

**DEVELOPMENT PLANNING AND POLICY IMPLEMENTATION OF NATIONAL DEVELOPMENT PLANS IN NIGERIA****MACALEX-ACHINULO, E.C., PhD.****DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES****UNIVERSITY OF PORT HARCOURT, CHOBA, PORT HARCOURT****Abstract**

*This research examines the nature of development planning and policy implementation in Nigeria. It tried to ascertain the prevailing conflicts, constraints and mode of policy implementation in different development plans in Nigeria starting from the 1946 pre-independence development plans in Nigeria. The different stages of national development planning in Nigeria were equally revealed to assert the level of success and failure. Triangularly approach was adopted and two theories were used, the economic based theory and public choice theory to evaluate the interplay between planning process, development planning formulation and implementation processes. The methodology used were both the primary and the secondary method of data collection that gathered information from interviews with government officials and material sources from the textbooks, and other published academic papers. Various mode of policy implementation and the causes of its tardy results were looked into. Major problems that pose as constraints to the processes were identified as Nigeria's value system, ethnic rivalry, systemic corruption, military interventions, political leaders influence on policy plans, the administrative executors/implementers, flaws etc. Findings show that development planning policy formulation is not participatory, projects are not sited appropriately, ethnicity play negative role in project sitting and resource allocation, corruption and misappropriation of fund are impediments, unskilled personnel contributed to the haphazard implementations, etc. Hence recommendations are proffered, amongst them are; functional democracy, political and economic restructuring that will address ethnic problems, Nigeria should stop sharing economy and resort to taxation based economy, etc. ideally, these steps will improve the outcome of subsequent development plans and the implementation process in Nigeria.*

*Key: Words are; Development, Development Planning, Planning, Policy and Implementation.*

**Introduction**

Development planning is synonymous with nation-building and can easily achieve the targeted goals in a good democracy. This sort of democracy must be a participatory type of democracy which is a necessary condition to achieve good and viable development plans that will improve the citizens' standard of living. This is due to the fact that there will be effective and efficient co-operation to maintain and protect citizens' interest throughout the process.

It is a sequential process of organizing a clear modalities and allocation of developmental projects that will alleviate a particular sector or sectors of the economy of a country with the intent to bring about greater improvement in their development level within a time frame. Development plans are carried out by expertise in the field of development whom government assign the responsibility to formulate plans based on the present state of the country and its economic status for a better and improved condition.

More importantly, for a plan to represent a development plan it must cover the economic, political and human development aspects because there must be an improvement in the human capacity and per capita income to achieve a better standard of living that can be sustainable. These are primarily the set objectives of any development plan of any society or nation. The marked challenge is that it has been difficult to see reasonable and better changes in the lives of the rural dwellers in Nigeria in terms of their living standard and even infrastructures.

Recognizing that poverty is more predominant in the rural areas and Nigerian development plans have always been to improve the living standard of Nigerians and her economy more especially the rural areas but have not been able to achieve that. This particularly makes the development plans to appear less creditable for not been able to achieve such a major goal given the endowed rich resources that Nigeria is blessed with.

However, there are different types of planning which include; structural/functional, comprehensive/partial, centralized/decentralized, physical and financial planning as major types of planning. Also, there are different approaches to planning depending on the type of economy of a particular country.

Some countries are having different economies such as, market economies, centralized economies and developing or mixed economies which go to determine the approach to their various planning process. Nigeria's economy is mixed comprising, private and public sectors, but the planning system can directly plan for the allocations of resources in the public sector. They can only attempt to direct the allocation of resources in the private sector through public policy. Therefore, development planning must involve all that the plan is supposed to cater for within a specific period of time.

Again, planning in Nigeria is a job for government personnel in government institutions charged with the responsibility to formally plan for the good of the environment and the people. Noticeably in Nigeria, there are complexities of planning institutions which are determined by the policy structure that is in place.

