

THEORETICAL ISSUES IN DEVELOPMENT: ADOPTING THE NARRATIVE OF DEVELOPMENT ADMINISTRATION

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Abstract

In 1995, the World Summit on Social Development that took place in Copenhagen (Denmark) addressed three (3) core issues; Eradication of Poverty, Promotion of full employment and fostering Social Integration. These issues have been at the front-burner in the United Nations' Department of Economic and Social Affairs. Yet poverty, unemployment and inequality loom large especially in the developing world. Several development theories like modernization theory, dependency theory, etc have been applied in the developing countries to eradicate these three enemies of development but to no avail. It is obvious however, that developing countries are beset by institutional, political and economic rigidity. It is high time therefore, we adopted the narrative of Development Administration. Development administration is about projects, programmes, policies and ideas which are focused on the development of a nation with the point of view of socio-economic and socio-political development of society in general. Development Administration has a model that contains a rejection of status quo, rooting for change and getting results. False paradigm model brings us closer to understanding the reason for our continuous underdevelopment which is caused by faulty and inappropriate advice provided by western policy makers and scholars. In this study, we examined the entire framework of development administration vis a vis the eradication of poverty, unemployment and enhancing social integration. The study is theoretical hence there was no use of primary data. We found that it was high time developing countries invented an indigeneous approach akin to our peculiarities to make our development more people- centered and result oriented.

Keywords: Poverty Reduction, Theories of development, Unemployment, Social integration and institutional rigidity.

Introduction

Development is as elusive as its definition because right until now there is no one most acceptable definition of development. Development is defined according to the individual that is intending to define the term at the particular point in time. Every discipline defines development to reflect what that discipline regard as development. When a biologist is attempting a definition of development he or she will be referring to the different stages of the formation of an organism or the development of a human being from embryo to infant then adolescence before adulthood. When the economist is discussing developing he engages in what he calls indexes of economic development. Growth Rate, Per Capital Income, Health, Education, etc. The Sociologist explains development by social stratification and changes that take place in the society. In the

case of a public administrator, his understanding of development hinges on the reforms that take place in the public space beginning from the pre-colonial, colonial, military and post-military regimes, etc. Development administration offers a more inclusive meaning to the concept of development. Rather than looking at development from the point of view of institutional metamorphosis, it considers development to measure the extent to which programmes, projects, policies and ideas directly impact on individual persons. In other words, development should be people, centred. Development Administration believes that unless government policies directly improve on the peoples' standard of living, it will amount to no development. Let's look at poverty for instance. Since Nigeria got independence; administration after administration, the only goal has always been, the eradication of poverty. Then of course it became obvious at some point that eradication of poverty in Nigeria hinges on two parallel Sectors; agricultural development and rural development. This policy thinking is not unprecedented. It was as purposeful as it was political. It was purposeful in the sense that it meant well because the bulk of our citizen are farmers who largely dwell in the rural areas. So if you improve agriculture and rural roads infrastructure, you can eradicate their poverty. But it was also political because Nigerian Leaders use it as propaganda to score cheap points. However, mention must be made of a few such efforts that have succeeded somehow like the Obasanjo military administration that floated Operation Feed the Nation (OFN) and the Babangida administration that brought Directorate for Foods, Roads and Rural Infrastructure (DFRRI). At the time when these two programmes were implemented, they created significant impact on the people. Nevertheless, poverty eradication has become a recurrent decimal in all National planning efforts including International donor agencies. Like the World Bank. In spite all these efforts at poverty reduction, poverty walks tall in all streets, cities and Villages of Nigeria unperturbed.

Theoretical Issues in Development:

In the academic circle one concept that defies cosmic understanding is "theory". Theory is a guess, if you like. An academic guess that is subject to investigation. In other words a theory is not definitive but a conjecture formed on the basis of incomplete information. However, theories are useful tools of analysis in academic researches.

