

## Public Administration and Development of Public Programmes in Nigeria: Reappraisal of the Contending Issues

**Agnes Ubana Enang, Ph.D**

Department of Public Administration, Faculty of Management Sciences,  
University of Calabar, Calabar, Nigeria  
Email: agnesenang72@gmail.com

**Lily N. Ozumba, Ph. D**

Department of Public Administration, Faculty of Management Sciences,  
University of Calabar, Calabar, Nigeria  
Email: lilygozumba18@gmail.com  
ORCID: <https://orcid.org/0000-0002-8517-5218>

### **Abstract**

*The paper attempts to point out some of the contending issues often overlooked in the treatment of public administration in development programmes. Conflict in planning arising from poor articulation of public policies and programmes objectives, communication and credibility gap between the levels of government rooted in competing interests in public programmes call for, a discourse of alternative approaches to assessing the possible developmental role of bureaucracy in Nigeria. Over the years, the emergence of political technocrats in public administration has weakened the civil service as institution professionally and also creates conditions for government poor performance in service delivery. The paper contends that the numerous administrative hierarchies with complex mechanism, red tape, titles and conflicting issues of commitment and accountability which features as a permanent social force and a monolithic immovable structure account for the systemic crisis of poverty, insecurity, corruption, backwardness among others in Nigeria. There is need for balancing the trade off which public administration generates to address the issues of non availability of a strong bureaucratic tradition of responsible and accountable behavior that is compatible with professional norms of impartiality and political neutrality for efficient delivery of public programmes. Discourse of the paper is on the nature of public administration and development programmes: A reappraisal of contending issues. The paper adopts quantitative survey method and secondary source of data to analyze the data collected. A sample of 500 questionnaires was administered and chi-square statistical technique was employed to test the hypothesis. The result of the findings shows that Nigeria public administration lacks a strong bureaucratic tradition to address the task of promoting socio-economic development programmes for the wellbeing of the people. The paper recommends a reformulation of public administration with development functions to address the present and future crisis of development in Nigeria.*

**Keywords:** Public administration, development programmes, planning, bureaucratic tradition

### **INTRODUCTION**

The wellbeing of the society and development of the programmes are becoming increasing dependent on efficient government administration. The whole structure of modern society as penned by Charles, A (2001) rests on the ability to develop a science, a philosophy and a practice of administration that is competent to discharge the function of a modern society which calls for:

- Economic planning and efficiency.
- Reduction of economic, social and psychic suffering.
- Enhancement of life opportunities.
- Development of new value system.

- Purposeful zeal for public service and commitment to broad goals (Downs T. (2010).

It is obvious that Nigeria is undergoing development crisis since 1970 though, solutions in form of strategies, policies and programmes have been attempted, the weight of the crisis in the triple dimension – economic, political and social has pushed Nigeria as opined by Kankwenda, M. (2000) in a tunnel that manifest a lifestyle and a story line of Nigeria of “*wealth without prosperity*” and “*change without progress*”. In spite of the attainment of political independence, development of public programmes and good governance has eluded Nigeria for the past 64 years. This paper attributed this partly to the scenario of the centralization of bureaucracy classified in terms of “administrative autocracy” and organizational inefficiency that jeopardizes the liberty of the people and efficient administrative task of socio-economic transformation of the lives of the people.

Relating administration to the political environment within the context of economic analysis, the study of public service by Downs, (2001) stressed that, public administration is more involved in politics as a social class with a group of solidarity of its own, group identity, interest and organizational objectives with power influence as a universal phenomenon and with a dominant role of resource allocation. This aspect of politics excludes the production of resources for development process within the context it operates; its “neutrality and rationality” is questionable. The reflection of this alignment on the conduct of government business and public programmes implementation makes the transformation of socio-political and economic conditions of Nigeria as a contending issue. The civil service in Nigeria as observed by Okoh, A and Uyiomere, C. (2008) is a battered institution which has virtually lost its vital attributes of anonymity, security of tenure, efficiency and accountability but, it features as undue bureaucratic practices and interminable delay, resistance to dynamic change, corrupt, disregard to democratic norms and values.

Political public administrators in Marx analysis as presented by Krygier, M. (2000) is an autonomous and oppressive force for exploitation and alienation of the people tied to the capitalist state. Against this negative posture, it is difficult for the civil service to serve as a vital instrument for the promotion of development programmes for efficient services delivery. This explains why the tendency for misuse and abuse of public office enhances elements of “rigidity” and “impersonality” this pose a major problem to public administration in Nigeria.

Lesson from the Nigeria experience since independence, shows that various regimes (parliamentary, military and presidential) did not produce significant changes in administrative behavior except, the emergence of political technocrats which account for the weakness of the civil service as an institution professionally. The consequence of the professional weakness is the patchy record of government performance in the critical area of promoting socio-economic development. Besides, the criteria for measuring the strength of political institution in terms of free and fair elections, functioning representative institution, citizens participation in political life, existence of an independent judiciary to uphold the rule of law which are currently lacking in Nigeria is a clear indication that, Nigeria’s administrative and political institutions and fundamentally weak. In contrast, the administrative institutions in European countries according to Koyode M. (2001) have always been very strong with the objective of how best to reconcile these administrative institutions with the essence of the instrumental conception of administration for development purposes. The liberal tradition that stress on the need for political institutions in Nigeria to be stronger than administrative institution is wrongly formulated and inappropriate because, this create serious problems about the health of both administrative and political institution which funds expression in the absence of a national consensus on fundamental options about the mission, structure and functioning of the government rooted on “good administrative framework” staffed by a trained civil service.

