



CONCEPTUAL ISSUES IN DEVELOPMENT ADMINISTRATION

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ABSTRACT

The paper is a synthesis of some concepts and issues in Development Administration. It approached the discourse in a concise and lucid manner which was anchored essentially on secondary data and analytical framework. This paper interrogated some of the constraints to Nigeria's drive towards development, located within the environment in which public administration operates and highlighted the administrative, political, economic and socio-political imperatives of development.

Keywords: development administration, modernization, economic growth

Origin of Development Administration

Development Administration as a process and a subject has its roots in the period immediately preceding the Second World War. As the name (development administration) implies, basically, it is concerned with administrative practices in predominantly LDCS-aimed at stimulating economic and social development. Its origins are traceable to American efforts after the war to support socio-economic development in the third world. The Americans embarked upon such an effort along the same lines as it had done to Europe after the First World War. This effort called the MARSHALL PLAN succeeded in rehabilitating war-ravaged Europe. It was therefore based upon the success of the Marshall Plan that the Americans assumed they would succeed elsewhere (Sharma, Sadana and Kaur, 2012:179). Following increasing waves of nationalist uprisings in the Third World, the Americans did not only support nationalist political self-determination but also endorsed the ideas (then becoming popular) that political independence was empty without economic self-determination. Based on the above therefore, the Americans went ahead to support national self-determination and to embark upon activities in the Third World which they thought would aid development.

Nature of Development Administration

In a nutshell, the nature of development administration as it was introduced at the beginning could be said to have been prescriptive. In other words, the Americans using the Marshall Plan experience introduced a number of measures which they thought would usher in development in the third world. Among these measures are: the transfer of technology strategy and utilization of foreign experts. These strategies failed to produce the desired effect or result because the prescriptions were made from a point of view of total ignorance of the environment of the third world. That is to say, for the strategy to succeed there was the need to take the economic, socio-cultural and political realities of the third world into consideration. And since these strategies did not, they have inevitably failed. For instance, even today it is obvious that technology has not been transferred. The failure of this strategy to development administration gave rise to a reassessment of the subject. From then on, the tendency has been a more inward looking approach and the utilization of development approaches that are adapted to the relevant environment (Okoli and Onah, 2002:137).

Secondly, not only were strategies adopted, but existing theories of economic development were questioned. The new trend has been to move away from traditional (classical) theories to modern theories originating predominantly from the third world itself. So our emphasis will be less on the theories of people like Adam Smith, David Ricardo, T.R Malthus who are classical capitalist economic theorists nor

Marx and his disciples who are socialists but we will be looking at theories which are thought to be of application to the third world, for instance, the theories of Arthur Lewis, Jhingan (Jhingan, 2007:146). Similarly, we shall be looking at successful approaches to development of certain third world economies such as the export oriented economics of south-eastern Asia; the closed economies of China and India; the upstream (heavy industry) approach of some OPEC countries such as Kuwait, Saudi Arabia, Libya, Algeria, Iran, Iraq, united Arab Emirates; and the down- stream (import substitution- agricultural) approach to development.

Meaning of Development Administration

In order to understand development administration as a concept, it is necessary to begin from the general definition of the term and thereafter go into the analysis of its various components. In doing this, we shall be forced to separately analyse two concepts: the concept of administration and the concept of development. However these two concepts will constitute different sections in this paper. Meanwhile, to understand development administration, we shall break it into the following: development administration proper and administrative development.

In order to have a balanced view of the meaning of administration, it is necessary to refer to a number of leading authorities on the subject among which are: E.W.Werdener; J.Montgomery; Fred.W.Riggs; J.S.Esman and Innayatullah amongst several others.

According to these various authors, development administration is concerned with the following:

- Maximising innovation for development (Werdener).
- Carrying out planned change in the economy and to a lesser extent in the social service of the state (Montgomery).
- The complex of organizational arrangements for the achievement of action through public authority in the pursuance of socio-economic goals and nation building (Innayatullah).
- As constituting organized efforts to carry out programmes or projects thought by those involved to serve developmental objectives (Riggs) (Sharma, Sadana and Kaur, 2012:180-181).

By its very nature, development administration as observed above consists not only of development administration properly speaking, but also of administrative development. This second aspect of development administration involves all those actions (policies) calculated to make public administration in the third world more efficient. For an appreciation of what constitutes administrative development, it is necessary to refer to Katz's definition or understanding of the concept (Shafritz, Hyde and Parkes, 2004:206). Administrative development involves improving and enhancing administrative capabilities for achieving developmental goals. Administrative capability involves ability to mobilise, allocate and combine the actions that are technically needed to achieve developmental objectives. The development of the capability to mobilise, allocate and combine action necessary for development through the systematic institution of the civil service structure and extra-governmental institutions. But in this particular instance, the capacity refers to the people who occupy positions in these organisations. They are said to be capable when they are recruited following strictly laid down criteria which put merit above all other considerations. Furthermore where such capability is potentially existing, it could be developed on-the-job or through external training (universities and other institutions).

