cultural.

Therefore development is not only viewed in conditions of the growth process, but it comprises a process of social change as the state plays a leading role in bringing about the development through its administrative system. For the state to discharge this role, it requires a separate type of support through administration that involves a special understanding of challenges in the developing countries. This necessity could be seen at different operative stages i.e., officials necessity create enough divergent decisions, adopt enough different policies and engage in enough activities to warrant the dissimilar designations of development administration (Anyebe, 2017).

Therefore development administration is simply termed as an action or functioning part of the government administration. It is action-oriented and places the administration at the centre to facilitate the attainment of development objectives.

For Harry J. Friedman development administration means the implementation of programmes intended to bring concerning the modernization (i.e. socio-economic progress and nation-building), and changes within the administrative system that augment its capability to implement the programmes.

According to Hahn Been lee, development administration is involved in managing a government or an agency so that it acquires a rising capability to adapt to and act upon new and continuing social changes to achieving sustained growth.

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Gant observed that development administration is "that aspect of Public Administration in which focus of attention is on organising and administering public agencies in such a method. As to stimulate and facilitate defined programmes of social and economic progress. It has the purpose of creating change attractive and possible." Therefore, development administration involves two elements: The bureaucratic process that initiates and facilitates socio-economic progress through creation the optimum use of talents and expertise accessible; and the Mobilization of administrative skills to speed up the development process.

Development administration concentrates on the needs and desires of the people, it is concerned with formulation of plans, programmes, policies and projects and their implementation. It plays a central role in carrying out planned change i.e. it is concerned with planning, co-ordination, control, monitoring and evaluation of plans and programmes. It is not only concerned with the application of policies as determined through the political representatives in the existing situation but also with introducing efforts to modify existing situations to serve the cause of the masses.

Another picture of the present-day world situation is the meteoric rise of the various multinational corporations. The number of such Multi-National Corporations (MNC) is not very big, but their influence is worldwide. These MNCs are practically controlling the commercial and economic areas of the developing nations who are also called the nation-states. The authorities of these states are weak and they surrender to the decisions and principles of the MNCs. The administrative systems are changed to suit the necessities or whims of the MNCs. Particularly the MNCs are taking an active part in the industrialisation of the developing countries and the administration is to be changed.

Therefore, administration is now being studied in the contextual perspective as comparative analysis of the administrative system in terms of organisation, administration and development management brings out two distinct elements of administration:

(1) Administrative reforms are improvements that each nation has been trying to match administration with development needs and

(2) Concentration of efforts at the acceleration of the rate of growth and change to meet the challenges of socio-political development and nation-building effectively.

It is in this context that the concept of development administration has come to be used. However, the concept has varied dimensions-social, cultural, economic, and political. The issue regarding the focus or scope

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of development administration as a discipline and as a process has assumed importance.

3.2 Functions of Development Administration

Scholars have identified several functions of development administration. The developing nations will have to collect materials or elements of development from various sources and since these elements are not easily available the development administration must use these resources most economically and judiciously. Otherwise desired results may not be obtained.

Materials can be collected from two sources-internal and external. The authority of a prismatic society must see that the resources collected internally must be used properly. The implication is that a nation should try to depend upon external sources as less as possible. There is uncertainty on the availability of resources from foreign countries. Even conditions are imposed. Hence a developing nation focuses its attention on the internal sources.

In this age of globalisation and liberalisation collection of resources from foreign states comes to be essential. But the receiving countries must judge the help from various sides. It must consider the conditions imposed upon foreign aid. The receiving states must consider that if the aids are going to damage the prestige or curtail sovereignty. Before accepting aid the state must consider whether the aid is indispensable. Again, how the aid will accelerate the development and prospects.

To judge the functions or efficiency of foreign aid, the development administration must try to evaluate the overall situation. In other words, whether the foreign aid has been able to achieve desired results is a different thing entirely.

The development administration must decide the quantum of aid it desired to get from foreign nations. In this regard, it must take the judicious decision and proceed cautiously as a very important function of development administration.

There is another function of development administration. Everyone wants to progress but not at the cost of destruction of ecological balance or by denuding the nature that destructs the wealth of nature. This question today arises because numbers of developing nations under the indomitable urge to develop are destroying nature. It has been urged that equilibrium is to be set up between development projects to be constructed and ecological balance. In other words, the protection of nature must be given maximum priority in development administration.

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The development administration must take note of the fact that the term development is comprehensive. It is more than physical progress. The development must free the society from all kinds of superstition, caste factors and communalism. The development administration must take note of the fact that the persons associated with development administration cannot stop all the social evils, but administration must enlighten the mind and outlook of people.

The development requires the participation of the entire society including administration and people of all categories. Modern development theoreticians have been found to emphasise this. Amartya Sen in his recent work Development as Freedom has emphasised this. People must be made to understand, through concerted efforts, that the development is mainly for them and naturally they have to take the issue of development as their issue or matter. People's spontaneous participation will invariably accelerate progress. This task is to be performed by development administration through propaganda with the help of electronic and print media.

The administration of development implies the execution of programmes intended to bring concerning the progressive improvement and the changes within an administrative system which increases its capability to implement such programmes.

In brief, the administration of development involves the following objectives:

i. Application of innovative strategies for development
ii. Emphasis on development at the grassroots stage
iii. Development has to be a need-oriented and self-reliant process
iv. Stress on social development and human capital as a major resource
v. Development has to be viewed not merely as a technological problem but also as an ideological norm
vi. Profound and rapid change to establish a separate and just social order
vii. Recognizing and highlighting the unity, rather than dichotomy flanked by politics and administration
viii. Effective and efficient use of scarce possessions
ix. Creation of a politics-administrative environment which is oriented towards securing basic needs of the population
x. Freedom of administrative machinery to express its values and beliefs without fear or favour on programmes and projects.

Development administration, it is argued, cannot be conceived and operated as a mechanistic means rather, it should be seen as development programme envelops and affects every aspect of life and activity in

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society, administration for development necessity conceived and approached as sub-culture within a major-culture and with the same responsibility to make a new culture appropriate for the times dominated through science and technology, urbanization and material comforts.

Technology affects and is affected through administration. This approach suggests a systematic study of development administration. Human element shapes a significant part of development administration. Development Administration comprises human beings at all stages. Planners seek to achieve development goals with the help of people. People's participation is required at the time of determination of priorities for plans, formulation of plans. The thought is to reach as several people as possible.

Therefore development administration is organic, it does not work like a machine following set rules and regulations and working predictably and routinely. Though a proper and systematic planning process is an essential component of development administration, it does not have to rigidly adhere to the process. The above discussion stresses the fact that the determination and realization of development goals to a large extent depend on a systematic planning process.

Development of Administration or Administrative System

Development Administration has to be efficient and effective. For that purpose, it has to aim at the enlargement of administrative capabilities and structural and behavioural change. It is this aspect of administration that is called administrative development or development of administration.

In simple terms, it means development of administrative system or administrative health by introducing- administrative rationalisation and institution building. The purpose implicit in this concept is not merely changing the administrative procedures and channels but also bringing out fundamental change in administration that leads to: The administration should evolve to commensurate with societal goals.

Development of administration further means cultural change in administration. The colonial administrative culture is unsuitable to the changed socio-political ethos of the developing world. Our British legacy has adversely affected the administration. The obsolete Acts e.g. Police Act, 1861, cannot take us towards the path of change. Development of administration should refer to the creation of ability to adjust to new stimuli or changes. The development of administration aims at qualitative and quantitative transformations in administration with an eye on the performance of management of affairs.

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The term also implies technological changes in administration to enable it to adopt new modes or techniques of administration. Thus administrative development focuses on adaptability, autonomy and coherence in administration. In short, administrative development is concerned with:

1. The capacity of an administrative system to take decisions to meet the ever-increasing demands coming from the environment and to achieve larger political and socioeconomic goals.
2. Increase in size, in specialisation and division of tasks, and in the professionalization of its personnel.
3. A pattern of increasing effectiveness in the optimum utilisation of available means and further augmentation of the means, if necessary.
4. Increase in administrative capability and capacity.
5. Transformation of existing administrative mechanism into new machinery through modernizing the bureaucracy by external inducement, transfer of technology and training.
6. Replacement of initiative, practices, etc. with those based on realist need.
7. Reducing the dependence on foreign experts by producing adequate trained manpower.
8. Promotion of development initiative.
9. Administrative reorganisation and rationalisation.
10. Making modernisation culturally related.
11. Removing or reducing bureaucratic immobility and widespread corruption.
12. Reorientation of established agencies, and the delegation of administrative powers to them.
13. Creation of administrators who can provide leadership in stimulating and supporting programmes of social and economic improvement.

The meaning and importance of administrative development as an ingredient of development administration has been well summed up by Caiden in the following words:

Administrative reform is an essential ingredient of development in any country, irrespective of the speed and direction of change. Administrative capacity becomes increasingly important in the implementation of new policies, plans and ideas. The improvements in administrative capacity may involve the removal of environmental obstacles, structural alternatives in traditional and innovatory institutions bureaucratically organised or otherwise. This would also necessitate changing individual and group attitudes and performance.

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The behaviour pattern of bureaucrats is as crucial to development administration as the institutions and structures. The purpose of development of administration is to remove the administrative lag which seriously handicaps governments in planning and executing coordinated programmes of economic and social reforms.

The predominant concern of development administration is to design and administer such development programmes which meet the developmental objectives. It is the administration geared to the task of achieving certain clear-cut and specified objectives and goals expressed in operational terms. Thus development administration is defined as a process of action motivated by and oriented to the achievement of certain predetermined goals.

Actually, administration of development and development of administration are interrelated concepts. Both are dependent on each other. Administration of development is as important as development of administration. To achieve development goals there must be proper assessment of resources, proper plan formulation, evaluation, and implementation, adequate involvement of people, emphasis on technological change and self-reliance (Anyebe, 2017).

At the same time we also need developed bureaucracy, integrity in administration, initiative, innovativeness, a delegation of powers, decentralised decision-making, etc. Administrative development cannot take place without administrative change and reform. Both the concepts support each other and development of administration is needed for administration of development.

As per F. Riggs ‘development administration’ and ‘administrative development’ have a chicken and egg kind of relationship. The superiority of one concept over the other cannot be established.

We can sum up the difference between development administration and traditional public administration as follows.

Development Administration	**Traditional Public Administration**
Change – oriented	Status–quo oriented
Goal and result oriented	Emphasis on economy and efficiency
Flexible and dynamic	Hierarchal and rigid
Its objectives are complex and multiple	Simple and limited objectives
Concerned with new tasks	Concerned with routine operations
Believes in decentralization	Believes in centralisation
Stress on planning	Does not rely much on planning
Creative and innovative	Resist organisational change
Stress on the participation of people	Organisational stress due to control and command structure

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3.3 Scope of Development Administration

The scope of development administration is expanding day by day as it aims at bringing about the political, social, economic and cultural changes through proper planning and programming, development programmes and people's participation. To achieve development goals, government constantly interacts with environment. It shapes the environment and is also shaped through it.

Development Administration is Culture-Bound

There is a close link flanked by administration and culture of a country. The culture gives an operational framework for administration. The administration, it is said, is affected through the political leadership that guides it and the developmental policies that it implements. It cannot easily or rapidly break absent from the compulsion of historical legacy or the possessions of the economy or the behaviour patterns in society.

Though, it does not imply that the cultural system of a country is static. Rather, both the cultural and administrative systems can change each other. The commitment of administration to the ideology of development and change can usher in cultural change. For that purpose it should also be able to prepare appropriate plans, programmes and projects keeping in view their feasibility, operationally, and desirability.

Development administration should serve as a steering wheel that directs society to predetermined goals according to the will and skills of the leaders and personnel occupied in the development process. It removes the lag flanked by development necessities and administrative development.

Wide Spectrum of Development Programmes

The spectrum of development programmes, the central theme of development administration, is very wide-ranging from provision of industrial and infrastructural development programmes to programmes relating to development of agriculture, health, education, communication, social services and social reconstruction (e.g. community development, family planning, etc.).

Therefore development administration covers a whole sphere of the multifaceted tasks of administration and management of development programmes. It may also be mentioned here that the principle of politics, administration dichotomy cannot be accepted for development administration as the formulation of policies and programmes about the development are intractably related to their administration (Anyebe, 2017).

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Otherwise, for unsound and vague policies and programmes, the implementing machinery should not be held responsible. The fact, though, is that the people blame administration for its imperfections in or incompetence of administration in implementation of a programme. The source of failure can be policies and plans, administration, management, leaders, or people, or all taken jointly.

Development administration is an effort at homogenizing all these institutions/agencies occupied with the tasks of development into a unified system.

Nation-building and Social-welding

Development administration further involves the tasks of nation-building and social- welding. It is concerned not merely with the function of creation or expansion of "growth structures, (institution/agencies recognized to achieve development) but also to mould social behavior or reconstruct social structures. Several countries of the third world tend to get affected through a traditional and parochial sets of social relationships based on kinship, caste, religion and region. These parochial structures need to be broken and an era of modernization is to be inducted into the society putting an end to the patronizing approaches of traditional culture.

Hence, the focus of development administration is on expediting the process of industrialization, urbanization, education and democracy. It is a recognized proposition that developmental policies should identify and strengthen strategic growth factors. The aims of development have to be economic growth, technological advancement, equity, justice, removal of unemployment and other social and economic troubles. The social customs or traditions that hamper the development process have to be customized or done absent with. The task of nation-building can only be successful if development activities bring in relation to the social change.

SELF-ASSESSMENT EXERCISE

i. What do you understand by the term 'Development Administration'?
ii. Outline the scope of development administration.

4.0 CONCLUSION

Understanding the meaning and scope of development administration is geared toward aligning the benefits of economic development necessarily dispersed across to positively impact the relatively less privileged classes of society and through the progressive reduction of the concentration of income, wealth and economic power.

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5.0 SUMMARY

In this unit, the effort is made to simplify the understanding of what development administration is all about taking into consideration the contributions of some scholars in social science. The unit also discusses the scope of development administration to assist in shading more light on the workability of the term as a concept as well as a government policy.

6.0 TUTOR-MARKED ASSIGNMENT

1. What do you understand by the term 'Development Administration'?
2. Outline the scope of development administration.

7.0 REFERENCE/FURTHER READING

Anyebe, A.A. (2017). An Assessment of the Relevance of Development Administration as a System of Action in Developing Nations. Global Journal of Economic and Business – Vol. 3, No. 3, 2017, pp. 312- 321. e-ISSN 2519-9293, p-ISSN 2519-9285.

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UNIT 4 UNDERSTANDING ECONOMIC GROWTH

CONTENTS

1.0 Introduction
2.0 Objectives
3.0 Main Content
  3.1 Understanding Economic Growth
  3.2 Economic Growth and Development
4.0 Conclusion
5.0 Summary
6.0 Tutor-Marked Assignment
7.0 References/Further Reading

1.0 INTRODUCTION

This unit is design to discuss *growth* particularly in regard to nation-states desire to achieve development in all multi-faceted ramifications in the ever-increasing competition among states.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- discuss the concept of growth
- explain the factors that entrenches growth.

3.0 MAIN CONTENT

3.1 Understanding Growth

Let us look at some of the definitions of growth as given by some writers: Kuznets defines growth as a long-term rise in capacity to supply increasingly diverse economic goods to its population, this growing capacity is based on advancing technology and the instructional and ideological adjustments that it demands. This definition has three components:

(a) The economic growth of a nation is identified by the sustained increase in the supply of goods.
(b) Advancing technology is the permissive factor, which determines the growth of capacity in supplying diverse goods to the population.
(c) For efficient and wide use of technology, institutional and ideological adjustments must be made to affect the proper use of innovations generated by advancing stock of human knowledge.

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The above definition supersedes the earlier definition by Kuznets. Kuznets define economic growth as a sustained increase in per capital or per worker product, most often accompanied by an increase in population and usually by sweeping structural changes. According to Schumpeter, growth is a gradual and steady change in the long run which comes about by a general increase in the rate of savings and population. Some economists generally use the term economic growth to refer to an increase in a country's real output of goods and services or more appropriately real output per capita.

As a concept, growth has a larger meaning and a more restricted meaning. Strictly it refers to a sustained increase in productivity over a relatively long period or long periods each covering at least 10 years. An index of such growth at the national level is not an increase in national product in concrete terms. Growth modifies structures, attitudes and techniques, and where it is sustained; its economic effects are considerable.

In the larger sense, growth includes three variables: an upward trend in gross national product and revenue over a long period; a self-sustained character of the growth and which is largely irreversible and growth also movement of structural transformation.

Conceptually, growth implies change leading to an increase in size including height and weight. Thus, economic growth means an increase in economic resources or increased income. A nation is said to have recorded economic growth if that nation has experienced an increase in national income or in capital income.

3.2 Economic Growth and Development

The term *economic development* is used interchangeably with such terms as economic growth, economic welfare, economic progress, and secular change. However, some economists like Schumpeter and Hicks have made a distinction between the more commonly used terms, economic development and economic growth. Economic development refers to the problems of underdeveloped countries and economic growth to those of advanced countries.

Development, according to Schumpeter, is a discontinuous and spontaneous change in the stationary state which forever alters and displaces the equilibrium state previously existing while growth is a gradual and steady change in the long run which comes about by a general increase in the rate of savings and population.

Hicks points out that the problems of underdeveloped countries are related to the development of unused resources even though their uses are

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well known while those of advanced countries are related to growth, most of their resources being already known and developed to a considerable extent.

The simplest distinction is made by Maddison in these words. The rising of income levels is generally called economic growth in rich countries and in poor ones it is called economic development. Everyman's Dictionary of Economics makes the distinction between economic growth and economic development more explicit.

Generally, economic development simply means economic growth. More specifically, it is used to describe not only quantitative measures of a growing economy (such as the rate of increase in real income per head) but also the economic, social or other changes that lead to growth (Kyarem & Ogwuche, 2017).

Growth is measurable and objective: it describes expansion in the labour force, in capital, in the volume of trade and consumption. Economic development can be used to describe the underlying determinants of economic growth, such as changes in techniques of production, social attitudes and institutions. Such changes may produce economic growth. Economists generally used the term economic growth to refer to increases over time in a country's real output of goods and services or more appropriately, real output per capital. The output is conveniently measured by gross national product (GNP) or national income, though other measures could also be used (Kyarem & Ogwuche, (2017).

Economic growth includes changes in material production and during a relatively short period, usually one year. In economic theory, under the concept of economic growth implies an annual increase of material production expressed in value, the rate of growth of GDP or national income. Growth can be achieved, for it does not achieve the developmental course of the economy. Economic development involves not only an increase in material production but also all the other socioeconomic processes and changes caused by the influence of socio-economic factors.

On the other hand, economic development is a more comprehensive term. Some economists have defined it as growth, accompanied by change, changes in the structure of the economy, in the country's social structure and its political structure. Growth does not necessarily imply development. What this essentially means is that a country produces more of the same types of goods and services to keep up with a growing population or send to overseas market, while the benefits of this growth continue to go almost exclusively to a privileged elite and a small middle

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class, leaving the vast majority of the country's population completely unaffected.

Development goes beyond this to imply changes in the composition of output and in the allocation of inputs by sectors. As with humans, stress 'growth' involves focusing on height or weight (or GNP) while to emphasis 'development' draws attention to changes in functional capacity in physical coordination, for example, or learning (or ability of the economy to adapt).

But despite these apparent differences, some economists use these terms synonymously. Baran maintained that the mere notions of development and growth suggest a transition to something new from something old that has outlived itself. Lewis says in this connection that most often we shall refer only to growth but occasionally for the sake of variety to progress or to development.

Economic development is therefore expressed in a longer period. Economic development of an economy consists of a series of structural changes. The economic development of the country will be achieved through greater participation of the processing capacity of industrial production (secondary sector), and at higher levels is increasingly dominated by the service sector (tertiary sector).

For the economic development of any country is also of great importance and changes in production structure and introduction of new products, new products, new techniques and technologies, new processes of production, raw materials, and new energy sources. Changes in the distribution of factors of production, i.e. their new location, concerns not only labour, but the entire technical potential. As for the operating assets, reallocation of technical potential is done through the engagement of cash accumulation, to build new generating capacity.

Economic development means greater and more effective involvement of the economy of a country in the international economy. The development includes the ever-growing share of accumulation in the national income. Thus, economic development represents a very complex process and phenomenon. Economic growth, measured by the percentage increase in national income per capita, cannot be realistic indication of the achieved level of economic development.

Economic development is not just an increase in GDP and national income, but all the long-term socio-economic changes in the economy of a country. It is very important that, above all, political economy, deals with the problems of economic development, and also to create and manage the development and economic policy.

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SELF-ASSESSMENT EXERCISE

i. Distinguish between economic development and economic growth.
ii Define growth.

4.0 CONCLUSION

In conclusion, despite the apparent differences between the term economic development and economic growth they are often used interchangeably to refer to progress.

5.0 SUMMARY

The units attempted to explore the meaning of growth by making references to the views of writers such as Kuznets and Schumpeter, An attempt was also made to establish a distinction between economic developments an economic growth. This was done by making references to the views of Schumpeter, Hicks, Maddison, Baran and Lewis. Finally, he concluded that despite the apparent differences between the two terms they are often used interchangeably to refer to progress.

6.0 TUTOR-MARKED ASSIGNMENT

1. Distinguish between economic development and economic growth.
2. Define growth.

7.0 REFERENCES/FURTHER READING

Abuiyada, R. (2018). Traditional Development Theories have failed to Address the Needs of the majority of People at Grassroots Levels with Reference to GAD. International Journal of Business and Social Science Vol. 9. No. 9. September 2018 doi:10.30845/ijbss.v9n9p12.

Kyarem, R. N., & Ogwuche, D.D. (2017).Nigeria's Economic and Growth Plan (ERGP): Tackling the macroeconomic downside risks. International Journal of Advanced Studies in Economics and Private Sector Management 5(3) 1-10.

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UNIT 5 CONCEPT OF UNDERDEVELOPMENT AND DEPENDENCY

CONTENTS

1.0 Introduction
2.0 Objectives
3.0 Main Content
  3.1 Meaning of Underdevelopment
  3.2 Concept of Dependency
  3.3 Developed and Undeveloped Countries
4.0 Conclusion
5.0 Summary
6.0 Tutor-Marked Assignment
7.0 Reference/Further Reading

1.0 INTRODUCTION

This unit tries to define the term *underdevelopment* within the context of basic concepts in development administration.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- define underdevelopment
- differentiate between underdeveloped and underdeveloped countries.

3.0 MAIN CONTENT

3.1 Meaning of Underdevelopment

Ordinarily, the term *underdevelopment* refers to a situation where the economic, social, and political conditions of a nation are at their rudimentary stage of development. Using the major indicators of development, the nation is backward. Thus the nation lacks key development facilities including the following: efficient and effective transportation network, communication system, and other infrastructural facilities such as power, water supply, housing, etc.

Other indicators of underdevelopment include poor education, poor health, and generally low standard of living. This traditional approach to the description of underdevelopment is very limited as it does not explain the causes of underdevelopment nor is it capable of providing prescriptions for underdevelopment.

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In reaction to this limitation, radical students of development such as Franck argue that it is capitalism both world and national which produced under development in the past and which still generates underdevelopment in the present. According to Rodney, underdevelopment is not the absence of development but it makes sense only as a way of comparing level development.

Underdevelopment is very much tied to the fact that human-social development has been uneven and from a strictly economic view point as some human groups have advanced further by producing more and becoming healthy than others. To Abuiyada (2018), underdevelopment shows the relationship of exploitation, namely the exploitation of one country by another. Despite all these, it is very difficult to give a precise definition of underdevelopment. Underdevelopment can be defined in many ways by the incidence of poverty, ignorance or diseases, mal-distribution of the national income, administrative incompetence and social dis-organisation.

There is thus not a single definition that is so comprehensive as to incorporate all the features of an underdeveloped country. Kuznets therefore, suggests three definitions of underdevelopment:

First, it may mean failure to utilize fully the productive potential warranted by the existing technical knowledge, a failure resulting from the resistance of social institutions. Secondly, it may mean backwardness in economic performance compared with the few economically leading countries of the period. Third, it may mean economic poverty in the sense of failure to assure adequate subsistence and material comfort to most of a country's population.

The problem of underdeveloped countries in our discussion reflects elements of all three definitions. Its acuteness arises largely out of the material misery stressed in the third definition; it is sharpened by the realization of a lack compared with other economically more advanced countries, and it is generally viewed as a social problem originating from the failure of social institutions rather than from a lack of technical knowledge.

3.2 Concept of Dependency

Dependency has been defined as an explanation of the economic development of a state in terms of the external influences (political, economic, and cultural) on national development policies.

Theotonio Dos Santos emphasizes the historical dimension of the dependency relationships in his definition when he wrote:

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Dependency is ... an historical condition which shapes a certain structure of the world economy such that it favours some countries to the detriment of others and limits the development possibilities of the subordinate economics ... a situation in which the economy of a certain group of countries is conditioned by the development and expansion of another economy, to which their own is subjected (Dos Santos, 1971 cited in Abuiyada, 2018).

There are three common features to these definitions which most dependency theorists share. First, dependency characterizes the international system as comprised of two sets of states, variously described as dominant/dependent, center/periphery or metropolitan/satellite.

The dominant states are the advanced industrial nations in the Organization of Economic Co-operation and Development (OECD). The dependent states are those states of Latin America, Asia, and Africa which have low per capita GNPs and which rely heavily on the export of a single commodity for foreign exchange earnings, and the importation of a variety of goods from the western developed dominant states.

Second, both definitions have in common the assumption that external forces are of singular importance to the economic activities within the dependent states. These external forces include multinational corporations, international commodity markets, foreign assistance, communications, and any other means by which the advanced industrialized countries can represent their economic interests abroad.

Third, the definitions of dependency all indicate that the relations between dominant and dependent states are dynamic because the interactions between the two sets of states tend to not only reinforce but also intensify the unequal patterns.

The concept of dependency as an explanation for economic underdevelopment has been developed most prominently by Frank. For Frank, the concepts of development and underdevelopment have meaning only when applied to nations within the capitalist world-economy.

Frank's envisions this world-economy as being divided into two major components, *metropolis* and *satellite*. These concepts are basically equivalent to Wallerstein's concepts of *core* and *periphery*. The flow of economic surplus in the world-economy is from the satellite (or periphery) to the metropolis (or core), and the world economy is organized to make this happen.