This leads us to theoretical issues of development, the subject matter of this thesis. Theoretical issues are teething issues on the wheels of our development progress. You may call them obstacles to our development as a nation. These issues are designated obstacles because they have presented themselves as all time unresolved hypotheses. Issues such as; poverty reduction, unemployment, fostering social integration and value re-orientation. These issues have featured repeatedly in our National planning discourse right from the period of independence. Unfortunately not one of them has been addressed conclusively. At this juncture, we shall examine them one after another under conceptual clarification.

Conceptual Clarification

Poverty Eradication

Poverty is a monster parading the entire Landscape of Nigeria. Some scholars refer to poverty as Acquired Immune Deficiency Syndrom (Aids) which is not correct because unlike aids, poverty has a cure. It is an economics condition in one's life that one finds unsatisfactory, and this condition differ from one individual to another. when people do not have money to feed they will consider themselves as poor but if by tomorrow the same person gets a job and the person now earns a Salary, his poverty condition is considered over. If one does not possess good clothing like his peers, he or she considers him or herself as poor, but if by chance of circumstance he or she wins an award from the State or Federal Government the same individual's status changes immediately and his hitherto poverty condition is forgotten. The question to ask is; why is poverty not being able to be eradicated from our system.

The answer lies in our process of development. Our development process is not targeted at the people. Abang (2018), posits that development is about people and people making choices, not just choices but choices based on values and not just values but based on the quality of life. The author went further to quote Valerie (2001) as having defined development as a process of expanding the freedoms that people enjoy. That development requires the removal of major sources of unfreedom, removing poverty as well as removing tyranny, removing poor economic opportunities as well as removing Social deprivation. The World has

unprecedented opulence; yet denies freedom to a vast majority of people (Abang, 2018). Poverty should be eradicated completely from our body polity because of the pains it brings to bear on mankind. Poverty crumbles mankind's self-esteem. Self-esteem according to Sherman (2015), is important because it influences how one behaves and interpret the world around the person. Self- esteem affects the way an individual thinks, feels and make decisions in matters that affect them. This is the condition of the poor, hence its eradication

According to Abang (2018), if Sherman definition of self esteem is considered a standard for assessing self-esteem, it becomes rather obvious that the poor will behave in a way the rest of the society may deem not comfortable. The author went further to present Sherman's submission in a lucid form. That where an individual has low self-esteem the individual expresses the following characteristics;

- Hostility or irritability
- Feeling of insignificance
- Constant frustration
- Hypersensitivity to eroticism
- Habitual state of dissatisfaction

These characteristics of the poor make them inimical to the rest of the Society. If one steps down the above characteristics to habitual traits, one could clearly see how dangerous it can appear to live around a poor person. Hostility and irritability for instance portrays the poor to be a wild person if not a beast to say the least. The poor person is always hostile and can kill or inflict pain on any person by the slightest provocation. Because as far as the poor is concern life is not worth living. As a matter of fact the poor man and the mad man on the street should be avoided as much as possible in the same way. The poor person sees you who is perhaps better-of than him as not poor but blessed. He becomes jealous of you and can attack you by the slightest provocation.

The poor are hypersensitive to eroticism another reason why poverty should be eradicated. For instance, a 70-year old man impregnates granddaughter in Ogun State. A Journalist, James Ogunnaike of Vanguard newspaper reported the case of a 70 year-old man who was arrested by men of the Ogun State police command by the name, Hunsu Sunday for allegedly defiling his 15 years old granddaughter and subsequently impregnating her. It was reported that the victim has been living with her grandfather since the demise of her own mother. Poverty is responsible for this act of immorality. The old man could not afford to hire the services of an adult sex partner hence this innocent orphan became the easiest target of his Sexual steam.