The second aspect of administrative development concerns the development of organization, that is government departments, public enterprises, regulatory agencies, boards and commissions, public corporations, cooperative institutions. In the context of the third world environment, this aspect of administrative development was particularly noticeable after the attainment of political independence. Having achieved independence, most newly independent countries found themselves with rudimentary civil service structures and inadequately developed extra-governmental organisations. The general trend then was that in order to bring about rapid development, these newly independent countries had to develop their administrative structures and organisations. Consequently, in Nigeria for example, the late 1960s and early 1970s witnessed an unprecedented growth in the number and size of the following: civil

service, public enterprises; boards or commissions; regulatory agencies; public corporations (Obi, 2007: 21).

An aspect of development administration (nation building) has largely been responsible for creating the problems which Nigeria attempted to resolve through the process of administrative development described above (Onyeoziri, 2002). In other words, the events leading to the Nigeria civil war resulted in the breaking up of the country into several states with their bureaucracies. Even though, the foregoing analyses clearly portray the second aspect of administrative development (organisational development), Nigeria has not been able to achieve its development objectives. This could be attributed to the neglect of the third aspect of administrative development which is behavioural in nature. Put differently, the socio-cultural environment within which development administration has evolved in Nigeria has not succeeded in creating the correct attitude to work (work ethics). These and other factors may largely explain the failure of development planning and administration in Nigeria (Ibietan and Oghator, 2013).

Meaning of Administration

The concept of administration tends to connote several things at the same time. For our purpose however, we are interested in that connotation that concerns “cooperative rational action for the attainment of declared objective” (Waldo in Shafritz, Hyde and Parkes, 2004:151). The above understanding of administration could be described as general and that specific understanding of administration would require our utilization of the prefix “public”. In that event therefore, the word or term “public administration” enables us to differentiate. Moreover this distinction enables us to further distinguish between publicly defined objectives as against private goals. In the quest to understand the concept of administration, we shall inevitably come across another concept which is management. Ordinarily, management is used to describe those sets of actions undertaken by leaders of organization in their effort to use men and materials for the achievement of organizational goals. In this respect therefore, it becomes clear why the words management and administration are sometimes used interchangeably. For a proper analysis of the concept of administration, we shall single out the various components of Waldo’s definition for elaboration

Cooperative or Cooperation: The word cooperative in the definition of administration presupposes the existence of more than a single individual. But this is not all; it equally presupposes the inability of one person to successfully handle the job at hand. This means that cooperation is an indispensable ingredient of administrative action and therefore of the meaning of administration. It is only to the extent that members of the group in administrative situation do their job (cooperate) that administration is seen to function effectively.

Rational Action: As stated earlier, rationality in administration is predetermined, but above all, it is calculated. Rationality means the rules and regulations together with procedures for doing things which are essence of the Weberian model of bureaucracy. In this respect, there are rules, regulations and procedures which govern administrative action towards rationality in the recruitment of officers, processing of information, remuneration, hierarchy and discipline.

Objectives: The cooperative rational action discussed above is calculated to achieve or lead to the achievement of certain set of objectives. When these objectives are public, they must be seen to be in the interest of the “true public”. However the essence of cooperative rational action should be in the fact that without the cooperative element, the desired goals or objectives might be in jeopardy. When the objectives being pursued by administration are in the public interest, such administration is described as public administration especially when it is carried out by organizations of the state. To understand the concept of public administration, there is a further need to utilize not only fifty percent plus one explanation, but to use the concept of structural functionalism and that of culture (Haralambos, 1999). According to Waldo, certain functions are generally recognized as public and are attributed to the state. Organizations of the state in turn are charged with the delivery of such services or functions. One particular example which is true of most states is the function of defence. Defence therefore, is a public administration function which is carried out by the military all over the world. The concept of structural functionalism therefore can be used for identifying functions of public administration on a world wide basis.

The concept of culture on the other hand is employed for individual societies or nations. That is to say, where culture is understood to be an accepted and established pattern of doing things, then it is obvious that every society will have its own culture (Landes in Harrison and Huntington, 2000:2). Based on this reasoning, certain things could be considered appropriately public in one culture while the same thing is private in another. Therefore while structure and function depict the general, culture portrays these particular.

