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DEVELOPMENT ADMINISTRATION IN NIGERIA: PROSPECTS AND CHALLENGES

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ABSTRACT

The concept of development administration is an integral part of a system that facilitates the wellbeing and smooth operation of that system to achieve desired result. Development administration helps in strengthening the administrative processes and structures in an organization for effective and efficient service delivery. The paper was able to examine the principles, practices, prospects and factors impeding development administration process in Nigeria with particular reference to the administrative sector in Nigeria. The paper adopted dependency theory and modernization theory as it theoretical frame work. The following factors impede development administration process in Nigeria - corruption, inadequate personnel, inadequate monitoring, poor leadership and weak/lack of adequate manpower amongst others. The paper recommended that adequate provision of infrastructure; elimination of corruption; elimination of greed and enthronement of accountability and sufficient manpower; and, continued utilization of development administration tools by the government and other relevant agencies will help in mitigating the menace of underdevelopment in Nigeria.

Keywords: Development, Administration and underdevelopment

INTRODUCTION

Historically, the term "development" dates back to the history of human civilization itself; starting from the primitive agriculture period, leading to the surplus production; and subsequently, the advent of modernization in Europe, proceeding to advancements in socio-economic, and political system; and their attendance negative consequences in form of pollution, disease, oppression, suppression and inequality; and further necessitated the opposing Marxist theorists stands about development; explaining both economic growth and inequality in the political system. Therefore, development means an event constituting a new stage in a changing situation; the process in which something grows or changes and becomes more advanced; or the act or process of creating something over a period of time. Development means improvement in a country's economic and social conditions; and advancement in way of managing an area's natural and human resources, with a view to create wealth and improve people's lives.

CONCEPTUAL ISSUES IN DEVELOPMENT ADMINISTRATION

Development

The concept of development is a general term which has universal application like monetary currency. The word is somehow viewed as lovely, affectionate, holy, uplifting and attractive to all and sundry, (Yusuf, 2024).

Development as a process is generally referred to as an attempt leading to growth into higher, fuller, and mature conditions. In contemporary parlance, development is interpreted to be a process of desirable changes in the achievement of multiplicity of goals. For a political scientist, political development involves increase in the levels of political participation, greater

progressivism and rationality in the legislative process, more progressive and effective judicial system and more effective political, and efficient administrative and executive system. It also assumes a mature media, independent election machinery, dynamic political parties and enlightened pressure groups. To an economist, development means a higher level of economic development and a greater concern for economic justice, Yusuf, (2024).

According to Rostow (1960), development is viewed in terms of modernizing a basically traditional society or a subsistence sector of a developing society, with the aim of attaining sustained growth. Rostow classified four stages as essential in delineating the process of development. These stages are; the traditional society; the pre-conditions for the 'take off', and the sustained economic progress.

To Wallman (1980), in his book, Perceptions of Development defines development as an inevitable but certainly unilinear movement towards a condition of maximum industrialization, modern technology, higher gross national product (GNP) and highest material standards of living. This means that development implies 'progress' which itself implies evolution toward some ultimate good. For the average person, the term economic development refers simply to achievement by poor countries of higher level of real per capita income and of 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 capital income for that economy and with the benefits of this higher and rising income being widely defused within the economy.

Generally, development covers not only human development but also political and social development. Human development includes both socio and civil development. Social development includes the provision of social services like education, health and recreation. The term development is characterized by scientific progress, industrial advancement, capital and technical knowhow. Conversely, 'Underdeveloped' or 'undeveloped', and 'developed' are the terms that denote social and economic conditions of the people in a particular nation or state. Therefore, development is an all elusive term and includes not only the conditions of life but also the goals and objectives that one has to attain and its ability to progress, change and develop. However, the comparative condition of development is relative and ever changing. It varies according to what is needed and what is desired. A nation which employs its resources effectually is considered to be more developed than a nation which does not. In this regard, the two objectives of development are to ; elimination of poverty sustenance and respect for the rights of human dignity

Underdevelopment

Underdevelopment is low level of development characterized by low real per capital income, poverty, illiteracy, low life expectancy and underutilization of resources, Yusuf, (2024). Underdeveloped countries fail in the provision of high level of standard of living to a large segment of its population. Primarily, underdevelopment is used to distinguish countries along benchmarks concerning human development such as marco-economic growth, health care delivery, education, and standard of living, high level of poverty, low level of gross national product, and low income. Underdevelopment sustains absolute poverty, a situation where by the citizens lack basic needs such as food, clothing and housing.