Constant frustration as a result of poverty could make you want to commit suicide. The case of Taiwo Titilayo Momoh, a textile dealer at Balogun market attempted to jump into the lagoon from the third mainland and Carter bridges in order to escape from those she was owing (Olasunkanmi and Usman (2007). What this woman needed was support from Microfinance banks to settle her business partners and she will remain in business happily. But our Micro finance banks are not living up to the purpose for which they were created. They have all turn the way of the conventional banks. Abang (2016) conducted a study on Nigeria's Microfinance Bank and the reduction of poverty in Zaria. He pointed out that the World Bank had established a consultative group to aid the poorest of the poor through microfinance. The importance of microfinance in the field of development was reinforced with the launch of the micro credit summit in 1977. The summit aims to reach 175 million of the world's poorest families especially the women with credit for the self-employed and other financial and business services by the end of 2015 (Abang,2016). Madam Titilayo Taiwo was the target audience of the World Bank gesture intended to support people like her, business wise. But the implementation architecture of that gesture could not get to her and in 2017 she was attempting suicide. Poverty has demonstrated extreme betrayal of the dignity of mankind.

A certain Mr. Nwiziogo Nkwagu of Obegu Village in the Ozibo Local Government Area of Ebonyi State allegedly abandoned his wife, Ukamaka, after the latter gave birth to a set of triplets. It was gathered that 35-year old Ukamaka was her husband's third wife, gave birth to triplets, two boys and a girl at a traditional maternity home in Abakaliki, the Ebonyi State capital. The woman was forced to approach the traditional maternity home as apposed to going to the hospital as a result of her husband's complaint that he had no money. The man ran away leaving his wife Ukamaka who does menial jobs to cater for herself and the children, she had earlier given birth to a set of twins and another single child before giving birth to triplets.

Children were supposed to be a source of joy to a family but for this particular case, it turns out to be a nightmare because of poverty.

To eradicate poverty in Nigeria for instance, there have been several poverty eradication programmes launched in Nigeria at one time or the other. A few them can be mentioned herein;

- Operation Feed the Nation (OFN)
- National Directorate of Employment (NDE)
- National Poverty Eradication Program (NAPEP)
- Better Life for Rural Women Programme (BLP)
- Family Support Programme (FSP)
- National Economic Empowerment and Development Strategy (NEEDS).

Full Employment

Full employment is a process where all available labour resources are being utilized in the most efficient way possible. It embodies the highest amount of skilled and unskilled labour that can be employed within an economy at any given time (Chappelow, 2020). According to chappelow, full employment is an ideal and probably unachievable situation in which anyone who is willing and able to work can find a job, and unemployment is Zero. It is a theoretical goal for economic policy makers to aim for rather than an actually observed state of the economy. Unemployment as is called in Nigeria is a theoretical issue in development because this is one issue that development experts have not been able resolve not only in developing countries but the world over. Unemployment manifest in various forms. Unemployment can result from cyclical, structural, frictional or institutional causes.

According to potters (2020), structural unemployment can be caused by the desire to encourage technological progress. For example, when workers find themselves obsolete due to the automation of factories or the use of artificial intelligence.

Institutional unemployment arises from institutional policies that affect the economy. These can include governmental programs promoting social equity and offering generous safety nets benefits and labour market phenomena such as unionization and discriminatory hiring (Potters, 2020).

Frictional unemployment may be unavoidable by policy makers entirely. This type of unemployment is caused by workers voluntarily changing jobs or first entering the workplace and searching` for new and may be better offers.

Cyclical unemployment is the fluctuating type of unemployment that arises and falls within the normal course of the business cycle. This type of unemployment rises when an economy is in a recession and falls when an economy is growing. The import of this analysis is that Nigeria's economy has never experienced growth that invariably reduces unemployment.

Social integration

According to Holt-Lunstad and Uchino (2015), social integration is a multidimensional construct that can be defined as the extent to which individuals participate in a variety of social relationships, including engagement in social activities or relationship and a sense of communality and identification with one's social roles.

Social integration is formed from the framework of communal harmony among the different persons and faith that coexist in our society. Mahatma Gandhi the founder of India was born on the cross roads of our history and gave his country (India) a purposeful direction(Bagchi2020). Everywhere in the world, individuals and groups are divided because of fear, suspicion and hatred towards each other, which further depends on whether the division expressed itself along religious, economic, political, caste or colour lines. Whatever is the form, insecurity is perhaps the major cause of individual or social dissensions. A person who is integrated and sure of himself, fears none and consequently provokes no fear.