THE CONCEPT OF DEVELOPMENT

The most important character of the concept of development is its complexity. This means that it is composed of several interrelated aspects and this character is often referred to as multi-dimensional. The several aspects of development include economic, social, political, and administrative development. However, it is not uncommon to find that economic development is emphasized over and above the other aspects. Our approach to the concept of development is not only to analyse its complexity but also to understand the context within which it is desirable, this context is that of underdevelopment. In other words, nations require advancement in the enumerated aspects of development so as to arrive at the stage described as development. A third element of development concerns the effect of the end result on society. That is to say, the result of development should have a positive impact on the living conditions of individuals in that situation (Sen, 1999). The most generally used definition of development is increase in gross national income or what we call GNP (Obi and Nwanegbo, 2006:3). Others have defined development to include social improvement, yet others have seen it in terms of increase in the capacity of the political system. Sometimes, others do not make a distinction between development and modernisation. Another approach to defining development is to see it as a process of change plus growth. However, such change and growth should manifest in socio-economic progress and transformation of society.

Economic Development

Economic development is often portrayed simply as increase in GNP or income. To be sure, economic development consists of the following processes: A marked increase in production capacity which is a function of technological improvement and increased capacity of production that become sustained and irreversible. Furthermore, we should note that increased production capacity is a function of increased savings (Jhingan, 2007:31). That is a deliberate policy which diverts resources into productive investment must be pursued. An increase in production must be accompanied by improvement in the distribution function. This has implications on the availability of transportation, storage and commercial outlets. An important follow up to this function is that consumption patterns must change in two respects quantitatively and qualitatively. This however hinge upon increase in income. The overall effect of this element of development process is to enhance the living conditions of average member of the society in question.

Another measure of economic development is determined by the structure of the economy in two senses: firstly, the structure of the labour force as it is distributed within the major components of the economy such as the primary sector; secondary sector and tertiary sector. In an advanced economy, the proportions are usually 10-20% in the primary sector; 40-60% in the secondary sector and 50% or 20% in the tertiary sector. This distribution equally reflects the contributions of these sectors to the national economy in terms of revenue and employment. The second element is a further qualitative distribution of labour and therefore productivity in a particular sector of the economy e.g. the industrial sector which is in the secondary level. In a typically advanced economic situation, it is usually found that labour is distributed in the proportions of 60% and 40% between manufacturing and basic industry respectively. In such an event, it is clear that the economy is advanced because of greater value added on finished products (Jhingan, 2007:5).

The structure of a typically underdeveloped economy is on the contrary characterized by greater concentration of labour in the primary sector and especially in the subsistent agriculture. Similarly, there is greater concentration on basic industry such as mining and the production of other industrial raw materials for export. It means therefore that for such an economy to become advanced, not only must this

structure of labour change, the relative contributions (value added) must change; in other words, a clear movement towards manufacturing.

Political Development

A second element of the development formula is political development. Political development is a very crucial aspect of the environment of development administration because the political element determines above all others what happens to the efforts to bring about development. In other words, the political system determines whether or not a suitable atmosphere exists for the pursuit of other aspects of development. Political development generally concerns the capability of a political system to meet certain basic needs. These include sovereignty (political independence) meaning the ability of a country to stand on its own within the international system; military capacity (ability to defend the nation from external aggression and contain internal rebellion) and legitimacy of authority of the political regime to create acceptability. The last element (political legitimacy) in the components of system capability is very significant and on the whole determines the capacity of a political system to fulfill its other obligations (Onyeoziri, 2002). Political capability could be considered as a function of two variables, namely:

Political institutionalisation: It refers to the establishment of accepted norms (practices) within the political system. We can therefore distinguish the following which constitute political institutionalization and it comprises: rule of law which refers to respect for the constitution and established ways of doing things. In other words, this is understood to be constitutionalism. Another aspect of political institutionalisation is the existence of a viable political culture which is in turn determined by the rule of law and democratic stability (Rustow in Mclean and Mcmillan, 2003:145).

Political participation: refers to that element within the political system which ensures that individuals and groups whether minority or majority finds a stake within the system. Sometimes political participation is described in western political thought as democracy (Ogundiya and Baba, 2007:245). However, we can distinguish two elements that constitute political participation, which are political mobilization and political representation. Political mobilisation is a must and a process which creates awareness of the political process and enables the citizenry to actualise their interests. The extent to which citizens express clearly their interests determines the quality of input and output of political discussion making. Political representation: since direct democracy is no longer feasible in large modern nation- states and countries, avenues for citizen representation offer creditable measures of the ability to participate effectively. While we do not intend to go into the theory of legislature (types and compositions), the legislature remains the most acceptable forum for political representation (Ezeani, 2010:114).

