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Nigerian Governments and Development Administration

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Abstract

This paper examines the Nigerian Governments and Development Administration. Nigeria is by geography, an African country. By sub-continent, a country in West Africa. Stressing this further, it is part of the sub-Saharan Africa because it ranks among countries that constitute sub-Saharan Africa. Other countries that form sub-Saharan Africa are: Ghana, Mali, Liberia, Côte d'Ivoire, Sierra Leone, Cameroun, the Gambia, Burkina Faso etc. Nigeria is surrounded by Benin Republic, Niger, Chad, and Cameroon, with a coastline along the Atlantic Ocean. It is the most populous black-country in the world and also the most populous country in Africa. The country is divided into 250 ethnic groups-among which Hausa, Yoruba and Igbo are the dominants. The political capital is Abuja while the economic capital is Lagos-having the largest economy in the country. In fact, findings have revealed that the economy of Lagos is far more than the economies of five West African countries put together. The country operates a mono culture economy-depending solely on oil as the mainstay of its economy. This explains why the country has suffered series of economic vicissitudes especially when the price of the crude oil falls in the international market. However, the nation's economy becomes buoyant whenever there is an increase in the price of the crude oil in the global market. Nigeria is divided into thirty-six (36) states and the capital, Abuja. Each state is sub-divided into various local governments-the totality of which is seven hundred and seventy four-774. The country has rich cultural heritage. There are also cultural festivals which take place in various parts of the country at various times and seasons. For examples, there are Hausa, Yoruba and Igbo cultural festivals aside from other ethnic cultural festivals. During these festivals, people from far and near are in attendance. Interestingly, people dress in costumes and other common attires to show their identification with, and loyalty to, their ethnicities. Various activities are held during these festivals which all are accompanied by dancing, singing and beating of drums. It tends to be funfair galore. Two of the world popular religions, Christianity and Islam, are practised in Nigeria. It is no news that Islam predominates the North. It is difficult to say, without any iota of doubt, that Christianity is a dominant religion in the South-especially in the South-West. This is due to the fact that there is a good number of Muslims in the South West. This therefore, makes it difficult to ascribe Christianity to the South. For examples, there are unconfirmed statistics which revealed that Islam is making an inroad in some part of South East-with a particular reference to states like Imo State. What needs to be taken into consideration is the fact that, there are close ties between Christians and Muslims in the South-particularly in the South-West. This, to some extent, has seemed to adulterate the practice Islam in the South. It has also been constantly frowned at by the Northern Muslims. In the same vein, the practice of Christianity in the North is far stronger than what obtains in the South-especially in the South West. In Nigeria today, just like in some other countries in Africa, there are series of political, religious and ethnic violence especially in the Northern part of the country. Notable among these are Bokoh Haram, ISWAP, banditry and the likes. Another of such crises are the Fulani herds men who embark at will, on killing missions, killing people, destroying their properties and farmlands. No one needs to be told that these incessant killings and destruction of properties and farmlands have dragged the country backward, as far as development is concerned. It is crystal clear that no country which experiences such destructive crises like ours develops.

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Introduction

The history of African countries is the history of colonialism. In other words, no history of any African country is complete without the history of colonialism. However, there is no doubt that all African nations had had histories peculiar to them before the advent of the colonial administrators in their individual territories. But the history of the colonialism seems to have covered up the precolonial histories.

The period of colonialism in Nigeria officially began in 1903 after the conquest of the part of the North which proved recalcitrant to the acceptance of the British occupation. There were places in the North which became British colonial territories through treaties between the Royal Niger Company headed by George Goldie during the scrambles for Africa. Those parts of the North which refused to enter into agreement were brought under the British control by force. Other parts of the country were gradually brought under the British colonial influence as time went by.

The major force behind the British occupation of Nigeria was someone known as Tubman George Goldie. He was one of the British traders who arrived the coast with the other British traders to trade along the coast. There were competitions among the British traders on one hand, and among the British, African and other European traders, on the other hand. Considering the possibilities of having an edge over his rivals among whom were his compatriots, he thus decided to acquire the businesses of the other British traders. He was successful and thus, became the head of the business. This made it easier for him to compete with other European traders.

The result of the merger or acquisition was the emergence of the Royal Niger Company (RNC) and later the United African Company (UAC) having been chartered by the British Government. This granted the Company the legal right to enter into treaties and agreements with the local chiefs. By implication, Nigeria could have been colonised by another colonial power-possibly France, but for the business and political activities of the Goldie-led UAC in the Northern part of Nigeria. It was through the treaties made with the local chiefs that qualified Britain as the colonial power of Nigeria at the Berlin Conference in Germany in 1884. The charter was later revoked and the British Government assumed the full control of Nigeria. It was shortly after the assumption of the political control of Nigeria that Lord Lugard was recalled back to Nigeria to assume the political administration of the country. The above scenario illustrates that the history of the British administration in Nigeria would not be complete without the mention of Tubman George Goldie.

On assumption of duty, Lord Lugard promulgated the Native Authority Ordinance in 1910, which resulted in the establishment of the Native Authorities in Nigeria. The establishment of the Native Authorities in Nigeria (first in the North) was necessitated by the fact that the successful administration of the British colonial government would be predicated on someone acting as the middle man between the colonial administrators and the local people. The need for a powerful and influential person as a middle man between the British officials and the local people to enable the colonial people carry out their governance with little or no difficulty was confirmed by Lord Lugard in Alex Gboyega (1987) thus "The first is to endeavour to find a man of influence as chief, and to group under him as many villages and districts as possible, to reach him to delegate powers, and to take an interest in Native Treasury, to support his authority, and to inculcate a sense of responsibility". This statement by Lord Lugard, as quoted by Gboyega, clearly shows the necessity for, and the importance of, the Native Authorities and its twin brother of the indirect rule. It should be taken into consideration that the adoption or introduction of the Indirect Rule was what necessitated the Native Authorities. This means, if the colonial officials had decided to govern their colonial territories directly, there would have been no need for the Native Authorities.

The importance of the Indirect Rule, as stressed by Lord Lugard, was rightly captured by Orewa (1983) as follows "there was no desire to impose on the (Nigerian) people any theoretically suitable form of Government, but rather to evolve from their old institutions, based on their own habits of thought, prestige and custom, the form of rule best suited to them and adapted to meet the new conditions". This statement is a pointer to the need for the Indirect Rule-the success of which depended upon the creation of the Native Authorities. At this juncture, we will try to examine some important concepts or terms which have been mentioned and will continue to be mentioned in the course our discussion.

These terms are examined as follows:

1. The Indirect Rule

The policy of Indirect Rule was a popular policy used in the governance or administration as adopted or introduced by the British colonial administrators in Nigeria and some other colonial territories like India. Here are few definitions of the terms by various authors:

1. Lord Lugard (1922) defined Indirect Rule as a system of governance where traditional rulers and institutions are (were) used to administer a colony, with the colonial power exercising control through guidance and supervision rather than direct administration.
2. Mamdani (1996) defined Indirect Rule as a system of colonial administration that co-opts traditional leaders and institutions to govern colonised populations. According to Mamdani, the System (Indirect Rule) creates a form of "decentralised despotism" where local leaders exercised power on behalf of the colonial state, often reinforcing existing social hierarchies and inequalities.
3. Michael Crowder (1964) defined Indirect Rule as a system of colonial administration where local rulers and institutions are used to govern a colony, with the colonial power exercising control through a system guidance and oversight. According to Crowder, Indirect Rule adopted was by British colonial administrators in Africa to maintain control while minimising the number of European officials on the ground.