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The underdeveloped nations, therefore, have become and remain underdeveloped because they are economically dominated by developed capitalist nations that have continually been extracting wealth from them. Frank has called this process the development of underdevelopment. In this view, the development of the rich nations and the underdevelopment of the poor ones are but two sides of the same coin as underdevelopment of some nations have made development for other nations possible and the development of other nations made the underdevelopment of other nations possible.

The primary victims of this process are the vast majority of peasants and urban workers of the underdeveloped world itself. While the members of the developed nations do benefit from this, since, their standard of living is raised substantially, the greatest benefits go to capitalists in the metropolitan countries, as well as to the agricultural and industrial elites of the satellite countries, hence the latter has close economic and political ties to the metropolitan elite and play a crucial role in retaining, maintaining and sustaining the situation of economic dependency of their states.

Underdeveloped societies, by contrast, have disarticulated economies. These are economies whose various sectors do not closely interrelate. As a result, development in any one sector is commonly unable to stimulate development in the other sectors.

This is the case of Nigeria whose economy is primarily involved in the production of raw materials for export to the developed countries. The concept of dependency can be understood more thoroughly by examining its various forms. Theotonio Dos Santos has suggested three historical forms of dependency through which the now-underdeveloped nations have passed. The first of these he calls colonial dependency.

Under this form of dependency, which began as early as the sixteenth century in some parts of the world, European capitalist powers colonized pre-capitalist regions and established a monopoly over land, mines, and labor. Surplus wealth was extracted from these regions using European control over trade relations. The economic character of these colonised regions was powerfully shaped by their subordination to European nations.

A second is financial-industrial dependency. This form of dependence began in the late nineteenth century. It was characterized by the expansion of European industrial capital (as opposed to the earlier merchant capital) into the backward regions of the world. This form of dependency was part and parcel of the monopoly phase of capitalist development. Financial-industrial dependency involved the heavy investment of big capitalists in

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the world's backward regions mainly to produce raw materials to be exported back to the core nations. The most recent form of dependency is termed by Dos Santos the new dependency.

This kind of dependency is a post-World War II phenomenon and involves the emergence of transnational corporations that engage in extensive economic investment in Third World countries. In addition to this concern about the forms of dependency, there is the question of how economic dependency creates and sustains underdevelopment. Dependency theorists often disagree concerning the particular mechanisms whereby this occurs.

Several different mechanisms through which dependency induces underdevelopment have been proposed by various theorists, and more than one is sometimes proposed even by the same theorist. In the final analysis, Walter Rodney averred that the question as to who and what is responsible for African underdevelopment can be answered at two levels.

Firstly, the answer is that the operation of the imperialist system bears major responsibility from African Economic retardation by draining African wealth and by making it impossible to develop more rapidly the resources of the continent. Secondly, one has to deal with those who manipulate the system and those who are either agents or unwitting accomplices of the said system. The capitalist of Western Europe were the ones who actively extended their exploitation from inside Europe to cover the whole of Africa.

3.3 Developed and Undeveloped Countries

Let us now turn our attention to a related concept like underdeveloped countries. These two terms, *underdeveloped* and *undeveloped* are often used as synonyms but they are easily distinguishable.

In other words, the issue of development has been at centre stage of global academic and governance discourse. This is because development has been a very vital phenomenon in human societies especially during the post-world war I era as some parts of the world at the continental level are tagged either developed or developing while others are designated as underdeveloped.

For instance, countries drawn from Europe such as United Kingdom (Britain, Ireland, Welsh and Scotland), France, Germany, Italy, Russia, Japan, China and others in the North Pole such as United States of America and Canada are all regarded as developed industrial countries while countries such as India, Brazil, South Africa and host of others are regarded as developing states.

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While, the economically underdeveloped countries of South Asia, Central and Latin America, Oceania, Middle East are referred to as third world countries. These countries have some common characteristics, like poverty, illiteracy, corruption, lack of state commitment, high density of population, high mortality rate, low life expectancy ratio, dependence on developed countries etc which hampers their developmental quest in the ever-competing world of today.

In another perspective, an undeveloped country is one that has no prospects of development. An underdeveloped country on the other hand is one which has potentialities of development. The Antarctic, Arctic and parts of the Sahara may be termed as undeveloped while Pakistan. Nigeria and Uganda may be termed underdeveloped. Poor and backward are also used as synonyms of underdeveloped but certain economists prefer to use the term poor countries instead of underdeveloped countries. In recent economic literature, a more responsible term, the 'developing country' has come to be used in place of the ‘underdeveloped country’. Of late, a new term, the third world is being used for underdeveloped countries.

Nevertheless, the fundamental gains of development are generally manifested in the bettered and improved lives of the citizens through provisions of portable water supply, good roads, low unemployment rates, extreme reduction of poverty, high-quality educational system, sophisticated and well-equipped health care service delivery and also creating an enabling environment in terms of structures and facilities for the citizens to pursue their future endeavour.

SELF-ASSESSMENT EXERCISE

i. Define underdevelopment in three different ways.

4.0 CONCLUSION

From the discussion, it is clear that there is no single definition that is so comprehensive as to incorporate all the features of an underdeveloped country.

5.0 SUMMARY

Usually, underdevelopment refers to a situation where the economic, social, and political conditions of a nation are at their rudimentary stage of development. It is also established that there is not a single definition that is so comprehensive as to incorporate all the features of an underdeveloped country.

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6.0 TUTOR-MARKED ASSIGNMENT

1. Define underdevelopment in three different ways.

7.0 REFERENCE/FURTHER READING

Abuiyada, R. (2018). Traditional Development Theories have failed to Address the Needs of the majority of People at Grassroots Levels with Reference to GAD. International Journal of Business and Social Science Vol. 9. No. 9. September 2018 doi:10.30845/ijbss.v9n9p12. in Dos Santos, T. (1970). "The Structure of Dependence," The American Economic Review, 60:2, pp. 231-236.

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MODULE 2 ELEMENTS/ FEATURES, ORIGIN AND PERSPECTIVES OF DEVELOPMENT ADMINISTRATION

INTRODUCTION

Module 2 is designed toward highlighting some key variables aimed at understanding Development Administration. The module contains 5 units with each discussing a unique topic such as elements/features, origin and perspective of Development Administration, the Marshall Plan, Success of the Marshall Plan and Problems Associated with DevelopmentAdministration.

Unit 1 Elements/Features of DevelopmentAdministration
Unit 2 Origin of Development Administration
Unit 3 Marshall Plan
Unit 4 National Development
Unit 5 Problems Associated with DevelopmentAdministration

UNIT 1 ELEMENTS/FEATURES OF DEVELOPMENT ADMINISTRATION

CONTENTS

1.0 Introduction
2.0 Objective
3.0 Main Content
3.1 Elements/Features of Development Administration
4.0 Conclusion
5.0 Summary
6.0 Tutor-Marked Assignment
7.0 References/Further Reading

1.0 INTRODUCTION

This unit tries to define the term *underdevelopment* within the context of basic concepts in development administration.

2.0 OBJECTIVE

By the end of this unit, you will be able to:

- understand various features of Development Administration.

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3.0 MAIN CONTENT

3.1 Elements/Features of Development Administration

Development administration in its practical aspect encompasses having statutory features upon which must be in existence for meaningful development to be achieved in the area of fostering development. The term 'Development Administration' has many features but the most relevant ones are discussed below.

Change- Orientation: The first and foremost element of development administration is its change orientation. Change forms part of the philosophic values of development administration. Development administration involves in establishing a new social order in which growth and distributive justice coexist. For Pai Panandikar the central theme of development administration is socio-economic and political change. Development administration cannot be status-quo oriented. No development can take place unless and until it introduces certain positive changes in a system. Changes such as structural re-organisation of administration, innovative programme to increase production, remove unemployment, poverty, etc., new schemes to improve employer-employee relations must form a part, of development administration (Anyebe, 2017).

Goal-Orientation: Developing countries are facing the problems of poverty, squalor, injustice, unequal distribution of wealth, lopsided agricultural growth, underdeveloped technology, etc. These colossal issues need to be tackled systematically by fixation of priorities and goals. Development administration is the means through which the goals of development viz., social justice, modernisation, industrialisation, and economic growth can be achieved.

Innovative Administration: Development administration involves creating and enhancing management capacities as a means for achieving development goals. The effect of decolonization on the social structures of several developing countries was the ascendance of a political and bureaucratic elite that had not been oriented to respond to popular pressures. Luke says that as a result colonial regimes have been built on doubtful foundations of legitimacy. It should look obvious from the foregoing comments that the inherited system of administration needed a change so that it could respond to the combined challenges of economic and social change and state-building. Indeed, the focus of development administration is on improving the skills and knowledge of development-oriented administrators so that they can respond to the growing needs of the people. A unique and specific function of development administrators

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is macro-management. Therefore, they need adequate development and training in it (Ijie & Iyorial, 2019).

Furthermore, development administration focuses on replacing/ improving the existing governing structures and norms with the ones that suit the changing political and social environment. In other words, Development Administration is one that is dynamic and progressive in thought and action. It is interested in identifying and applying new structures, methods, procedures, techniques, policies, planning projects and programmes so that the objectives and goals of development are achieved with minimum possible resources and time. Thus, development administration has to be innovative enough to realise the pre-determined objectives of development. Innovative and creative administration leads to the speedy realisation of goals.

Client-Oriented Administration: Development administration is positively oriented towards meeting the needs of the specific target groups, like small and marginal farmers of landless agricultural labourers and rural artisans in developing countries. The socio-cultural and politico-economic progress of these sections forms the essential basis of performance appraisal of development administrators. Many target group centered or beneficiary-group oriented organisations have to be created to provide these underprivileged sections the requisite goods and services. It has been suggested that development administration is 'people-oriented' administration which gives priority to the needs of its beneficiaries by preparing, reviewing, and, if necessary, changing the programmes, policies and activities aimed at the satisfaction of the needs of people in question. The administration is involved in the betterment of the lot of the deprived and the weak. Their upliftment becomes a part of the whole administrative ethos. The welfare of the weaker sections is a part of the administrative value. The members of any development organisation are highly motivated and committed to a progressive philosophy aiming at cutting the roots of vested interests in the society. This is possible if the people of initiative, extra-dedication and perseverance are inducted into the development administrative structures. Training of personnel can be one effective method of creating such a team. Development administrators should not just formulate plans for the people but even monitor them in such a way that the beneficiaries are actually benefited (Anyebe, 2017).

Participation-Oriented Administration: Development administration accepts for its purposes the principle of the associative and participative system of administration. Here, people are not treated as mere passive recipients of benefits or goods and services. They are taken as active participants in the formulation and execution of development plans, policies and programmes. It is recognised that centralised administration

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will not only be unable to take cognisance of local problems in a realistic frame, but it would also be deprived of the use of local initiatives, energies and resources. Hence, effective formulation of programmes and their implementation with the help and association of the local people is now a well-recognised principle of administration. It involves giving people an increasing share in the governance and management of developmental affairs of the government (Ijie &Iyoriobhe, 2019).

Effective Co-ordination: Since development implies increasing specialisation and professionalisation, the number of agencies and organisations involved in development tasks has considerably gone up. To have the maximum benefit of this emergent administrative system, co-ordination between various administrative units and activities is essential. To achieve maximum results, wastage of resources, time and cost has to be avoided. Development .administration has to co-ordinate the activities of development agencies and organisations to integrate their efforts and energies for the realisation of development goals. This would even save the administration from the problems of duplication of functions, neglect of important functions and unnecessary focus on irrelevant or marginally relevant activities. It would thus minimise administrative lag.

Ecological Perspective: Development administration shapes the environment-political, social and economic and also gets affected by it in turn. It is not a closed system. It receives feedback from the social system and responds to the demands put on it by the system. In a way, development administration is related to the environment and involves close interaction between the administration and environment. The environment sets forth the operative parameters of development administration. It requires the qualities of flexibility and responsiveness in administrative actions and methods. The changes in administration affect its environment and changes in the environment also have its bearing on administration (Ijie &Iyoriobhe, 2019).

To this end, development administration is a process of action motivated by and oriented to the achievement of progressive goals of development. It aims at creating and/or mobilising the will and skills to utilise in an optimum manner the resources of the country leading to the realisation of development objectives. Thus development administration is a process of planned change.

SELF-ASSESSMENT EXERCISE

i. Discuss some of the elements/features of Development Administration you are familiar with.

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4.0 CONCLUSION

Having certain characteristics makes the term 'Development Administration' to have features that assist policymakers, planners and administration to have focus on the appropriate development to undertake.

5.0 SUMMARY

Since development administration has to do with careful design, plans and implementation, it has to be change and goal-oriented and must also be accommodative to innovative, client-oriented and participatory oriented administration. The features further buttress that development administration must be coordinated effectively and must be in tandem with the environment (Ecology).

6.0 TUTOR-MARKED ASSIGNMENT

1. Discuss some of the features of Development Administration you are familiar with.

7.0 REFERENCES/FURTHER READING

Anyebe, A.A. (2017). An Assessment of the Relevance of Development Administration as a System of Action in Developing Nations. Global Journal of Economic and Business – Vol. 3, No. 3 , 2017, pp. 312- 321 e-ISSN 2519-9293 , p-ISSN 2519-9285.

Ijie, B. A., and Iyoriobhe, M. O. (2019). Contemporary Issues in Development Administration. University of Port Harcourt Journal of Management. Vol. 3, March 1, 2018.

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UNIT 2 ORIGIN OF DEVELOPMENT ADMINISTRATION

CONTENTS

1.0 Introduction
2.0 Objective
3.0 Main Content
3.1 Origin of Development Administration
4.0 Conclusion
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7.0 Reference/Further Reading

1.0 INTRODUCTION

This unit tries to give a brief account of how the concept or term of *development administration* came into being in the policy-making arena and the scholarly environment.

2.0 OBJECTIVE

By the end of this unit, you will be able to:

- trace the emergence of DevelopmentAdministration

3.0 MAIN CONTENT

3.1 Origin of Development Administration

As to the exact origin of development administration scholars of different parts of the world differ. But this difference of opinion for the present purpose is not important. The general consensus in this regard is that in the 1950s of the last century large number of states of Asia and Africa attained political freedom. Within a very short time of freedom these new states felt that arrangements for rapid progress in the development sector are to be made and all-out efforts are to be started. These states were of opinion that mere collection of materials was not enough; the utilisation of materials requires special management and modern administrative system (Duke & Etim, 2019).

Here lies the necessity of an improved system of administration. Several studies under the aegis of UN have been made and from these studies what reveals is that the aids given by the UN to the African states have been either unutilised or misutilised. The consequence has been either no development or less development. Studies have shown that for the proper utilisation of resources a proper public administrative system is to be built

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up. It has been found that almost all the emerging states miserably lack a well- constructed administration. This experience shows that there is a close relationship between administration and development.

Some scholars believe that behind the idea of development administration there is a spectacular contribution of the economically developed nations. How? For several reasons after the Second World War the industrialised states of West expressed their eagerness to help the developing nations in their efforts for rapid development. But, according to Caiden, when the developed nations began to supply materials for development it was found that because of the absence of proper infrastructure including a well-built administrative system the development materials either are not utilised or under-utilised.

The developing nations miserably suffer from good administrative structure which hindered the utilisation of growth materials. In this connection, we can quote a few lines from Caiden. He says: "Development administration had its origin in the desire of the richer countries to aid the poorer countries, and more especially in the obvious needs of the newly emerging states to transform their colonial bureaucrats into more responsible instruments of social change." Caidan has blamed the developing nations for the failure of utilising the aids and materials of development.

From the above analysis it is obvious that development requires both materials and administrative system for the proper utilisation of materials. The absence of any one condition will invariably frustrate the efforts for development. We thus find that public administration has a crucial role to play in the field of development. Before the 1950s it was not fully realised.

Riggs's model is regarded by some as a potential source of development administration. Riggs has classified the states into three broad categories; industrial, agricultural, and transitional states. The industrial states generally do not suffer from an absence of good administrative system. There is practically a very small necessity of good public administration for agriculture-based states. But when the transitional and agricultural states proceed to adopt measures for industrialisation, a good administrative system is seriously felt.

Most of the states of Asia and Africa were either agricultural or transitional and when they made efforts for development the necessity for good and efficient public administration arose. Riggs thinks in this line. During the colonial administration the public administration was not thought as an important element. But without the direct and effective role of public administration, development can never be successful.

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The authority must take a bold stand for development and this can be done through the mechanism of public administration. The state authority must take a bold, effective and progressive stand. But unfortunately, this is not found everywhere and the consequence is development suffers. V. Subramaniam in his article Administration in Eighties: Major Trends and Challenges says J.K. Galbraith, a renowned economist and a great administrator, gathered sufficient experience about the functioning of American economy and from experience he arrived at the conclusion that behind rapid development there may be a large number of factors and good management tops the list. In several places in his noted work 'The Affluent Society' he touches this point.

Not only J.K. Galbraith, but many other economists have also expressed the same view. To quote few words from Subramaniam's article…several think tankers have placed some faith on better management or administration". "A famous think-tanker of the Rand Corporation said that most of the difficult problems of the future could be dealt with by good management, but there was not enough of it now." Subramaniam further observes that a large number of macroeconomists in the 1980s have emphasised that development 'comes from good management.

V. Subramaniam in his article Administration in the Eighties has uttered a note of caution. He says that while analysing the role of public administration in the sphere of development the entire issue must be viewed not through Western eyes because the states of Europe and America have already reached a mature stage of economic development and the concept of management or public administration has assumed different shape and dimension. But while analysing the role of public administration in the field of economic progress, the outlook must be changed. The thinker or analyst must apply the criteria that must fully correspond to the prevailing situation of a prismatic society of Asia or Africa.

The United Nations can claim a very important contribution to the role of public administration in the field of economic progress. It is one of the most important objectives of the U.N. that all the backward regions of the world must be properly developed and for that purpose the UN and its various organs will take special care.

The UN and its vital organs from the fifties of the last century began to give various types of aid to the developing nations. After few years the various UN agencies observed that the various types of the UN aid had failed to reach the targets or, in other words, the aids and aid programme remained 'unutilised and even where these have been utilised, the results were unsatisfactory.

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After a thorough investigation, it was found that the infrastructure of development of the aid-receiving countries was not helpful for the utilisation of aids and aid programmes. This experience opened the eyes of UN authority and it concluded that mere physical aid and ambitious aid programmes could not ensure development if simultaneously the public administration and management system were not satisfactorily modernised or made appropriate for development.

SELF-ASSESSMENT EXERCISE

i. Briefly discuss the origin of Development Administration.

4.0 CONCLUSION

From the discussion, it is clear that the concept of development administration emerged after the end of World War II when countries feel the urgent desire to rebuild and development so as to cope with challenges of governance.

5.0 SUMMARY

The concept of development administration was a water-shed in administrative studies in the 1950s which is geared toward addressing developmental challenges affecting many countries as a result of the devastation caused by World War II. Thereafter, the concept gained recognition in the field of governance, administration and development.

6.0 TUTOR-MARKED ASSIGNMENT

1. Write a brief but vivid account on the origin of DevelopmentAdministration.

7.0 REFERENCE/FURTHER READING

Duke, O.O. and Etim, E. (2019). Development Administration and Social Change in Nigeria. International Trends in Behavioural Science: Managing people, knowledge, strategy and performance in 21st century.

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UNIT 3 MARSHALL PLAN

CONTENTS

1.0 Introduction
2.0 Objectives
3.0 Main Content
  3.1 The Marshall Plan
  3.2 Success of the Marshall Plan
4.0 Conclusion
5.0 Summary
6.0 Tutor-Marked Assignment
7.0 References/Further Reading

1.0 INTRODUCTION

During the 19th Century and particularly in the years just the Second World War, several developments occurred in the Western world which convinced the developing countries of the need to adopt development administration in the post-independence years. These experiences shall be discussed one after the other in this unit.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- examine the Marshall Plan
- explain how Marshall Plan contributed to Europe's Rapid Recovery after WWII.

3.0 MAIN CONTENT

3.1 The Marshall Plan

Administering development in modern era could be said to begin with a Marshall Plan for rebuilding Europe as result of World War II devastation. The foreign aid program officially known as the European Recovery Program (ERP) was later coined Marshal Plan which is associated with the name of US Secretary of State George C. Marshall. The plan covered the span of over four years from 1948 through 1951 and cost the United States $13 billion (roughly $115 billion as at 2011 currency value) to the war-torn nations of Europe (Tarnoff, 2018).

The transfer represented approximately two per cent of U.S. GDP and roughly the same share of the collective GDP of the recipient countries at that time. The recipients that were on the barge of economic collapse

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experienced a speedy recovery with their industrial production output raise from just 87 per cent of pre-World War II levels in 1947 to fully 135 per cent in 1951, a 55 per cent jump sharp increase within four years. Consequently, the experienced growth was sustained which culminated Europe to embarked on a "golden age" of economic growth that spanned decades. This led others to believe that the Marshall Plan is widely regarded as the most striking historical example of a successful large-scale foreign aid program that ushered in through development.

Hence, there has been repeated attempts to identify the key ingredients of its success in the hope that this might be replicated in other times and places to achieve proper development administration.

Despite the success of Marshall Plan as the first known development administration yet some questions were raised especially in respect to whether the Marshall Plan in fact constitutes an avenue upon which development was administered through aid technology that is readily transferred. To begin with, there are reasons to doubt the efficacy of Marshall Plan by the US as an aid for Europe's recovery. The difficult economic and political conditions of early 1947 reflected an exceptional condition resulting in production outputs shortages and failures. These exceptional conditions led contemporaries to overstate the gravity of the post-war crisis; with the end of this exceptional condition, agricultural productivity and economic productivity could return to more normal levels (Tarnoff, 2018).

The low level of industrial production in Western Europe in 1947 was in fact, a peculiarly German phenomenon. Production in the three Western zones of Germany (occupied by the U.S., France and Britain respectively) was only thirty-four per cent of 1938 levels, reflecting disorganized conditions, pervasive price controls, rationing, and ceilings placed by the occupying powers on the output of strategic sectors like iron and steel. When Germany is removed from the European aggregate, output was already 105 per cent of 1938 levels in 1947. Europe, in other words, was already on the road to recovery. Once ceilings on the output of its strategic sectors were removed, Germany could recover as well.

The European economy was already highly developed. It is further argued that with the resumption of investment in plant and equipment, Europe was perfectly capable of growing under its own steam. In fact the vast majority of investment during the Marshall Plan years was financed out of Europe's own savings, not by U.S. aid.

While the Marshall Plan, by providing cash crunch helped to relax import bottlenecks as those bottlenecks were severe for only minority of

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European industries. Relaxing bottlenecks mattered for the cotton textile industry, for example, given that little cotton was grown in Europe itself.

The Marshall Plan helped to compensate for European governments' lack of fiscal resources which thereby helped to finance critical infrastructure repair the war destroyed. The United States made cooperation among the recipients a precondition for the extension of aid. Those recipients were required to create an institution, the Organisation for European Economic Cooperation (the for-runner to today's OECD) to jointly formulate plans for the utilization of aid to rebuild Europe (Trebat, 2018).

That precondition helped them to proceed down the road to European integration with regional institutions like the European Coal and Steel Community to jointly monitor the production and use of strategically important coal and steel, it became possible to lift ceilings on these key German industries without seeming to threaten the security of the country's neighbors. Given Germany's status as the home of many of Europe's heavy industries, which in turn provided inputs to its critical capital goods-producing sectors, lifting those ceilings was important not just for German economic recovery but European economic recovery more generally.

With the creation of the European Payments Union with $500 million of seed money from the Marshall Plan, it became possible for countries to move cooperatively toward the relaxation of exchange controls given the importance of intra-European trade, relaxing those controls, in turn, contributed importantly to European recovery. U.S. aid also came with conditions attached, not unlike those attached to modern structural adjustment loans. Governments were required to balance budgets, stabilize exchange rates, and remove distortionary price controls.

The Marshall Plan at the same time provided finance to at least partially fill the budget gap. It thereby reduced the amount of belt-tightening required of the recipients, facilitating political compromise. With the move toward budget balance and the reduction in inflationary pressure, it became possible to relax price controls. And with the relaxation of price controls, goods flooded back to the market. Thus the modern scholarly consensus, such as it is, does not deny the success of the Marshall Plan. But it suggests that the story behind that success is hinges on environmental factors as well as political will to do the right thing (Tarnoff, 2018).

The objectives of the Marshall Plan, it is important to emphasize, were as much political as economic. The goal of the United States was to prevent the collapse of economic activity in Europe due to perceived shortages of fuel, food and industrial raw materials. It was to encourage the repair of

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infrastructure and the housing stock in order to jump-start economic growth. But it was also to help quell social unrest and contain the political influence of political parties hostile to economic liberalization and the reconstruction of a market economy.

To be sure, U.S. policy-makers sought a Europe that would provide a buoyant market for American exports. But against the background of the Cold War, and with powerful socialist and communist parties in Western European countries, they also sought to prevent the continent from falling into the Soviet camp.

3.2 Success of the Marshall Plan

Close observations pointed several elements, several but not all of which will be difficult to replicate elsewhere. For instance, the allocation of aid under the Marshall Plan relied extensively on recipient input. From the outset the Economic Cooperation Administration, operating through the OEEC, invited each participating country to submit a plan of action describing how it would use donated resources to reach a position where aid could be terminated in 1953. Consultation between the ECA on the one hand and the OEEC and participating governments on the other was ongoing and continuous, and the composition of U.S. aid was modified in light of the information and requests it received from the recipients.

Disbursement and administration of aid were extensively decentralized as there were both a head office in Washington, which interacted with American lawmakers and an operational office in Paris, which interacted with European governments. In Washington, the head of the Economic Cooperation Administration, Paul Hoffman, delegated significant authority to his assistants, who in turn delegated it to desk officers, branch and division chiefs and special consultants. In Paris, the U.S. Special Representative, first W. Averell Harriman and then Milton Katz, dealt with national governments through country teams attached to national embassies. Administrators encouraged the flow of information from the field to headquarters and adapted program guidelines in response (Tarnoff, 2018).

The ERP relied on private channels rather than governments for procuring resources. It operated with the participation of business representatives and private advisory committees, in which industry and labor representatives collaborated with senior civil servants.

A basic tenet of the Marshall Plan was the encouragement of competition as a device for boosting economic and productivity as the U.S. administrators believed in encouraging free competition and discouraging monopolies and market power abroad than at home, where the principle

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was sometimes honored in the breach. But they pursued their objective in pragmatic rather than doctrinaire ways. Where the recipients cited strong social or other traditional arguments for limits on competition, the donor was prepared to bend.