It is axiomatic to state that where various ingredients of political institutionalisation and political participation exist, the systems capability is assured. In other words, both eliminate the problems associated with instability of regimes, lack of patriotism and disunity which characterized the political environment of most developing countries. When therefore this situation obtains, the political system is able to satisfy basic requirements of independence, defence and legitimacy.

Socio-cultural Development

Social development should be seen in conjunction with cultural development. As a concept, social development can be understood by reference to the existence and access of the ordinary man to certain facilities (physical) which enhance his well being. Secondly, the existence of such physical facilities which are accessible should not only enhance physical well-being alone but should enhance psychological well-being equally. On the other hand, there must be other less tangible facilities which in turn (when available) reinforce physical as well as psychological well-being (Jhingan, 2007:11). The areas which concern social development in terms of physical facilities include the existence of the following :law, order and public safety; education; health, recreation; rehabilitation of the disabled; water; housing; electricity; transport; and communication.

The availability and access of the facilities listed above to the ordinary citizen implies that his well-being is enhanced materially or physically. On the other hand, physical or material well-being serves to enhance the individual's psychological well-being. For instance, the conveniences afforded by comfortable environment serve to reduce every day pressures on the individual. Some of these conveniences like available and comfortable means of transportation, well-equipped medical and educational facilities serve

to reduce time wastages and frustration which characterize situations in which such conveniences are lacking. On the whole, a socially advanced environment in material as well as psychological terms serves to improve social efficiency like people getting to work on time or emergencies in hospitals receiving prompt attention, the educational system producing highly skilled and well motivated individuals, even the attitude to work are changed for the better.

An advanced environment, socially speaking is characterized not only by the features described above but by a well balanced living condition. Such a condition features ample attention being devoted to work as well as leisure. That is to say, not only does the work environment induce efficiency but the result enables the individual worker to earn enough to afford him good food, relaxation and the capacity to participate in social life (politics, sports, music etc.).

Administrative Development

The context of development administration is one devoid of certain institutional constraints on the efforts to develop. The last of these constraints is administrative in nature. That is to say, administrative structures and managerial capacity are inadequate for the task of development. Therefore to succeed in the development struggle, administrative capabilities have to be improved consciously. There are two major areas of action in the effort to improve administrative capability.

Firstly, organizational development is required. It is often described as change in administrative structure which is directed from the top and is oriented towards the achievement of certain goals. In the Nigerian context, such changes have taken the forms of civil service reforms and there have been several including: the 1988 civil service reforms (Patrick Koshoni); 1982 Gamaliel Onosode; 1975/76 Ani commission, Williams (1975) commission; 1973/74 Jerome Udoji commission; 1970 Simon Adebo commission; Adeyinka Morgan and Coker commissions/panels among others. These reforms did not only affect the civil service in isolation but they affected public enterprises as well. For instance, it is through the intervention of some of these commissions of enquiry that public enterprises experienced rapid growth in Nigeria between 1970 and 1980. Similarly it was through their intervention that government began to think of divestment (privatizing) of public enterprises (Ibietan and Oni, 2013:39).

The second area which characterizes the process of administrative development is attempt at developing managerial capacity (skills) within the public sector. It is not very easy separating activities related to organizational and structural development from activities aimed improving managerial capacity. This is so because, all panels or commissions which have looked at the performance of the civil service or public enterprises have always included recommendations for structural reorganization or improvement as well as recommendations for improving managerial performance. Looking at the documents of various commissions of enquiry, it is possible to identify certain broad areas of action which they recommended for improving civil service performance. Udoji in his recommendations stressed three areas: Improvement in working conditions, salaries and fringe benefits. Adoption of MBO (management by objectives) as a system of operation in the civil service. This was calculated to introduce an efficiency criterion in the civil service management and the salary awards were meant to justify a harder working bureaucracy. The Udoji recommendation stressed the need for further training of civil servants. In this case training was to be essentially in-service (Obi and Nwanegbo, 2006:135-138).

The Ani commission of enquiry attempted to introduce a system of planning, programming and budgeting (PPBS) in the Nigerian civil service. This system carries along with it, the need not only for programme budgeting, but also for Zero-Base Budgeting (ZBB). In other words, a budgeting system based on current costs or prices as opposed to incremental budgeting (TBS) which was the practice in the civil service. The Ani report equally stressed training.