4. Indirect Rule is a system by which the Native Authorities are (were) used as instrument of government, subject to the guidance and control of the British Officers.

Note: From the (four) definitions given, the following can be deduced:

- That Indirect Rule was not an administrative system that was originated from the native rulers
- That, it was a system (of governance) designed by the British Administrators for their convenience
- That, the Policy (Indirect Rule) took into consideration the institutions, traditions and customs of the natives; and
- That, the Policy (Indirect Rule) recognised the Chiefs/Emirs/Obas/Obis as major instruments for the passage of the rule from the British officials to the native people.

It is instructive to note that certain factors necessitated the introduction of the Indirect Rule in Nigeria in particular, and the other British colonial territories generally, some of which have been explained above. Some of these factors are examined as follows:

- The number of the government/administrative officers available was not sufficient to cover wide areas like Nigeria and other large territories.
- The British Government could not finance the administrative expenses even if there were sufficient staff that could cover those areas
- The Indirect Rule was necessary because, an attempt by the British officials to rule the native people directly would cause some infringements and harms to the customs and traditions of the native people.
- The attempt by the British Administrative Officers to rule the people directly would have amounted to the erosion of the powers and influences of the native rulers which could cause revolts among the people. This is because, the native rulers commanded a great deal of respect and influence among the people. Thus, the Indirect Rule was an instrument that prevented open confrontations between the British Administrators and the natives of the territories governed by the colonial officials.

2 The Native Authorities

The British colonial administration used the Policy of Indirect Rule among the peoples it ruled during the days of colonialism. The Native Authorities were the structures which the British officials used to reach the local people. The structures or constitution of the Native Authorities were the Chiefs/Emirs/Obas/Obis who were the representatives of the people in making contacts with the British Administrative Officers and the Residents. In this regard, it is important to have an in-depth understanding of what these Native Authorities were in the context of the colonial administration in Nigeria.

1. Frederick Lugard, in his “Dual Mandate in British Tropical Africa (1922)”¹ defined the Native Authority as “Essential intermediaries between the colonial state and the indigenous population”

“Custodians of local laws and customs, under the supervision of British officers”

2. Mahmood Mamdani (1996) sees Native Authorities as follows:

- It (Native Authority) created a bifurcated state: urban areas governed by civil law (citizenship), rural areas ruled by customary law (subject-hood). According to Mamdani here, the Native Authorities were not similar or structured in a similar manner, the same applied to their mode of operations. They ruled the urban areas with the civil law and ruled the rural areas with the customary law.
- The Native Authorities were not traditional but were created or reshaped by (the) colonial powers to serve their interests. The definition of the Native Authority as given by Mamdani suggests that the Native Authority was the creation of the colonial powers. This was confirmed by Professor Ayoade in Oladimeji Aborisade and Herbert Mundt (ed., 1995) when he asserted that the Native Authority was a mere tool in the hands of the colonial masters.
- It is (an) entrenched authoritarian rule and ethnic divisions that persisted post-independence. The description of the Native Authority as authoritarian is, to some extent, justified by the fact that most of the draconic laws passed to the natives by the colonial officials through the Native Authorities were neither questioned nor scrutinised by the latter.

3. C.S Momoh and Toyin Falola-Various Works on Nigerian and West African History: remarked on the Native Authority thus: They analysed how British colonial rule instrumentalised traditional rulers, often inventing chieftancies or elevating minor leaders to the status of paramount chiefs. This confirms the veracity of the earlier claim by Mamdani (1996) that Native Authorities were the creation of the British colonial administrators.

4. Martin Chanock-Law, Custom and Social Order: The Colonial Experience in Malawi and Zambia (1985)-Chanock explores how Native Authorities were used to institutionalise customary law in colonial courts; he described Native Authorities as: Fossilised “custom”, often simplifying or distorting it to fit colonial legal systems. Allowed colonial authorities to govern indirectly, while claiming to preserve indigenous traditions.

5. Ayoade in Oladimeji Aborisade and Herbert Mundt (1995, ed.) defined Native Administration as a system of relaying administration in which policies originated at the top of the colonial administration and the traditional ruler was no more

than an administrative courier. A cursory view of this definition reveals that the traditional rulers who were the embodiments of the Native Authorities were nothing but mere puppets in the hands of the colonial government.

3 Functions of the Native Authorities

Having examined the concept of the Native Authorities, as defined or described by various authors and writers, we shall endeavour to look at the functions of the Native Authorities. It has been established from various writings and publications that the Native Authorities were nothing more than a mere puppet in the hands of the colonial officials in the course of the latter's governance and administrative responsibilities. However, certain duties and responsibilities were being assigned to these Native Authorities by the colonial government. These duties are listed hereunder:

- Imposition and Collection of Taxes
- Construction and Maintenance of Local Roads
- Maintenance of Local Courts
- Provision of Primary Education and Health Services
- Provision of Native Police and Prisons
- Adjudicating in the Native Courts.

The duties and responsibilities of the Native Authorities became subject of controversy and debate among the British Administrators. For example, Sir Bernard Bourdillon, in his Minutes in 1939, observed that it was not appropriate to assign any role or functions to the Native Authorities because they were not autonomous local government and had no specific duties which were assigned to them by the (Central) Government. He further observed that they (the Native Authorities) were not local authorities because they were not legally constituted like local authorities and could therefore, not be entrusted with any definite functions. According to Bourdillon, the Native Authorities were mere Government's agents and could thus, be given such duties like Government considered from time to time, that they were in a better position to perform than the Government itself. He finally concluded that the Native Authorities were part Government machinery and were designed to give the people political and administrative education and that, they should be given more functions to perform as they became more responsible.

4 Native Authorities and Native Administration

It might help if we endeavoured to draw a line of difference between the Native Authorities and the Native Administration. Native Authorities were the political, administrative and judicial bodies created, structured and restructured by the colonial administrators as the agents between the Government Administrators and the natives. Native Administration constituted the political, administrative and judicial functions, duties and responsibilities carried by the Native Authorities. What needs to be noted here is the fact that, both the Native Authorities and the Native Administration were to subject to the activities within the circle of the colonial administration.

Re-Organisation/Restructuring of the Native Authorities

It is necessary to discuss here the re-organisation and otherwise restructuring of the Native Authorities by the British colonial administrators. In the 1930s and 1940s, the colonial government came up with series of the Native Authorities Ordinances aimed at carrying out some adjustments in the structures and activities of the Native Authorities-with a view to coping not only with the present needs but also the vagaries and vicissitudes of the environment. The re-organisation and restructuring of the Native Authorities took place in phases and/or stages.

1. Phase/Stage One

During the Phase One restructuring, certain fundamental activities were carried out. Among these activities were; the conversion of the Caliphates, Empires and Kingdoms that were in existence as at the time of the British occupation of the country. Some of the smaller Native Authorities were merged to form bigger ones, while some other smaller Native Authorities were converted to electoral colleges for the nomination/selection/election of representatives into the Bigger Native Authorities.

2. Phase/Stage Two

The Second Phase was carried out almost at the same time with the First Phase. The activities that transpired during the Second Phase were the creation or establishment of the Native Treasury and the Native Courts. Judges who would administer justice in the Native Courts were also appointed. The judges were the Alkalis who were versed in the Islamic and the Customary Laws. The establishment of the Native Treasuries also empowered the Native Authorities to generate revenues through the imposition of direct taxes. There were also policies which made it mandatory for the Native Authorities to prepare annual budgets to be approved by higher authority. Part of the duties or functions of the Native Authorities, as was examined, was the planning and execution of projects according to the needs of the native people. However, the cost or expenses of such projects must not exceed what the budget could finance. In some other cases, certain projects could be executed by the Native Authorities in conjunction with the Central Government. Apart

from financial assistance, the Central Government could offer administrative, moral and technical assistance to the Native Authorities in the latter's execution of projects.