The United States insisted on a collective and unified approach to the allocation of aid that encouraged the recipient countries to think about the spillover effects, both positive and negative, of their use of donated money, and to minimize overall dollar demands on the United States. The U.S. emphasized the institutionalization of regional cooperation specifically, the creation of standing organizations through which cooperative initiatives could be carried out, first the United Nations Economic Commission for Europe and then the OEEC. The provision of Marshall Aid to seed the European Payments Union (as mentioned above) as a vehicle for containing the balance-of-payments problems that arose in the course of current-account liberalization was also critically important in this regard (Trebat, 2018).

The Marshall Plan was designed to terminate at a time hence it was set up as a four year program and implemented by a temporary government agency rather than as a program of the U.S. State Department. Influential politicians like Senator Robert Taft insisted on this to prevent the United States from becoming permanently entangled in Europe (Robert, 2001). But the fact that the program had a clear ending date encouraged the recipient countries to ponder “life after aid” and limited the danger of aid dependence.

Above all, the European recipients had relatively well-trained and educated labor forces since there had been extensive wartime destruction of industrial capital stock and other productive capacities, but there had also been extensive wartime investment. Property rights and the rule of law were well established. All this was of particular advantage as it positioned Europe to make the most of donated resources.

The Marshall Plan deserves its reputation as the most successful large-scale foreign aid program of modern times. Foreign aid supported European recovery in the difficult aftermath of World War II. Conditionality focused on balancing budgets, stabilizing exchange rates and liberalizing prices where these remained under government control, but it did not require blanket liberalization. U.S. conditionality encouraged liberalization and competition but did not require laissez faire (Trebat, 2018).

U.S. policy-makers permitted and even at times encouraged European governments to remain involved in other aspects of economic management. The recipient governments continued to formulate

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indicative plans (France) and operate state holding companies (Italy) in order to coordinate complementary investments and solve other coordination problems that decentralized markets, left to their own devices, could not. They developed tax and transfer policies and wage guidelines to maintain what Europeans regarded as a socially acceptable distribution of income and to foster social cohesion (Tarnoff, 2018).

Curiously for this kind of foreign aid program, the Marshall Plan actively encouraged, required, collaboration and steps in the direction of economic and financial integration on the part of the recipient countries. It help to set Europe on the road of regional integration, a path that ultimately rendered another European war inconceivable thereby illustrating how foreign aid can reduce the risk of inter-state violence.

The European project to which the Marshall Plan contributed shaped elite expectations of how European governments should behave but transformed still more fundamentally popular expectations of the same.

SELF-ASSESSMENT EXERCISE

i. Give a brief account of what the Marshall Plan is.
ii. Discuss how the Marshall Plan contributed to Europe's Rapid Recovery after WWII.

4.0 CONCLUSION

The Marshall Plan is considered a watershed in the field of development administration because it highlights the practical success of administering development with the view to guide others.

5.0 SUMMARY

This unit captured the historical background of development administration viz-a-viz the Marshall Plan which was designed to aid Europe to recover from devastation of World War II. The unit brings to fore how development could be administered to achieve its intended objectives.

6.0 TUTOR-MARKED ASSIGNMENT

1. What is the Marshall Plan?
2. Give an account of how the Marshall Plan contributed to Europe's Rapid Recovery after WWII.

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7.0 REFERENCES/FURTHER READING

Tarnoff, C. (2018). The Marshall Plan: Design, Accomplishments, and Significance. Congressional Research Service.

Trebat, N.M. (2018). The United States, Britain and the Marshall Plan: oil and finance in the early postwar era. Economia e Sociedade, Campinas, v. 27, n. 1 (62), p. 355-373, abr. 2018.

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UNIT 4 NATIONAL DEVELOPMENT

CONTENTS

1.0 Introduction
2.0 Objective
3.0 Main Content
3.1 National Development
4.0 Conclusion
5.0 Summary
6.0 Tutor-Marked Assignment
7.0 Reference/Further Reading

1.0 INTRODUCTION

Assessment in this unit focused on understanding the concept meaning of *national development* which is no doubt link with the direction of *development administration* in both academic and policymaking principle.

2.0 OBJECTIVE

By the end of this unit, you will be able to:

- define and discuss national development.

3.0 MAIN CONTENT

3.1 National Development

The concepts of development and indeed national development are interesting due to the diverse views and perspectives from which they are seen. For example, some scholars are of the view that development should be seen as a change necessary for development while others take it to mean advancement, improvement and progress in all faceted of human endeavour.

Many scholars contend that when there is an upward movement from one position to another, especially if the movement is a positive one, then development has taken place while to some scholars, this movement is (Apeh, 2018) largely seen in the ethnocentric context as modernization or Westernization.

Though others erroneously equate development with growth, yet it goes beyond growth. To this point, many other writers argue that “development” should be related to specific sectors of life for it to be

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properly understood, such as social, economic, political, industrial, rural, technological developments, etc. consequently, in its simplest form, there are two broad perspectives of conceptualizing development – the liberal perspective and the Marxist perspective. The traditional or liberal perspective sees national development as the capacity of a national economy, whose initial economic condition has been more or less static for a long time, to generate and sustain an annual increase in its Gross National Product (GNP) at rates of 5% to 7% or more.

National development in this perspective has economic undertones and index which principally entail growth in income per capital or per capita Gross National Product. It is generally believed that growth in income per capita or Gross National Product will trickle down in terms of benefits to all segments of the society. This view of development is equated with Westernization. This means that any country that is desirous of development must struggle to be like the Western capitalist countries. The liberal perspective of development was therefore criticized as being too myopic, cosmetic, ethnocentric and projecting ideas that are untenable.

As noted, the disappointing performance of most countries that pursued national development from the traditional or liberal approach led to new thinking of the concept of development. The liberal approach succeeded in making a few people rich, while a mass of people is left to wallow in poverty. Following the above assertion, there was a re-conceptualization of development to make it people-oriented. This is the Marxist perspective.

For instance, its argues that the concept of national development embraces economic and social transformation within a country with core values of life sustenance (provision of basic needs), self-esteem (feeling of respect and independence) and freedom (from the three evils of want, ignorance and squalor) so that people are more able to determine their destiny.

Thus, Ake commented that development was redefined to mean the process by which people will create and recreate themselves and their life circumstances to realize higher levels of civilization by their own choices and values.

Development means the ability and capacity of man to adequately interact with his physical environment and other individuals to constantly improve himself and humanity.

According to Seers, development at the national level should be geared towards reduction or alleviation of poverty, unemployment and inequality. As he (Seers) asserts, where these variables decline from high levels, there is development in the country concerned. Conversely, if the

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variables rise to high levels (even if only one of them does), it is wrong to call the situation development, even if the per capita income doubles.

Development is a paradigm shift from economic progress to the alleviation of poverty, unemployment and inequality, though still maintaining economic growth. National development refers to a state of change in conditions or situations within a particular nation to better ones. It denotes positive changes or improvements in some or all aspects of the national life of a country.

National development comprises the holistic array of policies, programmes and actions detailed in confrontation of national challenges, to improve the internal workings of government, the private sector and the entire citizenry. To this effect, the desire for national development in Nigeria can be situated in the agitation for self-rule by Nigerian Nationalist leaders during the colonial days. The agitation, many years after independence, has not subsided; hence the numerous and insatiable demands for the country to be compartmentalized into smaller units (States and local governments), the demand for resource control and also for restructuring of the country. Other agitators include the Niger Delta militants and Boko Haram insurgents who tend to make the country ungovernable.

SELF-ASSESSMENT EXERCISE

i. What do you understand by the term ‘national development?’

4.0 CONCLUSION

National development is regarded as well-designed plan put into place with the view to pursue and achieve development nationally in the areas of socio-economic and political which is in accordance with the yearning and aspirations of the citizens.

5.0 SUMMARY

Discussion on national development is encompassing which takes into account the divergent views and perceptions of scholars on developmental issues, especially at the national level. However, despite differences in conceptualization of national development, yet it arguably agreeable that for a country to achieve sustainable development it must design a comprehensive plan that is feasible within the confinement of its resources, expertise and manpower.

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6.0 TUTOR-MARKED ASSIGNMENT

1. Define ‘development’.

7.0 REFERENCE/FURTHER READING

Apeh, E. I. (2018). Public administration and national development in Nigeria: challenges and possible solutions. International Journal of Public Administration and Management Research (IJPAMR), Vol. 4, No 3, April, 2018.

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UNIT 5 PROBLEMS ASSOCIATED WITH DEVELOPMENT ADMINISTRATION

CONTENTS

1.0 Introduction
2.0 Objectives
3.0 Main Content
3.1 Problems Associated with DevelopmentAdministration
4.0 Conclusion
5.0 Summary
6.0 Tutor-Marked Assignment
7.0 Reference/Further Reading

1.0 INTRODUCTION

This unit tries to define the term underdevelopment within the context of basic concepts in development administration.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- identify and situate problems affecting Development Administration
- evaluate the issues of failure associated with Development Administration.

3.0 MAIN CONTENT

3.1 Problems Affecting DevelopmentAdministration

A large number of scholars have thrown light on various aspects of development administration and M. Katz is one of them. In his article ‘A Systems Approach to Development Administration’ (Published in Riggs edited Frontiers) Katz has said that the development administration or administrative system developed nation differs from a non-development administrative system.

We have already emphasised this point. Since Katz is an expert in this field his view carries sufficient weight. Our point is that development administration in recent years, has drawn attention of many luminaries. Since development administration is different from non-development administration it is necessary to find out the problems.

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Almost all the developing nations were colonies of the imperialist powers and during imperial administration there developed a type of rule that served the purpose of imperialists. After freedom (political) these states made attempts to rebuild nations. In almost all spheres of society these states had to start from the zero situations. It is because the imperialists had done nothing or very little for the development of the colonies. Now starting from the ashes or zero and reaching a satisfactory stage of progress is not a very easy task. Mere modernisation of administration cannot perform this herculean task though administration will have to play a vital role.

Parochialism of the politicians and administrators, spread of corruption in all social, political and economic life, narrow party politics, communalism, collectivism and superstition all are rank enemies of progress. Gunnar Myrdal called these states soft states. In recent years the term banana republic has earned publicity. A mere white-washing of administration or few changes here and there cannot make any remarkable results. A change in administrative system is, no doubt, indispensable, but also essential other changes.

The absence of infrastructure is another problem. For an administration helpful for development a wide infrastructure is necessary. Infrastructure is a wide term. It includes building of roads connecting the remote areas, easy availability of road transport and power supply. Raw materials shall be abundantly available. If all these requirements are satisfied then administration can be helpful for development but an undeveloped society suffers from the infrastructure development. Myrdal has given us a beautiful picture of the pathetic situation of the Third World states and their miserable condition is primarily responsible for the non-utilisation of the resources necessary for development. Myrdal especially emphasises the corruption which has spread its roots to the remotest corners of the society. We humbly say that while discussing administration as a very important factor of development we must take note of all these factors.

Mention may be made about a recent issue which is hindering the progress of developing nations. It is terrorism. This menace to economic progress is not confined to the geographical boundary of a nation. It is an international issue and a challenge to all nations big or small, developed or undeveloped. A developed state has both financial and administrative abilities to face devastating consequences of terrorism or terrorist attack.

The attack of Osama bin Laden’s terrorist force upon the World Trade Centre in September 2001 may be cited as an example. But the American stable or powerful economy was capable of withstanding the consequences of attack, but all other countries are not in the same

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position. My point is if public administration is extremely busy with counteracting terrorism then development will suffer.

The non-availability of efficient manpower stands on the way of application of administration or administrative principles and proper utilisation of resources. The application of development resources needs technocrats, scientists and good administrators. The prismatic society produces scientists and technocrats but their number lags far behind the requirement. Even the limited number of specialists is going abroad in search of better privileges and opportunities. In special term it is called "brain drain".

In the field of development of a prismatic society, there is a special role of the government. The government, in all possible ways, must be serious about achieving the goals of progress and it must be physically and mentally prepared to do everything to achieve the goal of development. But unfortunately, most of the governments of developing nations miserably lack this quality (Duke & Etim, 2019).

The personnel of the governments of developing states are more interested in the gratification of personal and narrow desire and parochial interests. We hold the view that it is the strong determination of state authority that can change the economic picture of the society. The case of Japan may be cited. During the Second World War Japan's economy was completely devastated. But within a span of a short time Japan was able to reconstruct her economy and the most potent factor w; s strong determination on the part of both government and people.

The exemplary part played by the government and other persons can here be noted. Hong Kong, Japan, South Korea, Singapore and Taiwan are called Asian Tigers. Japan was completely devastated by the W.W. II and other nations were, in Riggs term, more or less prismatic. But within a span of four or five decades these states have developed their economy, to a point which cannot be easily imagined. They have reached this stage through strong determination and efforts.

Of course development administration helped. Singapore is one of the five Asian Tigers and it is an authoritarian state. Lee of Singapore adopted several reforms and with authoritarian power implemented the reforms that helped the rapid development of Singapore. Amartya Sen has highly eulogised Lee's role in the rapid progress of Singapore. Emphasise here is that development administration may be an important factor in development of a prismatic society but not the only one.

He further points out another problem. The international situation and particularly the "conspiracy" of big or superpowers is halting the growth

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of the developing nations. These states are quite indifferent towards the progress of the developing states. Whereas many of these states exploited the developing nations and now they are reluctant to part with a small fraction of their wealth for the progress of the emerging nations. Rather, they have discovered new techniques of exploitation which may duly be called neo-colonialism.

The emerging nations often cannot reach the targets of development without help from the industrially developed nations of the North. It is the duty of all the developed nations to help the backward areas of the South to help in all possible ways. It is therefore safe to say that development administration is a multifaceted problem and for the overall change of economic situation drastic efforts are to be adopted.

V. Subramaniam in his article 'Administration in the Eighties: Major Trends and Challenges published in Public Administration: A Reader' has said that in the seventies and eighties of the last century large number of Asian and African countries lamented that the progress of the developing nations during the last two decades was extremely unsatisfactory. The criticism was aimed at the recalcitrant attitude of the Western imperial and colonial powers. Why? The academics and high-profile politicians have said that the capitalist powers of the West were very reluctant to part with the elements of materials of progress and this attitude in all ways stalled the attempts of progress.

It is to be explained further that the Western countries were the owners of development materials such as high and modern sophisticated technology, financial capital and administrative principle. It's already noted that most of the administrative principles and ideas of scientific management originated in USA. But the wholehearted support from the top public administration of USA has not arrived in many developing nations. It is not true that foreign aid is not flowing into the developing nations. But several unacceptable conditions are being attached with the aid.

V. Subramaniam has said that in the era of development administration. It has been found that Western capitalism is creating conditions of economic dependency. The Third World states are quite reluctant to accept the tutelary mentality of the developed nations of the North. Subramaniam further says that the situation of dependency has further been aggravated by international capitalism and neo-colonialism. This situation has taken a new turn in the present era of globalisation and liberalisation. As earlier noted few Multi-National Corporations are controlling the economy and commerce of the developing nations.

Again, this control means to strengthen economic dependency. New International Economic Order was created in the 1970s to accelerate the

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economic progress of the developing nations of the South. Moreover, the North-South dialogue was initiated. But all these have not been able to generate desired results.

The failure of the development administration in the developing nations was not due to the deficiency of administrative principles. There was a deficiency of good administrators in the prismatic societies of the South Administrative principle that can be borrowed but their application requires expert people. There is a deficiency of such men in the developing nations. The political instability in the developing states is a cause of the failure of development administration.

In several states of Asia and Africa the military generals being guided by the excessive zeal to capture political power, unseated the democratically elected government. But experience tells us that on rare occasions these military juntas have been able to ensure political stability, restore democracy and reach the targets of progress.

The primary objective of military rulers is to remain in power and not to take measures for development. The entire political, social, cultural and economic situation requires reorganisation and modernisation to reach the targets of development. This aspect has been miserably neglected.

SELF-ASSESSMENT EXERCISE

i. Identify some problems affecting DevelopmentAdministration.

4.0 CONCLUSION

From the discussion, it is clear that there is no single definition that is so comprehensive as to incorporate all the features of an underdeveloped country.

5.0 SUMMARY

Usually, underdevelopment refers to a situation where the economic, social, and political conditions of a nation are at their rudimentary stage of development. It is also established that there is not a single definition that is so comprehensive as to incorporate all the features of an underdeveloped country.

6.0 TUTOR-MARKED ASSIGNMENT

1. Identify some problems affecting DevelopmentAdministration.

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7.0 REFERENCE/FURTHER READING

Duke, O.O. and Etim, E. (2019). Development Administration and Social Change in Nigeria. International Trends in Behavioural Science: Managing people, knowledge, strategy and performance in 21st century.

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MODULE 3 APPROACHES TO UNDERSTANDING DEVELOPMENT ADMINISTRATION

INTRODUCTION

In this Module, provisions are made for you to have a clue on certain approaches aimed at bringing to fore the multi-faceted nature of Development Administration as both a concept and a policymaking project. These approaches include the Modernisation Approach, the basic tenets of the approach, stages to achieve economic growth, Modernisation Approach and Development Administration and criticism against Modernisation Approach. The Statist Approach and Development Administration, the Marxist Political Economy Approach, Dependency Approach, criticism leveled against Dependency Approach and the Participatory Approach to Development Administration.

Unit 1 The Modernisation Approach
Unit 2 The Statist Approach
Unit 3 The Radical Approach
Unit 4 The Dependency Approach
Unit 5 The Participatory Approach

UNIT 1 THE MODERNISATION APPROACH

CONTENTS

1.0 Introduction
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3.0 Main Content
  3.1 The Modernisation Approach
  3.2 The Basic Tenets of the Approach
  3.3 Stages to Achieve Economic Growth
  3.4 Modernisation Approach and Development Administration
  3.5 Criticism Against Modernisation Approach
4.0 Conclusion
5.0 Summary
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1.0 INTRODUCTION

Discussion in this unit hinges on *Modernisation Approach* which contributed immensely to the understanding of trends that lead to development at state level in the global arena and what other countries should do to achieve meaning development in contemporary time.

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2.0 OBJECTIVES

By the end of this unit, you will be able to:

- discuss the focus of Modernisation Approach
- identify the factors through which society could develop.

3.0 MAIN CONTENT

3.1 The Modernization Approach

Modernization approach as a school of thought is a collection of some western scholars' perceptions who advocate the modernity concept of development. Their main argument is that for the third world or developing state to develop, they must follow the footsteps of the developed western world i.e. throwing away their traditional inherited primitive society and embrace the developed countries cultural, socio-economic, and political system. Therefore, this route from traditional society to modern society was named the "process of modernisation".

The post-war modernisation drive occurred during the Cold War period. All developing countries were affected by the geo-political struggle and found themselves distracted by military and political considerations, diverting valuable energy away from the more fundamental tasks of economic and institutional development. However, these military considerations were important because modernisation theorists construed communism as a "virus" that was attracted to the problems that developing countries confronted at the earlier stages of development (Zinyama & Nhema, 2016).

On traditional society, according to Rostow, the central economic fact about traditional societies is that they evolved within limited production functions. Both in the more distant past and in recent times the story of traditional societies is a story of endless change, reflected in the scale and patterns of trade, the level of agricultural output and productivity, the scale of manufactures, fluctuations in population and real income. But limitations of technology decreed a ceiling beyond which they could not penetrate. They did not lack inventiveness and innovations, some of the high productivity. But they did lack a systematic understanding of their physical environment capable of making invention a more or less regular current flow, rather than a stock of ad hoc achievements inherited from the past. Also, the central fact about the traditional society was that a ceiling existed on the level of attainable output per head. This ceiling resulted from the fact that the potentialities which flow from modern science and technology were either not available or not regularly and systematically applied (Abuiyada, 2018).

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Modernisation is thus defined as "the process of social change whereby less developed societies acquire characteristics common to more developed societies. A modern society, according to Ward, is characterized by its far-reaching ability to control or influence the physical and social circumstances of its environment and by a value system that is fundamentally optimistic about the desirability and consequences of this ability.

3.2 The Basic Tenets of the Approach

The key tenets of the modernisation theory include:

- First, progress involves breaking the chains of traditional society and moving towards the enlightened space of modernity, where individuals increasingly take control of their social and physical environment through an ever-expanding appreciation of science and experienced high levels of material affluence;
- Second, this process could be observed and measured scientifically now that social scientists had a historical model viz-a-viz the modernisation of the West which acted as a successful prototype that the object of inquiry that the poor countries could emulate;
- Third, while the 'original transition' to modernity was mainly seen as a result of endogenous forces, the existence of the prototype could help promote development and modernisation through exogenous assistance;
- Fourth, methodologically, this approach presented a 'dualist' model of history that measured the change from 'ideal type' poles of tradition and modernity; and compared and contrasted the contemporary reality of poorer countries with the history of the Western industrialised world. This methodology required the researcher to 'identify the conditions that had given rise to development.

3.3 Stages to Achieve Economic Growth

W.W. Rostow, a prominent proponent, identified a modern society with a rapidly widening control over cooperation among men. He further identifies five stages of economic growth.

Stage 1 Traditional Society - The economy is dominated by subsistence activity. The output is consumed by producers; it is not traded. Trade is barter where goods are exchanged directly for other goods. Agriculture is the most important industry. Production is labour intensive using only limited quantities of capital. Technology is limited, and resource allocation is determined very much by traditional methods of production.

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Stage 2 Transitional Stage (Preconditions for Take-off) Increased specialization generates surpluses for trading. There is an emergence of a transport infrastructure to support trade. Entrepreneurs emerge as incomes, savings and investment grow. External trade also occurs in concentrating on primary products. A strong central government encourages private enterprise.

Stage 3 Take Off- Industrialization increases with workers switching from the agricultural sector to the manufacturing sector. Growth is concentrated in a few regions of the country and within one or two manufacturing industries. The level of investment reaches over 10% of GNP. People save money. The economic transitions are accompanied by the evolution of new political and social institutions that support industrialization. The growth is self-sustaining as investment leads to increasing incomes in turn generating more savings to finance further investment.

Stage 4 Drive to Maturity- The economy is diversifying into new areas. Technological innovation is providing a diverse range of investment opportunities. The economy is producing a wide range of goods and services and there is less reliance on imports. Urbanization increases. Technology is used more widely.

Stage 5 High Mass Consumption -The economy is geared towards mass consumption, and the level of economic activity is very high. Technology is extensively used but its expansion slows. The service sector becomes increasingly dominant. Urbanization is complete. Now, multinationals emerge. Income for large numbers of persons transcends basic food, shelter and clothing increased interest in social welfare.

In other words, Huntingtonargued that the differences between the modern polity and the traditional one flow from the more general characteristic of the modern and traditional societies. Political scientists have attempted various formulations of these differences. Perhaps, the most succinct yet complete checklist is that furnished by Robert E. Ward and Walt White Rostow. “A modern polity, they argued, has the following characteristics which a traditional society presumably lacks:

i. Highly differentiated and functionally specific system of governmental organizations
ii. A high degree of integration within these governmental structures
iii. The prevalence of rational and secular procedures for the making of political decisions
iv. The large volume, wide range and high efficacy of its political and administrative decisions

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v. A widespread and effective sense of population identification with the history, territorial and national identity of the state.
vi. Widespread population interest and involvement in the political system, though not necessarily in the decision making aspect thereof
vii. The allocation of political roles by achievement rather than ascription
viii. Judicial and regulatory techniques based upon predominantly secular and impersonal system of law.

3.4 Modernisation Approach and Development Administration

The main characteristic of modernisation approach is that it offers an approach to development that acknowledges the complex interaction between social, cultural, political and economic life. It stresses how changes in one part of a social structure have repercussions for other parts. Inferred here is that the developmental transformation requires simultaneous attention to political structures, technology, cultural institutions and individual behaviour. It is striking to note that the modernisation approach explains the prevalence of extreme poverty in poorer countries, primarily, as a consequence of endogenous forces. The traditional social structures are alleged to lack certain developmental ingredients or change agents that had propelled the processes of modernisation formation in the West.

Consequently, it was argued that the process of modernisation would overcome the inequality gap between the richer and poorer countries through the latter catching up with the former. This prompted some scholars to conclude that modernisation involves a progress of global "homogenisation" as the poorer countries adopt the values that earlier developers had found consistent with modernity (Duke &Etim, 2019).

When an ancient society steeped in ignorance and poverty, old and outdated beliefs and superstition and mainly dependent on sluggish agriculture begins to discard them and moves forward to a transformation, urbanization, industrialization, mechanization, new technology and increasing literacy, it can be said that it is marching towards modernization.

3.5 Criticism against Modernisation Approach

Notwithstanding the positives of the modernisation approach, it has encountered a range of methodological, theoretical and ideological criticisms. There are doubts concerning the extent to which past observations relating to Western culture could be used to predict future developments in other countries. In the process, modernisation is being

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construed as "westernisation" and was consequently perceived to be too "Euro-centric".

Modernisation theorists tend to present western capitalism as a relatively conflict-free, classless, democratic and egalitarian arrangement. Some researchers view modernisation theory as an ideological screen for post-war neo-colonial dominance. From this conceptualisation, westernisation is construed as an instrument of imperialism.

Other critics were concerned that the path from tradition to modernity was not as straight forward as modernisation theorists suggested. Yet, observation of the modernisation process suggests in many cases that social conflict was endemic and pervasive, that inequalities between and within countries were sharpening.

SELF- ASSESSMENT EXERCISE

i. Discuss the Modernisation Approach.
ii. How relevant is Modernisation Approach to Development Administration?

4.0 CONCLUSION

The modernisation approach even though is too Eurocentric, yet it offers a glimpse into possible trends through which a society can achieve development in an ever-increasing competitive environment at the world stage.

5.0 SUMMARY

Discussion in this unit highlighted the contributions made various scholars that are drawn from the Modernisation paradigm who believes development can only be achieved by traditional societies if only it pursues development through the stages of modernisation as hypothesized by the approach's proponents such as Rostow.

6.0 TUTOR-MARKED ASSIGNMENT

1. Discuss Modernisation Approach.
2. How relevant is Modernisation Approach to Development Administration?

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7.0 REFERENCE/FURTHER READING

Duke, O.O. and Etim, E. (2019). Development Administration and Social Change in Nigeria. International Trends in Behavioural Science: Managing people, knowledge, strategy and performance in 21st century.

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UNIT 2 THE STATIST APPROACH

CONTENTS

1.0 Introduction
2.0 Objectives
3.0 Main Content
  3.1 The Statist Approach
  3.2 Statist Approach and Development Administration
4.0 Conclusion
5.0 Summary
6.0 Tutor-Marked Assignment
7.0 Reference/Further Reading

1.0 INTRODUCTION

This unit is aimed with the responsibility of elaborating on what the Statist Approach entails most especially regarding development administration which you are expected to fully comprehend.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- define the Statist Approach
- show the linkage between Statist Approach and Development Administration.