Subsequent recommendations such as the Onosode endorsed most of the earlier reports but in addition, raised a fundamental issue concerning efficiency in the public sector as against the private sector. He therefore recommended privatizing publicly controlled enterprises, as they would be more efficiently managed. The 1988 civil service reforms made three innovations in the civil service structure calculated to enhance performance: introduction of the elongated salary structure along with improved allowances in housing, transportation and the introduction of a lunch subsidy. Secondly, professionalisation of the civil service was introduced in the sense that officials in the service are expected to remain all their lives within

a particular professional cadre, such as finance, personnel, research, planning and statistics. This was calculated to produce skilled and specialized individuals for better performance. Thirdly, the introduction of the concept of team management (democratic management) refers to the neutralisation of the roles of permanent secretaries which hitherto had been preponderant. It was expected that the Director-General (permanent secretary) will operate in close collaboration with the minister or commissioner on the one hand and with Directors and Deputy Directors on the other. And that together, they should manage the ministry as a team (Abdulsalami, 1998:51). The foregoing represented concrete efforts in the context of a developing environment to bring about administrative development. To recap, for a system to be considered as developed, it must have registered positive changes as described above in the economic, political, social and administrative elements of the society.

THE CONCEPT OF MODERNIZATION

The concept of modernization has been subjected to different interpretations based on the orientation/perceptions of the different authors. A school of thought posits that modernization is a systemic process involving complimentary changes in the demographic, economic, political, communication, and cultural sectors of a society. Modernization is a total or complete phenomenon that affects all facets of a society (Okoli and Onah, 2002:140). A society is said to be modern when its members use inanimate sources of power or tools to multiply the effect of their efforts. Power refers to the ability to make things respond to ones wishes. Modernization involves a rapidly widening control over nature through closer cooperation among men. In modern societies, people come together to solve problems.

Characteristics of the Modernization Process

It is a revolutionary process-implying that the movement from traditional society to modernization involves radical change in patterns of human life. That is, old things have to be abandoned and new ones acquired.

Modernization is a complex process involving all areas of human thoughts and behaviour and cannot be reduced to a single factor or dimension. Its component among others includes industrialization, urbanisation, social secularisation media mobilization, expansion of political participation and increasing literacy (Jhingan, 2007:15).

Modernization is a systemic process: it is holistic, meaning that change in one phenomenon could lead to change in other phenomenon such as literacy leading to increased awareness.

Modernization is a global process that started around Europe, but has become a world wide phenomenon. This was brought about primarily by the diffusion of modern ideas and techniques from the European countries to the peripheries and also through internal development of different countries.

Modernization is a lengthy process such that it took Western Europe and other societies several centuries to modernize however it can take a contemporary society lesser time to modernize.

Modernization is a phased process meaning that it is possible to distinguish between different levels or phases of modernization through which all societies will move.

Modernization is a homogenizing process: that is, modern societies have universal values and they share some basic similarities and are interdependent. For example, interdependence among EEC countries.

Modernization is an irreversible process- it doesn't rewind.

Modernization is a progressive process: although the cost of modernization is painful, modernization is necessary and desirable because it brings material well-being to the society.

Modernization is a historical process: it is characterized by a step-by-step development in the element of the social system. The process has reached a stage in some parts of the world and this part serves as model for understanding the nature of modernization process. Incidentally, this part of the world is described as the West. However, modernization is not westernization, since every process of modernizing has its own culture and environmental uniqueness.

Approaches to Analyzing Modernization

One of the most popular ways that people have used to analyse the process of modernization is simply to look at or list some of the changes that characterize the process of modernization in presently modern countries of Western Europe, U.S.A and Japan. Here are some of these changes: mechanization of agriculture; greatly improved health due to better feeding and health facilities, highly efficient transportation, sophisticated communication.

Often, these processes are accompanied by rapid urbanization and in government administration; bureaucratic action is guided by planned document. Other changes are widespread availability of educational facilities while merit replaces ascription as a basis of reward (Sharma, Sadana and Kaur, 2012:186). The second approach in the effort to understand modernization is to list the elements which even though accompanied the process of modernization do not in themselves constitute modernization (Jhingan, 2007:55-65). One of this is the fact that modernization is not the same as economic growth. Economic growth construed broadly as an increase in per capita income, is not in itself sufficient a condition for modernization. For instance, Saudi- Arabia, Kuwait and some OPEC countries have very high per capita income but are not considered modern societies. In the same vein, industrialization is not necessarily a condition for modernization. In particular, if we take industrialization to be the application of machines to tasks, then we may say that mining the Zambian copper makes it highly industrialized, Zambia however, is not a modern society.

Modernization is not same as democratisation. However, there exists a link between the technological needs of a modern society with democratic attitudes. For instance, modern technology is employed for mass education and mass mobilization, and without these, democratic institutions may not function well, but this is an indirect link.

The Problems of Modernization

A fundamental problem caused by rapid change or modernization is the strains it imposes on social structures. Rapidly changing societies face problems arising from weakening of traditional restraints on deviant behaviours, breakdown of extended family system, individualism and a loss of cultural identity. These are some of the problems associated with modernization. When these problems do not lead to the breakdown of the social system and society advances, it can be said that there is flexibility of social structures and continuing identity. In a nutshell, modernization can be said to be a process of innovation which manages to be orderly (creative rationality). This as a process is composed of three connected and interrelated ingredients (discussed below).