Bureaucratization of the public organization characterized by numerous administrative titles, red tape, administrative hierarchy with complex mechanism, manifest a dysfunctional public service according to Nicholas, H. (2007) and, the loss to direct access to and control of, the lower class of the administrative hierarchy by chief executives. The problem of

accountability, official corruption, deterioration and distortion of information and the selfish interest of politicized bureaucracy account, for the slow rate of socio-economic change of Nigeria state.

Nigeria after liberation from colonial rule was expected to take up the task of rapid economic and social development. The option for development task accomplishment demands that, Nigeria should slow the price of democratic development in the economic sphere Okongwu, C (2020). As a compelling demand, and since administration has to be strengthened, Nigeria had to choose a centralized, efficient and strong bureaucracy to slow economic development. These pose a problem because the choice to slow economic development poses a threat to democracy and development of social programmes. In the same vein, a centralized strong bureaucracy constitutes a problem to Nigerian national interest. This places Nigeria in a dilemma compounded by competitive forces of tribal structure/ethnicity, over population, increase in recurrent expenditure and high level of consumption which sacrifices the vision of capital formation.

The goal of economic development involves public sector participation which creates avenue for increasing bureaucratic power to complicate the development of a democratic polity, the growth of strong executives and other viable political institutions. Okongwu (2020) concludes that, the emergence of over-pioneering bureaucracy is a fact of life. He however suggested the development of a middle class (executive) as a means of limiting bureaucratic power for democratic development to strive. Other measures to check excessive bureaucracy includes dominant social class, increased literacy, strong traditional institutions and strong social elites of which public administration have not been resolved. Based on this, the phenomenon of political development should incorporate a gradual separation of administrative structures for wide variety of functions; each specializes for specific purposes- agriculture, transport, defense, planning, health etc. For proper democratic functioning, Bendix, (2019) suggested a balancing of political and administrative structure, he assert that, if the political institutions are weak, the power vacuum created should be filled by public administration because, it is the biggest and the most powerful among all organized groups in public programmes implementation.

Experience in the developing countries shows that bureaucratic dominance is a major feature and this hinders the development of other strong political institutions and, power centre in the society. Pakistan's case is very relevant; her political scene over the years has been dominated by civil and military bureaucracy. This results in weak and unstable political institution. In contrast, Indian bureaucracy according to Bendix (2019) has been under the control of capable and strong political institution, this account for sound policies formulation and implementation for attainment of effective development of public programmes for the wellbeing of Pakistan's populace.

The features of political development in the developing countries on the other hand show that:

1. A complex pattern of heterogeneous overlapping of social and political structure are, fashioned, after western models to co-exist with indigenous institutions of traditional type at the periphery level of the society.
2. All functional sectors of the society change at different speed. Those with dominant instrumental means (technology) are able to change more rapidly than societies where, social and personal values predominate. This explains why the most sectors in the global social formation makes faster progress while others lag behind. Relating the above in the government sphere, this shows that administrative changes takes place more rapidly than changes in politics which suggest relative superiority of public administration in developing countries particularly, during military administration in Nigeria. Implications are that, rapid expansion of the bureaucracy inhibits the development of effective policies. It also exposes the nature of political institutions characterized by lazy, hero worshippers, arrogant leadership which focus on power to enact a set of policies and to keep supporters

by the manipulation of patron-client relations. It is not surprising, therefore, that Nigerian political parties and politicians according to Enang, A. (2021) have to be shuttled shamelessly from one political party to another. This rank of opportunists she maintained, represent nothing and no one but their selfish interests though, they often rationalize the interest of the people. Here lies a potent danger for the consolidation of democracy in Nigeria and development of public programmes. Hans, (2007) also call for the growth of political institutions and a weak bureaucracy as a solution to socio-economic problems in the developing countries. He however added that, the role of functional specialists who is an expert in tackling problems of development is prefer to a generalist who is an amateur administrator, the ("all round man" with minimal development programs).

The present system of administration in Nigeria with administrative class characterized by technical innocence, diversified experience, and excessive authoritarianism which produce a small exclusive elitist group account for poor policy implementation of viable programmes for national development.

Good government rests on the three pillars; democracy, honesty and competency. This provides the basis for a solid and positive relationship between a high level of "state management capacity" and quality of life of the people. The criticality of public administration to honesty and competency of a good government to encourage, public policies formulation and implementation in Nigeria, that called for the designing and implementation of various socio-economic and development reform policies and programmes, ranging from agriculture, indigenization policy, the Austerity and Stabilization Act (1982), structural adjustment programmes (1986-1990s), privatization and commercialization (1996), technology transfer among others is in doubt. These were meant according to Eminue (2009) to tightening government budget, cut down spending in public sector, diversified and revitalized the economy to address the problem of unemployment, poverty and insecurity.