Let us put Nigeria on the spot light. Although there is no community or society in the world that can lay claim to social integration fully, many societies are building structure to attain social integration at least at the minimum. Nigeria from every indication is relapsing to a dangerous level of disintegration. For instance, if historical facts are anything to go by; Malam Umaru Altine in 1952 became the first elected mayor of

Enugu, a post he held till 1958. It should be noted however that the first elected mayor of Enugu; was a Fulani man from Sokoto State (Jaafar, 2015). The same man, Umaru Altine before becoming mayor of Enugu; he was Secretary-General of the Zikist Movement and was identified with the NCNC. According to a twitter handle; @historicalnigeria posted during an election, NCNC decided to nominate Mallam Umaru at the coal camp, where he lived. He accepted the nomination, contested and won the election. After completing his first term in office, NCNC asked him to step down for another candidate (perhaps a native) which he refused when the party insisted on nominating another person, Mallam Umaru resigned from NCNC, ran as an independent candidate and beat the NCNC candidate who was an indigene. The tweet also contain the story of Alhaji Usman Mutari, an indigene of Kano from Janguza village, contested with native Lagosian and became the chairman of Isolo Local Government Area of Lagos state in 1987/1988 as independent candidate. That was Nigeria of yesterday. The question is; where did we get it wrong? A Fulani man in today's Nigeria, coming out to stand for election even in Benue state or Plateau state that are in the North Central can not happen talkless of South Eastern Nigeria where Fulani herdsmen are considered terrorists. Whenever there is an elected office in Nigeria today; tribe and religion is considered very strongly. During the 2011 presidential election when President Goodluck Ebele Jonathan (Christian) won. The lives of southerners in the Northern part of Nigeria became threatened. Christians in cities like Zaria, Kano, and Kaduna were attacked and their properties destroyed. What was it that went wrong? The former president of the senate, David Mark was quoted as having said that it was Chief Obafemi Awolowo that introduced politics of tribalism and ethnicity in Nigeria. And Akintola was also quoted to having said; "Igbos control everything" as much as we cannot trace these accusations to extant Literature, the authors of this article will also not consider them as truth as truth. However, Oral tradition has it that there is no smoke without fire. May be these were the moments we drifted as a country. When we allowed sentiments to overshadow our sense of togetherness when the South Eastern region was regarded as the most progressive region in the country as a result of her political inclusiveness.

Value Reorientation

The reorientation of value system is a conscious development of human resources through ideological appeals, planning, training, productivity and efficiency in achievements through corporate culture. Man's efforts in any given situation are geared towards survival (Njoku, 2015). Njoku went further to express the import by Keith (1976), that Human struggles for survival are informed by drives for hunger, Sex, aggression, and loyalty to tribe or group. Social relationships are closely associate with people of the same culture and language as the bedrock of group solidarity and survival (Njoku, 2015). Loyalty is a strong element in human nature but tribal loyalty is and a source of major obstacle to corporate and freely pursued purposes of worldwide community (Njoku, 2015).

Value, re-orientation was one of the four objectives of the National Economic Empowerment and Development Strategy(NEEDS) developed during the Obasanjo Civilian regime. The Philosophy that occasion this objective was to reinvent Nigerian's value system in her citizenry in terms of appreciating made in Nigeria goods and our values as a people and love for country. This step became necessary owing to the increasing wave of Nigerians Seeking greener postures abroad especially the United States of America. Nigerians embark on trekking through the deserts of Lybia enrount Europe especially Italy, we have seen videos of Nigerians agonizing in Lybia and eventual deportation to Nigeria. Value re-orientation was intended to take us out of this hate for Country. A feeling that Nigeria is a failed state that does not or cannot boost of any future for her citizens. A paradox though, our country is richly endowed but our leadership is a conundrum.

Theoretical Framework

Sustainability theory by Harrington Lisa Butler (2016).