- ❖ The analytical-causal and inventive outlook (attitudes).
- ❖ The multiplicity of tools and techniques.
- ❖ The flexibility of social structure and continuing identity.

Analytical-causal and Inventive Outlook: This element is considered to be at the heart of the process of modernization. Basically, it is considered to be the scientific approach to the search for and the quest for understanding of social and physical phenomena. By scientific approach, it means the search for the cause and effects of natural events. In other words, nothing happens without a cause, therefore, the approach of modern man is to seek to understand such causes and as a result of such understanding, to find solutions to natural problems. It is this process of searching for cause and understanding effects that enables the modern man to make (innovations) inventions as a result of which he is better able to master his environment. The analytical-causal and inventive outlook is therefore behind all the inventions that characterize modern technological societies. In other words, it reinforces and supports the second ingredient of the modernization process which is the multiplication of tools and techniques.

Multiplication of Tools and Techniques (skills): A modern situation must be characterized by a massive application of tools to everyday processes or actions of getting things done. For instance, the application of technology and modern practices to agricultural productivity; printing; communication; transportation; and provision of basic utilities. But the application of tools is intricately linked to the possession of skills and techniques with which to use machines. But even more significant is the fact that, there must equally be available, the skills for rapidly developing new machineries and techniques (Okoli and Onah, 2002:140). In the absence of good combination of the availability of tools and techniques, there results

inevitably a breakdown of existing or acquired machines. Furthermore, such a breakdown is accompanied by a failure to repair or replace such machineries which explains Nigeria's development dilemma.

Flexibility of Social Structures and Continuing Identity: We have noted above, the problems posed by rapid social change, such as the breakdown of traditional sanctions, family systems, ascribed status. The process of modernization recognizes that the problems posed by rapid social change require that social structures be flexible in order to adapt to the requirement of change. Where this is not possible, social structures breakdown. A breakdown of social structure inevitably leads to a loss of social identity as members of the social structure lose their points of focus. The question of flexibility of social structures and continuing identity possess an element of social behaviour. In other words, it requires that social behaviour must adapt and if possible must approximate the functioning of machines, since social tasks are carried out by machines. In this regard, it is important that a modern society display a respect for time (Porter in Harrison and Huntington, 2000:15). On the whole, social action must be characterized by efficiency which technology demands.

Economic Growth

Growth in economic theory refers to increase overtime in a country's real output per capita. Economic growth can also be seen as the quantitative improvement or increase in the resources or wealth of a country over time. Such increase could be the result of the following: technological improvement or introduction of new technology; discovery of new resources such as minerals or oil, due to favourable weather in predominantly agricultural economies. Each of these factors could lead to increased production or income which subsequently leads to economic growth (Jhingan, 2007:57-58).

Some of these definitions have a member of uses. For instance, an increase in total output is important in determining a nation's economic power. Secondly, it involves an increase in living standard through increase in consumption and welfare. On the whole economic growth involves three essential variables as follows:

- ❖ An upward trend in GNP and revenue over a long period of time
- ❖ A self sustained character of growth that is largely irreversible
- ❖ Growth as a movement of structural transformation

➤ Upward Trend in GNP and Revenue

For an economy to register growth in GNP or revenue over a reasonable period of time, it is usually estimated that given a reasonable rate of growth of around 5% per annum, the average economy requires roughly ten years to reach a stage of reasonable growth. By this, what we mean is that the successive growth rates registered cumulatively increases the power of the economy. This is so in two senses: firstly, each other year of growth that is registered is consolidated upon a stronger economy than previously. Secondly, as growth is experienced, the sector that had hitherto been stagnant also begins to experience growth. That means that several more growth poles/ points emerge within the economy. The overall effect of the pattern described above is to produce an economy which is much more powerful, balanced and resilient.

➤ Self-Sustained Character of Growth that is Largely Irreversible

For an economy to develop this quality, it is important for it to experience growth in the sense described above. However, it must also utilize the advantages mentioned above to become self-sustained and attain growth that is irreversible. To be self sustained, the elements which together are described as the "engine of growth" must be internally controlled and motivated, otherwise the economy must not be excessively dependent on the outside world. In this respect, such an economy must not depend too much on the external world for the following: Industrial input and raw materials; Technology (machine tools for heavy industries/ petro-chemicals); Vibrant capital market must exist; Skilled labour. When these elements are largely in place within an economy, such an economy can be considered to have a capacity for self sustenance and irreversible growth.