Development planning from the colonial to the post-colonial era (1946-1985) for national development was based on socio-economic objective set up by the planners which unveiled:

1. Planned investment expenditure of N2, 366 million out of this N1, 586 million for public sector implementation of programmes – Agriculture, social overhead (Health, Social welfare, Information, Town and country planning) Industry and training of high level manpower (First National Development Plan 1962-1968) only 6% growth rate per annum of GDP was achieved Ajibola, R. (2008) The goals of the public sector were not achieved due to political crisis in 1965 and 1967 civil war and, gross inadequacies of the machinery for planning.

The Second National Development Plan of 1970-1974 which focused on re-construction of facilities was rooted on the objectives of establishing: A united, strong and self-reliant nation, a dynamic economic, a land of opportunities for all citizens and a free/ democratic society. Total investment was revealed to be ₦3, 203 million, and the public sector was given ₦1, 671 million and priorities were agriculture, industry, transportation and manpower development labor and social welfare, water and sewage. Implementation of projects became a problem due to; poor project preparation, weak absorptive capacity, weakness in manpower planning etc. The Third and Fourth National Development plan with plan objectives to; diversify the productive capacity of the economy, increase even distribution of income among individuals and socio-economic groups, increase in the supply of skilled manpower, balanced development, development of technology, increased productivity indigenization of economic activities etc. were equally not feasible. The plan was to move the economy towards greater self-reliance and encourage in-house capacity for the execution of projects according to Ajibola (2008). The Fifth National development plan 1986 which was meant to be a rolling plan of fifteen to twenty years perspective plan and annual budget, with the objective of restructuring and diversifying the productive base of the economy to reduce dependence on oil sector and import, reduced the

dominance of unproductive investment in public sector, improved public sector efficiency and to enhance the growth of private sector among others (Enang, A. 2021).

Despite the economic reforms, Nigeria economy has deepened into further crisis with dilapidated socio-economic infrastructure, decline in GDP and the capita income, high level of corruption. These and more manifest high level of unemployment, widespread poverty, hunger, widening inequality, massive killing etc. to complicate the problem of development of public programmes.

The paper examines the effect of public administration development programmes on the welfare of the people; emphasis was placed on the contending issue that hinders the effective operation of public administration in Nigeria. Section one provides the introduction, section two focuses on the theoretical and conceptual issues on development programmes of public administration, while section three dwells on methodology, result and discussion of findings. This is followed by the concluding remark and recommendation.

## **OBJECTIVE OF THE STUDY**

The main aim of the study is to examine the effect of public administration development programmes on the people. This is measured in terms adequate provisions of goods and services for the wellbeing of the people.

## **RESEARCH QUESTION**

How does public administration development programmes relate to the welfare of the people in Nigeria?

## **RESEARCH HYPOTHESIS**

There is a significant relationship between public administration development programmes and the welfare of the people in Nigeria.

## **THEORETICAL FRAMEWORK**

### **THE BUREAUCRATIC POLITICS THEORY (Laurate, Lizzi, & Burnahas (2009.)**

This study is anchored on the bureaucratic politics theory. From Marxist perspective, the concept bureaucracy is used in the pejorative sense as a bourgeois phenomenon tied to capitalist state. This theory posits that state and its executives contribute an instrument through which the ruling class expresses its power. Bureaucracy fulfills the functions of contributing to the consolidating of class differences by supporting the power of the ruling class. Laurate, Lizzi and Burnahas (2009), the socialist thinkers of this theory added that, specialized bureaucrats technically trained, owned property and expropriate the surplus value of the proletariats just like the core capitalists and that, they influence policies making and has grown at the expense of elected political bodies. This poses a threat to democracy for implementation of programmes meant for the socio-economic wellbeing of the people. So, the habitual compromise between the political class and public administrators tends in favor of the bureaucrats. Within this context:

1. Bureaucracy has the task of concealing the actual power relationship with the political class, to function as the general interest smoke screen between exploiters and exploited.
2. There is no mechanism for shaving resources/ values since public policies reflects the preferences of the political bureaucrats who rule to serve their ends.
3. It actions though in secrecy and preserved internally by hierarchy, by its nature, it interactions with people is essentially manipulative. This explains why it incessant strikes intensifies the crisis of national development in Nigeria. It role according to Lizzi (2009) is to rob the society in which it exists.

Using Marxist analysis of bureaucracy as a guide, the study examines the relevance and applicability of Max Weber's tenets of ideal public administration of impersonal official obligations, career civil structure, competence, technical qualification and adherence to discipline among others as the basis for comparison to establish a common theme for this study and to help clarify the contending issues of democracy, honesty, competency among others, in service delivery.

There appears to be some incompatibility between the concept Public Administration and Democracy in Nigeria social formation. Democratic principles in Weber's analysis demand equality before the law and protection against arbitrary rule of legal and administrative authority as observed by Sancho, A. (2019). It emphasizes "merit" for recruitment of public officers and technical qualifications rather than the inherited status. This was meant to protect bureaucracy against abuse of authority and to ensure its proper development and functioning. These measures according to Sancho (2019) unintentionally promote bureaucracy and the unavoidable consequence of democracy growth.

The relationship of public administration and democracy is both supportive and antagonistic. It provides the basis for defining democratic rules of the game though it popularly identifies with oppression.