3 Phase/Stage Three

The Third Stage of the re-organisation of the Native Authorities witnessed the democratisation of the Native Authorities. This will now be examined one after the other.

Democratisation of the Native Authorities

By democratisation of the Native Authorities, it means the restructuring of the Native Authorities with a view to making it a bit democratic. This is by injecting members who have been selected or elected through the Electoral College into the Native Authorities. Also by democratisation of the Native Authorities, the Chiefs/Emirs/Oba/Obis who were hitherto de facto rulers were being stripped of their powers and authorities. The following constitutes the democratisation exercise:

1. Chief-In-Council

By this arrangement, the traditional rulers (Chiefs/Emirs/Obas/Obis) were no longer alone. In other words, some people had been appointed, selected or elected to be part of the Council. The meaning or interpretation of the Chief-in-Council is that, the Chiefs/Emirs/Obas/Obis will 'now' rule in consultation with the Council-which is now being enlarged by those who were either selected, appointed or elected, as the case may be. But this democratic process is weak in the sense that, the Chiefs were at liberty to reject or ignore the advice or counsel of the Council. The only proviso was that, he (Chief) must inform a superior officer (possibly the Resident) why he rejected or ignored such advice or counsel.

2. Chief-And-Council

Like the case with the Chief-in-Council, by Chief-and-Council, the Chief was expected to seek the advice or counsel of the Council in taking decisions. However, unlike the case with the Chief-in-Council, in the case of the Chief-and-Council, the Chief was duty-bound to accept or adhere to the advice of the Council. But it is not indicated in any literature the repercussions for any Chief who refused to accept such advice.

However, there were more to this, which may not be discussed here in details. It should be taken into consideration that the Chiefs, especially with reference to the Northern part of the country, were the people's leaders who were believed to be God's representatives on earth, and were thus highly revered. Thus, their activities were never questioned, let alone, scrutinized. Moreover, the Chiefs, particularly in the North, ruled their subjects by Islamic injunctions and customary laws, which must be obeyed without any reservation. In most cases, the Chiefs took decisions on issues affecting the natives outside the Council. The Council only served as rubber stamps of such decisions. This scenario makes the Chief-and-Council almost the same as the Chief-in-Council.

It is important to note that the activities of the colonial government and those of the Native Authorities during the colonial period contained a great deal of development administration. This statement can be corroborated by the fact that, during this period, a good number of programmes and projects were planned, organised and executed by both colonial administrators and the Native Authorities for the improvement in the living standards of the natives. Moreover, since programmes and projects were involved, it is beyond doubt that development administration has taken place. Development Administration therefore, is the planning, organising and execution of policies, programmes and projects in both developing and under developed countries for the achievement of social and economic goals and objectives.

The activities of the colonial administration terminated in 1960 with the attainment of independence by the country. We may not go into the activities that culminated in the independence-the nationalist activities, the formation of various political parties under which umbrella the country gained the independence, various constitutional conferences, the division of the country into Protectorates, Provinces and later Regions. We may not also bother ourselves about the British Administrators-beginning from Lord Lugard, Clifford, Macpherson, Richard, Littleton and the rest. Mentioning them in passing is appropriate because each of them may have contributed, one way or the other, to the development of the country, in term of development administration. For example, Lugard constructed rail way lines from the North to the South to link the two hitherto separate territories together for communication purposes and the transportation of goods and services from the North to the South. The construction of rail way lines from the North to the South by Lugard clearly showed development administration at work. This is because, the construction of rail way from the North to the South opened up communication network between the two territories which brought about development between the two territories. What needs to be stressed here is that, development administration has been in operation even right from the colonial period.

Concept of Development Administration

Here, attempts will be made to examine the concept of Development Administration. That is, this aspect of publication shall be dedicated to the examination of the various writings relating to Development Administration. Meanwhile, before we proceed to look at Development Administration, we shall examine what development itself entails.

What is Development?

The question has already been asked: What is development? It is a common knowledge that development is an essential thing which every individual, family (or home), community, organisation, institution, government at every level, state or region and country or nation desires. This means that, if it were possible, even a mad fellow walking on the street would like to have the experience of development for himself. This illustrates the importance of development. The advanced nations do not pay a lip service to development, neither do they treat issues that bother on development with levity. Every research carried out in advanced countries is directed towards development. They allow those activities that could lead to, or promote, development to top their agenda. They also budget much money for development purpose. This is in sharp contrast to what obtains in the third world countries-especially, Africa and the Caribbean countries.

Development Defined

Many authors and writers have defined development in various ways. The popular and the universally recognised definition is that of Walter Rodney. He defined development as many-sided processes.¹ According to him, development encompasses many things. Development, according to Rodney, goes beyond physical and infrastructural transformation. Development connotes transformations in terms of human and infrastructural advancement. Development is a sustained growth. It is the transformation of society in such a way that the productive forces bring about reduction in the cost of living, and improvement in the quality of life and living standard. Walter Rodney opined that development is not physical and infrastructural transformations, but also improvement of human capital and human resource elements. He stressed that development involves, among others, fundamental transformation of the social, economic, political and human aspects of society.²

The United Nations Development Programme (UNDP) defined development as “the process of enlarging people’s choices, enabling them to live long and healthy, to be educated, to enjoy a decent standard of living”, as well as to experience political freedom, human rights and self-respect. A cursory view of this definition suggests that the definition only centres only on human aspect.

Armatya Sen (1999) defined development as the expansion of individual’s real freedoms and capabilities-in other words, what people are effectively to do and be. Further explanations on this definition can be constructed as the enabling fundamental human rights or freedoms-such as in the areas of health, education, politics or political participation, and social opportunities, etc. It is needful to state here that Armatya’s definition of development is basically on freedom, and does not extend to other areas.

Development Administration

Having examined what development entails, we can now move ahead to look at development administration. It is needful to state here that Development Administration is as important as development itself. The reason is that, development does not come from the moon, neither can it be conjured. It does not happen by miracle. Likewise, it is not a divine arrangement or gift. In other words, development has to be planned. This planning process is where development administration lies. Here, we shall consider what development administration connotes.

Development Administration Defined

Development Administration is defined as “the bureaucratic that facilitates or stimulates the achievement of socio-economic progress through utilisation of the talents and expertise of the bureaucrats.it involves the mobilisation of bureaucratic elite skills for speeding up the development process”. From this definition, it can deduced that development administration involves bureaucrats and bureaucratic process, also with the utilisation or application of the bureaucrats’ talents.

- Development Administration broadly covers both operations and capacity building, which connotes the combined process of both the administration of development (implementation of development policies and plans) and the development of administration (improvement of administrative capabilities). Here, one important point to be noted about development administration is the implementation of development policies and plans.
- Development Administration covers a range of activities, functions and responsibilities that is involved in the planning, implementation and management of development programmes and projects.
- Development Administration is a critical aspect of Public Administration which involves the use of administrative systems, processes and techniques for the achievement of development goals and objectives.
- Development Administration is the process of planning, implementing and management of development policies, plans, programmes and projects in the developing and under developed countries, for the achievement of social and economic development goals and objectives.

From the last three definitions given, it can be deduced that development administration encompasses policies, plans, programmes and projects. This means that one hardly can discuss development administration in isolation of policies, plans, programmes and projects. They constitute the ‘heart’ of development administration.