➤ Growth as Movement of Structural Transformation

When an economy grows, changes in constituent structures (social, cultural, political and economic) must occur if such growth must be permanent as well as sustained. Socially, changes in the structure of behaviour must result. For instance, attitudes to work, respect for time and the institution of merit are aspects of social behaviour that must change. Such changes necessarily support the new structures of behaviour which the new economic environment requires.

Politically, political structures must change in ways that ensure greater participation, respect for the rule of law and representativeness. Such changes in political structure ensure political stability and continuity which in themselves are necessary ingredients for successful economic growth. An example of a situation in which political instability has been the bane of economic growth in Nigeria, is a situation in which every change of government results in changes in economic policies and programmes (Almond, Powell, Strom and Dalton, 2000:30).

Economically, the structure of the economy must change in at least two respects: Firstly, most underdeveloped economies are dualistic (Jhingan, 2007:22-23). That is to say they are divided into the traditional, subsistence and non-monetised sector and a monetised modern industrial sector. Invariably, these two sectors operate independently and in the process of economic growth, a fusion of these two is necessary. Thereafter, they must become mutually supportive or linked. Secondly, the structure of contribution to GNP and the structure of distribution of labour between the economic sector must similarly change. In the case of contribution to GNP, a relatively higher percentage of GNP should come from the secondary and tertiary sectors. Even within this sector, a relatively greater share of GNP must come from manufacturing as this sector of economic activity has a greater proportion of value added. At the same time, the process of economic growth must result in the continuous transfer of labour from the primary sector of the economy to the secondary sector of the economy, especially industry, manufacturing and services. The ideal proportion should leave at most 10% of the labour force in the primary sector while the remaining is distributed within the secondary and tertiary sectors respectively. The process of growth should result in the stimulation of growth in the economic sectors hitherto dormant or of lesser growth rates. This means that the economy become much more diversified and therefore much more able to withstand temporary reversals.

THE ENVIRONMENT OF DEVELOPMENT ADMINISTRATION

The relevance of the environment of development administration and its study can be seen from the following:

Development administration from systems perspective: When development administration is considered from the above perspective, it is taken to be made up of component parts which are logically interrelated. This interrelationship according to the systems theory is such that a change in any component affects other component parts and the whole system is in turn affected (Shafritz, Hyde and Parkes, 2004:206-216). When administration is considered from the narrower point of view, like the executive arm alone or the civil service properly speaking, it becomes clear that its operations could be affected by other component elements in social system such as the socio-culture, economic and the political. In the event of considering administration from this narrow point of view, it is considered to be bounded within fixed boundaries which are more or less permeable. This character of permeability allows the inflow and outflow of energy into and out of the administrative system (Almond et.al, 2000:13).

The logic here is that such energy that flows in and out is characterized by elements reminiscent of its origin. Therefore, when it is an inflow, the characterizing elements affect the system into which the energy flows. Similarly, as such output flows out of the conversion system, it inevitably carries along the characteristics of the conversion process into the larger environment. It is this process that explains how the environment affects the system of development administration and how development administration affects the environment in turn.

Secondly, the concept of the environment of development administration is further understood by reference to the concept of the ecology of administration (Okoli and Onah, 2002). Simply put, the theory of the ecology of administration sees all administrative systems or organizations as being situated within a

larger environment and as such, when systems are considered to be living, they interact within themselves (among component parts), as well as within themselves and the larger environment. That being the case, anything which affects the larger environment inevitably affects all systems found within it. If we consider development administration as a system therefore, we must equally consider it as existing within a more embracing national environment. This national environment within which the development administration must function is in turn affected by a larger international environment. There is therefore a combination of forces emanating from the following environments: systems or organizational environment; national environment; and international environment. Forces emanating from the operation of these three have effects and counter-effects which administrators must take cognizance of and failure to do so often result in system failure (failure to adapt).

The Political Environment

The major characteristics of the political environment of the third world include the following:

Political instability defined by instability of regimes, constant coups or rapid changes of government through unconstitutional and violent means. The propaganda value of democracy (Omeje, 2001) in recent times seems to be reversing this tide. Low levels of political participation manifesting in absence of political representation and mobilization. Weak political institutionalization typified by of rule of law and rationalization of political structures and functions. Political interference in administrative duties and distorted distribution of projects (Obi and Nwanegbo, 2006:203). Lack of patriotism that result in lack of national identity and the absence of national unity, and very low calibre of leadership which result in lack of direction both in policies, programmes and actions of government (Achebe, 1983).