Besides, the secrecy maintained in policy formulation by bureaucrats and the concentration of power pose a threat to democracy. Nonetheless, it is observed that, without a civil service class, democracy will be hindered by spoils system, public waste, irregularity and lack of technical efficiency. This emphasizes the pervasive nature of bureaucracy as universal social phenomenon in the transmission of knowledge and culture and in its influence on economic, social and political life of a nation. This, as observed by Hans, R. (2007) implies that, for good or bad governance, professionalized administration and hierarchy of appointed officials remains the basis of societal survival. Whether it is authoritarian despotism or the most liberal democracy, bureaucracy emerged as a dominant feature of the contemporary world condition and influence by the growth of democratic institutions which opposed and helped to eliminate the traditional rule of nobles and feudal elements to encourage education and appointment to office on the basis of knowledge. So, for Hans (2007), bureaucracy is a permanent social force and a monolithic immovable structure. On the contrary, the Marxists hold that, the bureaucratic tendencies are definite challenge to democratic principles. They further maintained that economic relationship which hinders the development towards greater equality and quality of life, constitute the material basis for bureaucracy. This explains why development policies and reforms in Nigeria though imperative do not constitute sufficient conditions for major transformation necessary, to affect positively the socio-economic life of the people. This solution instead, lies in the transformation of the exploitative nature and selfish interest of the wealthy few who initiates and implements programmes for personal gain. In the similar vein, Weber position on control over bureaucracy calls for the elimination of official secrets and the introduction of effective parliamentary control. He maintained that, in a democratic environment, public administrators should be subordinate to its political master for its action to be scrutinized publicly to ensure good governance.

Etzioni, E. (2020) thesis on bureaucracy vis-à-vis democracy unveils three dimensions of the problem:

1. There is an intrinsic connection between bureaucracy and democracy which is self-contradictory in nature. The growing power of bureaucracy poses a threat to democracy but, a modern democracy cannot exist without the technical or participating bureaucracy. This exists when bureaucracy serves as a tool for enhancing state domination, evolving technology of sophisticated devices of information collection and storage or where they exist monopolization of expertise, ambiguity of rules and encroachment of administrators on the autonomy of the political class, liberty and privacy of the people. Nonetheless, though overpowering bureaucracy poses a threat to democracy, a modern state must operate with an organization that allocates resources on non-partisan criterion to transform

political democratic process from the desire of mere exchange of material benefit or political support that consolidate the status quo for the wealthy few.

2. Democratic rules pose a problem for political public administrator who is expected to be politicized and at the same time non-politicized this, suggests double bind. It is also expected to be controlled by elected politicians yet, exempt from such control, subject to ministerial control but must accept responsibility for its own action, implement public policy and also participate in policy formulation despite the demand for political neutrality. By implication, political bureaucracy takes part in the formulation of policy and allocation of resources (engage in struggle for power) at the higher level. This type of politicization is considered legitimate (Etzioni, 1983) and beneficial to democratic process, but where parties' discrimination exists, in terms of appointment and promotion of personnel, political bureaucracy imposes constraint to democratic processes. This is the dilemma of political public administrator in democracy which of course is conditioned by ambiguity of role definition.
3. The ambiguity of role definition of political bureaucracy has led to severe tension and power struggles in most cases between senior bureaucrats and the executive class. ©This contributes in most cases to the dismissal of most bureaucrats and thus, hinders the effective operation of the civil service. The need to safe guide bureaucratic threat to democracy for development to take place as penned by Riper P, Nachmais and Rosebloom (2001) demand for a representative bureaucracy. Although, this scholar acknowledges bureaucracy as a dominant feature of the contemporary societies, they are of the opinion that, Nigeria's quest for national development should be rooted in sharing common values of egalitarian ethos and attitude which forms part of nation's socio-political consensus (representative bureaucracy). This will ensure a stable balance of power between bureaucracy and political actors and a high level of social representative to achieve political responsiveness and efficiency in public bureaucracies. This also will provide opportunity for the citizens to be duly informed about the operation, character and the perspectives of public administration to resolve the tension between democracy and political bureaucracy. The position of this paper is that, if democracy is to be safeguarded, bureaucracies must be socially representative.

### CONCEPTUAL ISSUES

In the policy literature, the concept of public administration and development of public programmes has found various expression and applications especially in the context of inadequacies of Nigeria public administration. Adebayo, A. (2015) have contended that, public administration is structured to facilitate the formulation and execution of the public policies as the machinery of government charge with the task of carrying out the day-to-day duties as demanded by public administration.

The roles and functions of the civil service as opined by Adebayo, (2015) is defined by observance of strict political neutrality and anonymity while ensuring the continuity of public policies based on the established status-quo for the government in power. Weber (1947) contends that this was expected to ensure efficiency and effectiveness to hasten socio-economic wellbeing of the people. On the contrary, the systematic crisis of underdevelopment in Nigeria inevitably focused attention on the non-availability of bureaucratic tradition, there is very little in terms of precedents and institutional experiences, imitative character of bureaucracy modeled rigidity of the former metro pole which do not respond to indigenous problems and circumstances. The system has not been innovative enough to address some changes towards adapting to local conditions.

Other contending issues of public administration in Nigeria are:

- Excessive bureaucratic politics in civil service with little emphasis on merit and performance.