Functions of Development Administration

Here, we shall examine in brief what constitutes the functions of development administration. Examine below are the functions of development administration.

- i) Development administration brings about development planning-Planning precedes any action or activity governments intend to embark upon. The fact remains that, since development administration is an instrument with which government brings development into a particular community or society at large, it is obvious that such development must be preceded by planning.
- ii) Project Management-Another function of development administration is project management. Project management is a critical aspect of development administration. We cannot talk of development administration without projects because projects are central to development administration. Any action or activity embarked upon by government at any level that is devoid of project is not development-oriented and therefore, has little or nothing to do with development administration because projects are 'body, soul and spirit' of development administration.
- iii) Resource Management-Resource management is also a function of development administration. There is resource utilisation in development administration. In other words, there is resource utilisation where development administration is being practised.
- iv) Policy Implementation-Policy implementation is another function of development administration. Every development gets its source from policy. This means, there cannot be development without policy. In addition, development administration comes into play when policies are being implemented.
- v) Another function of development administration is monitoring and evaluation of programmes and projects.

Note: It should be noted that the definitions and other information in respect of development administration have not been exhausted. In other words, more definitions and other information about development administration that are germane for our consumption shall further be examined as we progress in the course of the writing.

Post-Independence Development Administration In Nigeria: First Republic (1960-1966)

Nigeria gained her independence in October 1, 1960. The country was then divided into three regions; the Northern Region, the Eastern Region and the Western Region. Although, there were certain political parties formed in the wake of the struggles for independence, but three major parties were in contest for political offices as at the time of independence. The parties were; the Northern People's Congress (NPC), the Action Group (AG) and the National Council of the Nigerian Citizens (NCNC). It is important to note that each of the three political parties was in control of its individual territories, especially the Northern People's Congress and the National Council of the Nigerian Citizens. For examples, the NPC was in total control of the North while the NCNC was also in control of the East. The only exception was the AG. At a time, the NCNC was competing with the AG in certain areas in the West. However, this did not pose much threat to the domination of the West by the Action Group.

To mention in passing, each of the three parties was also in control of its domain by its aspect of economy. For example, while the Action Group was in control of the West by its cocoa farming, the Northern People's Congress was also in control of the North by its groundnut cultivation. The National Council of the Nigerian Citizens was identified with entrepreneurship. Much could not be said about development administration during the First Republic because the period was characterised by political turmoil and corruption. This continued till the military coup in 1966 and the counter-coup in 1967, which spanned into the Civil War.

Development Administration in 1966-1970

The period between 1966 and 1970 was marred by political crises coupled with bribery and corruption among the First Republic politicians. These crises later culminated in the 1966 coup, and later, 1967 counter coup. The crises were yet to subside when the Civil War broke out in 1967 and lasted till 1970. It is obvious that development administration was only in a shadowy existence during this period. It is natural that project formulation and execution cannot take place during the civil war when people are hungry and also looking for where to take refuge. It is therefore advisable to ignore development administration from 1960 to 1970 because this period can be described as a 'dark period' in the Nigerian history.

Development Administration between 1966 and 1974

The Civil War started in 1967 and ended in 1970. Shortly after the War, the Federal Government embarked on the '3Rs'-the Reconciliation, Reconstruction and Rehabilitation exercise. This was aimed at resettling those who had been displaced by the War. The successful implementation of the 3Rs required policies, plans, programmes and projects which in essence, were indication of development administration at work. The development plan or agenda of the Federal

Government was to be carried out in four major dimensions, which included:

- a) Economic Diversification
- b) Industrialisation
- c) Infrastructural Development
- d) Education and Man Power Development

As usual, the implementation of the above would mean development administration in action. This can further be explained by the fact that the implementation of each of the items listed would definitely call for programmes and projects. It would not be out of sense if it was stated here that policies, plans, programmes and projects are the soul, spirit and body of development administration. The policy of Reconciliation, Reconstruction and Rehabilitation were effected by the Federal Government under the leadership of Yakubu Gowon thus:

1. **Reconciliation**-The Eastern (Biafra) soldiers were granted amnesty.
The Civil Service (in the East) was reinstated into the Federal Civil Service
2. **Reconstruction**-Damaged and devastated infrastructure (roads, bridges and public buildings) were reconstructed.
The Federal Government declared "No victor, no vanquished" which holds the country together.
3. **Rehabilitation**-The displaced people were resettled, public service and infrastructure were restored in the East.

The Administration also established some key institutions, such as the National Youth Service Corps (NYSC) in 1973, Nigerian National Oil Corporation (NNOC) in 1971 which was a precursor of Nigerian National Petroleum Corporation Limited (NNPCL). The Administration also established some federal institutions and parastatals. In addition, some infrastructures such as roads, bridges and hospitals were constructed by the Administration. From what has been enumerated so far, it can be inferred that development was active during the Gowon Administration, the following challenges, notwithstanding:

- Corruption and mismanagement of public funds became pronounced as oil wealth increased.
- Some projects were left uncompleted as a result bureaucratic inefficiency, coupled with mismanagement.
- The Administration was bedeviled by political instability and lack of participatory governance. However, despite the afore-mentioned lapses, the Gowon's Administration made significant contributions as part of his efforts towards bringing development into the territories ravaged by the Civil War.

Development Administration in 1975-1976

General Gowon's Administration was overthrown in 1975 through another military coup led by General Murtala Muhammed when Gowon was at ECOWAS Summit. As usual, the reasons adduced for his removal bothered on bribery and corruption, mismanagement and inefficiency. As far as development administration is concerned, we should not bother ourselves in digging into the administration of Murtala Muhammed due to the brief nature of the regime. It was toppled through another coup after one year. However, General Muhammed made a landmark achievement by creating seven (7) states before his administration was toppled. The states are: Bauchi, Borno, Benue, Imo, Ogun, Ondo and Niger. The states were created in February 3rd, 1976 and his administration was overthrown in February 13th, 1976.

Development Administration (1976-1979)

General Murtala Muhammed was assassinated by Colonel Bukah Dimka on Friday 26th February, 1976. Reports, which became part of the history of the coup d'état, had it that there were pandemonium especially in the military circle shortly after the coup. It was in these circumstances that Dimka himself was killed. This paved the way for General Olusegun Obasanjo to become the next head state-being the next officer to the slain leader. Chief Olusegun Obasanjo upheld the principle of continuity by tending to continue with the development plans of his boss and part of the Gowon's development plans. In the Nigerian history, this plan is generally referred to as the Third Development Plan. It was intended to span through 1976-1980. The Plan comprised the following:

- Economic Diversification
- Industrialisation
- Agricultural Development
- Infrastructural Expansion
- Education and Man Power Development
- The second phase of the Plan was the Public Sector Reform. This was intended to overhaul the public sector for performance improvement and improving the living standards of the public servants. Development administration during Obasanjo's regime can be assessed by his achievements. Therefore, development administration, going by his achievements, is examined thus:
- Construction of roads which link some part of the country, like Lagos-Ibadan Express Road
- Purging the Public Service of the corrupt and inefficient officers
- Introduction of merit into the Public Service, like promotions on merit-based in certain sectors
- Boosting agricultural productivity, encouraging youth participation in agriculture through the acquisition of lands in various part of the country under the popular programme 'Operation Feed the Nation' (OFN).
- The Administration also encouraged education at the grass root through the introduction of the Universal Basic Education (UBE), establishment of unity schools, etc.
- The Government impacted on health through access to basic health services in the rural areas
- It launched low-cost housing estates especially in the major cities.

The outstanding of these achievements was the 1976 Local Government Reforms the effects of which remain to date. The Obasanjo's Administration handed over to a democratically elected government in 1979.