3.0 MAIN CONTENT

3.1 The Statist Approach

The *statist approach* is a paradigm in the field of political science that emphasizes the role of the state as an actor affecting development. The basic argument of the statist approach is that states have the potential to promote development within their borders. The approach deals with the importance of the state and state actions in grasping the roots of the political and economic crises of the third decade of independence, here, the state is viewed as a primary force behind the social and economic development in third world countries and state leaders are held responsible for the political and economic debacle of the 1980s.

The major contributors of this approach are; Alice Amsden, Peter Evans, David Laitin, Dietrich Rueschemeyer, Theda Skocpol and Stephan Haggard. To these authors, previous understandings of the role of the state in development tended to either ignore or underplay the role of the state.

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The statist approach emerged as a challenge to the dependency approach with the emphasis that the dependency theorists fail to examine the role of domestic policies and institutions which they perceive as integral factors in assessing causes of development and underdevelopment and has also failed to explain the rise of the East Asian Newly Industrializing Countries (NICs) like; South Korea, Japan, Taiwan, Singapore, among others, therefore, to them development of Africa is possible because, government's administrative competence is the single most important factor responsible for growth and development in different countries.

Also, the approach highlight that the underdevelopment of African and Latin states emerged due to bad administrative governance applied by the ruling elites, corruption, problem of good policy implementations and other variables that undermines modern innovations and democracy. Therefore, embezzlement, misappropriations, mediocrity in place of meritocracy, greed among others are factors that have delayed development in developing countries. The statist theorists hence argued that a state with good leaders that are accountable and has the political will can change the condition of a state from undeveloped to a highly developed one irrespective of its poor economic background or colonial legacy. As a result, confirmed that state policies may play a rather pivotal and positive role in economic development. To them, effective state intervention is very important to economic development.

The statist approach is built on the notion that the state should control either economic or social policy, or both, to some degree to achieve and sustain national development. While the term 'statism' has been in use since the 1850s, it gained significant usage in political discourse throughout the 1930s and 1940s. Its meaning can be summarized in the following way. The word 'state' refers to centralized executive authority (administration of laws, management of national budgets and maintenance of what is sometimes called 'monopoly on violence' - police and military establishments). Thus, the words 'statism' and 'statist' describe institutions and political practices in which executive authority gathers increasing levels and varieties of power into its hands.

Such executive power often neutralizes the remarkable institutional creations of the liberal era (parliaments or democratic representative bodies, civil liberties, independent courts and regional governing bodies within a federated hierarchy of institutions). Statist executive or managerial authority is known to side-step traditional Western notions of independent judicial authority. Even when it extols the rule of law, statism means obedience to regulations handed down by the state (the nation-state).

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However prescriptive, exempt itself from legal restraint, statist power inclines to insist on its version of rule of law. The choice of 'rule' rather than 'governance' in this famous phrase is significant. Statism reaches out with disciplined and centralized ruling institutions into areas of domestic social, economic, and mental (intellectual and creative) life where states seldom ventured in earlier times, where historically only religiously sanctified institutions were allowed to intrude.

Total statism can be described as a situation in which the power of government demands and enforces unrestrained sovereignty both concerning international relations, the relationship to the wider world and concerning domestic policy and its relationship to its own subjects. Statism acknowledges no enforceable external or internal restraint on its power. The total state thrives, or stagnates, or collapses, but all on its own terms. Yet total states have been challenged and overcome by domestic and/or international force.

On the economic perspective, statism promotes the view that the state has a major, necessary, and legitimate role in directing the economy, either directly through state-owned enterprises and other types of machinery of government, or indirectly through economic planning to foster national development.

In order words, the statist approach is sometimes associated with identifying the relevance of market economies with large amounts of government intervention, regulation or influence over a market or mixed-market economy. Economic interventionism asserts that the state has a legitimate or necessary role within the framework of a capitalist economy by intervening in markets, attempting to promote economic growth and trying to enhance employment levels.

Some scholars believe that the definition and conceptualization of the state have proven to be difficult and the distinction between it and specific governments are frequently confused, also the relationship between state and class especially when the state is weakening is yet to be understood. Most developing countries emphasis on personal rule and systems of domination has hampered a close analysis of the role of the state in the actual and not formal political economy. Despite the provisions made by the analysts to generate some innovative and significant questions, they did not shed much light on the national scene, because state institutions as significant actors do not exist alone but are however affected by other significant groups like the social groups, individuals, multinational corporations among others.

The approach is also criticized on the basis that internal crisis cannot entirely be the fault of the developing countries leaders. They contend that

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though, these leaders are corrupt and could be blamed for their countries' predicament, the West are also to be blamed because they provide the getaway for the loot by these leaders in the shape of anonymous off-shore companies and investment entities, whose disguised ownership makes it too easy for the corrupt to stashed away the stolen funds in bank accounts overseas.

Despite the criticisms leveled against the statist theory, the theory is very much relevant in the explanation of events relating to development development in most developing countries. The statist approach focuses on the inner workings of power politics within these countries claiming that power holders have created structures of domination that have enabled them to misuse their offices to reap personal gains at the expense of the most important needs of the wider population. Through the statist approach, it could be deducted that the current state of affairs in most of the African countries are the fault of their leaders since they are the ones that control the affairs of the state, they formulate and implement policies, therefore, they are to be blamed.

3.2 Statist Approach and Development Administration

Discussions on the issues of underdevelopment and development have gained specific and dramatic attention from a point that includes the demise of classic European imperialism and the conflicting claims of rival socio-economic systems which includes capitalism and socialism for as at 1950s, issues on development and underdevelopment in the less development states attracted series of research that engendered two major schools of thought (Liberal school and the Marxian school of thought).

Invariably, these were informed by several challenges of political development such as the challenges of identity, legitimacy, participation, penetration, distribution and integration and lately sit-tight syndrome. However, the ascendency of Western-European countries in the area of industrialization, economic growth and development of democratic ethos at that particular period gave them the veritable ground to plant "the theory of modernization" into Latin American and other less developed countries popularly called third world countries as a way out of underdevelopment crises.

Consequently, the woeful failure of other approaches in charting the course for administering development in Latin American and other third world countries particularly Africa sparked serious debates in the mind of professionals and scholars in the third world countries which along the way tends to attribute underdevelopment as a result of asymmetric relations that engulfed weaker countries in the world. At the material time, most contemporary African leaders and literature on development have

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criticized Western and European powers, that Africa countries are poor or underdevelopment due to neo-colonisation and by extension imperialism as opined by Mowlana.

SELF-ASSESSMENT EXERCISE

i. Explain Statist Approach in your own words.
ii. Outline the link between Statist Approach and Development Administration.

4.0 CONCLUSION

This activities of this unit focuses on shading more light on the direction of the Statist Approach in scholarly perspective and also giving a thorough explanation of the link between the Statist Approach and Development Administration.

5.0 SUMMARY

The central thrust of the statist school of thought is on the premise that underdevelopment of African and Latin states emerged due to bad administrative technique applied by the ruling elites, corruption, problem of good policy implementations, patron-client permutation and other variables that undermines modern innovations and democracy. In other words, embezzlement, misappropriations, mediocrity in place of meritocracy and among others are factors that have retarded development in the states in Africa. Leaders see corruption as a hobby and a way of life while the act has created a huge inequality and social vices that has become a cog in the wheel of African developmental plan. These and among others are the variables that the statist theorists have highlighted as the cause of underdevelopment of the states in Africa and Latin states.

6.0 TUTOR-MARKED ASSIGNMENT

1. Explain Statist Approach in your own words.
2. Outline the link between Statist Approach and Development Administration.

7.0 REFERENCE/FURTHER READING

Duke, O.O. and Etim, E. (2019). Development Administration and Social Change in Nigeria. International Trends in Behavioural Science: Managing people, knowledge, strategy and performance in 21st century.

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UNIT 3 THE MARXIST POLITICAL ECONOMY APPROACH

CONTENTS

1.0 Introduction
2.0 Objective
3.0 Main Content
3.1 The Marxist Political Economy Approach
4.0 Conclusion
5.0 Summary
6.0 Tutor-Marked Assignment
7.0 Reference/Further Reading

1.0 INTRODUCTION

In the words of Mohit Bhattacharya, "Theoretical formulations in line with the classical study of political economy explore relationship flanked by political and economic power in society." *The political-economy approach* serves goal paradigm and rational model. These new concepts refer to the concepts of power, action and development administration.

2.0 OBJECTIVE

By the end of this unit, you will be able to:

- discuss Marxist Political Economy Approach.

3.0 MAIN CONTENT

3.1 The Marxist Political Economy Approach

The Marxist political economy approach is a variant of different approaches under the political economy approaches which believed that society is divided into classes and state is an instrument in the hands of dominating class to maintain and regulate social relations in such a manner that existing order remains undisturbed.

Thus, political economy refers to the combined and interacting effects of economic and political structures or processes, and by extension, to the scholarly study of this domain. It is an approach with holistic view point on the contradicting relationships that underlie social formation in every society.

The proponents of this approach are Karl Marx (1818 – 1883), Fredrick Engels (1820 – 1895), Vladmir I. Lenin (1870 – 1924) among others. The

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Marxist approach ultimate aim is to do away with the state and create a classless society. Till that is achieved state and politics is to be understood and analyzed in terms of class relations, class domination and class struggle.

The approach believes that it is the material existence of an individual that determines his/her consciousness hence gives primacy to the material existence and production of the society, especially the role of the economy in the study of society. For the sake of emphasis, the commoditization process is the basis of the scientific analysis of the Marxian political economy (Abuiyada, 2018).

According to this approach, those who control the means of production (economic/sub structure are those who also control the polity (super structure), especially under capitalism, to this extent, the societal ideology, values, philosophy, legal and political institutions all reflect and reinforce the economic interest of the dominant ruling class. It is only this approach that has strongly established the linkage between the economy and polity.

The state therefore is an organ of oppression by the ruling class. It exists as a result of the irreconcilable antagonisms between the bourgeoisie and proletariats contrary to the claims of bourgeois political economy that states, exists as a neutral entity regulating conflicts among social forces in the society. Therefore, the very separation of the state from the economy is a capitalist phenomenon. To understand why this is so, we need to understand the nature of production relations in class societies generally, and subsequently, their specificity under capitalism.

However, in view of its emphasis on ideological and normative aspects as also for transformation of societies the approach has its relevance. With the collapse of Soviet Union and other East European socialist States it has become more debatable but has not vanished away.

Scholars such as Luckac, Marx & Engels and Claude Ake have separately argued that the preoccupation of this approach is to scientifically study the society in its totality and takes into consideration the interconnection of social relations, class conflict and the organic relationship between the sub-structure (economy) and the super structure (politics).

The Marxist approach, while gives importance to the economic factors and issues pertaining to developing countries it has its own weaknesses. First of all its belief that state is controlled only by economically dominant class and is an instrument in their hand has not stood the test of time. Many Marxists themselves now view state to be relatively autonomous, partially removed from the immediate control of capital and its vested

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interests. This alone can explain the persistence of important structural variations between different national formations. The state cannot be simply conceived as a servant of capital. Particularly in developing societies state plays a major role in directing and regulating economic development.

Other non-Marxist scholars accused that Marxists analysis amounts to economic determinism or a unilinear analysis of society. This claim can hardly be sustained because what Marxist analysis emphasizes is the role of the economic as the determinant in the last instance".

Applying this approach in the analysis of the study to development administration, one can easily pinpoint how the political elites used to spearhead developmental sectors in respect of government policy formulations and direction. In addition, underlying all of the elite perceptions and struggles and the mobilization of identities to garner popular support for their political projects is the imperative of capital accumulation dependent on the character and role of the state in capitalist development as nurtured and conditioned by its origin.

SELF -ASSESSMENT EXERCISE

i. What is Marxist Political Economy Approach?

4.0 CONCLUSION

The Marxist Political-Economy Approach and its several scholars sought to explain the dynamics of societal transformation and management of class relations through undertaking political-economy approach which attempted to linked administration, politics and development.

5.0 SUMMARY

The Marxist political economy paradigm seeks to relate administering development to political and economic environment. This paradigm which is concerned with both political and economic dimensions of decision-creation and resource allocation deals with "organizational constitution" and "internal polity".

Hence, the thrust of the paradigm consists in examining development administration in the context of power relationships and in conditions of the real process of conflicts and their resolution. The political-economy paradigm gives for the analysis of the context of development administration.

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6.0 TUTOR-MARKED ASSIGNMENT

1. Discuss the Marxist Political Economy Approach.

7.0 REFERENCE/FURTHER READING

Abuiyada, R. (2018). Traditional Development Theories have failed to Address the Needs of the majority of People at Grassroots Levels with Reference to GAD. International Journal of Business and Social Science Vol. 9. No. 9. September 2018 doi:10.30845/ijbss.v9n9p12.

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UNIT 4 THE DEPENDENCY APPROACH

CONTENTS

1.0 Introduction
2.0 Objectives
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  3.1 Dependency Approach
  3.2 Critique of the Dependency Approach
4.0 Conclusion
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7.0 Reference/Further Reading

1.0 INTRODUCTION

Dependency approach was developed in order to counter the claims made by *Modernisation* paradigm that for a society to develop, it must follow a certain stages which the Dependency School of thought argued otherwise which was explained in this unit.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- examine Dependency Approach in regard to development
- know why some countries are yet to achieve full development.

3.0 MAIN CONTENT

3.1 Dependency Approach

There are a number of approach abound in social sciences which are used to understand issues of administering development in the spheres of social, economic and political aspects. In this unit, the dependency approach was elaborated. The approach came as a critical reaction to the conventional approaches to economic development that emerged in the aftermath of World War II which attempt to explain development at the global stage. Andre Gunder Frank, in his analysis of the post colonial state, has argued that classical development approaches such as modernity are misleading in that they fail to articulate the true relationship between the developed world and the poor regions of the world.

The dependency approach took its roots in Latin America in an attempt to explain the vicious cycle of underdevelopment of that region. Thus, some Latin American and Arab economists have sought an answer in their

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theory of dependency. Latin America scholars associated with the formulation of the dependency theory include Andre Gunder Frank, Samir Amin, Paul Baram, Cockroft and Dos Santos.

Dos Santos emphasizes the historical dimension of the dependency relationships in his definition:
[Dependency is]...an historical condition which shapes a certain structure of the world economy such that it favors some countries to the detriment of others and limits the development possibilities of the subordinate economics...a situation in which the economy of a certain group of countries is conditioned by the development and expansion of another economy, to which their own is subjected.

The basic message of dependency school is that the development of the metropolis was a result of the active underdevelopment of the non-metropolis communities.

Put differently, the metropolis is dependent for its development on the underdevelopment of its satellite. For instance, Africa is positioned to specialize in marketing raw material while the developed world market finished products. There is no convincing explanation to why Africa is not manufacturing airplanes considering that the continent has aluminium and copper which can be alloyed for aircraft construction (Abuiyada, 2018 citing Matunhu, 2011).

From the above, the cardinal point of this work has been highlighted which specifically centered on the dependent of the developing countries on the developed-economies-controlled IMF for the developing economies hoped-to-be remedy of their economic illness which has never been and will never be true.

The main argument of the dependency school is what the present international economic arrangement is detrimental to the third world. All the variants of dependency or neo-Marxist theory provide as an alternatives explanation for and solution to the economics predicament of the post-colonial states. For example W.W. Rostow's liberal theory which consists of the five stages of economic development did not work well in the post-colonial states. Instead of development, there have been mounting debt accumulation inflation and general low standards of having in the third world counties. The problem is sometimes compounded when they go for IMF loan with all its harsh *conditionalities* which in the end create more problems than are solved. This is because the conditionalities are mechanically applied without taking the peculiar social and economic conditions of individual countries into consideration. This result into serious economic disruptions in the domestics system of the less develop countries the structural adjustment programme that are at

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times foisted of on the third world countries only provide a temporary palliatives making the poorest people of society to suffer in the circumstance(Yusuf, 2017).

However, this made an open play in the explanation of the topic of this work where it shows the dependent nature of the two distinct economies (developed and developing). The trend of this relationship has made the developing countries to always seek for remedy of their economic illness from the developed economies which is inform of aids, relief, interventions, loans etc.

From the IMF, the membership consists of the developed and the developing economies. The developed economies contribute the largest percentage to the pulse of the organization to be offered as loans to the so-called developing economic members only under stipulated harsh conditions. The developing economies have no options to look elsewhere to diagnosing their ill economy but accept those conditions knowing full well the end results.

Walter Rodney, a proponent of the dependency theory, in his famous work "How Europe Underdeveloped Africa" argued that African economies are integrated into the very structure of the developed capitalist economies; and they are integrated in a manner that is unfavourable to Africa and ensures that Africa is dependent on the big capitalist countries. Indeed, structural dependence is one of the characteristics of underdevelopment.

Most progressive writers divide the capitalist/imperialist system into two parts. The first is the dominant or metropolitan section and the countries in the second group are often called satellites because they are in the orbit of the metropolitan economies. The same idea is conveyed by simply saying that the underdeveloped countries are dependencies of the metropolitan capitalist economies (Yusuf, 2017 citing Rodney, 1973).

Dependency theorist insists that the asymmetrical relation between the developed countries and the less developed countries is fundamentally responsible for the economic backwardness of the third world. Andre Gunder frank, Claude Ake, Bade Onibade and Samir Amin belong to this school of thought. They contend that the present world economy is made up of:

1. The core, which consist of the development capitalist countries and
2. The periphery, made up of the less developed countries.

According to this school of thought, the core countries enjoy economic surplus while the periphery countries are perpetually exploited by the core

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countries in collaboration with greedy and unpatriotic domestic allies (Yusuf, 2017)

In a way, underdevelopment is a paradox. Many parts of the world that are naturally rich are actually poor and parts that are not so well off in wealth of soil and sub-soil are enjoying the highest standards of living. When the capitalists from the developed parts of the world try to explain this paradox, they often make it sound as though there is something 'God-given' about the situation.

3.2 Critique of the Dependency Approach

Dependency approach, as an approach based on materialist and structural theorists, has been criticized for placing too much emphasis on material and economic factors the development of many Asian countries that developed along capitalists industrialized states serves as an empirical contradiction to dependency approach.

Another weakness of the approach is that it does not explain other factors that lead to underdevelopment other than the role played by the wealthy nations. Furthermore, Franck attempted to prove that the imperialism is the major cause of the economic difference; instead he based his argument on unrealistic perceptions. (Yusuf, 2017).

SELF-ASSESSMENT EXERCISE

i. Discuss the focus of Dependency Approach in regard to development.
ii. Explain why some countries are yet to achieve full development.

4.0 CONCLUSION

This unit extensively emphasized the relationship between the core (rich countries) and the periphery (less or developing countries) found in Asia, Africa and Latin America which hamper those at the periphery to achieve meaningful national development.

5.0 SUMMARY

Dependency approach offered its scholarly contributions in the area of development particularly in understanding the relationship characterizing economic development among states in the present world order with developed countries having an upper hand against those perceived to be less developed because of the unequal relationship that was deliberately designed to perpetuate these countries.

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6.0 TUTOR-MARKED ASSIGNMENT

1. Discuss the focus of Dependency Approach in regard to development.
2. Explain why some countries are yet to achieve full development.

7.0 REFERENCE/FURTHER READING

Yusuf, W. M. (2017). The Impact of Privatization and Commercialization on National Development in Nigeria. Unpublished seminar paper. Department of Political Science, School of Social and Management Sciences, Kaduna State University.

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UNIT 5 THE PARTICIPATORY APPROACH TO DEVELOPMENT ADMINISTRATION

CONTENTS

1.0 Introduction
2.0 Objective
3.0 Main Content
3.1 The Participatory Approach to Development Administration
4.0 Conclusion
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1.0 INTRODUCTION

Discussion in this unit will put emphasis on achieving meaningful development viz-a-viz the inclusive participation of the community towards administering development.

2.0 OBJECTIVE

By the end of this unit, you will be able to:

- show the relevance of the Participatory Approach to Development Administration.

3.0 MAIN CONTENT

3.1 The Participatory Approach to Development Administration

This approach is also termed as people-centered approach. The approach stresses upon peoples' empowerment and promotion of psychological strength so as to enable the people relate themselves with the officials on a partnership basis. It is based on developing community action through people.

The key elements of participatory approach contain: Respecting the ideas of employees and the beneficiaries without evaluation or criticism; Raising of certain diagnostic questions of what the administrators are doing; Stimulating ideas from all stages and acceptance of good ideas for implementation; and Latitudinal change through dissimilar methods and close observations and discussions in the middle of officials and the people.

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The major theme of participatory or people-centered approach is the growth to capability via equity. It concentrates on the sharing of development benefits economic as well as social. Equity became a primary issue in development plans and programmes. The concern for equity reinforced participation and micro-stage concerns. These concerns focused on direct attack on poverty and rural development. The set of priorities in the people-centered approach, says Esman, comprises:

i. An emphasis on reaching large mass of public often in remote areas;
ii. Developing programmes that are responsive to their very diverse needs, capabilities and preferences;
iii. Organising the public so that they may interact more effectively with the service- providing agencies of the State;
iv. Devolution to constituency organization and the fostering of local action capabilities;
v. Innovation of appropriate services and practices in support of basic needs strategies, not the plantation of recognized and replicable techniques.

Though, it may be mentioned here that some Western administrative methods and practices like record-keeping, monitoring and reporting methods, public information procedures etc. may give useful assistance to programmes oriented to poor masses.

The participatory approach to development administration gives a link flanked by beneficiary needs, programme outputs and the efficacy of the assisting agency. The effective popular involvement in decision-creation and decision-implementation through local skills, knowledge and institutions like local self-governmental institutions or voluntary agencies is given importance.

The participatory development involves leadership and teamwork, besides sharing of knowledge and possessions flanked by the beneficiaries and the programme officials. The people-centered approach also lays emphasis on sustainability of development programmes and creating opportunities for change.

This objective can be achieved through:
- Creating a felt need in the middle of beneficiaries in relation to the efficacy of the programme.
- Developing institutions which continually adapt.
- Providing (or self-generation) of possessions and
- Building support in the middle of political elites and community groups.

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SELF -ASSESSMENT EXERCISE

i. Discuss the Participatory Approach to Development Administration.

4.0 CONCLUSION

The participatory aspect of development administration brings to surface the importance of teamwork, community-based supervision and inclusion in line with the objectives of the state in achieving sustainable development framework.

5.0 SUMMARY

Development administration no doubt requires the contribution of the community in order to chart the course of development program hence collective and active participation of all stakeholders is paramount to the success of administering development.

6.0 TUTOR-MARKED ASSIGNMENT

1. Discuss how the Participatory Approach is important to Development Administration.

7.0 REFERENCE/FURTHER READING

Abuiyada, R. (2018). Traditional Development Theories have failed to Address the Needs of the majority of People at Grassroots Levels with Reference to GAD. International Journal of Business and Social Science Vol. 9. No. 9. September 2018 doi:10.30845/ijbss.v9n9p12.

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MODULE 4 ECOLOGY OF DEVELOPMENT ADMINISTRATION

Development administration cannot in any way operate in a vacuum hence the relevance of the environment through development could be introduced and achieve is equally important to look at. The Module 4 covered five units and hence bordered on Development Administration and Politics, Economy and Development Administration, Socio-cultural Aspect of Development Administration. Others are Administration and Development Administration, Public-Private Partnership and Development Administration. Rural Areas and Development, Problems Associated with Rural Development in Nigeria and Consequences of Rural Underdevelopment in Nigeria. Also, Features of the Nigerian Civil Service and the Reforms and various Administrative Reforms Embarked by Nigeria and the Challenges of Implementing Administrative Reforms in Nigeria and its Prospects.

Unit 1 Ecology of Development Administration
Unit 2 Administration and Development Administration
Unit 3 Rural Areas and Development in Nigeria
Unit 4 Administrative Reforms in Nigeria
Unit 5 Challenges of Implementing Administrative Reforms in Nigeria

UNIT 1 ECOLOGY OF DEVELOPMENT ADMINISTRATION

CONTENTS

1.0 Introduction
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  3.1 Development Administration and Politics
  3.2 Economy and Development Administration
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1.0 INTRODUCTION

This unit deals with the ecology of development administration in the areas of politics, economy and socio-cultural context. The unit discusses political features of underdevelopment (environment of development

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administration). The features include ethnic, religious and tribal conflicts, extra-legal change of leadership and lack of continuity. While the economic condition through which today's developing countries are characterized by including the key economic features of underdevelopment and the rate at which a country begins to move on the path of development. The unit further dwells on the socio-economic context upon which development administration is premised on. These factors include superstitious belief, tribalism and belief in having large families.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- understand the socio-cultural aspect of development administration specifically in developing countries such as Nigeria
- identify some of the salient socio-economic and political features of Nigeria's quest for development.
- evaluate the socio -cultural context on which development administration is anchored in developing states such as Nigeria.

3.0 MAIN CONTENT

3.1 Development Administration and Politics

Development Administration refers to the proliferation and expansion of the bureaucratic organization as the main instrument for programme implementation. Bureaucracy is an important instrument for implementation of policies spearheaded by political actors. Political parties, interest groups, legislature, judiciary, electorates have an important role to play in the political development though one cannot discard the role played by these political actors in the political development.

In other words, it is argued that the policy-making process engineered through political instruments has a close relation with the development administration as policies are formulated by the executives for reasons more than one such as better management of the public affairs, economic and better uses of scarce resources, to fulfil the objectives of the government on power (Duke & Etim, 2019).

In a developed society the policy-maker, chief aim is to raise the level of economic development through concerted efforts and for this purpose the instrument of public administration shall be used. Naturally, in any state, both policy-making through political leadership viz-a-viz public administration have constructive role in the furtherance of development.

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For instance, the Great Depression of 1930s created havoc in America's capitalist economy and the whole economy was plunged into chaos and frustration. The President adopted several measures for the restoration of the economy and many of which were declared by the Supreme Court as ultra vires. The point is that political leadership at that time felt the dire necessity of overhauling the administration for the sole purpose of fighting depression.

It is pointed out in C.E. Lindblom's theory of *incrementalism* that an administrator will not take any decision all on a sudden. He will proceed step by step and will judge all related issues in his attempt for policy-making. He will judge all the possible outcomes of policy and, after prolonged attempts; he will finally take a decision. His chief purpose is to make the public administration suitable for development and proper management. In a pluralist democracy the chief policy-maker does not take any policy abruptly. He evaluates all the possible ways and the incrementalism is a warning against recklessness.