- Shortage of skilled manpower and importation of foreign manpower outside Nigeria (shortage of professional planners).
- Overloading of Nigeria civil service with lower ranks and non-technical levels intensifies truancy and under-utilization of personnel.
- Administrative mediocre influenced by political dominance of ethnic groups in appointment and promotion of civil servants which intensifies ethnic sentiments and conflicts.
- Poor work ethics and non-commitment to work by senior officials plagued by role confusion and inadequate co-ordination of its various activities.
- Low planning capacity and lack of co-ordination of the performance.
- Paucity of data due to inadequacy of the Federal office of Statistics and the unwillingness of Nigeria to reveal vital information for planning purposes.
- Plan indiscipline and abandoned projects due to alteration of policy plan during implementation stage and distortion of overall objectives of the policy plan.
- Conflict areas in planning arising from poor articulation of policies and objective, communication and credibility gap between the levels of government rooted in competing interest.
- Nigeria public administration tends to be excessively oriented to distribution of resources at the expense of production of goods and services. Enang, A. (2021) Field work.

Nigeria has valuable natural resources as observed by Nnoli, O. (2003) but do not exercise effective control over them. As a result, public administration is weak to undertake important socio-economic projects for efficient development of public programmes. This shows that, public administration as a colonial institution assumed to be an organizing principle and basis of human society is in doubt. The idea of a career civil service was maintained on a false premise that, a tradition of administrative behavior was in existence but, a significant variation in the role of career of higher civil servants in the policy making process under military rule exist as a “diarchy within military politicians”. Oluwu, D. (1983) observed that a “military-bureaucratic diarchy” was maintained within 1963-1983 in Nigeria with a small number of higher civil servants as political technocrats with managerial and technical competence that handles issue of political questions in Nigeria.

The important dimensions to administrative behavior that concern this paper is the degree of responsible or accountable behavior and the extent to which the administrators adhere to professional norms of anonymity, impartiality and political neutrality that was supposed to be observed in the interest of the people. The question of adherence to professional norms in terms of adequate knowledge and appropriate skills/techniques as respect for certain value and ethics is also a source of concern.

A comparative study of public administration reveals that, in the western countries (USA) public service, the generalist administrators were said to have poor career prospects than scientific experts as penned by Palombara, J. (2006). A comparative studies of western societies on bureaucracy and democracy emphasis the need for specialization and professionalism in the public service. Sharma, M and Sadama B (2005) detailed study conducted in several countries such as India, USA, Western Europe and most communist countries unveils that inefficiency, unresponsiveness, corruption, apathy, etc. prevails as universal trait of the “ruling servant” (bureaucracy) but merit reforms have contributed to efficiency and scientific management approaches that provides the basis for national organization and better political direction, this has helped several countries to develop democratic principles to over the dilemma face by the developing countries with bureaucratic tendencies. Their views provide many dimensional studies that are very informative and revealing. In India, Feslar, J. (2000) penned that a civil service college was established in 2000 to promote major training courses in administrative reforms commission focused on “a scheme



of functional centre with equal status” to handle functional service – postal, income tax, Railway account, Audit among others while, Eight centres in non-functional areas covers: Economic, Industrial, Agricultural and rural development, social and education, personnel, financial, defense and internal security, planning etc. The functional centres as specified by the commission should be professionalized with purely functional role of revenue administration and managerial functions.

In the former Soviet Union and other socialist countries, the scientist and experts according to Feslar (2000) occupied a superior position to that of the generalists (amateur administrators). In Austral, experts are dominant, and technical departments are occupied by professional permanent Heads while USA place emphasis on pre-entry training and specialized knowledge. Public service encourages high degree of occupational specialization and less of generalists. Top scientists and doctors are exempted from staff ceilings imposed by the government and also paid special rates. This is in contrast to British situation where, emphasis was on the role of career generalists as oppose to their auxiliary role to political executives in the USA.

In France, public service comprises of administrative and technical cadre, Administrative (generalists) specializes in the task of financial control, administrative justices and field coordination while the top executive position are held by the technicians. Classified public service indicated above clearly shows the relevance of learning of skills within the government. General scientific training in relevant aspect of administration is sine-qua-no to efficient administration and execution of development programmes. It also stresses the integration and interpretation of expert knowledge in service of public purposes. Different opinion of various authorities on public administration and governance in Nigeria shows that, the impact of various policy interventions on development process could be considered as outright failure at the implementation level.

From the structural functional angle, Nigeria as a colonial creation is highly centralized with small amount of interest differentiation and limited basic administrative service. So, bureaucracy was highly political since they were to serve the interest of the colonial masters. Besides, the post-colonial bureaucracy which is oligarchic in nature emerged with deficient skilled manpower. So, emphasis is on:

- i. Orientations for the realization of goal for self-aggrandizement instead of achievement of programmes objectives (production oriented).
- ii. Operational autonomy and widespread discrepancy between “form” and “reality” prevent the attainment of public administration legitimacy, efficiency and political responsibility for genuine development of viable programmes and implementation in Nigeria.
- iii. Powerful bureaucracy in Nigeria is necessary evil psychologically. They exist as rationalistic experts without emotion and a will and as an oppressive force for exploitation as such, they cannot serve as a viable instrument for development of social programmes for the wellbeing of the people.