Development Administration in 1979-1983

General Olusegun Obasanjo handed over to a democratically elected government of Alhaji Shehu Shagari in 1979. At this juncture, it is needful to note that no country or society can record any development, however little, without development administration. This explains why no serious-minded government or leader pays a lip service to development administration. Below, we examine development administration as embedded in Shehu Shagari Administration's achievements:

- The Administration established more primary schools under the auspice of the Universal Primary Education (UPE)
- Launched Teacher Training Programme for producing more and qualified teachers with a view to ameliorating problems relating shortage of teachers.
- Construction and rehabilitation new and rehabilitation of existing roads and rail ways to ease transportation problems
- The Administration launched Industrialisation Programme with the establishment of local industries and the nationalisation of the foreign industries.
- Revival and promotion of agro based industries to process local agricultural produce
- Promoted agriculture through the Green Revolution Programme (1980) to encourage food production and reduce reliance on food importation
- The Administration supported wars against foreign or white domination in countries like South Africa, Angola, Zimbabwe and Mozambique.

The Government supported and maintained close ties with regional and sub-regional organisations like AU, Commonwealth of Nations and ECOWAS. Here, we need to also state that it is not every aspect of the activities or achievements of government that illustrates development administration. For example, a government or an administration may decide to support or maintain a friendly relationship with another government or an organisation, either at regional or international level. The government may also decide to support fights against racial oppressions or dominations such as we had in South Africa and the rest. This can be regarded as achievements but there may not be any significant development administration there from.

Note: The Government of Shehu Shari was overthrown in 1985 by the coup led by Major General Muhammadu Buhari. Shagari had hardly spent two years out of the four years of his second tenure. Since the Administration was truncated half-way, we may not bother to x-ray it-in term of development administration.

Development Administration between 1985 And 1993

Babangida's Administration lasted for eight (8) years. He took over from Muhammadu Buhari through a military coup in 1983. Once again, let's look at development administration. Development administration is the application of administrative and institutional mechanisms to promote social and economic development especially in developing countries. Development administration requires commitment from leaders. It takes a great deal of foresight and commitment to put development administration into action. The Babangida's Administration put development administration into use through the following achievements:

- Introduction of Structural Adjustment Programme (SAP) by relying on local production
- Shifting attention from the crude oil as the mainstay of the economy to other sources of revenue
- Economic Diversification
- Devaluation of currency to encourage exports
- Privatisation of state-owned enterprises and deregulation of markets
- Establishment of key institutions such as the Nigeria Deposit Insurance Corporation (NDIC), Federal Roads Safety Corps (FRSC), National Directorate of Employment (NDE), etc.
- Infrastructural development, eg the construction of the Third Mainland Bridge in Lagos.
- Transition to civil rule and the formation of two political parties-the Social Democratic Party (SDP) and the National Republican Convention (NRC)

Babangida's Administration was brought to an end, having been forced to resign to avert the looming disaster as a result of the annulment of the June 12, 1993 Presidential Election which was said to have been won by late MKO Abiola.

Development Administration in 1993-1998.

The period between 1993 and 1998 was the period of General Sani Abacha's regime. It is no news that Abacha's regime was characterised by political unrests, arrests and imprisonment, assassinations of political opponents, and all other forms of political witch-hunting. Important personalities such as Ken Saro Wiwa, Kudirat Abiola were victims of Abacha's hostile attitudes towards his critics and political opponents. While Kudirat Abiola was assassinated

in mysterious circumstances, Ken Saro Wiwa was arrested, tried and killed by hanging. A development that attracted serious criticisms and ire from both local and international community.

Abacha's Administration was not only a killer regime. There were steps taken by the military junta towards the development of the country-which also constituted development administration of his regime. These are examined below:

- Infrastructural Development-Abacha's Government invested much in infrastructure. For examples, he constructed roads, bridges and power plants. He constructed roughly 4000 kilometres roads and bridges. Places such as Lagos, Port-Harcourt, Lokoja, Kano, Gusau, Benin, Funtua, Zaria, Enugu, Kaduna, Abba etc were places where such roads were constructed.
- Economic Stability-Nigeria experienced a dramatic economic stability during the Abacha's regime. There was a sharp increase in Nigeria's foreign reserves-from about \$494 million in 1993 to \$9.6 billion before the end of his regime. There was a significant reduction in the external debt from \$36 billion to \$27 billion. There was also a reduction in the nation's inflation.
- Establishment of Petroleum Trust Fund (PTF)-He created the Agency in 1994 for funding development projects especially in tertiary institutions.
- Construction of roads, improvement in health facilities, food security and water supply.
- Currency Stabilisation-Nigeria experienced currency stabilisation during the regime of Abacha. The Naira appreciated and the exchange rate was between #200 and #250 to a dollar.
- Economic Diversification-Abacha's Administration took a giant step in diversifying the nation's economy. Nigeria practises mono culture economy-dependending only on oil for her foreign exchange. Abacha's Government diversified the economy by promoting other sectors like agriculture and manufacturing. For example Nigeria's GDP from non-oil sectors rose to about 45%.

Development Administration between 1999 And 2007

The Administration of General Sani Abacha terminated in 1998, on the death of Abacha. We may not bother to assess the regime of General Abdulsalami Abubakar, who succeeded Abacha. This is due to the fact that the regime of Abubakar was short-lived. He handed over to Chief Olusegun Obasanjo in 1999, after the general election which was won by Chief Obasanjo. Here again, we shall look at development administration.

Development Administration is a critical aspect of Public Administration as it involves the use of administrative techniques, principles and processes for the attainment of development goals and objectives. +

The period of Chief Olusegun Obasanjo was eight (8) years which comprised the first four years (1999-2003) and the second four years (2003-2007). On his assumption of duties (1999) he embarked on tour of various countries with a view to soliciting debt cancellation and debt forgiveness. He succeeded in this venture which resulted in the cancellation of the country's debt by the external debtors-the Paris and London Clubs, the World Bank and International Monetary Fund (IMF). The second aspect of his touring exercise was to woo foreign investors to invest in the nation's economy.

Like his predecessors, Obasanjo embarked economic diversification. This was contemporaneous with the economic deregulation. The purpose for the deregulation was to allow private participation in the nation's economic activities. Economic Development-He devised certain means to improve the economy of the country. Part of these means was the deregulation of the nation's economy so that the private sector can take an active part in the economic activities of the country. The kernel aspect of the deregulation was the removal of some government's rules and regulations which hitherto restricted private sector participation. This actually contributed to the improvement of the nation's economy. For example, the GDP increased from 3% to 43% by 2007. Strategic Plan and Policy Framework-This was a long term plan by the Obasanjo Administration. It was from this Plan the following plans were formulated:

i) **Needs**-This means 'National Economic Empowerment and Development Strategy'

ii) **Seeds**-This is 'States Economic Empowerment and Development Strategy'

iii) **Leeds**-This means 'Local Economic Empowerment Development Strategy'

The above three bodies were formed by the Obasanjo's Administration to serve as instruments for the implementation of Obasanjo's economic policies and programmes at the federal, the state and the local government levels respectively.

i. The Administration established Debt Management Office (DMO) in 2000. The Office was established to perform certain functions. Among these functions are as follows:

- To negotiate debt on behalf of the federal government on both internal and external debts
- To ensure that debts secured are for development purpose
- To advise government on the limits of debts
- To raise funds for government through loans, treasury bills, bonds
- To ensure timely payment of interests and principal, etc.