According to Rodney (1972), underdevelopment is primarily made of two components; a comparative aspect as well as the relationship of exploitation; namely, the exploitation of one country by another. Therefore, underdevelopment is primarily a comparison of the level of development of any two nations or set of countries at a given period in time and the exploitation

of one country by another. The term "underdevelopment" is not defined by a lack of resources by Rodney, but it is explicitly referred to Africa as "underdeveloped'' and not "developing" because of its past and present exploitation that has created socio-economic backwardness. An 'underdeveloped' nation is framed as the antithesis of 'developed' nation and several theories such as dependency theory and modernization theory, had offered explanation as to why some countries have been underdeveloped.

In the opinion of Kuznets (1955), which offered three definitions of underdevelopment; first, it may mean failure to utilize fully the productive potential, warranted by the existing state of technical knowledge, and failure resulting from the resistance of social institutions. Secondly, it mean backwardness in economic performance compared with the few economically leading countries of the period; and thirdly, it mean economic poverty in the sense of failure to assure adequate sustenance and material comfort to most of a country's population.

Administration

The term 'administration' is derived from the Latin words – 'Ad' and 'Ministrare'. Administration means to assist or to manage. It is the act of managing something in the public or private spheres. Several Scholars have defined the term Administration in various ways. For example, Administrative system can be viewed in the following manner:-

(a) An environment that motivates the administration as well as be a recipient of its activities;

(b) The inputs transferring incitements from the social settings to the administration.

(c) The outputs transmitting the outcomes of administrative act to the administration

(d) The procedure of conversion, which changes inputs into outputs; and

(e) Feedback, which is an important ingredient in the conversion process from output to input.

Nigro (2017) defined administration 'as the organization and use of men and materials to accomplish a purpose. John A. Vieg (2014) also viewed administration as the systematic ordering of affairs and the calculated use of resources, aimed at making those things happen which we want to happen and simultaneously preventing developments that fail to square with our intentions. To Luther Gulick (1937), administration has to do with getting things done, with the accomplishment of defined objectives, while J.M. Piffiner and R. Presthus (1960), sees administration as the organization and direction of human and material resources to achieve desired ends. A cursory analysis of the various definitions above shows two crucial mechanisms of administration. First the cooperative effort of administration and second it is a pursuit of common purposes.

Development Administration

Development Administration is a dynamic concept which brings about socio-economic and politico-economic changes in society. It aimed towards development; it strives for change, growth, progress and overall advancement in every sphere of a country. Edward, W. Weidner (1960), defined development administration as "an action-oriented, goal-oriented administrative system. In addition, Weidner observed further that development administration is the process of guiding an organization towards the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or another.

Gant (2006) defined development administration as that aspect of public administration in which the focus of attention is on organizing and administering public agencies in such a way as to stimulate and facilitate defined program of social and economic progress. It has the purpose of

making change attractive and possible to the population generally. Montgomery (1996) averred that development administration means carrying out planned change in economy such as in agriculture, industry and capital, and to a lesser extent in the social service of the state such as education and health. These definitions connote that development administration is a process to move towards higher position; a perpetual and a dynamic process; a joint effort for the achievement of determined goals; a work-oriented and goal-oriented administration; a significant instrument to solve the diverse problems of the third world; is not only the administration of development but also the development of administration; and it is administrative machinery for a change and modernize third world societies.

Esman (2021), submitted that development administration is the central core in the role of governmental administration through inducing, guiding, and managing the interrelated processes of nation building, economic growth, and societal change. This therefore buttressed the assertion that development administration is the administration of developmental programmes designed to promote nation-building and socio-economic development and the concomitant development of administrative practices and institutions necessary for the implementation of such programmes.

Growth

While development is an ongoing process which helps achieve sustainable growth of a country and also helps in achieving political, social and economic growth, and coping with new challenges, growth is an important ingredient required for development. However, one cannot assume that growth alone can make development or make the economy grow. There are a number of other important areas through which the development can take place like education, health etc. it is easy to achieve growth but economic development is not easily achievable.

HISTORICAL OVERVIEW OF DEVELOPMENT ADMINISTRATION IN NIGERIA

After World War II, the advent of multilateral and bilateral organizations for assistance and aids by developed countries to newly independent nations brought about development administration, and monetary assistance and facilities under the United States International Development (USAID) and Comparative Administration Group (CAG) led to propagation of development administration as a tool for accomplishment of socio-economic development of the newly independent nations called third world.

In practical terms, the following three factors led to the growth of development administration;

(a) The emergence of newly decolonized nations in Africa, Asia and Latin America after the World War II;

(b) The emergence of international and American economic and technical plans for assistance to third world nations; and

(c) The establishment of the Comparative Administration Group in United States and the interest shown by its members in developing nations and their public administration systems.