Development programmes are programmes that focus on the socio-economic transformation of the lives of the people in order to create and recreate themselves and their life circumstances to realize higher level of civilization based on their choice and value (Claude, A. 1986). The people are the end and the means of development. Development incorporates human resource development that requires effort to improve the talents, skill, endowment and capability of people and the developmental actualization of the society. In the light of this, public administration is expected to develop under loyalties to their class and should reject primordial interest to accommodate the needs of the ordinary citizens.

## **METHODOLOGY**

This study employed ex post factor design and cluster sampling technique in the selection of sample for the study. Five hundred (500) respondents formed the Sample. A self-developed questionnaire title “Public administration and development of public programmes” was used as

instrument for data collection. The questionnaire is a four-point scale of strongly agree (SA) agree (A), disagree (D) and strongly disagree (SD). The discussion of the sample is based on bio-data profile of the respondents (section A) and phenomena data (Section B) on the effect of public administration development programmes measured in terms of adequate provision of goods and services for welfare of the people. Simple percentage was used to analyze the phenomena data and chi-square was employed to test the research questions to guide the study.

## RESULT AND DISCUSSION OF FINDINGS

A total number of five hundred (500) samples were administered to the six selected ministries in Nigeria and two tertiary institutions in Cross River State. These were: Ministry of Agriculture (62 samples), Finance (65 samples), Education (60 samples), information (58 samples), solid mineral resources (55 samples), women and social development (68 samples) university of Calabar (75 samples), and Cross River State University of Technology (61 samples). Out of 500 samples administered, 496 were returned representing 99.2% which is comfortably representative.

### The Composition on Bio-data Profile shows:

Variables	Frequency	Percentage
SEX:		
Male	292	58.9%
Female	204	41.1%
TOTAL =	496	100
AGE:		
20 – 30	120	24%
31 – 40	128	26%
41 – 60	200	40%
TOTAL =	496	100
EDUCATIONAL QUALIFICATION:		
FSLC	55	11%
WASSCE/GCE	98	20%
ND/OND	104	21%
B.Sc/B.Ed	98	20%
M.Sc/M.A	81	16%
Ph.D	60	12%
TOTAL =	496	100
OCCUPATION:		
Students	104	21%
Civil/Public Servant	316	64%
Business	76	15%
TOTAL =	496	100

Source: Authors' Fieldwork, 2021

Table 1 below provides information on the effect of public administration development programmes on the people in terms of the provision of goods and services. Table 5.5, 5.6, 5.7, 5.8 and 5.9 captured the figures of the measuring effects with reference to relevant questions on the phenomena data of the research instruments.

**TABLE 1: IMPACT OF PUBLIC ADMINISTRATION DEVELOPMENT PROGRAMMES ON NIGERIAN CITIZENS**

S/N	ITEMS	SA	A	D	SD	TOTAL
1. Table 5.5	Deterioration in social health facilities exist in Nigeria despite public health administration development programmes.	137 27%	112 22%	125 25%	122 25%	496
2. Table 5.6	Anti-poverty alleviation programmes implementation in Nigeria has impacted positively on poverty reduction to enhance the socio-economic lives of the people.	195 19%	98 20%	159 32%	144 29%	496
3. Table 5.7	Declining agricultural productivity and food scarcity for local consumption exist in Nigeria, in spite of agricultural development programmes implementation by public administrators.	135 27%	139 28%	115 23%	107 22%	496
4 Table 5.8	Public administration programmes of action provide adequate employment opportunities to Nigerian citizens	100 20.2%	101 20.4%	145 29.2	150 30.2%	496
5. Table 5.9	Adequate and affordable housing units and shops to enhance socio-economic activities of the people in Nigeria exist due to, the development programmes of housing implementation by public administrators.	114 23%	106 21.4%	140 28.2%	136 27.2%	496

Source: Authors' Fieldwork, 2021

The result in table 5.5 indicates that respondent under SA (strongly agree) and A (Agree) total representing (50%) are those who agreed that deterioration in social health facilities exist in Nigeria despite health development programmes of public administration. On the contrary, 247 constitute 49.8% disagree that social health facilitates deteriorate due to public administration health programmes implementation since the level of agreement is higher, this implies that public administration health programmes is yet to impact positively on the health conditions of Nigeria particularly, the helpless masses that cannot access basic health care facilities in the rural and most urban centers in Nigeria. This is attributed partly to misappropriation of public funds by corrupt officials in charge of health care delivery services.

Table 5.6 also revealed that respondents under SA (Strongly Agree) and A (Agree) total 193 representing 38.9 percent agreed that anti-poverty alleviation programmes impacted positively on poverty reduction for the attainment of socio-economic activities of the people. On the reverse, 303 respondents constitute 61 percent D under [disagree] and SD (strongly Disagree) said, that anti-poverty alleviation programmes of public administrators rather intensify the poverty level of the people. This shows the ineffectiveness of poverty alleviation programmers on the socio-economic activities of the people and why poverty is an enduring issue in Nigeria.

Table 5.7 results indicates that respondents under SA (strongly agree) and Agree (agree) total 274 representing 55 percent agreed that in spite of public administration agricultural development programmers, food scarcity and low agricultural productivity exist in Nigeria. On the contrary, 222 respondents under D (disagree) and SD (strongly disagree) making up 45 percent disagreed that, low agricultural productivity and food scarcity is connected to public administration agricultural development programmes implementation. Since the percentage of those who agreed that, agricultural programmes implementation of public administration did not impact positively on agricultural productivity. It implies that, the programmes are deficient in addressing food crises in Nigeria. Evidence is glary in the massive importation of food since 1980s till date by Nigeria government.