Fighting corruptions and misappropriation of funds. In order to achieve this in an effective manner, the Government established anti-corruption agencies. For, examples, Economic and Financial Crimes Commission (EFCC) and Independent Corrupt Practices and Other Related Offences Commission (ICPC).

- ii. Institutional and Governance Reforms-Next on the agenda was the institutional and governance reforms. There is no doubt that as at the time of the inception of Obasanjo's Administration, the Public Service was in a state of decadence. He thus took steps aimed at revitalising the Public Service and other governmental institutions. Towards the establishment of this, the Government established Bureau of Public Service Reforms (BPSR). It was established in 1999 by the Act of 1999 to overhaul and bring sanity into the nation's Public Service by addressing inefficiency and low productivity in the Public Service. The Bureau introduced Monetisation, Contributory Pension Scheme and SERVICOM.
- iii. Economic Strategies and Reforms-This was aimed at privatisation and restructuring of the public enterprises. This resulted in the privatisation of more than 600 public enterprises.
- iv. Introduction of Excess Crude Oil Account-Obasanjo's regime witnessed an unprecedented rise in crude oil money in the global market. This prompted the Administration into opening accounts in respect of the money generated over and above the bench-mark. The money was used to revive the ailing micro and macro economies.
- v. Establishment of the Niger Delta Development Commission (NDDC)-Another area of achievement of the Obasanjo's Administration was the creation of the Niger Delta Development Commission. It was established in 2000. The cardinal aspect of the duties and functions of the Commission was the development of the oil producing states. Between the year 2000 and the time of the exit of his Administration, the Commission had executed more than 2000 projects-which included classrooms, health centres, roads, bridges, electrification, water projects, jetties etc.
- vi. The National Poverty Eradication Programme (NAPEP)-The Programme was intended to eradicate poverty in the country. It was established in 2001. It was also geared towards capacity building and youth empowerment. The achievements of this Programme were profound. For examples, through Youth Empowerment, more than 600,000 youth benefited from the micro and small enterprises through internship and job placements. In addition, the Programme was of immense benefit, especially in the area of micro credit schemes. More than 800,000 women and youth benefited from it. The Programme also made a significant achievement, mostly in the provision of rural infrastructure projects such as; water supply, solar lighting, feeder roads etc from which 400 rural communities benefited. This, to a large extent, reduced rural-urban migration in addition to local development. Also, it has been proved that those who participated in the NAPEP benefited by having significant increases in income and standards of living.
- vii. Urban Planning and Capital Development-The Administration also launched urban planning and capital development aimed at improving the status of, as well as developing, the capital city.

N.B-Again, it should be emphasised that, it is not every activity or action of government or head of the government that has the implication of development, and therefore, cannot be ascribed to development administration. In order words, it is only those actions or activities embarked upon by the government or leader of the day which are development-oriented that can be identified with development administration.

Development Administration between 2010 and 2015

Chief Olusegun Obasanjo handed over to Umar Musa Yar'Adua in 2007. Yar'Adua died in 2010. This means he spent three years out of the four years of his first tenure when he died. It needs to be noted here that the three years Yar'Adua spent were spent in sickness. His vice had to deputise for him while he was away where he was receiving treatment. This shows that he hardly stayed in office for a year, out of the three years of his tenure. On the basis of this, we may not bother ourselves to x-ray his achievements, as far as development administration is concerned, hence we go straight to examine Goodluck Jonathan's Administration.

Goodluck Ebele Jonathan spent five years as president. Development administration can be examined in view of his achievements thus:

- **Economic Diversification**-Jonathan toed the steps of his predecessors by diversifying the nation's economy. This yielded results whereby the economy was improved. This catapulted the nation's economy into the largest in Africa and 26th in the world.
- **Economic Development and Infrastructure**-This was implemented in three phases. These were:
 - i) **Power Sector Reforms**-The Administration pushed for reforms in the power sector, including privatisation efforts to improve electricity generation and distribution.
 - ii) **Infrastructure Projects**-Significant investments in road construction, rail ways and other critical infrastructure to boost economic activities and regional connectivity. During his administration, more than 25,000 motor able roads were constructed. Those roads that were rehabilitated, improved upon and reconstructed amounted to 20,000 in the case of rail way projects, Jonathan's Administration made significant contributions towards this. For example, his Regime constructed Lagos-Kano, Port Harcourt-Maiduguri, Kaduna-Abuja, Itakpe-Ajaokuta-Warri, Lagos-Ibadan rail way projects.
 - iii) **Agricultural Development**-The Administration of Goodluck Jonathan made contributions in the area of agricultural development by launching Agricultural Transformation Agenda (ATA) aimed at improving food security, increasing agricultural productivity, with a view to reducing reliance on oil.

- **Social Development**-This can be viewed from the following areas:
 - i. Educational Initiatives-Towards achieving this, programmes such as Subsidy Re-investment and Empowerment Programme (SURE-P) were launched with which tertiary education was funded.
 - ii. He established 12 new federal universities, especially in underserved states.
 - iii. His Administration expanded access to Almajiri education. The Almajiri education is a blend Islamic and formal education in the Northern part of the country.
 - iv. Health Sector-President Jonathan also beamed his search light on the health sector. He improved the health-care delivery, increased funding for primary health-care and maternal health programme by launching 'One Million Lives Initiatives to reduce child and maternal mortality.
 - v. Expansion of the National Health Insurance Scheme (NHIS)
 - vi. Strengthened response to Ebola Virus Disease in 2014, which led to universal commendation.
- **Good Governance and Anti-Corruption**-The Government launched good governance and anti-corruption crusade. This was implemented through the following mechanisms:
 - a) The launch of the Integrated Pay roll and Personnel Information System (IPPIS)-This was basically to reduce or eradicate salary earning from more than one source at the same time coupled with ghost workers.
 - b) The launching of Government Integrated Financial Management Information System (GIFMIS) and Treasury Single Account (TSA) in order to improve transparency in the public sector.
- **Foreign Policy and International Relations**

The Administration of Jonathan enhanced Nigeria's profile in the global scene, especially through leadership role in ECOWAS, AU and peace keeping missions. During his Regime, Nigeria played a crucial role in resolving political crises in countries like Mali and Guinea Bisau.
- **Electoral Reform**

He carried out electoral reform which led to a peaceful and transparent conduct of the 2011 general elections which was adjudged one of the most credible elections in the history of Nigeria. His Administration strengthened Independent National Electoral Commission (INEC) under the leadership of Prof. Atthahiru Jega. He introduced technological means of voters' registration with a view minimising electoral fraud.
- He did a peaceful hand over to Mohammadu Buhari in 2015.

Development Administration in 2015-2023

The period between 2015 and 2023 marked the eight years of the Buhari Administration. After the expiration of the first four years tenure of Goodluck Jonathan, another general elections were organised in which Buhari defeated Jonathan. However, Jonathan, unlike the practice with most African leaders, accepted defeat and thus handed over to Muhammadu Buhari in 2015.

Note: We need to emphasise here that we have not exhausted the definitions and other information on development administration. Thus, as we progress in our discussion on the topic we are considering (Nigerian Governments and Development Administration), more definitions and other relevant information on development administration shall be examined, as this will go a long way in enriching our knowledge and understanding of development administration.

We shall now examine Buhari's Administration for the eight years he spent as a civilian president between the 2015 and 2023. By examining his achievements within the eight years, we are at the same time looking at the development administration within the period. Meanwhile, before we proceed to x-ray the achievements of the Buhari's Administration, we shall deviate a bit to discuss further about development administration. Now, the question is; 'What is Development Administration?' Apart from the definitions we have examined so far, we shall examine more definitions of development administration and further consider more information on the concept as relevant to our discussion.