Fainsod advocated that an improvement in the betterment of Development administration depends greatly on the quality and training of public servants who handle it. And also on socio-political environment which liberates their energies. Needless to emphasize that bureaucracy has much to determine in the success or failure of governmental plans. Here bureaucracy is mainly referred to as 'role of administrative officials'.

Riggs also comprehends it as a concrete organization composed of related roles that serve for a large social entity or system as agent. The persons assuming such roles are engaged in actions which are primarily administrative in function and as already staled the effectiveness of a government to a large extent depends upon the performance of its public servants. It is seen that in several states public servants while exercising political functions have misused their power (Montgomery & Siffin, n.d.:227).

In many new states exercise of bureaucratic powers have been balanced by having another set and extra bureaucratic institutions, comprising of an elected assembly, an electoral system and a party system. Riggs also affirms this view saying that for the effective making of any modern govt., there should be a balance of power between bureaucracy and political representatives or between politics and administration.

In the United States and Western politics, this balance is already present but in the developing countries such as Nigeria, an imbalance exists between the power of bureaucracy and the power of constitutive system i.e., legislature, political parties, bureaucracy and elected representatives. Riggs also suggested that in these systems priority needed to be given to

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efforts to have a fair balance between either political or bureaucratic institutions. In the political context of administration there is the need of strengthening and improving both the political as well as bureaucratic institutions so that the developmental goals which the developing countries have set are not hampered from realization.

Improved administrative practices and democratic values largely condition the success of administration of development in the developing democracies and therefore should go side by side. According to Pye three dimensions of equality, capacity and differentiation as syndrome to the development process .who also suggested that the problem of political development revolve around the relationships between the political culture, authoritative structures and the general political process.

One of the political features of developing countries is the growing gap between expectations and the actual achievements. For example when the Obasanjo Administration came into being in 1999 it promised to restore power supply to normalcy and provide employment for all which the present government of President Muhammadu Buhari continued to pledges prior to 2015 and 2019 general elections. Since then the realization of these noble objectives has fallen below expectations. Power supply is still erratic, the rate of unemployment is on the increase and insecurity from armed banditry bedeviling the North Western states of Katsina, Kaduna, Zamfara, Boko Haram incessant attacks against civilian targets in the North Eastern states of Borno, Yobe, Adamawa and Gombe, Famers and Herdsmen violent clashes, persistent kidnappings, ethno-religious crises and the flows of internally displaced persons.

This captured the view of Ali Mazrui, an eminent Political Science Scholar who lamented there is a high unemployment and/or underemployment rate among the youths in underdeveloped countries and in such conditions this age group presents a potent threat to political stability and economic growth, being less amenable to nationalist anti-imperialist rhetoric as a panacea for their problem.

Much of the political unrest on the African continent can be attributed to the presence of unemployed, frustrated and alienated young people. They are easily drawn to parties and groups that promote total and revolutionary change rather than incremental and evolutionary change and which propelled them to be in the fore front of pre-democracy movements in many of the African countries.

In brief, the common political features of developing countries include, a widely shared developmental ideology as the source of basic goals, a high degree of reliance on the political sector for achieving results in the society, a wide spread of insipient or actual political instability, a

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modernizing elitist leadership accompanied by a wide political gap between the rulers and the ruled and an imbalance in the growth of political institutions.

Even though the state is generally seen as the main hope for guiding society towards modernization yet, politics is perceived to be imitational coupled with fact that political instability is a prominent feature with many developing states experienced successful or attempted coups since gaining political independence from colonial rule. Hence, compared to developed countries the politics of developing countries is that of uncertainty, discontinuity, and extra-legal change.

3.2 Economy and Development Administration

In the economic context, development administration has much to do. Now the economic well-being of the bureaucrats depends upon what they get in lieu of their administrative functions in the form of cash payments, or salaries, bonus, etc. As a matter of fact salary system or cash payment has a strong bearing on administration of development. It provides not only living expenses and induces bureaucrats to work effectively but also contrary-wise it makes possible to control the administrators. To carry out developmental tasks there is thus a great need of the existence of an adequate economic base (Duke & Etim, 2019).

Riggs also said that the economic production should be so high that it covers the consumption needs of primary producers also supports the no of public and private employees who are engaged in tertiary & secondary occupations. One of the basic aims of development of a country is to increase the gross national product per capita. Now this depends upon heavily on economic development.

On the other side, this level of economic growth and development in the country has to meet the expenses of bureaucratic organization and the proliferation of specialized government agencies. Thus in this way economic development not only conditions the creation of the kind and extent of bureaucracy if wishes but also provides effective economic control over the bureaucrats by which to assure greater efficiency and effectiveness in the administration.

Precisely it may be said that a country which has a high level of economic production can build up a strong bureaucracy capable of carrying out programmes which enhance economic productivity and greatly contributes to developmental goals defined in terms of nation-building and socio-economic progress. In the economic context of development administration, increase in national income enables the society to improve

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its administrative capabilities and thereby to contribute further to national development.

Economic Features

An underdeveloped economy is predominantly agriculture and it engages up to 80% of the labour force is engaged in agriculture. Production is based on age old technology, is largely for subsistence and carried out under feudal relations. Feudal landlords live an ostentatious life and make little or no investment in agriculture. Within the industrial sector, traditional household craft preponderate.

Modern industry, if it exists at all, is limited to a few lines for instance, jute and cotton textiles in India prior to the Second World War. Infrastructural services like transport and communications are extremely poor and limited. As in implicit in the structure of an underdeveloped economy, its relative factor endowment pattern is dominated by land or by land and labour together.

Relative availability of capital is extremely low. Capital goods are mainly those which are turned out by the traditional craft. In countries like India and China marked by high population pressure, the relative factor proportion between land and labour is itself adverse, with a low land-labour ratio. Additional labour due to population growth stays back in agriculture since little opportunity of other remains underemployed. Labour, the human capital resource, is thus poor in quality. Asset ownership, particularly of the most important factor of production, land, is very unequally distributed in an underdeveloped economy. It may so happen that a handful of feudal lords own most of the land and the rest of the rural population work as tenants or landlords labourers, including bonded labourers. Disparity in incomes follows from land ownership, with 70 percent of the product going to a small class of land owners. The rest of the population lives at subsistence level under acute poverty.

Furthermore, in large countries such as India; there also exists disparity of incomes between different regions as the relative factor endowments as well as the levels of development vary from region to region. Since an underdeveloped economy is characterized by stagnation in production and operates at a low level equilibrium, savings are low, and so is investment. A kind of various circles operates: low income, low savings, low investment, low income, low savings and low investment capital accumulation.

The vast majority of the people, living at subsistence level have no capacity to save but engage in conspicuous consumption. Merchants and traders do accumulate some money capital, but they lack in enterprise and do not invest in industry. The other reason for this failure is the large size

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of capital required by modern industrial units which individual holders of money capital are unable to provide.

Underdevelopment is also characterized by low levels of scientific and technical knowledge. Due to illiteracy and lack of education, the quality of human capital is poor. On the other hand, an underdeveloped economy dependent on the traditional means and methods of production has little scope for technological innovation.

3.3 Socio-cultural Aspect of Development Administration

In socio-cultural context for instance in many parts of developing states found in Africa and elsewhere, people attribute their problems to supernatural forces such as an angry deity, curses and witchcraft. In this view, man is at the mercy of a bewildering array of unseen, often malevolent forces that are beyond his control ignoring scientific reasoning over issues that could be address empirically. Hence, the price a nation pays for being uncritical of the beliefs held by the citizens, that their lives are controlled by forces outside their control is grave indeed which hampers developmental strides. As apathy becomes the predominant attitude of such citizens and underdevelopment resultant consequence. The belief that anyone with the help of the supernatural may bring harm to others does little to promote mutual trust. In the absence of trust individuals cannot cooperate in engineering solutions to pressing national or community issues.

Developing countries like those of Africa are mostly primordial sentiment driven which is detriment to functional government that could administer development effectively. People are differentiated on the basis of race, tribe and religion as these sentiments usually determine the pattern of voting or appointment to positions of responsibility. Most of the time merit is compromised and this effects executive capacity and consequently, national development.

To this effect, development administration is oriented to the task of, sustaining improvement in social welfare. The provision of health services, housing, cultural amenities, education and a change in the status of women, protection of children and regulation of labor and improved status for workers, human rights, etc. come in the purview of social sector which have to be administered keeping in view the national goals. These goals are taken into account because of the pressures from the formal organizations. Since after gaining political independence in Africa and other continents of the world, states have experience many types of development efforts at times championed by formal and informal organisations. These formal organizations appear to have imbibed the Western model of instruments of governance which they inherited from

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the colonial rule such as political parties, public and private corporations, legislatures, trade unions, associations, etc.

Furthermore, in the developing countries such as Nigeria, these organizations have normally vested interests and are often dominated by the persons who are either in the political parties or at the hemp of the bureaucracy. These organizations appear to serve the interests of their kinsmen, ethno-religious affiliations rather than that of the state at large. Whereas, in the developed system the argument is quite the reverse as these societies developed such organizations that are capable of inducing and sustaining development in their organized activities.

SELF-ASSESSMENT EXERCISE

i. Discuss socio-cultural aspect of Development Administration specifically in developing countries such as Nigeria.
ii. Any system of development administration is a product of its environment. Discuss.
iii. Identify some of the salient socio-economic and political features of Nigeria.
iv. Show how those features affected Nigeria's effort toward national development.

4.0 CONCLUSION

The three dimensions of development political, social and economic are quite interrelated to each other in, their contexts of development administration. The political context of development administration stresses the need of balance between politics and administration. The economic context emphasizes rise in national income per capita and social context demands improvement in the well-being of the people which in the final analysis is the ultimate goal of development.

5.0 SUMMARY

The political conditions characteristic of developing countries including Nigeria affect governments of these countries in their efforts to overcome obstacles on their way to national development. Therefore, these developing countries often experienced instability, ethnic and religious conflicts as structures which could have assisted in integrative functions toward achieving national development goals are either absent or not well-developed.

Development requires changing the characteristics of a developing state that is necessary because the common urge is to develop fast, to catch up with the developed countries requires total transformation in the political

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and socio-economic context of the environment to which development is premises. This is primarily because production in a developing environment is motivated by subsistence and family consumption rather than for sale and exchange in the market. State initiative in the transformation for development therefore, become necessary plans of medium-term planning development and executing it through successive plans of medium-term duration.

6.0 TUTOR-MARKED ASSIGNMENT

1. Discuss Socio-cultural Aspect of Development Administration specifically in developing countries such as Nigeria.
2. Any system of development administration is a product of its environment. Discuss.
3. Identify some of the salient socio-economic and political features of Nigeria.
4. Show how those features affected Nigeria's effort toward national development.

7.0 REFERENCES/FURTHER READING

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UNIT 2 ADMINISTRATION AND DEVELOPMENT ADMINISTRATION

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  3.1 Administration and Development Administration
  3.2 Public-Private Partnership and Development Administration
4.0 Conclusion
5.0 Summary
6.0 Tutor-Marked Assignment
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1.0 INTRODUCTION

In the field of administration, discussion has been on among scholars on the exact demarcation between administration and development administration since the advent of the latter in the field of administration and development studies. This unit attempted to give an insight on the similarities and dissimilarities of the two concepts for the reader to fully understand.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- state the differences between Administration and Development Administration
- show the link between Public-Private Partnership and Development Administration.

3.0 MAIN CONTENT

3.1 Administration and Development Administration

The status of both development and development administration has been a thorny issue among scholars in social sciences which some scholars such as George Gant, Ferrel Heady and others have sought to conceptualize development administration as not similar from traditional administration. They explain that these two types of administration differ from each other in conditions of purpose, structure and organization, attitudes and behavior, capabilities, techniques and methods.

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According to John Gunnel, the implicit meaning of his observation thus, "The rising shift of development scenario requires increased diversification and specialization of knowledge and skills and high stage of managerial skill for integrative co-ordination. To quicken the pace of development there is an additional need for a new breed of administrators of superior caliber and vision with a passion for achieving results and of those who can take risks and introduce innovations. There is a rising need to have heightened sensitivity to the welfare of the poor sections and greater responsiveness to the political process."

It follows that development administration has to have different characteristics and should be based on divergent requisites than the traditional or law and order or general administration. The distinction put forward by the traditional and development administration has been presented through the views of S.P. Verma and S.K. Sharma as follows "Traditional administration has been visualized as one concerned with fulfilling all the legal necessities of governmental operations and maintenance of social stability".

That is, this type of administration confines itself to the maintenance of law and order, collection of revenues and regulation of national life in accordance with the statutory necessities. The assumption behind the divergent nature put forward by development administration and traditional administration is that administration in newly emergent nations necessity switch totally from law and order values to developmental values (Duke & Etim, 2019).

Therefore the qualitative goals of development administration i.e. planning for the people, with people's support and co-operation distinguishes it from the quantitative goals of Public Administration i.e. implementing rules.

Another point that distinguishes development administration as a separate identity is that it is not a closed system; the linkages with experts, relationships with the grassroots stage and with the people is more significant than Central structures. Though there are technical and behavioral techniques common to all shapes of management, in development administration, external relations have to be optimized before possessions can be focused on limited incremental goals.

Development administration is concerned with attitudes and processes rather than procedures and structures. Though, there are scholars, like W. Wood, who do not favour separation or division of administration into such separate categories. Wood objects to such dichotomization on the grounds that the division of government servants into developers and non-developers might result in the loss of esteem to one and gain in excess of-

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importance to the others. This would demoralize administration the possibility of innovation and new design is neglected.

There is contentious analysis of the term development in that, on the one hand, it is treated as an extension of the 'supposed' law and order and revenue collecting State and on the other, it appears to have a special relationship with independence and Post-colonization. The common features of the two could also be observed from the following facts as presented through the opinion of V.A. Pai Panandikar who highlighted that:

i. The prevailing structure of general administration has a decisive power on the strength and weakness of development administration.
ii. Both have a common source of authority within the structure of the government, for instance, a Cabinet responsible to a legislature.
iii. A number of key officials, like divisional commissioner, and district collector, combine general and developmental functions.

Citizen sees and judges as a whole the acts of administration, drawing no fine distinction put forward by general and development administration. The differences of views on the question of dichotomy still persist leading to an inconclusive debate. Though, it may be maintained that the administration for fulfilling the developmental tasks needs to be exclusively studied and explained.

The creation of new and separate development agencies and organizations is a further pointer to the rising incapability of the law and order function and revenue collecting administration. That is why in some states in countries such as India, an effort has been made to vest the office of deputy development commissioner or district development officer with only the development administration.

That development administration is not synonymous with Public Administration is pointed out through the work of Gant in the following words:

Development administration is distinguished from, although not independent of, other characteristics and concerns of Public Administration. Certainly, the maintenance of law and order is a prime function of government and is basic to development, although it precedes and is not usually encompassed within that definition of development administration. Likewise, the provision of essential communications and educational facilities and the maintenance of judicial and diplomatic systems would have an impact on but not be an integral part of development administration.

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Therefore, a strong distinction cannot be put forward by traditional and development administration. The traditional functions of maintenance of law and order are also basic to development. Hence, Development administration has assumed the responsibility of formulating and implementing several development and welfare functions because of rising complexities of administration and aspirations of people. These functions are not absolutely separate from traditional functions.

In fact, maintenance of law and order, and security is a precondition for an economy to undertake developmental tasks. But, as development administration is wider, broader, participative, innovative and change-oriented, the traditional administration has to make the circumstances for the effective working of development administration.

3.2 Public-Private Partnership and Development Administration

A public-private partnership (PPP) is a type of contract in which the public partner entrusts some responsibilities to a private partner under a long-term contract. The term of the contract defines the rights and obligations of each party during the term as well as the mode of financial re-equilibrium arising from unforeseen events or lack of compliance of the parties (Ijie & Iyoriobhe, 2019).

PPPs are agent of infrastructural development, thus nurturing economic development. They are associated with such infrastructures as ports, power, roads, airports, water, and treatment of solid waste, and typically involve investment, operation, and maintenance. PPPs are also used in social infrastructures like health and education, e.g., construction and maintenance of a hospital or school facilities, but can also include total or partial clinical or education services. PPPs are complex long-term contracts. They typically span between 15 to 25 years, sometimes more, depending on the type of the project. During the period, demographics, environment, technology, and politics may change, so there is need for flexibility of contracts to regulate to the lifecycle of the project. PPP's art resides in the distribution of the project's risks and in the definition of the principles, rules and framework, to tackle change because it will occur. According to the Government Finance Officers Association, if governments desires a PPP alignment, it should check the following tools, processes, and practices in carrying out due diligence on PPP agreements:

1. Conduct an Initial Review of Project Feasibility: Public entities should conduct a feasibility study to determine long- and short-term financial viability of the project. This realistic evaluation must be the initial review that determines demand, expected revenues, project risks, cash flows, and the tendency to actualize the goals of the project. All economic development and

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redevelopment projects are subject to overall market fluctuations and involve the risk that the project will not deliver expected outcomes.

2. Evaluate the Project for Consistency with Community Priorities and Long-Term Strategic Plans: All PPP Agreements should agree with the financial policies and overall strategic, master plans of the organization. Also, the organization should assess the project's objectives and ascertain if participation in the project is in line with the mission of the government.

3. Identify any Unmet Competencies on the Government Staff: Difficult projects will need specialized resources; however, internal staff will be able to conduct the analysis with other different agreement of P3. For all P3 Agreements, the organization will need to gather a team that contains analysts, resources with industry related expertise, legal counsel, potentially a financial advisor/municipal advisor with economic development expertise, and/or bond counsel. Early determination of whether outside resources are needed to complement staff resources in executing the recommended processes of this best practice should be done by public entities.

4. Determine the Fiscal and Economic Impact of the Project: The public entity should establish the likely economic and fiscal impacts, taking into account uncertainties in the calculation or risk of the proposed project.

SELF-ASSESSMENT EXERCISE

i. What are the key areas that differentiate administration and development administration?
ii. What are the tools, processes, and practices in carrying out due diligence on public-private partnership (PPP) agreements?

4.0 CONCLUSION

Despite the fact that the concept of Development administration gained popularity in the 1950s, yet one can conclude that no matter how its differentiated from administration, the term has many things to do with the traditional administration. Therefore, against this backdrop the two concepts can be said to be more close to each other than there dissimilarities.

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5.0 SUMMARY

This unit gives a vivid account of what characterized the differences between administration and development administration in both theoretical and practical realms and the tools, processes, and practices in carrying out due diligence on public-private partnership (PPP) agreements.

6.0 TUTOR-MARKED ASSIGNMENT

1. What are the key areas that differentiate administration and development administration?
2. What are the tools, processes, and practices in carrying out due diligence on public-private partnership (PPP) agreements?

7.0 REFERENCE/FURTHER READING

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UNIT 3 RURAL AREAS AND DEVELOPMENT IN NIGERIA

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  3.2 Problems Associated with Rural Development in Nigeria
  3.3 Consequences of Rural Underdevelopment in Nigeria
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1.0 INTRODUCTION

Rural areas are a key sector in every nation's economy and their rapid development and modernization have gained the attention of policymakers and governments all over the world. This is because a sizeable majority of the population lives in rural areas, hence administering development cannot be complete without addressing development in rural areas. To this effect, the unit dwells on discussing rural areas, development, problems and consequences associated to rural underdevelopment in Nigeria.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- discuss the concept of rural development.
- analyse the problems associated with rural development in Nigeria.
- examine the consequences of rural underdevelopment to Nigeria's quest for achieving full pledge national development.

3.0 MAIN CONTENT

3.1 Rural Areas and Development

Rural areas in developing countries are usually deprived of the basic needs of life such as housing, medical care, postal communication, education, transport, etc. Specifically, rural areas refer to geographical areas that lie outside the densely built-up environment of towns, cities and the sub-urban villages and whose inhabitants are engaged primarily in agriculture as well as the most basic of a rudimentary form of secondary and tertiary activities.The rural area, which is the opposite of an urban

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area, refers to the countryside whose population engages mainly in primary production activities like agriculture, fishing, and rearing of livestock. About 90 percent of the rural labour workforce engages directly or indirectly in agriculture Kaku, 2017).

The rural sector of Nigeria is, very vital to the socio-economic development of the nation. Therefore, the most important sector of the Nigerian population is the rural areas. This is because the rural sector is the major source of capital formation for the country and a principal market for domestic and raw materials for industrial processes. Rural area dwellers have been found to engage in primary economic activities that form the foundation for the country's economic development.

Rural areas can be easily identified by various criteria, apart from the population. Such criteria include the level of infrastructural development i.e. road networks, educational institutions, water supply, electricity, health facilities, communication, etc. Other criteria used include Occupation, Housing, Extent of community planning, etc. Typically, rural dwellers are less vocal, characterized by a culture of poverty, as most people live barely above subsistence level.

On the other hand, rural development is an action that helps people to recognize and develop their ability and potential and organize themselves to respond to problems and needs which they share. It supports the establishment of strong rural community development agencies that control and use assets to promote social justice and help improve the quality of community life. It also enables the community and other public agencies to work together to improve the quality of governance (Kaku, 2017).

Hence, rural development generally to be the process of improving the quality of life and economic well-being of people living in relatively isolated and sparsely populated areas. He stated further that rural development has traditionally centered on the exploitation of land-intensive natural resources such as agriculture and forestry. However, changes in global production networks and increased urbanization have changed the character of rural areas. Increasingly tourism, niche manufacturers, and recreation have replaced resource extraction and agriculture as dominant economic drivers.

Some perceived rural development to be the far-reaching transformation of the social and economic structures, institutions, relationships and processes in any rural area which encompasses equitable access to arable land, more equitable distribution of income, widespread empowerment in health, nutrition and housing, greatly broadened opportunities for all individuals to realize their full potentials through education and strong

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voice for all rural people in shaping the decisions and actions that affect their lives.

Others evaluated rural development from the point of improvement of socio-economic and financial sides of the rural dwellers' lives to the reduction of poverty, inequality and unemployment among the people thereby, giving them a sense of belonging. Rural development is perceived as is the bringing of a change in the status of “things” or “situations” in areas with small populations which areas are characterized by simple occupations, are remote from urban areas and poorly provided for in terms of services. Rural development involved the mobilization and allocation of resources available in the rural areas for the benefit of rural dwellers and for the general upliftment of their standard of living.

In other words, it is highlighted that rural development to be an integrated approach to food production, provision of physical, social and institutional infrastructures with an ultimate goal of bringing about good healthcare delivery system, affordable and quality education, improved and sustainable agriculture, etc. rural development can be simply understood to be the creation of infrastructural facilities that bring about a high standard of living in the villages.

3.2 Problems Associated with Rural Development in Nigeria

Since Nigeria gained her political independence in 1960, there has been a great impetus attached to the rural community development as a factor that advances the overall socio-economic development of the developing countries of the world outside the ‘Development Administration’. It is this reality that has made the government at different times to set up various programmes and specialized credit institutions in an attempt to transform and develop rural areas in all its ramifications and thereby moving rural dwellers from abject poverty and squalor to economic and social prosperity. He added that some of those programmes and credit institutions are yet on-going, some are moribund and others have gone with the regimes that initiated them. Hence, the needed transformation has continued to elude its citizenry despite the robust plans (Kaku, 2017).

Over the past five decades, Nigeria has never been short of programmes and reforms aimed at alleviating the failing rural economy, livelihood, insecurity and other specific policies associated with poverty alleviation and rural community sustainable development. Asian Development Bank in 2014 asserted that rural development has become one of the major aims of various assistance/intervention programmes of both individual developing countries and multilateral institutions/donors. The Document of Federal Republic of Nigeria (FRN) at 50 (2010) illustrated that, the majority of these programmes developed complications over the years.

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The necessary infrastructural facilities that should be a catalyst of encouragement for the rural dwellers are of little or no provision. These were discussed below:

Portable water

The use of pipe-borne water can be said to be a thing of the past in most rural settlements of Nigeria. According to the WHO/UNICEF joint monitoring programme between 1990 and 2004, urban population growth in Nigeria increased from 35% to 48% while the rural population declined by roughly the same percentage. At the same time, urban declined during the same period from 80% to 67% coverage. Rural access to improved water sources also declined during the same period by 2%, still reflecting a low level of coverage at 31% as shown below. It was mentioned by water Aid that house-holds in rural Nigerian spend an average of 26% of their time fetching water. With this fact, it is glaring that access to potable water supply is not encouraging in rural Nigeria. This has therefore been encouraging rural-urban migration (Kaku, 2017).

Electricity

Nigeria is endowed with sufficient energy resources to meet its present and future energy requirement. The current installed capacity of good electricity is about 6000MW. The generating plant availability is thought to be less than 3000MW resulting in widespread blackouts. This has made most industrialists install their power generation plants of which no average Nigerian rural dweller can afford. Conclusively, access to electricity in Nigeria is low, only 40% of the population has access to electricity and only 10% of some rural areas are connected.

Feeder Roads

Even though within the few years of existence of rural development programs such as the Directorate for Food Road and Rural infrastructure (DFRRI), some notable achievements were said to have been made. Though, most of the roads considered as rural were located in the cities. The directorate made road development as the priority because of the belief that unless there is access to the rural communities, all other infrastructures like electricity, water and farm input cannot be made available to the rural dwellers.

Basic School and Health Centres

Most of the public schools in Nigerian cities are not in good order; talk less of the ones in rural areas in which there is little or no supervision. Most basic primary schools in some farm settlements are of collapsing classrooms, palm front cover or students sitting down under the trees while there is little or no provision for health centres, even the available ones are without necessary personnel and medical facilities.

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Incessant Insecurity

In Africa, as the attention of ordinary people shifted more towards seeking economic, social, political and environmental conditions that will lead to improvement in their lives. Where such aspirations could not be met through the normal political process violent means were used, resulting in instability in the region. This is particularly true in the West African sub-region. Thus, it is argued that the state has failed to establish the institutional framework for the promotion, management, and maintenance of security and provision of public goods.

Poverty and Underdevelopment

Furthermore, rural poverty in Nigeria is evenly distributed across the country as in some areas in the North, the condition is getting worse. The fishing communities living in the mangrove swamps and along the Atlantic coast are also part of the poorest in the country.

Generally, the country's poor rural depend mostly on agriculture for food and income. About 90 per cent of Nigeria's food is produced by small-scale farmers who cultivate small plots of land and depend on rainfall rather than irrigation systems. The disproportions created as a result of these attributes have produced huge disparities in income level between rural and urban areas, unemployment and underemployment resulting in unmitigated poverty for majority of rural Nigerians. Vital input such as transportation facilities, electricity, water, business premises and information are lacking in rural economies because of inadequate government attention. Effective real demand and markets penetration remains very low due to the poverty that pervades the rural scene.