Table 5.8 results also revealed that 201 respondents under SA (strongly agree) and A (agree) constituting 41% are those who agreed that employment opportunities are provided to the

people following implementation development programmes by public administration. On the contrary, 295 respondents comprise of 59% did not see the effectiveness of development programmes of public administrators in generating employment opportunities to the people.

Table 5.9 results equally revealed that, 220 respondents under SA (strongly agree) and A (agree) constituting 44% are those who agreed that adequate and affordable housing units and shops are provided to the people by public administration development programmes of housing implementation. On the reverse, 276 respondents under D (disagree) and SD (strongly disagree) representing 55.6%, did not see the effectiveness of public administration housing programmes in solving housing problems in Nigeria, this indicate that, the problem of housing is rather worsening compared with the unsatisfied demand which has now accumulated to huge dimension. This impact negatively on the socio-economic lives of the people.

**TABLE 2A: SUMMARY OF CHI-SQUARE ( $\chi^2$ ) ANALYSIS WITH RESPECT TO THE FIVE TABLES ON PUBLIC ADMINISTRATION DEVELOPMENT PRPROGRAMMES**

RESPONSES	A	D	TOTAL
Social health facilities (table 5.5)	249	249	496
Poverty reduction (table 5.6)	193	303	496
Agricultural productivity and food scarcity (table 5.7)	274	222	496
Employment opportunities (table 5.8)	201	297	496
Adequate and affordable housing (table 5.8)	220	276	496
<b>TOTAL</b>	<b>1,137</b>	<b>1,134</b>	<b>2,480</b>

Source: Authors' Fieldwork, 2021

**TABLE 2B: CHI-SQUARE ( $\chi^2$ ) ANALYSIS OF OBSERVED AND EXPECTED VARIABLE ON PUBLIC ADMINISTRATION DEVELOPMENT PRPROGRAMMES**

Variables	OF	EF	OF-EF	OF-EF <sup>2</sup>	$\frac{OF-EF^2}{EF}$
1	249	227.4	21.6	466.56	2.05
2	193	227.4	-34.4	1,183.36	5.20
3	274	227.4	46.6	2,171.56	9.54
4	201	227.4	-26.4	696.96	3.06
5	220	227.4	-7.4	54.76	0.24
6	247	268.6	-21.6	466.56	1.73
7	303	268.6	34.4	1,183.36	4.40
8	222	268.6	-45.6	2,171.56	8.08
9	295	268.6	26.4	696.96	2.59
10	276	268.6	7.4	54.76	0.20
<b>TOTAL</b>	<b>2,480</b>				<b>37.09</b>

Source: Authors' Fieldwork, 2021

The degree of freedom (df)

$$= (c - 1) (r - 1)$$

$$df = (2 - 1) (5 - 1)$$

$$= (1) = (4)$$

$$= 4$$

$$\text{Calculated } (\chi^2) \text{ value} = 37/09 \text{ df} = 4$$

$$\text{Critical value at } 0.05 = 9.488$$

### Decision rule

Accept null hypothesis if the Calculated Value is less than the critical value. Since calculated ( $\chi^2$ ) value of 37.09 is greater than 9.488. Critical Value at 0.05 degree of freedom. This study state that: There is a significant relationship between public administration development programmes and the wellbeing of the people of Nigeria.

## CONCLUDING REMARKS

Public administration and governance are the basic for human society where public administrators failed to perceive that, there is much of the match between leadership abilities and actual accomplishment of public goal, the citizens confidence on the government will decline. This paper sees the political and bureaucratic class as modernizing elites for promoting economic and socio-economic changes. The interaction between the administration and its political environment indicate that public administration operates in the centre of complex socio-economic, cultural and political context. So, the transformation of Nigeria society to a well-developed polity requires careful planning to address serious bottleneck and imbalances created by public officials (bureaucracy).

This paper also acknowledges that, though bureaucracy relationship with democracy is contradictory, it possesses a historical future as a ruling class that is indispensable to the given system of economy therefore, there is need for public administration to accommodate common “values” prerequisite of “realistic” change of rejoining the race for development. On the general note, the country Nigeria has recorded some positive achievements on some fronts and has equally failed woefully on the attainment of national development. There is a consensus however that, though none of the programmes has been fully implemented either as a result of poor implementation or non-implementation. Nigeria is far from where it was envisaged it will be today. This indeed is a challenge. To the challenges confronting Nigeria, Agba, Agba, Ettah, Enang & Ata-Agboni (2023) advocated the enthronement of the principles and culture of meritocracy, honesty and pragmatism in public governance and management. These values are should be institutionalized in the management of public programmes.