- Edward W. Weidner (1964) defines Development Administration as a branch of public administration that focuses on the planning, implementation and evaluation of development programmes and policies aimed at socio-economic growth, particularly in developing countries.
- "It is the application of the administrative and institutional mechanisms to promote socio-economic development especially in developing countries²"
- According to S.K Sapru (1994) "Development administration is concerned with processes of guiding an organisation towards the achievement of progressive political, economic, and social objectives that are authoritatively determined in one manner or another".

Sapru also emphasises that development administration includes:

- Administrative innovation
- Capacity building
- Modernisation of administrative process; and
- Mobilisation and optimal use of resources²

- i. Dwight Waldo (1971) defined development administration as “an administration with a special concern for the achievement of progressive political, economic and social objectives which have broad and significant effects on the nation and its people”.
 - ii. According to Farrel Heady (1991), development administration is “the aspect of the public administration that is concerned with the planning, implementation and evaluation of programs and projects designed to bring about modernisation and socio-economic progress”. A brief explanation on the definitions of development administration so far might suffice. The essence of development administration virtually in all countries is to bring about development. Such development could be socio-economic and the rest. Also, the following are central to development administration: policies, programmes and projects. In the same vein, development administration does not come by chance. Rather, it has to be properly planned, executed or implemented to bring about the desired results, and also evaluated, to ascertain its impacts.
 - iii. Another question is also germane here: Is development administration relevant or necessary in the advanced or developed countries? The answer is “yes”. The only exception is that, it is not planned, executed and administered to achieve the same level of development such as in developing countries. It is rather planned and implemented to achieve a higher level of development. In the developed countries, research works are carried out almost on daily basis. The implementation of the results or outcome of such research works might also require development administration-also in a better and/or more organised manner than what obtains in developing countries. Moreover, countries such as the United States, Turkey and Japan are prone to natural disasters. In an attempt to fix the damage caused by such disasters, development administration is also required. However, the application of such development administration may be different from the one in developing countries.
 - iv. Another essential issue to be considered about development administration is in the area of job creation. Development administration is required for job creation because job creation requires proper planning and implementation. This is in the areas of ‘who or what category of people needs the job and how many’. Besides, jobs are created with the aim of bringing reliefs to people in society and the impact of development in the society. All these explain why scholars in the field of public administration see development administration as a critical aspect of public administration.
- It is crucial to emphasise here that, it would amount to intellectual stupidity to state that development administration in Nigeria commenced after the independence of the country. The reason for this is not far-fetched. It is because, during the colonial era, certain programmes and projects were carried out by the colonial administrators themselves, and the Native Authorities under the guidance and supervision of the colonial masters. And since those programmes and projects had direct impacts on the people, it is therefore, crystal clear that development administration was in operation during the colonial administration. Key features of development administration is presented in Table 1.

Components of Development Administration

- **Development Planning**
 - i. Formulation of long-term and short-term development plans (eg five year plans)
 - ii. Allocation of resources and prioritisation of sectors (agriculture, health, industry etc)
- **Development Bureaucracy**
 - i. A competent and committed civil service capable of implementing policies
 - ii. Often needs to be more flexible, innovative and accountable than traditional bureaucracies
- **Development Programmes**

Specific initiatives targeting key sectors such as:

 - Rural Development
 - Poverty Alleviation
 - Education and Literacy
 - Health and Sanitation
- **Administrative Reform**
 - i. Improving structures and processes to increase efficiency and responsiveness
 - ii. Includes decentralisation, e-governance and regulatory reforms\
- **Capacity Building**
 - i. Training and skill development of administrators and institutions.

Objectives of Development Administration

Certain objectives are identified with development administration. Some of these objectives are listed below:

- a) Development administration promotes economic growth and modernisation
- b) It reduces poverty, inequality and unemployment

- c) Strengthens democratic institutions and participation
- d) It enhances institutional capacity and governance
- e) It fosters social justice and equity.

Challenges of Development Administration

Development Administration, especially in Nigeria, has been bedeviled by challenges. Some of these challenges are identified below:

- i. Bureaucratic inefficiency and corruption
- ii. Inadequate trained personnel
- iii. Political interference
- iv. Ethnic and religious differences
- v. Lack of commitment on the part of the leaders
- vi. Inadequate resources
- vii. Resistance to change
- viii. Weak institutions
- ix. Poor coordination between or among agencies

Strategies to Improve Development Administration

For there to be a proper improvement in development administration-especially in this part of the world, certain strategies must come to play. Some of these strategies are examined below:

- 1) Administrative reforms-Simplifying procedures, reducing red tape
- 2) Capacity Building-Training personnel and improving institutional frameworks
- 3) Decentralisation-Empowering local governments and communities
- 4) Public-Private Partnership (PPP)-Engaging the private sector in development
- 5) Performance-Based Evaluation-Linking promotions and incentives to performance.

Development Administration between 2015 And 2023

Having briefly examined what development administration entails from another perspective, we shall now proceed to x-ray development administration as connected to the achievements of the Buhari's Administration within the eight years.

1. Economic Development-Economic development by the Buhari's Administration is as follows:

- Economic Diversification-Like his predecessors, Buhari's Government focused on economic development through economic diversification. He beamed his searchlight on the areas of agriculture, mining and manufacturing. This was intended to reduce the country's reliance on crude oil.
- Recession and Recovery-No sooner had the Government come on board than the country entered a serious economic recession. The recession was as a result of fall in the oil price in the international market. It was momentary. Hardly had the country recovered when there was another one in 2020, as a result of the COVID 19 which threw virtually the entire world in disarray. Again, like other countries, the country recovered later.
- Petroleum Industry Act (PIA, 2021)-This was landmark attempt by the Administration. It was directed at reforming the oil and gas sector.
- Infrastructure Investment-The Government invested heavily on the development of infrastructure.

2. Infrastructure Development:

- i. Railway Modernisation-The achievements made in this area are examined below:
 - Abuja-Kaduna line completed and operational
 - Lagos-Ibadan standard gauge railway inaugurated
 - Work on Kano-Kaduna and Port Harcourt-Maiduguri lines started
- ii. Road Project-The following roads were completed and rehabilitated:
 - Abuja-Kaduna, Zaria-Kano Roads
 - Lagos-Ibadan Expressway
 - Second Niger Bridge
- iii. Power Sector-The Administration launched the Siemens Nigeria Electrification Roadmap. These did not yield any remarkable success, as there have been incessant national grid collapse.

3. Agriculture and Food Security

- Anchor Borrowers' Programme (ABP)-This Programme was anchored by the Central Bank primarily to assist the small scale farmers, especially in rice production.
- Closure of land borders with a view to discouraging smuggling and unlicensed importation and to encourage local food production

- Food Production-The Buhari's Administration did well in local production as there was an increase in production of local rice.

4. Social Investment and Poverty Alleviation-This was pursued and actualised through the following mechanisms:

- National Social Investment Programme (NSIP)
N-Power-Employment for graduates and non-graduates
Trader Moni, Market Moni, Farmer Moni-Micro Credit Schemes for Petty traders and farmers
- School Feeding Programme: This was intended to provide food school children.

5. Education and Health Sectors

- Education Sector

There was an increase in school enrolment but not much was achieved through this exercise-as there was problem of underfunding.

- Health Sector

The Administration made investments in health care and expanded National Health Insurance Authority (NHIA). However, there seemed to little or no significant achievement in this area.