3.3 Consequences of Rural Underdevelopment in Nigeria

The wealth which built modern Nigeria whether in the era of dominance of agricultural commodities, or petroleum, was derived from the rural areas. Notwithstanding, the country witnessed the virtual neglect of these areas and their population. The recent phenomenon of massive importation of food and growth of slums in our major cities along with its attendant social, political and economic consequences have been the result of the collapse of the rural economy and infrastructure.

It's adjudged that several methods to remove the rural-urban development gap have been carried out in Nigeria with little success as the rural areas remain highly underdeveloped in comparison with the urban areas. They believed that numerous studies have been carried out on the causes and consequences of rural-urban migration and also related the consequences of rural-urban migration on the urban centers to serious problems such as overpopulation, insufficient physical and social infrastructural amenities.

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Moreover, it can be deduced that the cost of depopulation of rural areas is in the reduction of rural agricultural produce, decrease in Gross Domestic Product (GDP) of the nation, the decline in the standard of living, detachment, isolation, underdevelopment, poverty, dullness, ignorance, famine and malnourishment of the rural residents. Also observed is the absence of Key Performance Indicators (KPIs) to measure the level of Social Progress Index (SPI) in the rural areas (Kaku, 2017).

Therefore, rural development policies in Nigeria are characterized by their emphasis on economic development strategies relegating to the background on the core issues of the absence of critical infrastructures. In a nutshell, intervention policies more often than not are rural areas bias, leaving the rural poor to continue in their hardship which was identified as the main social and economic problems in rural areas. These are in the form of:

- Demographic: low birth rate, negative natural increase, higher mortality rate depopulation, especially due to out-migration by the young people caused by lack of employment, low population density;
- Labour market: low educational status, higher rates of unemployment and long-term unemployment;
- Spatial dimension of poverty as being exacerbated by a poor and deteriorating infrastructure;
- Significant fragmentation of land's ownership.
- Rural welfare being constrained by low levels of income, driven by low wages in rural areas, high unemployment, and low levels of agricultural productivity.
- Access to basic services (water, sanitary, health and so on) is very limited in rural areas.

Nigerians have since independence experienced numerous rural community development programmes initiated by successive civilian and military governments beginning with the National Development plans which have not yielded desired results. In the same way, it was noted that Nigeria has never been bereft of good policies and programmes, the major problem has been poor implementation. Despite the whole plans and the development programmes and policies, there are still poverty of the socio-economic development and welfare of the people.

The most important thing to observe from the foregoing is the fact that despite numerous rural development programmes adopted in Nigeria from independence to date, the rural areas' situation remains sorry and pitiable. The effect of this is the concomitant phenomenon of rural-urban migration that has manifested in 'urban challenges', characterized by an increase in pressure on socio-economic infrastructure including access to

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clean and portable water, adequate healthcare, access to basic education, proper sewage and waste disposal systems, high rate of crimes amongst others (The Document of Federal Republic of Nigeria.

Overpopulation also places undue stress on basic life-sustaining resources, which ultimately results in diminishing wellbeing and quality of life. It has also created new challenges such as climate change, depletion in resources, food insecurity, social and spatial inequalities, economic instability, urban sprawl and unplanned peri-urbanisation in the 21st Century.

Following these developments, it was posited that the local governments in Nigeria are expected to constitute the grassroots organ that should stimulate and mobilize the rural communities for an integrated development to solve the problems of poverty; unemployment, ignorance, and inequality.

The reverse is the case in Nigeria as thus:
Local government areas are supposed to be the engines of national development. A quiet rural community grows into a bustling city, and the local leader makes this possible. While in developed societies when people are tired of living in the cities they relocate to rural communities where life is less strenuous. However, the opposite is the case in Nigeria; living in a rural community is difficult because nothing works, as it should.

The local government administrators are part of the problem. Like their counterparts at the federal and state levels, they are mired in pursuit of personal goals at the expense of broader community interests as varied development projects such as community hospital, road construction, rural electrification, water projects amongst others because monthly allocations to local councils are not properly utilized (Kaku, 2017).

Regrettably, in an attempt to build up the rural areas, attention was not given to the need to come up with an organizational or institutional structure for co-coordinating, collating and synthesizing rural development ideas and projects, and forging a link between the copious rural development agencies and bodies to attain harmony of purpose and universal operational effectiveness.

SELF-ASSESSMENT EXERCISE

i. Define rural development.
ii. Mention few problems associated with rural development in Nigeria.
iii. Identify three consequences of rural underdevelopment in Nigeria.

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4.0 CONCLUSION

Given the contributions of the rural sector to the national economy, enhancing the development of the sector should be central to government and development administration. This is necessary as such would further enhance the ability of the sector for increased contribution to the overall national growth and development. In most countries, development is most desirous in the rural areas where bulk of the population resides. The development of rural areas signals to a greater extent the level of national development and the situation of the nations in the development ladder.

5.0 SUMMARY

This unit captured the term rural development as the process of positive change in rural environment that dwell much on agricultural outputs as a way of living. It also described rural development as the desirability of overcoming deprivation and low quality of natural life in rural areas. This could be by provision of bridges, schools, electricity and potable water in an area to improve the welfare of the people living in such areas. Because of little or no provision of these facilities, most rural dwellers who are mainly farmers often move to the cities.

6.0 TUTOR-MARKED ASSIGNMENT

1. Define rural development.
2. Mention a few problems associated with rural development in Nigeria.
3. Identify three consequences of rural underdevelopment in Nigeria.

7.0 REFERENCE/FURTHER READING

Kaku, M. (2017). How Rural Neglect Is Impacting On Food Provision in Nigeria. Unpublished seminar paper. Department of Political Science, School of Social and Management Sciences, Kaduna State University.

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UNIT 4 ADMINISTRATIVE REFORMS IN NIGERIA

CONTENTS

1.0 Introduction
2.0 Objectives
3.0 Main Content
3.1 Features of the Nigerian Civil Service and the Reforms
3.2 Various Administrative Reforms Embarked by Nigeria
4.0 Conclusion
5.0 Summary
6.0 Tutor-Marked Assignment
7.0 Reference/Further Reading

1.0 INTRODUCTION

The Nigerian civil service was modeled on the civil service which existed in Britain. Here we will discuss the various administrative reforms embarked by Nigeria, structural and operational features of the civil service.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- identify the structural and operational features of the Nigerian civil service
- discuss various administrative reforms embarked by Nigeria.

3.0 MAIN CONTENT

3.1 Features of the Nigerian Civil Service and the Reforms

Administrative reform is essentially changing the way the government does its work given current or anticipated reality or the desired direction to achieve. It must be geared towards the achievement of national objectives. That is, reform has an immense power to serve as a vehicle for socio-economic and political change. Administrative reform can be described as a mechanism for institution transformation or change, transfusion of innovation, political control and achievement of efficiency and economy (Ify, 2017).

In the Nigerian environment, the factors affecting reform can be categorized into management dimension and the context of reform as studies have shown that many reforms have been carried out in the Nigerian civil service.

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However, the desired changes have not been achieved despite the many reforms conducted on different aspects of the service, and the amount of the resources expended on them. This necessitates the need to address the challenges of reform in the form of implementation in the Nigerian civil service. In any situation of reform, some certain issues and factors play significant roles in determining the success or failure of the implementation process. These factors are described differently by different scholars and professionals alike and have been categorized into 'management dimension' and context of reform'.

The concept of administrative reform in Nigeria had generally implied periodic reviews of a part or the whole of the machinery of government. Such a review always produces a blueprint that is the basis of a white paper. Reform could however be simply a management maintenance intervention, or organizational health-check, while it could also be turn-around maintenance to reengineer the structure, management and functioning of the administrative system, with improved service delivery as the overall objective. This had been approached through the setting up of commissions, review teams or panels or study groups to review the structure, management and methods of government operations to make recommendations for improvement as might be appropriate (Ify, 2017).

3.2 Various Administrative Reforms Embarked by Nigeria

Between 1934 and 2015, not less than twenty-four reforms have been carried out in Nigeria civil service. They included the Hunt Commission (1934), the Harragin Commission (1946), the Foot Commission (1948), Philipson Adebo Commission (1954), the Gorsuch Commission (1954) and Mbanefo Commission (1959), others were: the Morgan Commission (1963), the Elwood Commission (1966), the Adebo Commission (1971), the Udoji Commission (1974), the Dotun Philips Commission (1988), the Allison Ayida Commission (1995) the Obasanjo reform (1999-2007), the Yar'Adua reform (2008-2010) and the Jonathan reform (2011-2015).

Conducting administrative reforms in any civil service is a common practice all over the world. Reform is not about investing more resources, but building institutional capabilities and workforce capacity in the public service to mobilize and manage available resources to ensure increased investment results in better services and improved outcomes).

The Harragin Commission (1946) established the senior and junior services categories and set up terms and conditions of service for the two categories. This was followed by the Gorsuch Commission (1955) which introduced the dichotomy in the civil service relating to the administrative and professional cadres. It also set up a five-grade service structure which essentially constituted the basis of the federal civil service. It further dealt

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with a revised salary structure scheme, organization, methods and levels of authority.

The Newns Report (1959) was primarily concerned with the administrative machinery for the control of government expenditure, including the role and function of permanent secretaries
.
The Mbanefo Committee (1959) reviewed salaries and wages and the effect of an increase in the cost of living on salaries of public servants.

The Morgan Report (1963) primarily examined wages and salaries and conditions of service of junior employees, but recommended a regarding of all levels and a permanent body for the review of wages for future adjustments.

The Elwood Report (1966) attempted nationalization of posts within the Gorsuch structure, but pointed out the disparity of wages within the public service as a whole.

The Adebo Commission (1971) was primarily set up to review wages and salaries. It recommended a more comprehensive look at the organization as well as the grading structure within the public services. It was this recommendation that led to the setting up of the Udoji Review Commission by the Federal Government in September, 1972.

The Udoji Report (1972) amongst other things, attempted to solve three main problems.

(a) Providing the concept of a “New Style Service”.
(b) Revising the salaries, within the framework of a comprehensive, but manageable, compensation scheme, and
(c) Creating machinery for making continuous wage adjustments possible in the future.

The Dotun Philips Commission (1988), was set up based largely on the report of a study carried out in 1988 to restore the civil service of the glorious past by reinventing those factors that facilitated its effective performance. It was the reform to redress negative forces in the service, including the low morale in the service, the problem of coordination and accountability, and the abolition of the post of the head of the civil service and the pooling system. It was already obvious, despite the spirited attempt by Professor Philips’ seminar reviews to redress the gaps in the 1988 reform, that the reform had not brought the required change in the administrative system.

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This led to the institution of the Allison Ayida Commission in 1995 to examine the service as the 1988 reform restructured it, and to restore the civil service of the glorious past by reinventing those factors that facilitated its effective performance. It was a reform to redress the negative forces in the service and to deal with the problem of coordination and accountability.

The Obasanjo civil service renewal programme that ran from 1999 to 2007 was the next. The federal executive council under the new democratic dispensation decided that the Ayida Reform and its proposed manning levels consigned reform to the "hardware" of operations rather than to the "software" of system rejuvenation. The Ayida Reform did what the government dictated by re-inventing the pre-1988 system. It did this without taking the benefit of new thinking on public sector management reform as a global phenomenon. The panel's composition suggested that the government did not have a better agenda than to dismantle the 1988 reform and bring back a non-professionally-oriented new generation of civil servants already infected by an undemocratic military tradition. Indeed, the reform was an attempt to refurbish a system that had become dysfunctional. Consequently, by the time the military handed power over to civilians in 1999, the bureaucracy had become a clog in the wheel of progress, which required urgent and careful attention. This situation made Obasanjo's civil service renewal programme inevitable.

The Yar'Adua civil service Reform (2008-2010) builds on the foundation laid by the Obasanjo's administration. As the president himself acknowledged in his inaugural address, when he said that:

Over the past eight years, Nigerians have reached a national consensus in at least four areas; to deepen democracy and the rule of law; build an economy driven primarily by the private sector, not government; display zero tolerance for corruption in all its forms and finally, restructure and staff our government to ensure efficiency and good governance. I commit myself to these tasks.

Pursuing this commitment, the administration committed to a 7- point agenda to serve as the compass to guide its activities. The 7- point agenda should best be seen as 'an articulation of policy priorities that will strengthen the reforms and build the economy; so that the gains of the reforms are felt widely by citizens across the country.'

The Jonathan Transformation Agenda of 2011-2015 bears the markings of reform continuity, especially as regards the national economic transformation plan and its civil service reform component. Despite its own difference as implicitly implied by the nomenclature "The

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Transformation Agenda" is a continuation of the vision 20:2020 derived from Obasanjo's vision 2020 and developed under the Yar'adua administration.

SELF-ASSESSMENT EXERCISE

i. Identify the structural and operational features of the Nigerian civil service.
ii. Discuss various administrative reforms embarked by Nigeria.
iii. Explain the challenges of administrative reforms in Nigeria.
iv. Examine the prospects of the reforms in achieving national development.

4.0 CONCLUSION

No doubt administrative reforms provide an opportunity for a re-examination of the structure, processes, techniques and management practices in use in an organization. They are designed to breathe fresh air into the system to revitalize it. They are intended to make it more efficient in resource provision and utilization. Administrative reforms are therefore occasions for the general review of the entire organization and for prescribing necessary remedial measures.

5.0 SUMMARY

Many civil service Commissions/Panels/Committees reforms have been implemented in Nigeria for the desired change that is either comprehensive, radical or incremental, all with the view to condition development in rapid mode.

6.0 TUTOR-MARKED ASSIGNMENT

1. Give a brief account of the structural and operational features of the Nigerian civil service overtime.
2. Mention few various administrative reforms embarked by Nigeria since independence.

7.0 REFERENCE/FURTHER READING

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UNIT 5 CHALLENGES OF IMPLEMENTING ADMINISTRATIVE REFORMS IN NIGERIA

CONTENTS

1.0 Introduction
2.0 Objectives
3.0 Main Content
  3.1 The Challenges of Implementing Administrative Reforms in Nigeria
  3.2 Prospects of Implementing the Reforms in Nigeria
4.0 Conclusion
5.0 Summary
6.0 Tutor-Marked Assignment
7.0 References/Further Reading

1.0 INTRODUCTION

Efforts were made by various administrations since 1960 after political independence from Britain to institute sustainable administrative reforms for effective administration of development. Yet, these efforts were often faced with many challenges which hinder the prospects of achieving the desired objectives on the long-run. To this effect, some of the challenges are identified and discussed below.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- discuss the various challenges affecting the implementation of administrative reforms in Nigeria
- examine the prospects of the reforms in achieving national development.

3.0 MAIN CONTENT

3.1 The Challenges of Implementing Administrative Reforms in Nigeria

Various studies indicate that the challenges of implementation was the bane of the administrative reforms in Nigeria which is why is stated that the real issue was no longer the unavailability of workable prescriptions, but the absence of the required political will and appropriate political environment to implement existing policies.

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Coordination/Cooperation

This is necessary because for any reform to be successful there must be a period of consultation which involves cooperation from all parties concerned. Communication is key, and the communication strategy to be used should be well worked out and planned in such a way that it will suit the nature of communication in the environment in which such reform is taking place. It is observed that there was a communication gap between those that would be touched by the impact of reform and those who were in the position to influence the outcome of the reforms process. There has to be a process of the consultation so that agreement and consensus can be reached on major issues. Also communication and cooperation involves dialogue, exchange of views and information, this is necessary because it helps to deal with the issues of misunderstanding and misconceptions about what is being done (Ify, 2017).

Implementation Process

The role of a central unit in the implementation process cannot be over-emphasized. This unit must be managed by people who are well trained with the right skills and competencies to handle the task; they must be given the political power to push through the reform process. It was revealed that before the inception of the Bureau of Public Service Reforms (BPSR) which is the lead agency that now oversees the reforms and implementation in Nigeria, that there was no correlation between the reform process and the reform implementation. It was also revealed that the involvement of the ministries and agencies was not adequate because these ministries and agencies were also going to be directly affected by the changes entailed in the reform (Ify, 2017).

Supervision/Evaluation

Supervision and evaluation process would involve the use of certain measurement instruments. In reform implementation, monitoring and evaluations are indispensable, they are very important for the success of any reform. This means finding out whether the implementation process is having the desired effect according to the objectives set out in the reform programme, and in a situation where it is not, then what could be done to salvage it. It was revealed that the monitoring and evaluation process was grossly inefficient, where available; it was not well done because of the mechanism of feedback which was a two way traffic mechanism of exchange between reform managers and reform recipients. Often times, the recipients of the reform being implemented found it difficult to send back information to the reformers on the outcome of the reforms, which made it difficult to know which programmes to change, correct or even stop and sometimes which progammes to intensify.

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Political Will

The level of success of any reform depends heavily on the interest of the political class. To succeed, many policy reforms require time, resources both human and materials, sacrifice and good time frame which often transcend the duration of particular governments or individuals especially in an environment like Nigeria. It was revealed that the political class in trying to satisfy the yearnings of the people which unfortunately were very difficult sometimes ended up not getting it right. The political class tended to give attention to the reforms that favoured them; they also delegated reform execution which sometimes resulted in poor implementation (Ify, 2017).

Actors/Stakeholders

The involvement of key segments of the Civil Service in the planning and implementation of the reform programme is very important; some of these experts draw the terms of reference for the reforms. Public servants whose organisations are directly involved must be carried along. This study revealed that public servants whose organizations were likely to be affected by reform implementation were naturally predisposed to protecting the status quo that they were familiar with and especially those that defined their interests.

Insecurity

A major area of constraint in reform implementation is the issue of insecurity. For any meaningful development to take place in any society, there is always a need for security, both internally and externally. The security challenges facing Nigeria posed a great threat to the successful implementation of reforms. Presently, the experience of Boko Haram militancy, armed banditry, kidnapping and Farmers/Herdsmen clashes in most part of the country was named as major source of concern toward development. The international community, especially the developed countries is sensitive about security threats emanating from Nigeria. The appearance of such threat in any form would have, among others, the effect of losing foreign direct investments (Ify, 2017).

Bribery and Corruption

This practice has greatly battered the image of the civil servants. It is not always easy to get something done for a citizen without some civil servants asking for a gratification. This problem is associated with the issue of remuneration. A major cause of the chronic capacity problem that afflicted the civil service in Nigeria was the problem of poor pay, which was also a major inducement for the endemic corruption among civil servants. There was a serious need to address the issue of adequate remuneration considering the high cost of living. Workers must be able to meet up with the basic necessities of life, that way they will spend less time on trying to make ends meet and concentrate on their jobs. However,

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implementing reforms programmes in Nigeria was made more difficult because of the lukewarm response from the civil servants and the lack of support from the potential beneficiaries of the reform (Ify, 2017).

Federal Character

Another challenge facing reform implementation is the concept of Federal Character; Federal character is a deliberate government policy that is instrumental in ensuring that Nigerian citizens get their fair share of government jobs at Federal, State and Local Government levels. The prime objective is to give every Nigerian a sense of belonging and also to foster national unity. This principle essentially refers to the recognition of the plural nature of the country in recruitment, distribution of administrative and political offices and power as well as the resources of the country. It was observed that the major challenge facing the Federal Character Principle in Nigeria was the method used for the implementation. For Nigerians to benefit from this policy, reformers must refrain from all forms of selfishness and imbibe the culture of unity (Apeh, 2018).

Capability, Discipline of Execution

It was observed that most reforms fail because of the lack of capability and discipline in the execution. From the research conducted, most reforms were beautifully conceived but at the point of implementation the gap between conception and reality takes over. The two must go together because the problem with reforms is not in the theory but in the execution. Reform will always fail if the strategy for execution is poor. As far as implementation is concerned, reform plans must not just be dedicated to the analyses of data about how to handle reforming, it must ensure that data translate into an action plan which will bring about growth, development, increased productivity, and better service delivery. Often times, fabulous reform plans are never implemented because the government cannot carry through reforms. Again, it was observed that reform implementation needed time and patience. The government must also have the right combination of resources, financial, human, infrastructural and materials to carry through with reforms implementation. Less emphasis should be placed on high-level strategy, intellectualizing and politicking, and more emphasis placed on the discipline of execution.

Continuity, Consistency, and Commitment

In this regard, reforms are fluid, dynamic and constantly changing, yet an element of stability is needed to at least guarantee continuity, which is necessary for the success of the reform. It was discovered that the lack of attention or lip service paid to these three very important issues has been a major source of challenge. In the past, there was a wide gap between the reform formulation process and the reform implementation process. There

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was no provision for a strong unit to serve as a coordinator, like a central processing unit, which is necessary for stability within the context of uncertainty. Now, with the creation of the Bureau of Public Service Reform (BPSR), if this agency is allowed to work, while personalities, projects and programmes within the overall reforms plan to change over time, that is in a continuous process of dynamic evolution, there is, for continuity, consolidation, commitment and consistency, a small group of individuals who constitute the heart of the reform process, that should be preserved along with the agency. This agency is very important because it provides direction, oversees and coordinates all the activities towards the execution of the reform programme (Apeh, 2018).

3.2 Prospects of Implementing the Reforms

There is a need for proper accountability, this will help in curbing corruption and boost confidence in the reform management process. Also, it will help to convince stakeholders that everybody will ultimately gain if the reform is properly implemented. The level and manner of the involvement of all stakeholders should be worked out by the reform managers from the onset, according to the peculiarities of the reform environment within which they are operating. This is very important, and care must be taken to determine the most effective way of this involvement so that the reform effort will not end up being hijacked or sabotaged by those who are supposed to be part of the implementation. Therefore, for the successful implementation of reforms for the attainment of national development, the civil servants, reformers, the general public and the government must work together as partners in progress (Ify, 2017).

SELF-ASSESSMENT EXERCISE

i. State the challenges of administrative reforms in Nigeria.
ii. Discuss the prospects of the reforms in achieving national development.

4.0 CONCLUSION

Factors inhibiting meaning administrative reforms in Nigeria are familiar with the environment upon which administration found itself in that include colonial heritage from Britain and host of others. Therefore, these factors are bound to hampers efforts at transforming Nigeria’s civil service which is the engine for achieving national development.

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5.0 SUMMARY

This unit discussed the challenges of implementing administrative reforms in Nigeria which were identified and can be traced to the issues of bribery and corruption; insecurity, the concept of Federal character, the discipline of execution of reforms. Other challenges included; the human factor in implementation, lack of initiative on the part of the Civil Servants, poverty and the lack of attention or lip service paid to the issues of continuity, consistency and commitment.

6.0 TUTOR-MARKED ASSIGNMENT

1. Based on your views, what are the challenges affecting administrative reforms in Nigeria.
2. What could be done to achieve sustainable administrative reforms in Nigeria?

7.0 REFERENCES/FURTHER READING

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MODULE 5 DEVELOPMENT PLANNING PROCESS AND CHALLENGES OF DEVELOPMENT ADMINISTRATION

INTRODUCTION

This module is designed to discuss development planning in Nigeria viz-a-viz the national planning machinery to highlight the importance of credible planning in achieving the desired result and by also emphasizing some of the challenges affecting Nigeria's ability to master development and discusses the prospect of development administration in Nigeria. Discussion in the unit also captured the role of Bureau for Public Enterprises, Privatization and Commercialization in Nigeria, Rationale for Privatization and Commercialization of Public Enterprises in Nigeria, Privatization and Commercialization in Nigeria, Problems Facing the Implementation of Privatization and Commercialization of Public Enterprises in Nigeria and Prospect and Future of Development Administration. The module comprises five units.

Unit 1 National Planning in Nigeria since Independence
Unit 2 Instrument for Privatization and Commercialization in Nigeria
Unit 3 Privatization and Commercialization for National Development in Nigeria
Unit 4 Challenges Affecting Development Administration in Nigeria
Unit 5 Prospect and Future of Development Administration

UNIT 1 NATIONAL PLANNING IN NIGERIA SINCE INDEPENDENCE

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1.0 Introduction
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1.0 INTRODUCTION

Since gaining political independence from Britain in 1960, Nigeria has designed and implemented many national plans aimed at pushing the country toward rapid development in line with the yearning and aspirations of its people. However, despite these attempts, many issues aroused along the way which hampers the achievement of those plans effectively. This unit will guide the reader in understanding the impacts of these national plans to Nigeria's developmental drive.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- assess Development Plans of Nigeria from 1960 till Date
- evaluate the impact of Nigeria's Development Plans for National Development.

3.0 MAIN CONTENT

3.1 Development Planning

Development planning is the main strategy employed by numerous governments and firms to set their missions, visions, goals, and active means of achieving development. It supports the government in planning for diversity and integrated national development. The development plan entails constructing approaches to spatial planning which address differences and equality of opportunity. Diversity plan help to address problems of social justice, discrimination, social exclusion and environmental issues.

Fundamentally development planning denotes the tactical assessable goals that an individual, community, or organization plans to achieve within a sure time. Frequently, the development design contains time-based standards. It normally also comprises the criteria needed to evaluate if or not the aims were truly met. Development planning broadly involves determining a country's missions, visions, programmes and policies in all aspects of life like political, social, environmental, human and technological aspects, and the resources of accomplishing them (Ben & Michael, 2018).

3.2 Development Plans of Nigeria from 1960 till Date

Since gaining political independence in 1960, the various governments in Nigeria have adopted development plans as appropriate strategy to address development challenges in the country, it was observed that there

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is a general consensus that the instrument of both diagnosis and remedy to development is the "development plan" which in the same vein Adedeji (1989) opines that the economic aspirations of Nigeria since independence are perhaps best exemplified by the country's various development plans.

To this effect, Nigeria has embarked on a series of development plans to fasten the rate of economic growth and improve the standard of living of the people. It is noteworthy that Nigeria has gone through four national development plans in the country's post-independence history. Among these plans are: First National Development Plan (1962), the Second National Development Plan (1970-74), Third National Development Plan (1975-80), and Fourth National Development Plan 1981-85. Apart from the five year National Development Plans, the Federal Government has also embarked on three-year rolling plans between 1990 and 1998 and long term perspective planning in the country's endless efforts to search for appropriate developmental strategy (Ijie & Iyoriobhe, 2019).

The federal government introduced another ambitious programme between 2003 and 2007 known as the National Economic Empowerment and Development Strategy (NEEDS). It was a medium-term planning which focused on wealth creation, employment generation, poverty reduction and value orientation. Recently Vision 20:2020 was launched. Vision 20:2020 is a perspective plan which aims to make Nigeria a fully developed economy by the year-end.