In the 60s and 70s, development administration became the dominant issue in developing countries of Africa, Asia and Latin America, as a means of executing development policies and plans, which focused on their nation-building and socio-economic development. However, during the 80s and 90s, the new international economic order became a significant agenda in the arena of development and thus, questioned the operations and efficacy of development administration. However, the new order demanded a re-adjustment of the global economy through globalization, trade liberalization, aids and technological transfer which were expected to transform developing countries but were generally overlooked by developed nations, as majority of the leaders of the third world countries were lured to make illicit transfers of their

meager income and assets to developed countries. Consequently, poverty became the order of the day in most of the developing nations.

Goals and Objectives of Development Administration
Two main issues were identified as development administration's goals. They are;

a. Nation-building and

b. Socio-economic development.

In the literature, the term "development administration" has been used in two interrelated senses. First, it refers to the administration of development programs, to the methods used by large organizations, like governments, to implement policies and plans designed to meet their developmental objectives (Riggs, 1970). Second, it involves the strengthening of administrative capabilities. These two aspects of development administration, that is, the administration of development and the development of administration are intertwined.

Today, development administration is concerned with the formulation and implementation of the four P's – planning, policies, programmes, and procedures and according to Stone (1967), the goals of development administration are; To strengthen and expand the social and political infrastructure with the object of creating new resources for development, formulate, reformulate and implement a set of related development goals, plans and programmes, re-organize the administrative structures and procedures for the realization of development objectives; To ensure people participation in development effort, promote growth of social and political infrastructurem initiate institutional building and administrative reforms to facilitate development programs, initiate economic goals of eradicating poverty, mproving the quality of life, enforce social goals of fairness, justice, peace, equality and service to the people ;

Importance of Development Administration
Development Administration is relevant in modern day because;

(i) The study of development administration has generally had a dominant normative concern with enhancement of administrative capabilities in "developing" nations.

(ii) It is an aspect of public administration that is centrally concerned with one of the many values men seek, and which varies in the strength and kind of allegiance it commands country to country, group to group, and person to person. The concept of development administration helps in relating administrative means to administrative ends, and thus, aids the process of selecting appropriate means for achievement of developmental goals in various cultural contexts.

(iii) Development administration has provided the whole area of public administration with a programmatic goal or value orientation. The study of development administration is assisting the practitioners of public administration to identify conditions that maximize the rate of development in various settings (Riggs, 1964).

(iv) Development administration has stressed upon the role of administrative system in generating and sustaining change in its environment.

(v) Development administration is a requisite to nation building.

Characteristics of Development Administration
The followings are the features of development administration:

Change-orientation:

Development administrators' emphasis is on the change of attitudes, outlooks and orientation of administrators in order to bring about over all socio-economic transformation in the society. Development administration is change-oriented administration. This change involves the movement of system or a structure from one point to another.

Goal-orientation and Result- Oriented
Development administration is a 'goal-oriented' administration. It is an administration that is designed to achieve certain specific goals and result-oriented with sole emphasis on socio-economic change of the society.

Commitment, devotion and dedication:
Commitment to the problems of the country, commitment to social and economic change, and commitment needed to change the socio-economic conditions of the country is the ultimate focus of development administration. Development administrators are not only commit to planning and implementation of the programme of development, but also committed to the entire process of transformation and modernization of the society.

Client-orientation:
Development administration is client-oriented, and aimed at the aspirations and requests of the clients and the people of the areas. The needs, requirements and wants of the needy people of the underdeveloped countries are to be satisfied and fulfilled within a specified time. Hence, development administration has to be positively oriented towards satisfying the needs of the people. The people are not the passive beneficiaries; but are active participants in the development programmes.

Planned and coordinated efforts:
Development administration refers to organized efforts to development administration, and carry out the development programs and projects of which, its efforts are directed towards national development through planning and co-ordination.

Goal-oriented administration
Development administration is goal, purpose, and objective-oriented administration. Its main goals are social and economic. It handles development programmes and plays an appropriate role in bringing about desired social, political and economic changes to the society. It is flexible in its operation, operational in its nature and its contents are positive.

Management capacities
Development administration involves creating and enhancing management capacities as a means of achieving development goals and it have the capacity to face social and economic challenges and nation building. Its focus is on improving the skills and knowledge of development-oriented administrators, so that they may be able to respond to the growing needs of the people. A unique and specific function of development administration is management. Therefore, its operators need adequate development and training for their operational efficiency.