Sustainability may be defined as the capacity to maintain or improve the stateand availability of desirable materials or conditions over the long-term (Harrington, 2016). It should be noted that "Sustainability" can be considered as a broader concept than "Sustainable Development" sustainable development focuses on human well-being (WCED), 1987, Cited by Harrington, 2016). Sustainability' may focus on an ecosystem or biodiversively status, for example, with or without explicit attention to human well-being or may be

focused on a specific aspect of a human system such as educational equity or even financial health of an individual form (Harrington, 2016). The pursuit of sustainability is oriented towards long term treatment of natural resources, social systems and people in ways that are consistent with human well-being and dynamic system stability.

We adopted sustainability theory for this study bearing in mind the contradiction existing between sustainability and sustainable development. Sustainability debunks the concept of sustainable development. There is no such thing as “sustainable development” which of course is common in our literature today because development in itself is a continuous process of change with multidimensional implications. One can only sustain the momentum leading to development and not the goal itself. The correct word is “long-term initiative” rather than sustainable development. Development can be in stages like underdevelopment, developing, developed or as the case may be. Which of them are you sustaining? But you can sustain the energy leading to the level of development that is your goal. Developing countries cannot be sustaining underdevelopment or developing, but they can sustain the energy that will change their present level of development (developing) to a higher level of development (developed). Sustaining the energy is regarded as sustainability hence the adoption of sustainability theory as a framework for this study. Sustainability gives room for the application of initiative which is the fundamental principle of development administration. It is only initiative that can be adaptive to change occasioned by distractions that are likely going to occur in the process of building up energy to achieving a goal.

We do not intend to over-flock this explanation of sustainable development and long-term initiative. Development according to Edward Weidner, is manipulative and those engaged in development work are consciously trying to bring about change in a particular duration.

In other words, developing is subject to initiative and innovation which are features characterized by sustainability. These are the features to sustain in order to achieve a particular duration which is development. Nevertheless, in the succeeding paragraphs we shall examine the extent to which development administration can proffer solutions to these aforementioned theoretical issues in development.

The Narrative of Development Administration

The practical implication of the narrative or rather the approach of development administration towards activities that surround the entire architecture of successful planning is to a large extent automated by mankind and the ecosystem. Both man and his environmental ecology are biologically distinctive but inextricably interwoven. We shall proceed from this/precinct while embarking on the next stage of this discourse.

Poverty Eradication

Development administration was intended to bring about social change in a growing society. At the end of world war II, it was widely believed and advocated by scholars of sociology that the gains of development administration in the west can be replicated in less developed countries(LDCs) through the transfer of administrative capabilities as well as intellectual enterprises capable of fast-tracking developmental process in LDCs (sri, 2013 cited by Offiong and Eyo2019). Social change has to do with the transformation of man from poverty to affluence. The gains of development administration in the west cannot be replicated hook line and sinker in LDCs. The reason being that the prevailing circumstances in LDCs that occasion change cannot be the same with that of the west at the time they needed change. Therefore development administration in LDCs must be applied differently bearing in mind that LDCs or African countries for instance may not have the privilege of buying slaves may be from the west, this time to offer their farmers free labour similar to the one our forefathers gave to the west in the days of slave trade. When western scholars are advising developing countries how to develop they forget the facts of history. They are where they are today because they started with free labour. Our farmers are poor because they lack the capacity to hire labour. Free labour is the foundation of industrialization and nobody can claim otherwise.

However, we must avoid the blame game and face our demons rather squarely. Considering the fact that it was Goswami, an Indian scholar, who actually introduced the concept of development administration in the mid 50s (Dlamini, 2008 cited by Offiong and Eyo, 2019). The point we are driving at is simple. India was also colonized by Britain just like Nigeria. India at one time was a very poor country and today they are

regarded as one of the fastest-growing economies in the world, and poverty is on the decline in the country (UNDP, 2015).

According to United Nations Development Programme Administrator Achim Steiner; India lifted 271 million people out of poverty in a 10-year time period from 2005/2006 to 2015/2016. Since 1991, rapid economic growth has led to a sharp reduction in extreme poverty in India (UNDP, 2015).