The administrator who finds himself in such a political setting therefore, is a technician whose techniques are rendered impotent by potent and negative political forces, and indeed so overwhelming is the political influence on bureaucrats that bureaucracy in the third world has itself become highly politicised. (Sharma, Sadana and Kaur, 2012). Politicisation of the civil service per se is not undesirable, only certain aspects of such politicisation exert a negative influence; for instance when the civil service becomes partisan and proceeds to reflect such a partisan bias in its activities, then it becomes undesirable. If politicization on the other hand becomes identifying with the policies and objectives of the government of the day in an enthusiastic manner, such politicization is desirable.

A more ideal political situation for development administration is that in which the political environment is more predictable in the following ways:

- ❖ Strong culture of the rule of law. In other words, an environment in which sudden unpredictable changes (personnel and programmes) are avoidable. In such an environment, long range planning and completion of programmes or projects is possible. Where the reverse situation obtains, political personalities and policies change in a disruptive fashion. It is this phenomenon that explains the inability of a system such as Nigeria to make reasonable progress along the path of development.
- ❖ Representation: A political environment that creates avenues for the articulation and aggregation of component interest groups stands a better chance of making progress than that which is characterized by lack of representation and elite domination. Indeed the capacity for social and political mobilization depends solidly on individuals and groups having that feeling that they have a stake in government. Such a feeling could be assured in groups or persons through the siting of government projects in their area or at least their identifying with a key member of the decision making group. Where people feel that they are not represented in any government or regime, the tendency is for them to become politically indifferent (apathy). Political apathy serves to reduce the effectiveness of any government as it becomes less and less legitimate in the eyes of many. This process of political indifference has the effect of reducing the total energy input of the political system. Consequently it affects the progress of development.
- ❖ Rationalization of political structures: refers to the process of dividing political functions among political structures including the executive, legislature and judiciary. This process is similar to the process of division of labour in industries- since it results in greater specialization and more effective handling of roles by the various arms of government. But more importantly, there is

uniquely political element in this process of rationalisation which is the effective checking and balancing act which the various arms of government exercise on one another. The essence of political rationalisation therefore is not only the effective and efficient handling of functions but also the exercise of restraint on abuse of power due to concentration in one hand.

- ❖ Political interference in the context of the environment of development administration usually takes various forms. Firstly, political executives interfere in the selection of personnel for high positions of government and semi-governmental institutions. The most popular form that this intervention takes is the giving of priority to party faithfuls, personal relations, and other considerations over and above competence or merit. Secondly, the siting of projects or selection of projects for financing is often not determined by a sound economic analysis derived from feasibility studies but through political considerations. For instance, the siting of Nigeria iron and steel complex could not be decided on in the first republic due largely to political considerations. Another example is that the siting of Katsina Steel Rolling Mill would have made sense if the rail line was extended there in order to reduce transport cost.

Economic Environment

The economic environment of development administration exercises major constraints on the process of development. This is mainly due to the fact that the world economy has largely become internationalized; therefore no economy is insulated from changes within the international environment. This means that there are uniquely local economic forces which operate as constraints on economic development and that these exist side by side with economic forces emanating from within the international environment. The striking features of developing economies as documented by Jhingan (2007:22-30) include disarticulated economic sector i.e. absence of linkages and dualism; mono-cultural economy manifesting in excessive dependence on a single product measured in terms of its domination of national revenue (crude oil in the case of Nigeria); emphasis on raw-materials as opposed to manufactured products with high contents of value added; low (level of) purchasing power due to predominance of poverty. This must be qualified as potentially strong market due to large numbers, unemployment and disguised unemployment. Others are technological backwardness; foreign trade orientation; demographic features such as unplanned population growth; insufficient capital and weak economic performance.

Socio-Cultural Environment

The socio-cultural environment of development administration has behaviour as its reference point. Development in any society is a function of the attitudes exhibited by its members. Factors such as the need for change or maintenance of status-quo; respect for watch (time consciousness); work ethics and group dynamics among others affect the pace of development in any society. If for instance, the people show apathy towards innovation and manifest traits of avarice and grand corruption in the face of weak or non-existent public accountability mechanisms (Etounga-Manguella in Harrison and Huntington (2000), and Ibietan, 2013) which characterize the environment of developing countries, it becomes axiomatic that these countries cannot be optimistic in terms of development. It is based on this that Mead in Pye (1965:190) argued that development in any social system is a function of the sweeping character of social transformation which demands total rather than selective change.

CONCLUSION

This paper attempted an overview of conceptual issues in development administration. It presented a brief but cogent narrative on the origin of development administration, followed by in-depth explanation on the concepts of Administration; Development; Modernization; and Economic Growth. The constraints to development in Third World countries as underscored by factors or issues bothering on the environment of development administration were critically discussed and recommendations were proffered as deemed necessary in the body of the paper. The effective adoption and implementation of the suggestions would lead to better coordination of development efforts and redress the dismal development performance of developing countries with special focus on Nigeria.

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