Participation
Development goals involve greater participation of the people. In democracy, participation implies strengthening of the pressure groups, political parties, equal opportunity in political offices and respect for public opinion in government affairs. Development administration is therefore the machinery for creating and promoting such condition that will facilitate greater participation of the people in the formulation, implementation, and evaluation of programmes

and projects. For participation to be meaningful and effective, people must be familiar with the problems to be addressed.

Creativity and innovativeness

An important element in development administration is creativity. It means ability and power to develop new ideas. Innovation means application of these ideas. Thus, the important task of development administration is to promote and carry out innovation. Development administration is an instrumentality of government which lays emphasis upon the adoption of new structures, procedures, policies, plans, programmes, which will help in achieving the development objectives of the society.

THEORETICAL FRAMEWORK: Dependency Theory and Modernization Theory

Dependency theory is a mixture of various theories, including world systems theory, historical structure theory, and neo-Marxist theory. Collectively, these theories contrast modernization theory, an earlier theory of state development. Dependency theory can be seen as a critique based on the following question or problem: Why do some countries become rich while others remain poor? This question is posed against the previously held conception that economic development was beneficial to every country within the international system.

Modernization theory considers nature, economic situations, world market integration, and technological development or transfers of technology between developed countries and underdeveloped countries. The deficiency in this theory derives from its internal examination of development among underdeveloped countries. It assumes that such countries are underdeveloped simply because they are still at a very early stage of their own development, and to advance, they need to look at developed (particularly Western) countries. Western countries can be seen as standards, offering specific patterns or standards that countries can follow to achieve modernity.

Dependency theorists also describe the interaction of more than just the core and periphery. They argue that states perform different functions within the world economy, which are divided into four groups instead of two: center of the center (CC), periphery of the center (PC), center of the periphery (CP), and periphery of the periphery (PP). For example, the CC consists of the United States, the United Kingdom, and France. The PC includes advanced and industrialized countries, such as Canada, Japan, Italy, and Spain. Countries within this group have less global power and wealth than the CC countries. There are also CP countries, such as South Africa, India, Brazil, and Saudi Arabia. These countries have a reasonable amount of wealth despite the fact that they are still undergoing processes of development.

The Central Propositions of Dependency Theory

There are a number of propositions, all of which are contestable, which form the core of dependency theory. These propositions include:

1. Underdevelopment is a condition fundamentally different from undevelopment. The latter term simply refers to a condition in which resources are not being used. For example, the European colonists viewed the North American continent as an undeveloped area: the land was not actively cultivated on a scale consistent with its potential.

2. The distinction between underdevelopment and undevelopment places the poorer countries of the world is a profoundly different historical context. These countries are not "behind" or "catching up" to the richer countries of the world. They are not poor because they lagged behind the scientific transformations or the Enlightenment values of the European states. They are poor because they were coercively integrated into the European economic system only as producers

of raw materials or to serve as repositories of cheap labor, and were denied the opportunity to market their resources in any way that competed with dominant states.

3. Dependency theory suggests that alternative uses of resources are preferable to the resource usage patterns imposed by dominant states. There is no clear definition of what these preferred patterns might be, but some criteria are invoked. For example, one of the dominant state practices most often criticized by dependency theorists is export agriculture.

The criticism is that many poor economies experience rather high rates of malnutrition even though they produce great amounts of food for export. Many dependency theorists would argue that those agricultural lands should be used for domestic food production in order to reduce the rates of malnutrition.

Critiques:
1. Oversimplification: Baran's theory oversimplifies complex development issues, neglecting local agency and factors, lack of empirical evidence: Some argue that his claims are not supported by sufficient empirical data, too broad: His definition of dependence is too broad, making it difficult to apply to specific contexts, ignores internal dynamics: Baran focuses on external factors, downplaying the role of internal dynamics in shaping development, limited policy implications: His theory offers limited practical solutions for addressing underdevelopment.

ECOLOGY OF DEVELOPMENT ADMINISTRATION IN NIGERIA

Riggs (1960) in his book the Ecology of Public Administration made the most notable contribution to the debate of ecology of administration by stressing the relationship between public administration and its environment. His main emphasis is on the human- social system and not on physical or biological aspects of the environment. Through his work, we are able to know that development administration has its own set of environment and it is surrounded by social, political, economic and cultural sets of environments, which usually influenced its operations. At the same time, development administration also interacts with its social, political, economic and cultural environment for successful execution of development programmes in the society

(a) Social Environment of Development Administration

Development administration is always influenced by social problems in the environment such as poverty, unemployment, racial discrimination, destitution, income inequality etc. that constitutes hindrance to development. In developing countries, society is getting divided into ‘haves’ and ‘haves not’, which has resulted to perennial to social conflicts, increasing illiteracy level, insecurity, banditry, disunity, tribalism, religious extremism, increased rape, kidnapping, arson, ritual murder, armed robbery etc that had impacted negatively on development administration. Governments at all levels must therefore focus on development administration and implement social justice and social welfare policies to enhance peace, law and order to bring about development in developing countries. Development administration must strive to reduce corruption in the society; ensure improved welfare and social justice to facilitate development.