What exactly did India do to get out of the woods? Development administration gives us a direction. Over and above every consideration, development administration can only provide a necessary guide to the path of development and not development itself. In other words, a boost to the process of development. As a boost therefore, it offers the following points:

- Rejection of status quo and direction towards change that engenders results.
- Planning is essential to decide the framework of resources and time to be allotted for a development function.
- Innovation: planning must be adaptive to change and invent new ways of achieving objective. The use of initiative is paramount in the circumstance.
- Attention must be on the people as prime beneficiaries of development goal. It should be by the people, with the people and for the people.

The import of this argument is that most often than not, countries embark on development drives that are not people-centered. Economists have often demonstrated the extent to which economic maximization can impart positively on the people through a trickle-down effect, this hypothesis has long been debunked by the increasing incidence of poverty the world over. It is a false hypothesis, economic growth can not translate to economic development of man. Three things bother mankind; livelihood (food and clothing), shelter and security. The Brazilian experiences and that of the Russian Federation including some countries of East Asia during 1997 and 1998 Asian financial crisis that gripped much of East Asia and South East Asia and raised fears of a world-wide economic meltdown due to financial contagion proved that despite sustained and sound macroeconomic policies, adverse shocks may have an important and lasting impact on the population's poverty level and standard of living (Murrugarra, 2008). In Asian countries they had risk management programmes such as income support, in-kind transfers, and active labour market instruments that are crucial to buffer shocks affecting the most vulnerable population during crisis. Nigeria does not have a risk management programme. We saw what played out during the COVID-19 lockdown. Old women offered to give sex to any man who will give them N500 to buy food. Men turn to beggars on the streets of our major cities. It was that bad because our government does not have risk management programme for her citizens.

Moreover, development can be measured in terms of "performance" and "output" or in regards to "justice and equality" (Riggs, 1970). Nigeria launched the MSME this year 2020. Survival fund initiative for artisans. The scheme is a conditional grant to support vulnerable micro and small enterprises. The amount that is been disbursed to artisans is N30,000= this group of people include;

Road side mechanics

Welders

Tailors/fashion designers

Poultry farmers

Bee keepers

Sachet water business

Dry cleaners\

Market women/food vendors

Business centers

Volkanizers,

Carpentry, etc

In the course of putting this articles together, we interacted with a few of these artisan in Calabar area of Cross River State, they said that do not know anything about survival fund initiative. Where can we find the beneficiaries of MSME Survival Fund initiative? Or could it be a political gimmick on the part of government in the form of propaganda?

There is an in-built philosophy of development administration that values change. It is called “change orientation” and according Weidner, development administration is “goal-oriented” administration. A goal oriented administration has core values to pursue rather than indulging in bureaucratic ignorance. Lets observe the following core values.

a. Progressivism

In political systems, progressivism would simply mean greater participation of the people in governmental affairs. In a democratic system, participation can simply mean strengthening of pressure groups, political parties, free voting in elections and greater respect for public opinion in governmental affairs (Riggs, 1964). In Africa as a whole, we do direct opposite because there is no sense of development administration. Elections are not free in Nigeria because you must buy votes to win an election. Rather than strengthen pressure groups, they are threatened with court action or disbandment. Rather than strengthen political parties, the ruling party deliberately behaves by its body language that unless you belong to the centre rather periphery (opposition) you shall not breath good air or each good food. The result at the end of the day is decamping and cross-carpeting. Once this happens, democracy begins to wear a camouflage with many colours and the definition of democracy changes automatically to “government of the people who belong to the ruling party” How can the people participate under the circumstance?

b. Planning

Although planning is not a prerequisite to development administration, it is the most helpful aid to the whole process of goal-oriented change (Panandiker, 1904). Panandiker looks at development administration as administration of “planned change”. It is true that planning is a strategy that facilitate maximum possible utilization of human and material resources. He went further to state that in poor countries, where such resources as human and material are scarce planning gains central importance. Unfortunately though, our poor countries would rather subscribe to local maximum, that implies, resistance to charge. They say, it is only a fool that does the same thing over and over again and expect to achieve a different result. Change your tactics and achieve a different result.