Though development planning has been a consistent phenomenon is not only Nigeria's administrative system but many countries the world over, it is worrisome that these plans have not achieved the expected results. This is evident from widespread poverty, dilapidated infrastructural facilities, massive unemployment, low capacity utilization, technological backwardness, short-life expectancy, urban congestion, excessive debt burden, environmental degradation, and high incidence of corruption which beset the country.

It is obvious that Nigeria is an underdeveloped country and occupies a very low position among the poorest countries of the world in spite of her huge potentials in natural and human resources. In light of the above, a review of the various plans clearly shows that the country is still very far from where it was envisaged it will be today. This is simply as a result of either faulty implementation of the plan, distortions or even nonimplementation".

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3.3 Impact of Nigeria's Plans on National Development

The major concern of Nigeria on attaining political independence in 1960 was how to advance national development. This quest for development was predicated on the understanding that the difference between Nigeria, other newly independent states of Africa and the world was mainly the differential levels of development. In this regard, several developmental policy and programmes were initiated by the Nigerian government such as the First National Development Plan (1962-1968) that led to an unsteady, yet the positive expansion of the economy which led to the Second National Development Plan in the early 1970s.

The Second National Development Plan (1970-1974) was formulated after the end of the civil war and coincided with the period Nigeria received the highest earnings from crude oil sales. With effects of the civil war very present in 1970, the second development plan aimed to reconstruct facilities damaged during the war, rehabilitate Nigerians displaced by the war, establish administrative services and economic infrastructure, increase growth rate per capita, create jobs, produce high-level human capital, develop the rural and urban areas and increase social services for the people.

The second plan de-emphasized the industrial development emphasized in the first development plan. The second development plan gave priority to the transportation sector. This sector was allocated 23.7 percent of the public sector budget and 30.1 percent of the Federal Government's budget. Industry and commerce received 6.5 percent of the plan budget. Although the Peugeot Car assembly plant and the Volkswagen Plant were established during this plan, much of the production required the importation of materials as part of the import substitution strategy of the period. This resulted in the industry being dependent on the foreign market to sustain the industry. By the end of the plan, many of the abandoned farms and plantations affected by the war had been rehabilitated and government-owned companies had been established in the area of business but industrial development had not been realized once again (Apeh, 2018).

The Third National Development Plan (1975-1980) also coincided with the oil boom and focused on agriculture, industrial development, infrastructure and social development. The objectives included research on agriculture and agricultural development schemes, livestock, electrification in rural areas, universal free primary education and construction of living units throughout the country.

Diversification of the economy was also included as a high priority. The plan was intended to be the framework for industrial development in

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Nigeria. The third development plan was roughly ten times the size of the previous plan and financial capacity was available to achieve the plan, however according to Ejumudo, sharing the oil money was of more importance to Nigerians than the actual promotion of development.

The third development plan was able to achieve free education and further indigenization of the economy. Industrial projects implemented included the Warn and Kaduna refineries and Ajaokuta Steel Plant and the sector was allotted 1.2 percent of the budget. However, the government spent over N900 million on importing consumer goods showing a lack of priority on the intended objectives. Economic growth was achieved with average annual GDP growth of 5 percent and the manufacturing sector averaged an annual growth rate of 18.1 percent.

The Fourth National Development Plan (1981-1985) intended to further the framework of the economic and social development projects of the previous development plan and had a strong commitment to petroleum resources. The objectives of this plan included reducing unemployment, improving the efficiency of government-owned enterprises, development of small and medium industries, generating power supply, refinancing trade debts, increasing food, livestock and fish production and produce a surplus to export and develop technologies.

The fourth development plan allocated the greatest priority to industry, agriculture, manpower development and economic infrastructure. Industry was allocated 13.6 percent of the plan budget. However, with the fall of the oil prices, funds to implement the plan were not available. Thus, many of the projects included in the plan were either not completed or abandoned. Projects started during that time include the start of a new refinery in Port Harcourt, petroleum complexes and a liquefied natural gas plant. The fourth development plan indeed did not achieve much industrial development. It, however, continued to emphasize the oil sector which had become the mainstay of the economy showing a lack of commitment to sustained development.

In other words, when we look at the previous civilian and military administrations in Nigeria's years of independence, it is imperative to highlight that the Military has had a chequered history in Nigeria's national economic transformation and development which is an obvious fact, albeit both negative and positive roles. For instance, the Babangida's military government among other regimes came into power at a time of depressed oil prices, and undertook a Structural Adjustment Program (SAP) in 1986. This action paved way for an International Monetary Fund (IMF) agreement and debt rescheduling which the military government declined the offer but agreed to impose similar terms and was approved by the World Bank.

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Consequently, in October 1986 Nigeria received US$1,020 million in quickly disbursed loans and $4,280 million in three-year project loans. Stability in the domestic and international economy was achieved at the expense of internal security as wages and government social spending continued to drop during General Babangida's term in office.

On a comparative basis, the dilemma is more annoying when the country is compared with other countries like Malaysia, South Korea Singapore and Indonesia that are not as endowed in natural resources and were in the same situation as Nigeria in the 1960s. These countries he further emphasized have experienced marked industrialization with improved quality of life for the vast majority of their population since the 1990s when Nigeria cannot confidently say it is on the path to industrial growth.

In conclusion, the development plans from 1970s to early 1980s did not achieve many of the planned objectives. Apart from the second development plan which did not include industrial development as a priority, the development plans had strong objectives to improve and grow industries. Industrial strategies included in each plan lacked an implementation strategy coupled with the issue of bad governance which entrenches inflating contract figures, nepotism, corruption and lack of transparency. This suggests that the Nigerian government indeed knew the importance of industrialization but failed to take the necessary steps to achieve the goal.

SELF- ASSESSMENT EXERCISE

i. Give an account of three national development plans in Nigeria.
ii. Give your assessment of the impact of some national development plans in Nigeria.

3.0 CONCLUSION

Development administration in its entirety reflects the outcome of various development plans a country put in place to achieve development in a multifaceted manner. Hence, Nigeria's effort in charting the course for achieving national development is born out of the desire to move the country and its people forward.

5.0 SUMMARY

From the discussion above, it is clear that since the initiation of the First National Development Plan in 1962 and thereafter the subsequent ones to date, Nigeria has experienced an array of plan models aimed at achieving possible rapid development but some shortcomings were drawn as a result

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of some internal and external factors. Despite that, Nigeria can be said to have made giant stride toward addressing issues inimical to development.

6.0 TUTOR-MARKED ASSIGNMENT

1. Elaborate on the areas of importance of National development plans of 1962-1968 and 1970 - 1974 in Nigeria.
2. What could be responsible for the failure of some of the national development plans in Nigeria?

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UNIT 2 INSTRUMENT FOR PRIVATIZATION AND COMMERCIALIZATION IN NIGERIA

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1.0 INTRODUCTION

This unit is aimed at discussing the role of Bureau for Public Enterprises in privatization and commercialization of business entities in Nigeria including the rationale for privatization and commercialization of Public Enterprises.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- explain the role of the Bureau for Public Enterprises
- examine Privatization and Commercialization in Nigeria
- discuss the Rationale for Privatization and Commercialization of Public Enterprises in Nigeria.

3.0 MAIN CONTENT

3.1 The Role of Bureau for Public Enterprises

Bureau of Public Enterprises was established to replace the defunct Technical Committee on Privatization and Commercialization (TCPC) with the National Council on Privatization as its functionary. Major functions of the bureau of public enterprises as stated in the privatization handbook (2000) are:

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On privatization

1. Implementation of the council's policy on privatization
2. Preparation of the public enterprises approved by the council for privatization
3. Advise the council on further public enterprises that may be privatized
4. Advise council on the capital restricting needs of the private enterprises to be privatized.
5. Carryout all activities required for the successful issue of shares and sales of assets of the public enterprises to be privatized.
6. Advice the council on the allotment pattern for the sales of the shares of the public enterprises set out for privatization.

On commercialization

1. Implementation of the council policy on commercialization
2. Prepare public enterprises approved by the council for commercialization
3. Advice the council on further public enterprises that may be commercialized
4. Ensure the updating of the accounts of all commercialized enterprises to ensure financial discipline
5. Ensure that public enterprises are managed following sound commercial principles of prudent financial practices
6. Interface with the public enterprises, together with the supervising ministries, to ensure effective monitoring and safeguarding of the public enterprises managerial autonomy.

Membership of the Council on Privatization

The Section 9(1) of the privatization Act of 1999 stated that the council shall consist of:

1. The vice president of Federal Republic of Nigeria, as the chairman
2. The minister of finance as vice-chairman

Others are; the Attorney-general of the Federation and Minister of Justice; Minister of Industries; Minister of National planning; Secretary to the government of the Federation; Governor of Central bank of Nigeria and Special adviser to the President of FRN on economic affairs and four other members to be appointed by the President of FRN.

3.2 Privatization and Commercialization in Nigeria

Public Enterprise sector had played an increasingly dominant role in the Nigerian economy, accounting for over 50 percent of the GDP and over 60 percent of modern sector employment. By 1986, the estimated number of State-Owned Enterprises (SOEs) in Nigeria was 1,500 out of which 600 were under Federal Government and the rest understates and local

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governments. Like many other developing countries, Nigeria adopted the policy of privatization in the same year and in phase I of the programme, the Technical Committee on Privatization and Commercialization (TCPC) was established in 1988 (Mahmoud, n.d.).

As the government could no longer continue to support the monumental waste and inefficiency of the public enterprise sector, the programme of privatization and commercialization was developed to address the peculiar socio-economic and political conditions in Nigeria, being part of the Structural Adjustment Programme. The legal framework for the Nigerian programme is the Privatization and Commercialization Decree No. 25 of 1988, and the implementation agency is the Technical Committee on Privatization and Commercialization – an eleven-member body drawn from both the public and private sectors. It was vested with wide powers to monitor and supervise the implementation of the programme. The full functions of the Technical Committee are to:

i. Advise on the capital restructuring needs of enterprises to be privatized or commercialized under this Decree to ensure a good reception in the Stock Exchange Market for those to be privatized, as well as to facilitate good management and independent access to the capital market;
ii. Carry out all activities required for the successful public issues of shares of the enterprises to be privatized including the appointment of issuing houses, stockbrokers, solicitors, trustees, accountants and other experts to the issues;
iii. Approach, through the appointed issuing houses, the Securities and Exchange Commission for a fair price for each issue;
iv. Advise the Federal Military Government, after consultation with the Securities and Exchange Commission and the Nigeria Stock Exchange, on the allotment pattern for the sale of the shares of the enterprises concerned following Section 7 of this Decree;
v. Oversee the actual sale of shares of the enterprises concerned by the issuing houses by the guidelines approved by the Federal Military Government;
vi. Submit to the Federal Military Government from time to time, for approval, proposals on sale of government shares in such designated enterprises, to ensure a fair price and even spread in the ownership of the shares;
vii. Ensure the success of the privatization and commercialization exercise taking into account the need for balanced and meaningful participation by Nigerians and foreign interests by the relevant laws of Nigeria;
viii. Ensure the updating of the accounts of all commercialized enterprises to assure financial discipline;

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ix. Perform such other functions as may be assigned to it from time to time, by the President, Commander-in-Chief of the Armed Forces;
x. Advise the mode of disposal of an enterprise viewed by the Technical Committee as being unsuitable for disposal by the public issue of shares;
xi. Seek and obtain the prior approval of the Federal Military Government for the price of any share issue in respect of any designated enterprise and the pattern of its allotment (Zayyad, n.d.).

However, there are two types of privatization implemented by TCPC IN Nigeria; full and partial privatization. Enterprises to be fully privatized are those which are already incorporated and which produce goods, and those which are more "private" (consumptive) than ‘public’ (essential) in nature. Such enterprises must show strong evidence of historical or future profits.

Fully privatized Enterprises: This Means divestment by the Federal government of all its ordinary shareholding in the designated enterprises, Six (6) Cement companies, five (5) banks and other fourteen (14) enterprises were to be fully privatized (Act No 28 of 1999). Others are Hotels and Tourism, Textile Companies, Transportation Companies, Food and Beverages Companies, Agric. & Livestock Production, Salt Companies, Wood & Furniture Companies, Insurance Companies, Film Production Distribution, Flour Milling, Cattle Ranches, Construction & Engineering Coy, Dairy Companies.

According to Zayyad (n.d.) fully privatized public enterprises would be owned by the private sector 100 percent, i.e. by institutional, individual or core group investors, or a combination of both. Management decisions affecting the enterprises would derive from policy decisions reached by the boards constituted by the new owners. Government, having divested its entire equity holding, would have no hand in the running of the enterprises or in the decision-making affecting the enterprises, except in the provision of the general infrastructural and legal framework and the maintenance of a political and economic environment conducive to the operation of business.

Partially Privatized Enterprises: Partial privatization in the context of guided privatization is explained as government carefully planned and systemically implemented programme of government partial withdrawal from the control of business enterprises which can be more effectively and efficiently run by the private operators. To be partially privatized are those which the government considers strategic because of the greater ‘public’ nature of their goods. Government would still exercise some influence over those industries to the extent of its representation on the

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board. Development Banks, Commercial & Merchant Banks 12, Oil Marketing Companies 3, Steel Rolling Mills 3, Air & Sea Travels 2, Fertilizer Companies 2, Motor Vehicle Assembly Plants 6, Paper Mills 3, Sugar Companies 3, and Cement Companies (Yusuf, 2017).

Enterprises to be commercialised would also be expected to be better managed and to make a profit. However, unlike those to be privatised, no divestiture is involved, although it is hoped that commercialisation, except perhaps in the case of utilities. It is important to distinguish between fully commercialised enterprises from those to be partially commercialised. In both full and partial commercialisation, affected enterprises will enjoy considerable operational autonomy and, following the Decree, will have the power to operate on a strictly commercial basis and, subject to the regulatory powers of government (Yusuf, 2017).

Fully Commercialized Enterprise: So designated will be expected to operate profitably on a commercial basis and be able to raise funds from the capital income without a government guarantee. Section 6(2) of the Act No28, 1999 set over nine (9). All the eleven enterprises slate for full commercialization under the Decree (with the possible exception of the Nigerian Coal Corporation) are capable of independent existence. Where their normal operations could not generate the level of resources needed for capital development, they should be capable of raising such funds from the Capital Market based on the quality of their balance sheets. Nigeria Telecommunications Limited (NITEL), Associated Ores Mining Company Ltd, Nigeria Mining Corporation, Nigeria Coal Corporation, National Insurance Corporation of Nigeria (NICON), Nigeria Re-Insurance Corporation, National Properties Limited, Tafawa Balewa Square Management Committee, Nigerian Ports Authority, African Re-Insurance Corporation.

Partially Commercialized Enterprises: It would be expected to operate like the fully commercialized ones in terms of better management and profit orientation, but because of the "public" nature of the goods or services provided by those enterprises, and to keep the prices of their products or services as low as possible for the public goods, government would still provide financial grants for the capital projects of the partially commercialized enterprise. The enterprise would, however, be expected to earn enough revenue to cover its operating costs. In some cases, subventions could be allowed on a time-bound programme of withdrawal.

River Basin Development, Nigerian Railway Corporation, Nigerian Airport Authority, National Electricity Power Authority, Nigerian Security Printing and Minting Company Limited, National Provident Fund, Ajoakuta Steel Company Limited, Delta Steel Company Limited, Nigeria Machine Tools limited, Federal Housing Authority, Kainji Lake

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National Park, Federal Radio Corporation, Nigeria Television Authority, News Agency of Nigeria, Nigeria National Petroleum Corporation (Zayyad, n.d.).

3.3 Rationale for Privatization and Commercialization of Public Enterprises in Nigeria

The objectives of the privatization and commercialization programmes are:

i. To send a clear message to the local and international community that a new transparent Nigeria is now open for business.
ii. To restructure and rationalize the public sector to substantially reduce the dominance of unproductive government investment in the sector.
iii. To change the orientation of the public enterprises engaged in economic activities towards a new horizon of performance improvement, viability, and overall efficiency.
iv. To raise funds for financing socially-oriented programmes such as poverty eradication, health, education, and infrastructure.
v. To ensure positive return on public sector investment in commercialized enterprises, through more efficient private sector-oriented management.
vi. To check the present absolute dependence on the treasury for funding by otherwise commercially oriented parastatals and so, encourage their approach to the Nigerian and international capital market to meet their funding needs.
vii. To initiate the process of the gradual cession of public enterprises to the private sector which are better operated by the latter.
viii. To create jobs, acquire new knowledge, skills and technology and expose Nigeria to international competition (Privatization Hand Book, 2004).

Privatization and commercialization are based on the premise of efficient management of business and service providing entities. Against this backdrop, the following rationales are highlighted to include among others:

1) To overcome inefficiency enterprises: over the years government enterprises have become so inefficient, as epitomized by the epileptic services they render to the public. This is even though the government has and still continues to pump in a lot of money into them which instead of improving, most of them seem to be retrogressing. Acting as drain pipes on the economy without making any meaningful contribution to our economic development via service delivery, the government decided to transfer them to private hands that have over the years proved to be better managers

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to reduce wastage. It is assumed that because public enterprises are funded wholly or partly by government and also run by the government they are run inefficiently. Consequently, in terms of public enterprises, privatization will introduce new technologies and promote innovation while the private investors will upgrade plant and equipment, increase productivity, including utilization of industrial plant, improve the quality of the goods and services produced, introduce new management methods and allow the enterprise to enter into domestic and international markets and alliances essential to its survival.

2) To manage economic recessions: The Nigerian economy has been in a turbulent condition especially looking at the level of unemployment that is simply unacceptable. The excruciating foreign debt profile, food crisis, poor infrastructure, etc. are all evidence of the economic challenges which the nation has found itself in. Apparently, the economy can no longer sustain the level of wastages associated with public enterprises, hence a solution found on how to reduce these wastes among them is privatization.

3) Structural Adjustment purpose: Following the downturn in the Nigerian economy in the early eighties, the government of Shehu Shagari emphasized the adoption of many austerity measures that were aimed at bringing about a reduction in government expenditure and imports. These measures did not achieve much before the government was overthrown by the military which also continued the search for policy measures that will review the economy. In 1986, the Babangida government introduced the World Bank/IMF which was a deepening effort towards salvaging the worsening economic situation that culminated to 1986 Structural Adjustment Programme (SAP) which aimed at restoring in the medium term a healthier path for national economic development. A key course of action of SAP towards the realization of policy intention was to reform public enterprises to lessen the dominance of unproductive investments in the economy and improve their efficiency and intensify the growth potentials of the private sector.

To achieve the above, a re-packaging of a public enterprises reform program whose main thrust were divestment of government interest in several non-strategic enterprises and commercialization of others was embraced. A supportive decree, privatization and commercialization Decree was promulgated in 1988. This decree makes provision for the privatization and commercialization of federal government enterprises and other enterprises in which the federal government has equity interests. This decree gave breath and life to effective public enterprises reforms in

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Nigeria with the expectation that private sector would do better in managing the economies.

For instance, the proponents of SAP opined that implementation paved way for the economy to accommodate private entities and individuals investment to reduce the high level of inflation, huge domestic debt, high level of unemployment and low growth rate of the national economy and the chronic deficit in the balance of payments position. Thus, the privatization of the economy was expected to lead to a greater accountability, better factor allocation, the ceasing of public subventions of industries (Yusuf, 2017).

4) Other rationale for privatization was to reduce the financial drain on the state in the form of subsidies, unpaid taxes, loan arrears and guarantees given, mobilization of private resources to finance investments that can no longer be funded from public finances, generation of new sources of tax revenue, limitation of the future risk of demands on the budget inherent in state ownership of businesses, including the need to provide capital for their expansion or to rescue them if they are in financial crisis. A cursory look at the appropriations made between 1970 and 1999 and there-on will show that no appropriations were made to the public enterprises listed for privatization. Instead, the proceeds of the sale were paid to the government treasury for the appropriation.

SELF-ASSESSMENT EXERCISE

i. List and explain the major functions of the Bureau for Public Enterprises.
ii. Discuss the types of privatization and commercialization Nigeria embraced.
iii. Explain the rationale for Nigeria to pursue privatization and commercialization of its Public Enterprises.

4.0 CONCLUSION

For countries such as Nigeria to develop, there is the need to utilize all resources at its disposal particularly those institutions that offer services to the citizens in order generate and create income for the nation. Therefore, privatization and commercialization provide the government with immense opportunity to involve private business entities in order to ensure efficiency and economic growth.

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5.0 SUMMARY

In this unit, attempts were made to buttress the role played by the Bureau for Public Enterprises in ensuring the success of privatization and commercialization in Nigeria taking into the rationale that informed government choice to privatized and Commercialized its major public enterprises that were adjudged to be pipe-drain where government funds are drained without corresponding benefits.

6.0 TUTOR-MARKED ASSIGNMENT

1. List and explain the major functions of the Bureau for Public Enterprises.
2. Discuss the types of privatization and commercialization Nigeria embraced.
3. Explain the rationale for Nigeria to pursue privatization and commercialization of its Public Enterprises.

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UNIT 3 PRIVATIZATION AND COMMERCIALIZATION FOR NATIONAL DEVELOPMENT IN NIGERIA

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1.0 INTRODUCTION

This unit assessed Nigeria's effort toward keeping abreast with globalization trends that came along with the encouragement of private hands participation and removal of subsidy in critical sectors of the economy to conditioned foreign direct investment that could ginger growth, create employment, reduced the incidence of poverty and induced national development rapidly.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- identify the sectors that experienced privatization and commercialization in Nigeria
- discuss the argument for the removal of fuel subsidy
- mention the problems facing privatization and commercialization in Nigeria.

3.0 MAIN CONTENT

3.1 Privatization and Commercialization in Nigeria

In trying to assess the impact of privatization and commercialization in Nigerian National Development, the following three leading sectors were looked into.

Telecommunication
Before the deregulation of the telecommunications sector in Nigeria in 1999, the nation was one of the lowest in terms of Tele-density in the

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world because the nation has just about 400, 000 active lines which made her Tele-density to be just about 0.4%. The deregulation exercise was a breakthrough in the sector and a room for transformation to set in. The deregulation also marks the coming of the Global System for Mobile communication (GSM) through which came in a boom into the sector. With the deregulation of the telecommunication sector by the Chief Olusegun Obasanjo led administration in the year 2000 comes in the GSM. The Nigerian Communication Commission first granted licenses to three GSM service providers namely Econet, MTN and Mtel, later to another operator Globacom in 2002 and to Etisalat in 2008. All these operators were granted licenses to operate thus bringing in competition into the sector and a great impact in the economy of the nation. The first set of operators began operation in 2001 and were later joined in 2003 by Globacom and then by Etisalat.

Year in year out, people have been subscribing to the services of the GSM service providers and this has really led to a growth in the gross domestic product (GDP) of the nation. As at 2010, the communication sector had an impact on creating 5000 jobs directly and more than 400,000 indirectly. Its rapid growth has shown prospects that the industry will be worth more than US$15 billion by 2015. About 90% of Nigerians in 2013 resides within GSM signal range and the sector has attracted more than US$25 billion, private capital. It is estimated that capital investments in mobile networks and operations since 2001 have accounted for 80% of total telecommunications foreign capital investments.

The Nigerian economy is predicted to have naturally gained from emerging into the information technology age. Meanwhile, a licensing process universally adjudges to have been the rare display of transparency, openness and non–intervention, has turned the fortunes of the country around, and consequently raises investor's confidence in the Nigerian market and economy. Thus, the outcome of the empirical investigations shows that Telecommunication Infrastructural Development has a positive relationship with output growth in Nigeria. The impact is of a higher magnitude. The introduction of Global System for Mobile telecommunication (GSM) led to 17 percent rise in the output growth (Gold, 2017).

In addition, it was discovered that if the Tele-density should increase to a considerable level in Nigeria, there would be industrial and technological transformation and the growth and development of Nigeria economy would be sustained. There were about 22,000 lines developed by private telephone operators (PTOs) then. By the first quarter of 2007, the GSM operators were estimated to have a combined total of over 30 million subscribers which had increased to over 120 million by 2014, spread all over the cities and some villages in the country. The GSM has simplified

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a lot of social and economic activities which makes it more efficient. Local traders only need to spend ₦50 or less from their mobile phone to transact with their wholesalers and get their consignment at their doorsteps. We experience e-wallet agricultural system. We use the Services Providers' data services for the internet in banking, school, hospitals, shopping malls, commercial cafes and public and private offices.

Electricity

In November, 2005 Nigeria Electricity Regulatory Commission was inaugurated and took full responsibility for the reform of the power sector. The reform provided for the management of the Rural Electrification Agency (REA), the National Electric Liability Management Company (NELMCO) which is a special purpose entity created to manage the residential assets and liability of the defunct NEPA after privatization of the unbundled companies. The Act also provided for the establishment of a Power Consumer Assistance Fund (POLAF) to subsidize underprivileged electricity consumers. However, in spite of these efforts, the problem of the power sector continues until November, 2013 when PHCN was formally handed to the new investors. Because the privatization policy is based on capitalist ideology and orientation and in its drive for profit, it has led to the following:

Retrenchment of many PHCN workers

The reasons adduced for this was that PHCN was overstaffed. Even though the government made an effort to compensate the laid-off staff, there are concerns that the compensation will not be adequate to cover the entire staff. In fact, the pension bill of PHCN workers is in the tune of N500 billion and PHCN is documented to be currently broke having liabilities of over N600 billion. Also, the N600 billion the government hopes to make from the sale of PHCN cannot settle all the current liabilities of PHCN, which stands at over a trillion naira. The intention of the government is to dupe PHCN workers by not paying their pensions and crudely handing them over to new employers who are not committed in any way to maintaining their jobs and trade union rights. Massive job losses were inevitable. According to Daily Trust Newspaper of 8th August, 2017, the acting Vice President, Professor Yemi Osinbajo, informed the nation that the Federal government has pumped ₦701 Billion into the power sector even though it was about to be fully privatized.

An increase in tariff without commensurate electricity supply was experienced by Nigerians as Distribution Companies (DISCOS) have increase tariffs continuously. Increment in tariffs and outright deregulation are part of the consequences of the privatization of PHCN. The argument of the government is that price increment and total

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deregulation of electricity tariff would attract "foreign investors". However, the privatization program has already entered into major crises as anticipated. For one, no evidence of the massive inflow of the so-called foreign investors who are supposed to come in with huge foreign exchange to save the electricity sector in Nigeria. Also, the electricity supply is worsening by the day (Punch, 2017).