## RECOMMENDATIONS

Nigeria quest for viable development programmes depends on:

1. Adequate service delivery by the specialists who could bring to bear their specialized knowledge and skills on the specified duties assigned. There is need to shift emphasis from amateur administrators to developmental administration that plays a vital role in the context of national development. This calls for quality Education for skill acquisitions. In other words, there is need to secure officials who can perform creditably.
2. Administrative reforms that accommodate a change in the institution and value is necessary, to ensure conditions of good life for the people and to foster democracy, efficient and transparency in public administration. This calls for a discipline public sector that is committed to genuine implementation of public policies for concrete development.
3. Strategies in development must be designed to improve the economic and social life of the people. This demands:
  - a) Active policy of social services and the improvement of social relations with emphasis on social welfare programmes.
  - b) Provision of appropriate technology of our local environment that suit our peculiarities to raise rural productivity.
  - c) Efficient utilization of resources through effective organizational frame work for the promotion of the mass involvement in the development process.
4. The solution to the problem of national development and the crisis of governance is best captured in Jeremiah 8:20. He quipped “*the harvest is past, the summer is ended, and we are not saved*”. By implication, despite all Nigerians efforts to attain development and good governance, there is no evidence of good news. This indeed is a “*confused parable*”. **This paper call for the need to fear God and serve Nigeria faithfully and selflessly for the good of all.**

## REFERENCES

- Agba, M. S., Agba, G. E. M., Ettah, G., Enang, A. U., & Ata-Agboni, J. U. (2023). Building a New Nigeria Where Things Work: Meritocracy, Pragmatism and Honesty Principles as Mode of Analysis and Prescription (MoAP). *Journal of Public Administration, Policy and Governance Research*, 1(1), 1–12. Retrieved from <https://jpapgr.com/index.php/research/article/view/3>
- Adebayo, A. (2015): Principles and Practice of Public Administration in Nigeria, Ibadan. Spectrum book Ltd.
- Ajibola, R. (2008): public finance, principles and practice, Lagos AVL publishers.
- Anthony, E. & Obiakeze, S. (2005), Public Administration in Nigeria: The Guardian, 10 October. p 10-12.
- Bendix, R. (2019): Bureaucracy and democratic system in Albert Lepawsky, New Delhi. Oxford and IBH publishing co. p. 120
- Charles, A. (2001): Study of Administration, political quarterly pp. 48-50
- Claude, A. (1986): Social science as imperialism, Ibadan. University press.
- Downs, T. (2001): The study of public administration, Review Article, The Indian Journal vol. xxx. No. 2, p. 40
- Enang, A. (2021): Democracy and National Development: The Nigerian Experience. *International Journal of Democratic and Development Studies (IJDDS)*, Vol. 5, No. 1. September. Pp 15-25.
- Eminue, O. (2009): Public policy Analysis and Decision making, Lagos. Concept publications (Press Division) pp. 556-558
- Etzioni, E. (2020): Bureaucracy and Democracy, London Routledge and Kegan Paul P. 85
- Fesler, J. (2000): Model For Building National Integrity; Washington DC, Retrieved from <http://publication.worldbank.org/ecommerce/catalog/productid=208301>
- Hans, R. (2007): Developing Planning, London. Allen and Unwin.
- Kankwenda, M. (2000): Fifty years of Development illusion. Revisiting Development policies and practices in Africa, New York St. Martine's press p. 3.
- Krygier, M. (2000): State and Bureaucracy in Europe, the growth of a concept pp. 3-5
- Longman (1985 3<sup>rd</sup> edition): Dictionary of Contemporary English. The complete Guide to writing and speaking English, Britain. Longman Group Ltd.
- Nicholas, H. (2007 10<sup>th</sup> Edition): Public Administration and Public Affairs, Georgia, Southern University.
- Nnoli, O. (2003): Introduction to politics, Enugu. Pan African CentreFor research pp. 249-250
- Nystrom, S. & Luella, C. (2010): Bureaucracy in Pre-history, iNternational Journal OF Public Administration. December, Vol. 3, No. 4, pp 7-8
- Okoh, A. & Uyiomore, C. (2008): Organisational Behaviour, Lagos, Willyrose and Applesed Publishing Co.
- Okongwu, C (2020): The Nigerian Economy, Anatomy of Traumatized EconomyEnugu. Fourth Dimension.
- Olowu, D. (1983): State and Development in Nigeria. A Case Study of Lagos State. Jihu west Publications.
- Palombara, J. (2006): Overview of Bureaucracy and Political Development,USA. New Jersey p. 366
- Riper, Nachmais and Kosenbloom in Sharma, P and Sadana, L. (2001):Public Administration in theory and practice. New Delhi.
- Sancho, A. (2019): Policies and Programmes for social and Human Development for an Int' centre for economic growth, USA. San Francisco
- Sharma, R. and Sadanna, L. (2009, 74<sup>th</sup> Edition): Public Administration in Theory and Practice, New Delhi.
- Weber, M. (1947): Legitimate Authority and Bureaucracy, London Cox and Whyman Ltd. [https://www.arabianjbm.com/pdfs/JPDS\\_VOL\\_9\\_2/11.pdf](https://www.arabianjbm.com/pdfs/JPDS_VOL_9_2/11.pdf)

<https://www.britannica.com/topic/United-Nations-Development-Programme>  
<https://www.sciencedirect.com/topics/social-sciences/development-programmes>

**Note:** This paper was first presented at the International Academic Conference of the Faculty of Management Sciences, University of Calabar, Nigeria held between 24<sup>th</sup>-25 January, 2022. It was first presented with the title: Public Administration and Development of Public Programmes in Nigeria: The Need for a Reappraisal of the Contending Issues and modified as a journal paper to Public Administration and Development of Public Programmes in Nigeria: Reappraisal of the Contending Issues.