Flexibility inorganizational process

A bureaucratic administration by all intent and purposes is considered as a synonym of rule-oriented administration. While it is true that no bureaucracy or administration can function without an adequate set of rules, it is also true that a totally rule-oriented administration can fall in the trap of treating rules as ends rather than means. Such a dogmatic approach can make an administrative system straight jacketed and inflexible and thus make it unfit for promoting development at a faster pace.

Bureaucracy is a German originated culture, therefore the implementation of bureaucracy in any culture should be fine-tuned to the vagaries of that culture especially Nigeria. Nigeria was described by Chief ObafemiAwolowo of blessed memory;s as a mere geographical expression. It is an assertion that stems from the multiplicity of ethnicity and languages that characterize our polity. Some say there are more than 250 languages and invariably 250 ethnic groups. When a scenario of this magnitude is created and naturally though, we are left with no option than to evolve ways of cohabiting together as a people. The kind of democracy that will be operational in this case will be different from the one practiced elsewhere. When you say majority carries the vote, a lot of people will be marginalized and as we all know; they can make the system ungovernable.

James Madison, former United States president says he does not believe in the democracy of majority carries the vote because you can find a bunch of vagabonds that constitute the majority. Rather he subscribes to sharing power by fragmentation. In this case representation and decision making must reflect all shades of opinion in the country.

This is where dogmatic bureaucracy cannot apply. You cannot sacrifice ethnic interest and representation on the alters of meritocracy. What is merit in one tribe may not be seen as merit in author tribe. If merit means a university graduate, the same opportunity should be offered to a college of Education graduate from another tribe who by all standard, he or she is the most learned from where he comes from. If 6 credits is merit to one tribe, then 5 credit or even 4 should be considered as merit in author tribe against the backdrop

of the fact that it is the best result thereof. This flexibility is to enable everybody in the society to be carried along by increased participation, this way, peace can be achieved.

If everybody is onboard a ship, the tendency is that everybody will feel the impact of the waves, and when a decision is taken to dog the ship and wait for the waves to subside, you get a consensus vote. But if some other persons were denied entry to wait for next time, the tendency is that they will become so agitated to the extent that they will not agree with those who are already on board to dog the ship to avoid an accident. They will prefer to see them continue to sail so that it can get to their turn. It is called unhealthy rivalry that is not good for nationhood.

c. Participation

Participation has an important concomitant in decentralization. A development administration system effectively utilizes the strategies of delegation and consultation and this makes the administration “grassroots” oriented. Who are the grassroots? Abang (2007) explain grassroots as the people who reside in the areas where they are caught-up by city expansion and they are pushed away as destitutes for erection of a modern city. He describe grassroots as the prostitutes, the orphans, students, children of the poor etc. The Advanced Learners dictionary define grassroots as “ordinary people remote from political decision but who are affected by the decisions made”. Grassroots are not part and parcel of the decision making process, yet decisions are made on their behalf. Grassroots embraces the entire populace that suffers social and economic deprivation (Abang, 2007). However, participation of the people in development programmes depends on three factors, namely;

- a. Ability to participate which in turn depends on their level of formal and informal education
- b. Willingness to participate which in turn, depends on the socio- psychological framework of society, groups and individuals
- c. Opportunity provided to the people by the governmental organizations to participate. Their absence may cause low participation.

Participation connotes the involvement of all shades of opinion, where a section of the populace lacks formal or informal education, provision must be made for their representation in the decision making process.

Conclusion and Recommendations

Theoretical issues in development are issues that scholars and government have not been able to proffer solutions to hence they become a hindrance to development efforts. They are issues that continue to surface in development planning agenda year-in year-out in every country that considers development as the way forward. These issues are; poverty, unemployment, social integration, inequality etc. In this study, we x-rayed these issues in the context of a developing country like Nigeria and we have drawn instances where development administration has the capacity, if applied, to bring about expected change in the society that endorsed the use of development administration. Development administration is goal-oriented and people-centered. Therefore, the way out of these theoretical issues in development is the adoption of the development administration approach. Risk management programmes should be entrenched into the constitution as a development agenda in order to forestall the ugly incidence of COVID-19 pandemic and its attendant consequences.

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