6. Security and Stability

- Counter Insurgency-Focus on degrading Boko Haram and ISWAP insurgents, with mixed results. Some territories were recovered, but insecurity (banditries, kidnappings, farmers-herders clashes) escalated nation-wide.
- Military Modernisation-Acquisition of fighter jets, helicopters, and weapons to boost military capacity.
- Community Policing Efforts-Encouragement of state-level security (eg Amotekun in the South-West).

7. Foreign Policy and Regional Development

- Emphasis on ECOWAS -Cooperation, especially in counter terrorism.
- African Continental Free Trade Agreement (ACFTA)-This was signed in 2019 by Nigeria
- Nigeria strengthened ties with countries such as China, Russia and some western nations for infrastructure financing.

General Comments/Summary

It is essential to note that development administration in Nigeria, right from 1960 to 2023, has been bedeviled by problems of programme and project failures. It has already been stated that the 'soul' of development administration is policies, plans, programmes and projects. Also, planning, implementation and evaluation of programmes and projects are very crucial, as far as development administration is concerned. We need not stress ourselves on issues concerning certain government actions which have little or nothing to do with development administration. Development administration comes to play when government takes steps or actions that are development-oriented.

Countries in Africa, especially sub-Saharan Africa, suffer problem of development because most leaders handle development issues with levity. Most projects embarked upon are not for people's development but to enrich such people in-charge at the end of such projects. In the same vein, projects are embarked upon or situated where they should not have been situated due to reasons best known to them. Also, people are given certain projects which are not relevant. At the end, such projects become unused or irrelevant, having pumped so much money into it.

It is crucial to note that the centrality of development administration goes beyond road and bridge constructions. People's empowerment is the kernel aspect of development administration. Infrastructural provision does not bring food on the table of the masses. Their empowerment through training and skills acquisition goes a long way in changing their lives for better. In the same vein, the education, agriculture and vocational aspects of development administration are equally important. They are 'central' to people's life changing.

Education, agriculture and vocation are fundamental pillars of development administration, which refers to the processes, institutions, and efforts that aim to improve the quality of life in a country, particularly in developing nations. Their importance lies in their direct impact on human development, economic growth, and social stability. Here's a breakdown of each:

1 Education: Foundation for Human Capital Development

Importance:

- Citizens' Empowerment: Education equips individuals with knowledge, skills and awareness, making them more active and informed participants in development.
- Increases Productivity: A well educated workforce drives innovation, efficiency and economic diversification.
- Promotes Good Governance: Educated populations are more likely to demand accountability and participate in democratic processes.

Role in Development Administration:

- Education shapes long-term development goals.
- It supports the administrative capacity of governments by supplying skilled bureaucrats and planners.
- It enables policy implementation in other sectors like health, agriculture and industry.

2 Agriculture:

- Economic Backbone: In many developing countries, agriculture remains the primary source of income and employment. Improving agricultural productivity is essential for economic development and food security.
- Sustainable and Environment: Sustainable agricultural practices helps manage natural resources and mitigate climate change, aligning with long-term development planning.

Role in Development Administration:

- Agriculture supports both economic stability and social equity, making it central to development administration

3 Vocational Training:

- Skills Development: Vocational training equips individuals with practical skills, enhancing employability and productivity.
- Economic Empowerment: Vocational training can lead to better job opportunities, entrepreneurship and economic empowerment.
- Addressing Skill Gaps: Vocational training helps address skills gaps in key sectors, such as technology, healthcare and manufacturing.
- Promoting Innovation: Vocational training fosters innovation, creativity and problem-solving.

Role in Development Administration:

- Integrated Development: Education, agriculture and vocation are interconnected and essential for achieving integrated development
- Human-Centered Development: These sectors focus on human well-being, dignity and empowerment.
- Sustainable Development: Investing in education, agriculture and vocation can contribute to sustainable development, poverty reduction and environmental sustainability.
- Effective Governance: Development administration can ensure effective governance, policy implementation and resource allocation in these critical sectors.

From the fore-going, one can reasonably deduce that the tripod of education, agriculture and vocation play an integral role in development administration. In fact, their role in development administration, with respect to human development, is far more profound than the provision of infrastructure such as roads, bridges, railways, and the likes. Table 2, shows the development administration in respect of the programmes and projects initiated by various administrations right from the period of independence to 2023. It also shows reasons for their failures.

Conclusion

Development administration is so important that no leader of serious minded should handle it with levity. The importance of development administration transcends the border of a country and a continent. It is a global phenomenon. Many countries especially in Africa are yet to benefit from development administration because of the poor and lackadaisical attitudes of the leaders towards development administration. Programmes and projects are misconceived and poorly implemented. In most cases, the values of projects executed do not match the huge amount expended on such projects.

Moreover, most programmes and projects are planned, organized and executed without the stakeholders or beneficiaries' consultation, let alone participation and collaboration. This attitude alone has put a question mark on the relevance of such projects. In addition, most projects are situated in the wrong place simply because of political consideration. Other problems that have bedeviled projects management in Nigeria in particular are the qualities, specification and the timing. These, and other problems, have gone a long way in devaluing the importance of development administration.

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Tables

Table 1: Key Features of Development Administration.

S/N	Feature	Description	Remarks
1	Goal-Oriented	Focused on achieving development goals, such as poverty alleviation, education, healthcare etc.	
2	Change-Oriented	Seeks to transform traditional societies into modern, progressive states	
3	Dynamic Process	Involves continuous reforms and innovation to meet development needs	
4	Participation	Encourages participation of people at grass root level through decentralisation and local governance	
5	Integrated	Involves coordination among different sectors and agencies for holistic development	
6	Result-Oriented	Emphasises measurable outcomes and efficient delivery of services	

**The source is part of the reference materials of the write-up.*

Table 2: Nigeria's Development Administration (1960-2023) Brief Timeline

S/N	Era/Regime	Programme/Plan	Goals/Aspirations	Reasons for Failure
1	First Republic (1960-1966)	1 st and 2 nd National Development Plan	Agriculture and Infrastructure Growth	Political Crisis, Corruption and Poor Execution
2	1966-1979 (Military Regime and Oil Boom)	3 rd National Development Plan, Steel Projects (eg Ajaokuta and Delta)	Industrialisation and Oil funded Infrastructure	White Elephant Projects, Corruption and Policy Discontinuity
3	1979-1983 (Civilian/Shagari Administration)	Green Revolution (in form of Agriculture)	Boost Food Production and Reduction of Dependence on Importation	Corruption, Poor Monitoring and Economic Crisis
4	1983-1999 (Military Era)	Structural Adjustment Programme (SAP)	Economic Liberalisation and Reduction of Government Spending	Poverty, Unemployment, Inflation and Weak Industries
5	1999-2007 (Civilian Government/Obasanjo Administration)	NEEDS, SEEDS, LRRDS, UBE and Telecommunication Reforms	Poverty Reduction, Privatisation and Education	Power Sector Failure, Corruption and Weak Continuity
6	2007-2010 (Civilian Government – Yar'Adua's Administration)	Seven (7) Point Agenda, Niger-Delta Amnesty	Power, Education, Security and Peace in the Niger-Delta	Agenda Abandoned on his death.
7	2010-2015 (Civilian Government/Jonathan's Administration)	Transformation Agenda, SURE-P	Infrastructure, Job Creation and Subsidy Savings	Mismanagement of SURE-P, Insecurity and Corruption
8	2015-2023 (Civilian Government/Buhari's Administration)	ERGP (2017-2020), Social Investment Programmes, Infrastructural Development (Rail, Roads, Second Niger Bridge)	Economic Diversification, Poverty Reduction, Fight Against Corruption	Rising Domestic and Foreign Debts, Inflation, Insecurity, Poor Sustainability..