(b) Political Environment of Development Administration

Development administration is completely depends on the political system, hence, political factor influences the structure and functioning of development administration. Development administrator’s operations and activities are politically directed and controlled. In fact, politics also frame development policies and programmes, and determine who get what, when and how,

in development administration. Also, policy formulation is the work of politics while implementation is the job of development administration.

(c) Economic Environment of Development Administration

In the economic environment, issues such as pricing, currency, banking, planning, budgeting, production, distribution, consumption and exchange rate etc influences and affects the functioning of development administration in developing countries. Other economic factors like import-export rate, mode of production, industrialization level, saving pattern, purchasing capacity, income level etc affects the operations of development administration. In developing countries such as Nigeria, unequal distribution of resources and income is causing a great dissatisfaction and conflicts in the society.

(d) Cultural Environment of Development Administration

In developing countries, culture impact and influence the functioning of the development administration. Development administration is bound by peoples culture as development policies and programmes of the government have a cultural dimension. Therefore, development administration had to be operated in line with the culture of the environment. Because of cultural disparity and cross-cultural settings in developing countries, the implementation of policies and programmes is not usually smooth and friction may be witnessed at various level of organizational set up for development, which hampers implementation process. To ensure smooth operations, development administrators must protect cultural heritage sites and organize entertainment facilities, games, dance, songs etc to facilitate the buy-in of locals in the development programmes and projects. Supernatural beliefs, deity and operation of witchcraft, wizard etc which are peculiar to indigenous African societies must be taken into cognizance by development administrators operating in African societies for successful implementation of development programmes.

(e) Administrative Environment of Development Administration

The existence of public bureaucracy i.e. the public service and civil service must be recognized by development administrator in their activities and implementation of development programmes. The rules and regulations of the public services and civil service, the constitution and other extant laws of the country must be complied with by development administration in its operation and during execution of development programmes. Any infractions or breaches to existing laws and infractions to constitution and existing service rules may negates the functioning of development administration.

CHALLENGES OF DEVELOPMENT ADMINISTRATION IN DEVELOPING COUNTRIES

The challenges confronting development administration in developing countries like Nigeria are multifarious. However, notable among these problems are;

(1) **Inadequate personnel:** Shortage of administrators and personnel with sufficient skills and knowledge to deal with development administration

(2) **Fraud:** Fraudulent practices among political and managerial personnel engaged in development administration programmes, resulting in integrity problem

(3) **Inadequate monitoring:** Absence of adequate monitoring system to measure and evaluate the execution of development programme and ensure compliance with development plans and goals

(4) **Poor leadership:** Absence of exceptional leadership to coordinate development programmes

(6) **Bureaucratic domination in development:** The role of bureaucracy as the main tool of development is also questioned. The bureaucracy is an efficient instrument with which administrative policies are implemented. But the bureaucracy proved to be a very powerful institution. In fact, bureaucratic power goes hand in hand with political power.

(8) **Administrative Corruption:** The biggest challenge for the development administration is administrative corruption. The government allocates a lot of money for development projects and that money is spent through the administration. Corruption at the administrative level is often seen in developing countries as money is not spent in the right place.

(10) **Lack of bureaucratic professionalism:** Different departments are required for different types of work. In developing countries, there is no separate division for each job. As a result, there is a lack of bureaucratic professionalism in the proper implementation of the policy.

Conclusion

This paper is on the principles, practices, prospects and challenges of development administration in Nigeria. The paper established that there are numerous factors impeding development administration process in Nigeria. These factors include corruption, low budgetary allocation, fraud, inadequate personnel, inadequate monitoring, poor leadership, corruption among others and these call foran urgent attention for intervention by practitioners, government agencies, federal and statedevelopment experts and other relevant stakeholders.

Recommendations

(1) There is need for adoption of indigenous development administrative plan to further enhance accountability in the public sector in Nigeria.
(2) Continuous utilization of development administration tools by Federal, state and other relevant agencies to improve on the well-being of the people.
(3) The Nigerian state and Africa states in general should build their developmental strategies around their cultural affiliations and values in order to develop faster

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