Hence most of companies are owned by the few political elites and their fronts which representing the crude and selfish interests of Nigerian elite class (past presidents, governors, ministers, top government contractors, etc) the same elements that were responsible for the crisis in the first instance. Most of these companies have no experience in the power sector and little or no capacity at all to manage the Nigerian power sector
.
Concern about transparency is another problem as billions of naira have been spent on government propaganda to polish the fraudulent privatization, however, the objective realities point to the fact that the whole process is corrupt and land the country in a much bigger crisis.

The privatization of PHCN is also considered a Monumental Rip-off. After announcing the 'winners' of the electricity generating plants and the distribution units, the government declared that it would be making about N600 billion from the sales. N600 billion, which is about $3.8 billion, is insignificant when compared to the actual value of PHCN; this is even if these bidders pay up, which is never the case in Nigeria. For instance, over $30 billion have been spent on PHCN within ten years alone. Obasanjo regime alone spent over $16 billion on power plants as the scandal is yet to be cleared up. Yar'dua – Goodluck regime have also spent billions of dollars. Since the inception of Goodluck regime over $8 billion have gone into PHCN. Also, the actual amount spent on building the power infrastructure over the past 52 years is in the tune of over a hundred billion dollars. Consequently, the privatizations of the past have led to the death of most of the privatized public corporations. This reality has been well document as only ten percent of the over 400 privatized government corporations survived.

For example, 10 billion dollars were invested in PHCH during Obasanjo's regimes yet the sales of the company did not cover the accumulated arrears or benefits of their former staff let alone to pay the creditors of the former NEPA. Similarly, $500 million paid by Transcorp for 51% of NITEL shares was insufficient to cover the staff benefits (Yusuf, 2017).

Drawing from this, it is in doubt if the successor companies that took over the generation, distribution, and transmission of PHCN would perform to the expectation of Nigeria. A critical look at the unfair charges on electricity consumers without improvement in the electricity supply over

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a year shows the insensitive of the 11 successor distribution companies (Distribution Company of Nigeria (TCN) which include Abuja Electricity Distribution Plc, Benin Electricity Distribution Plc, Eko Electricity Distribution Plc, Enugu Electricity Distribution Plc, Ibadan Electricity Distribution Plc, Ikeja Electricity Distribution Plc, Jos Electricity Distribution Plc, Kaduna Electricity Distribution Plc, Kano Electricity Distribution Plc, Port Harcourt Electricity Distribution Plc, Yola Electricity Distribution Plc. The generation companies are Shiroro Hydro Power Plc, Kainji Hydro Power Plc, Afam Power Plc, Sapele Power Plc, Ughelli Power Plc and Geregu Power Plc.

Downstream Sector of the NNPC

Federal Government of Nigeria has decided to emulate other developing and developed countries by privatizing and liberalizing the country's downstream petroleum sector which was hitherto managed by the Nigerian National Petroleum Corporation (NNPC) on behalf of the government.

The Government is aware that it cannot face the problem of the downstream sector in isolation and is well aware of the potential effects on the labour market. It is possible that in the short term unemployment may arise due to price increase and the attendant problem of potential job losses by workers in the refinery, this will be induced by investors whose aim is to maximize profit, and sufficiency once they acquire control.

Countries in which the government was a dominant player in terms of both ownership and intervention are also likely to have highly regulated labour markets. Hence, a reduction in government ownership without the simultaneous liberalization of the labour market will lead to increases not only in temporary but also in permanent unemployment. The Bureau of Public Enterprises (BPE) undertook a study of such effects and have come up with possible solutions such as rather than divest 100% to a core investor, 49% will be sold on the Nigerian Stock Exchange for ordinary citizens and part of that amount will be kept for current employees to acquire. Employees are also given the option of severance packages if they agree to resign before the actual sale takes place (Yusuf, 2017).

An abrupt removal of subsidy may cause dislocation to the price of gas because with high demand, and not enough supply the price would sky rocket leading as mentioned earlier to labour strikes and chaos. Hence, the Nigerian government has decided to go ahead with the policy even against widespread disapproval on the part of ordinary citizens. The government though is taking note of other countries that have privatized, particularly those in South America. It is worth noting that the biggest gain will be in savings generated from divesting in the sector as this will free up government funds for other activities.

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The Effects of Subsidy Removal on Petroleum Resources

The arguments against petroleum price increases include consequent rise in transportation cost, and inflation, social injustice since the whole nation will be suffering from the illegal acts of a few (through smuggling, bunkering and adulteration) coupled with not-too-effective law enforcement agents, a tendency towards misdirected public expenditure and consequent structural distortions in the economy.

At each period of oil price increases, transport fares will escalate and in some cases above 100%. These had spill-over effects on other sectors of the economy including significant increases in the prices of general consumer goods.

The social justice stance of the government is also questioned since such price hikes had resulted in huge profits for transporters and distributors at the expense of commuters and consumers whose income rather than rise, fell (in real terms). The long-run savings and investment climate became rather bleak while national income (growth) fell. Eventually, the unemployment problem, which we are making serious efforts to reduce, is aggravated and further complicated the task of economic management. With a rise in production cost, most small-scale firms went under thereby creating unemployment and inflation. Due to a hike in kerosene price, there has been a mass switch from kerosene usage as a source of energy or cooking fuel to the use of firewood. This has led to large-scale deforestation. Such a relentless loss of woodlands will undermine the economic and environmental health of the country.

3.2 Problems Facing the Implementation Privatization and Commercialization of Public Enterprises in Nigeria

The idea of privatization is that the state should ensure the supply of services where necessary. It should ensure that essential goods and services are provided but not aimed to be the sole producer. Whereas in the past government was seen as often squeezing out market supplies, it is now expected to support their development and promote competition. The task now is that with the fast incorporation of Nigerian State into the market-oriented system, there seem to be some hindrances to grapple with in actualizing the dreams of public enterprise reform.

Besides, the relative success in the public enterprise's reform has some crucial problems which are economic, political and ideological. These problems are summed up as follows:

1) *Socio-political and ideological:* Theoretically privatization of Public Enterprises (PEs) has some ideological underpinnings as conceptualized by the classical or neo-classical and the liberal

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neoliberal schools of thought. Privatization was seen by some as a carry-over of the structural adjustment program and also seen as a caricature of the international capitalist imposition especially the World Bank / IMF. The structural adjustment of the 1980s was seen as an inevitable circumstance that pervaded the world economy order then. The socialist ideologue also sees public enterprises reform as a path towards consolidating capitalism.

2) *Uncooperative attitude of some government officials (Enterprises managers and staff*): Some officials were recalcitrant over the policy or privatization as this would undermine the status quo particularly the supervising ministries. It was argued that the former supervisory ministries misconceived the program as a way to reduce their power as the affected PEs will be insulated from all ministerial controls and interference, and somehow silently opposed to the policy arrangements. Similarly, managers and staff of these privatized public enterprises are against the reform as it would undermine their position. Some of these criticisms overtly or covertly may have devastating implications on the program.

3) *Weak market alternatives*: As applicable to poor developing countries, Nigeria has less mature formal business sectors, with higher start-up cost, less capacity to invest, and less exposure to competition.

4) *Geopolitical and income-group spread:* The enabling decree laid emphasize on equity in the spread of shareholding. But contrarily there were marked imbalances in equity shareholders distribution among income groups and the different segments of the society. Some income groups or geopolitical entity tends to have cornered the market.

5) *Government capacity:* Closely related to the attitude of the public officials and managers of PEs over the delays in the implementation of PE reforms has to do with whether the government has the administrative and political ability to undertake its new roles. The government must have the capacity not only to make initial diagnoses and assessments to decide on policy implementation and also to administer the state's roles once PEs reforms have been established.

6) *Poor funding of the National Committee on Privatization and Bureau of Public Enterprises*: The essential economic reform mandate of the Bureau and the various NCP sector steering committees is threatened by poor funding.

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7) *The Problem of inaccessibility to credit facilities*: Many prospective equity holders did not have enough funds to process their application forms, contrary to the expectations of government. The perceiving problem of financial limitations, the government directed all licensed commercial banks to extend to all interested persons. Despite this directive, banking system did not respond favourably due to what they called "operational lapses". The financial problem thus dampened the enthusiasm, particularly of paid workers whose salaries are not high enough to cope with the financial requirement to benefit from the policy.

8) *Institutional Investors versus Small Individual Investors*: On many occasions, there were reports of over-subscription in the shares for the offer of sales. This, in most cases, arose from the intervention of institutional investors to broaden their investment portfolios. This intervention, incidentally, obstructed the chances of small individual investors in getting the quantities of equity shares they desired.

According to Mahmoud (n.d.), monitoring enterprise performance post-privatization is a challenging task especially as private firms have no obligation to provide data and as such, generally disclose only self-serving information. It is observed that, general macro-economic conditions, including external economic shocks, a global economic downturn or boom or even the usual business cycle affect enterprise performance which makes the analysis more difficult and time-sensitive. This also makes establishing causality between privatization and enterprise performance a very difficult challenge (Yusuf, 2017).

SELF-ASSESSMENT EXERCISE

i. Explain trends that marked privatization and commercialization in Nigeria.
ii. Argue in favour of removal of fuel subsidy.
iii. Mention some problems facing privatization and commercialization in Nigeria.

4.0 CONCLUSION

No one will dispute the fact that privatization and commercialization have not made a positive impact on national development in Nigeria especially from the year 2000 to date but it is far below expectations.

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5.0 SUMMARY

It was noted that privatization carried in many sectors of the economy was avenues to promote the interest of few elites, foster the welfare of a particular group, encourage employee ownership, and restore full rights to former owners of property expropriated by previous regimes. As a matter of fact, from 1999 to 2010 the objectives of privatization were not been achieved due to various factors including debt overhang, pension liabilities, tax liabilities, staff salaries, unfavourable economic climate, and corruption.

6.0 TUTOR-MARKED ASSIGNMENT

1. Explain trends that marked privatization and commercialization in Nigeria.
2. Argue in favour of removal of fuel subsidy.
3. Mention some problems facing privatization and commercialization in Nigeria.

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UNIT 4 CHALLENGES AFFECTING DEVELOPMENT ADMINISTRATION IN NIGERIA

CONTENTS

1.0 Introduction
2.0 Objectives
3.0 Main Content
3.1 Challenges Affecting Development Administration
4.0 Conclusion
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1.0 INTRODUCTION

This unit discusses the numerous challenges affecting development administration specifically in the area of design, formulation and implementation by governments across the globe. The unit identifies factors that led to failure to achieve the desired objectives of which governments in developing countries aspire to gain through development administration.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- analyse the problems that constrains development administration in most developing states
- discuss the challenges of development administration in developing states.

3.0 MAIN CONTENT

3.1 Challenges Affecting the Development Administration

The challenges affecting the ability of states particularly in developing countries such as Nigeria to effectively administer development are multi-faceted and range from environment to environment. However, the work of Adam makes a serious attempt in shading more light on the challenges affecting development administration in contemporary time.

In other words, much of the reliance by the new nations on public enterprise for rapid socio-economic development was misplaced and the results were not what had been expected. Instead of serving as an agent of national development, many public enterprises served only the interests

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of their managers and workers. In 1991, public enterprises accounted for 23% of employment in Africa and only 3% in Asia, while the poorer the country the larger the relative size of the sector.

Adam (2017) further emphasize that even if it could be argued that infrastructure needed to be provided through public hands, there seemed little justification for government ownership of jute factories in Bangladesh, mines in Africa or national airlines almost everywhere. Following the bureaucratic approach to development, most developing countries adopted the principle of a strong state sector in the economy, in many cases allied with the prevailing ideas of socialism and Marxism then. There was the belief that the fastest way of attaining economic development was through government ownership of enterprise and intervention in the private economy and dominance by a bureaucratic technocracy. This also led to a padded bureaucracy which was characterised by inefficiency and ineffectiveness

While the motivations of the practitioners of development administration were high, there were problems such as:

Development administration was supposed to be based on professionally-oriented, technically competent, politically and ideologically neutral bureaucratic machinery. The ostensible output was modernisation-induced and predictable social change following western perceptions preceded by institution- building and modernisation of indigenous bureaucratic machinery to undertake developmental tasks…But what was missing from the expected picture-perfect imitation in the Third World was the necessary set of conditions for bringing about a number of social, economic, cultural and political changes. These included an expanding economic base, a tax base, professionally trained manpower, political legitimacy, cultural secularization, universalism, a relatively open society and a strong political superstructure capable of governing.

It was elaborated that even the World Bank declared that in general, the strategy has failed. The Bank went further to argue that:

In a few countries, things have indeed worked out more or less as the technocrats expected. But in many countries outcomes were very different. Governments embarked on fanciful schemes. Private investors/ lacking in confidence in public policies or in the steadfastness of leaders held back. Development fettered and poverty endured.

State through its machinery became the dominant player on the economic scene, controlling the details of the economy in addition to its normal functions but did not have the standing to be successful. The quantifiable return on the large volume of investment in the public enterprise sector in

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Nigeria, for example, was not seen as satisfactory in the light of the realities of the country's economy woes in the 1980s. Almost all the enterprises operated at sub-optimal levels with huge losses in many cases, and these losses were charged against public treasury.

This aptly captured the views of Obasanjo who emphasized that:

It is conservatively estimated that the nation (Nigeria) may have lost about $800 million due to unreliable power supply by National Electric Power Authority (NEPA) and another $440 million through inadequate and inefficient fuel distribution. And the figures like this do not even tell the whole story. The assessment does not for example; capture the scope of human suffering and even loss of lives caused by the shortage of petroleum products. That is not to mention the frustration and debilitation of the informal sector where business centres, repair workshops, hairdressing salons etcetera depend on steady supply of electricity to function.

In some of these state-owned enterprises, cases of large-scale mega corruption were rampant. Permanent officials colluded with political executives to engage in corrupt practices. Merit-based recruitment and promotion were usually replaced by appointments and promotions based on *patronage* and *clientelism* and other forms of *favouritism* which in most cases involve corrupt practices. Following the end of the cold war and a global turning away from statist and socialist ideas, Nigeria, like other sub-Saharan African countries started to adopt principles of free markets and participation in the world trade system.

As part of these changes and under the direct encouragement of international financial institutions such as the World Bank and the International Monetary Fund (IMF), Nigeria started adopting principles of market liberalisation, including scaling down the public sector and restructuring to conform to the principles of the new approach to the management of public affairs.

Privatisation was therefore one of the reforms undertaken to overcome defective capital structure, excessive bureaucratic control, inappropriate technology, incompetence, mismanagement and monumental corruption. This, it was expected, would enable government to concentrate resources on its core functions.

Regarding shortcomings, certain reasons have been advanced for the inability of development administration to bring about the needed socio-economic development in the developing countries. First, it is said that development administration means increased state bureaucratic control over individual human beings. It contains implicit authoritarian

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assumptions which are inconsistent with the liberal democratic values. This authoritarian approach of the civil servants is not likely to motivate the public to actively participate in implementing public policies and programmes.

Second, development administration is generally believed to have failed to fulfill its promises of socio-economic progress and nation-building. A spirit of frustration and despair with development in general is found in developing countries.

Hunger, poverty, unemployment, illiteracy, diseases and population explosion in the developing nations have remained on the high side. The gap between the rich and the poor has become a gulf and it is yawning. It has shown the inadequacy of administration for development in developing societies. Development administration is weak and inadequately equipped to face emerging challenges. The decision-making process and business methods pursued are dilatory and exasperating to those citizens affected by them. Corruption is acute and defies solution. Political interference in administration is another factor inhibiting socio-economic development (Apeh, 2018).

The process of development presupposes a system of bureaucracy that accepts development as its main goal however; bureaucracies in developing countries tend to emphasize non-productive orientation. They work for the realisation of goals other than the achievement of programme objectives. Loyalty to the organisation or its basic mission is not a powerful ethic among the bureaucrats.

According to Anyebe (2017), the behavior of civil servants entrusted with development tasks is said to have poor citizens-orientation and poorer commitment to work. The bureaucrats usually show insensitivity to the poor and their needs. They are also accused of being arrogant, harassing, ineffective, inefficient, as well as lacking the necessary skills and competence to execute development tasks.

However, focusing on the basic administrative structures in developing countries which was said was not only elitist in orientation but also generally imitative rather than indigenous to the society. The borrowed western model of administration does not fit into the needs of development administration. There is a widespread between form and reality, a wide gap between government proposals and their implementation. Most of the laws are either bypassed or not implemented at all. Bureaucracy enjoys an unusual degree of operational autonomy.

Exacerbating the situation was the shortage of technically qualified and trained personnel capable of performing development tasks. There is an

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undue concentration of authority at the senior executive levels in the ministries in the developing nations. Delegation of authority is limited as the senior executives want to control everything. Even the simplest administrative decisions have to be approved at the top and this concentration of authority at the top saps the initiative and the drive of the personnel working in the field.

There is rampant corruption which is usually institutionalised and out of control. Development funds are often siphoned off to hire friends or relatives and the funds may as well end up in private bank accounts. Corruption and inefficient administration go hand in hand. Development goals may not be fulfilled and the new socio-economic order may never be built unless corruption is checked or at least reduced to the lowest level.

Furthermore, the officials in the developing countries do not show much interest in the actual administrative details necessary to accomplish development plans and programmes. Much time of the bureaucrats is wasted on paperwork, big and flamboyant staff meetings or field trips while the administration is characterised by red-tape and secrecy. Rules, regulations, and forms are given precedence over the substance.

Safety and security of lives and property are necessary for the development of a nation. However, Nigeria is currently bedeviled with the problems of crime and insecurity. The vices manifest in the frequent cases of armed robbery, ethno-religious clashes, youth restiveness, political thuggery, Boko Haram insurgency, ethnic militias, secret cult activities, herdsmen/farmers clashes, child trafficking, kidnappings, armed banditry and a host of others (Ani, 2017). These are serious issues of concern as they make lives and property unsafe and threaten to dampen the country's quest for national development.

These and other factors not mentioned could be said to be responsible for the massive failure of development administration in most developing countries such as Nigeria. To this effect, policymakers and administrators alike should put in more sincere efforts in administering development accordingly which could no doubt move the country forward on the path of development.

SELF- ASSESSMENT EXERCISE

i. Mention some of the problems that hinder the success of development administration in most developing states.
ii. Identify some key factors that negatively affect development administration in Nigeria.

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4.0 CONCLUSION

Development administration as a policy for realizing national development is not devoid of challenges. However, what is expected from the administrator is to take into consideration certain bottlenecks that need to be addressed for the actualization of development as designed by the state.

5.0 SUMMARY

In this unit, attempts were made to buttress the numerous challenges affecting the outcome of most development projects and programmes in countries such as Nigeria and other developing countries found in Africa, Asia and Latin America and host of others. These challenges include among others wide gap between government proposals and their implementation, corruption, nepotism, favouritism and political interference. All of which hinders the effort to make serious headway with respect to development at national levels.

6.0 TUTOR-MARKED ASSIGNMENT

1. Mention some of the problems that hinder the success of development administration in most developing states.
2. Identify some key factors that negatively affect development administration in Nigeria.

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UNIT 5 PROSPECT AND FUTURE OF DEVELOPMENT ADMINISTRATION

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1.0 INTRODUCTION

Development administration as a theoretical concept and as a policy program has experienced growth since the Marshall Plan era in the 1950s. As discussed in the preceding unit, administering development has been marred with serious challenges particularly in the field of policymaking for development to take place at national levels. This unit will highlight areas that need to be addressed for development administration to be fully understood and achieved.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- examine the prospects of development administration as a policy-making tool
- predict what the future hold for the concept of development administration.

3.0 MAIN CONTENT

3.1 Prospect and Future of Development Administration

The perpetual challenges faced by development administration make it difficult for the discipline to achieve development goals, socio-economic progress, and nation-building. Therefore, efforts should be made to improve the techniques and methodologies of development administration in developing countries such as Nigeria to serve as the instrument to implement development programmes. The following aspects are capable of addressing some of the challenges bedeviling development administration particularly in Nigeria and which if the address would re-engineer the machinery of government to be able to

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cope with the serious demands of development administration in conditioning national development.

Strengthening Anti-Corruption Institutions

Anti-corruption institutions in Nigeria such as the Economic and Financial Crimes Commission (EFCC), the Independent Corrupt Practices and Other Related Offences Commission (ICPC), the Public Complaints Commission (PCC), the Public Accounts Commission (PAC), to mention but a few require meaningful support from the government to give out their best. Reasons for the support hinges on the fact that despite the existence of these institutions, corruption in Nigeria continues to increase, especially in the public sector. Little wonder, the Transparency International in her latest Corruption Perception Index (CPI) released on Wednesday, 21st February 2018, ranked Nigeria 148th out of 180 least corrupt nations of the world. Therefore, there is the need for the government to garner the necessary political will, finance and the training and re-training of staff needed to ginger the institutions into more acceptable performance so that development could be achieved (Apeh, 2018).

Human Capital Development through Quality Education

Education is no doubt the catalyzing factor in both human and national development which also captured the attention of Ghandi who emphasized that "good education is the key to development of our most valuable assets, and our human resources. It is through education that hardbound traditional age-old prejudices give way to reason and the scientific spirit. It is through good education that society is modernized".

Also, good quality education involves teaching for character change, good moral values and civic responsibility. It is this type of virtue that shapes the character of nations to embrace means toward development. However, problems currently facing the educational system in Nigeria include examination misconduct, monetization and sex for marks, recycling of curriculums for several decades without substantial changes, lack of tools to produce qualified graduates capable of managing national affairs (Apeh, 2018) efficiently and effectively, nonchalant attitudes to teaching and learning by teachers and students respectively, irregular payment of staff salaries and allowances, near-absence of staff training and development and host of others. It is nevertheless noteworthy that only trained or developed staff can render efficient services that can contribute effectively to national development. The need therefore for Nigeria to, as a matter of urgency, invests heavily in education-driven human capital development cannot be over-emphasized.

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Adoption of Information and Communication Technology (ICT)
Adopting information and communication technology in public governance has become imperative in Nigeria to run away from the problem of over-bureaucratization, and thereby ameliorate government performance in terms of development. Doing so will also reduce the existence of red-tape and rigidity syndrome. The essence of this point lies in the fact that administering development in Nigeria is still characterized by traditional administrative principles and practices in a fast-moving world in which speed and accuracy are the order of the day. Consequently, administering development in Nigerian is very slow and lacks innovation and drive, it is weak in translating policies into reality as these are the impediments that ICT tools can be antidotes to its challenges.

Good Leadership
The problem with Nigeria, as discussed above, is that of leadership failure. The country needs high-quality leaders who are knowledgeable, intelligent, honest, hardworking and ready to face and tackle developmental challenges with an apparent sense of commitment. Therefore, for national development to take place, the government should ensure that men and women of sound pedigree are appointed to the helm of affairs (Apeh, 2018). They should be outstanding Nigerians whose integrity and sense of dedication to duty are unquestionable and who are characterized by a strong drive for responsibility and task completion, vigour and persistence in pursuit of goals, originality in problem-solving, drive to exercise initiatives in social situations, self-confidence and a sense of personal identity, willingness to tolerate frustration and delay, ability to influence other persons' behaviour, and capacity to structure social interaction systems to the purpose at hand.

Improved Remuneration Packages
It is axiomatic that the most important input for achieving national development is the human resource. There is therefore the need to have such human capital sufficiently motivated especially in terms of improved remuneration because, according to Apeh (2014), a vital element in the motivation of human capital is undoubtedly the quality of its remuneration packages. This view is quite true in the case of Nigerian public servants whose remuneration packages are currently low. The status quo should, therefore, be reviewed upwards to be able to mobilize Nigerian government employees towards national development. The government should also endeavour to ensure prompt and regular payment of staff emoluments, thereby motivating them to more productive efforts.

Improving Energy Resources/Public Utilities
Development is strongly linked to the availability of energy for heat, light and mechanical power. The major energy sources in Nigeria include fuel, wood, kerosene, diesel and liquefied natural gas, fossil fuels and

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electricity. Water is also very essential for both industrial and residential uses. The Nigerian government should, therefore, move quickly to revitalize the organizations and agencies that provide the various types of energy, such as the various electricity generation and distribution companies, oil companies and water boards and agencies, so that the supply of these amenities which have been epileptic will become regular at moderate prices. Such intervention can be through enhanced capacity building, greater funding, inter-organizational collaboration, proactive control measures and staff training and development programmes to improve effectiveness.

Tackling Crimes and Insecurity

The factors responsible for the increasing volume of crimes and insecurity in Nigeria include population growth, poverty, illiteracy, high underemployment, and unemployment. One can also mention unequal distribution of national resources, injustice, greed, inequality, laziness, unpatriotism and embezzlement of public funds. Therefore, for national development to be successful in Nigeria, government should take steps urgently to re-orientate Nigerians on the need to be patriotic, sincere, hardworking and committed to nation-building. These virtues can be taught as core values in primary, secondary and tertiary institutions in the form of civic education. It can also be taught to Nigerians generally through a national orientation programme.

Foster Unity and National Cohesion

In addition, genuine and concerted efforts should be made by Nigerian leaders to unite the people of the various ethnic groups so that there will be unity in diversity. This action will allow mutual trust, peace, love and honesty to rein in the country. Moreover, what is most important, which should constitute security, is a multifaceted approach to addressing the degrading conditions in which Nigerians live. Catering for Nigerians is the first step to safeguarding the State because when the government considers people first in terms of welfare, they will in turn safeguard the State.

Popular participation in development activities is a resource hence bureaucracy must work very closely with the people under a general rubric of service ethic. If development is to have meaningful content, defence expenditure has to be scaled down, population explosion curbed, employment opportunities created and expanded, and literacy level has to be improved substantially (Adam, 2017).

SELF-ASSESSMENT EXERCISE

i. Highlight ways through which development administration as policy-making tool for development should be improved.

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ii. Predict what the future holds for development administration in countries such as Nigeria.

4.0 CONCLUSION

Discussion in this unit emphasised that development administration helps in harnessing policies and strategies to make the management of public resources toward development to be more effective so that the rapid transformation of the society could be achieved within a specific time frame.

5.0 SUMMARY

To this effect, development administration is expected to continue to be important in accommodating the intricacies of development in the developing countries as well as relevant as a system of action and as a field of study in these nations though the method of operation may change and this change may include tilting towards joint capital projects using public and private finance. Since the era of jumbo size governments and concomitantly large bureaucratic structures is over, the idea of government-owned enterprises selling goods and services to the public has as well passed its heyday.

6.0 TUTOR-MARKED ASSIGNMENT

1. Explain trends that marked privatization and commercialization in Nigeria.
2. Argue in favour of removal of fuel subsidy.
3. Mention some problems facing privatization and commercialization in Nigeria.

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