Finally, despite series of efforts made by different dispensations of government in Nigeria concerning development planning and the follow up policies to be implemented as to ensure that the aim and objectives of those development plans are achieved, to a great extent proved abortive. Little success was recorded in this regard as to bring about relative even development in Nigeria taken cognizance of its heterogeneous nature. To this end, this research will endeavor to address those issues on development problems, coupled with the constraints posed by the mode of policy implementation on development planning in Nigeria which is glaring and stand as an impediment to its success in Nigeria. Notable among the problems of development planning in Nigeria are problem of identification, selection and analysis, project designing, selection and implementation.

### **Conceptual Clarification**

Before delving into the nitty-gritty of development planning, it is worthy to cite different definitions by different authorities. Moreover, there are reasons for development planning which include to overcome economic stagnation and underdevelopment; market failures, shortage of productive resources, control of foreign investors, lack of capacity by private investors to mobilize and exploit resources caused by social rationality, improvement of living standard and sustainable development in any environment or nation etc.

First and foremost, poverty rate, death rate, inequality, unemployment level, illiteracy rate, must be on the reduction level and per capita income, productivity level and human capital, must be on the increase alongside stable government for one to say there is development; because these are the prerequisite to achieve development that has to do with increase in standard of living in any society. Based on the fact that there are nuances in the structure, forms and provisions of development plan, it becomes imperative to view the features likely to be found in a development plan. According to Arthur Lewis "a survey of current economic conditions; a list of proposed public expenditures; a discussion of likely developments in the private sector; a macroeconomic projection of the economy; a review of government policies" (Arthur Lewis: 1972:13) may be likely features to be seen in a development plan. It is good to consider these various features recognizing that development is a complex phenomenon that requires a multiple process to achieve and effect positive changes in any society. Development planning is a well arranged documented procedure to be implemented by the state as to achieve an improved economy with a better and improved standard of living within a particular period of time in a nation. However, there are five cardinal process of development planning which includes; evaluation of natural, human and capital wealth; identification of plans for economic improvement; assessment of the working plan; proposing modalities of plan implementation and acknowledgement of the

Success of a well-executed plan (Chaturvedi, 2006).

Furthermore, development planning connotes conscious efforts by government to systematically make economic decision on futuristic basis as to be able to direct and control the advancement of a nations already set of objectives and goals to improve their economic status and standard of living (Obadan and Ogiogio, 1995). This planning process is adequately necessary to avoid mismanagement of resources meant to tackle a specific challenge or challenges in a particular location or sector.

On the other hand, there is a localize plan for community economic development formulated for futuristic advancement in terms of capacity-building and employment stimulation (Blakely, 1994). This sort of plan is participatory as to involve the community people in the process of that areas that needed resource allocation will be properly identified to avoid misallocation. It helps to bring development closer to the rural dwellers. In Nigeria such localized economic development plan should be the responsibilities of the local government council areas as to bring economic development to the local people that will as well create multiple jobs.

Also, planning refers to any effort, strategy or arranged ways of ensuring that a predetermined objectives and set goals are achieved by an authoritative command, be it formal or informal within a time frame. In the words of Mclean (1996:370) "Planning is rational; it is uniquely comprehensive in the factors it takes into account; it co-ordinates a multiplicity of effects; it considers a longer period of time". Going by this view and terms of definition, it relates to development planning that deals with so many aspects of life at a specific period of time. Again, the true success of any plan in a dispensation is majorly based on the type of politics played within the state and the role of administrators in the process of implementation. Worthy of note is that the essence of planning is aimed at proper allocation of wealth of a nation, hence, all other types of planning are subsumed

under development planning that tend to achieve social and economic harmony (Alapiki, 2004).

Interestingly, planning is a process of selecting the societal and economic goals targeted to be achieved through an organized pattern of implementation, control and checking of policies formulated to achieve the purpose of those projects and programmers that were funded to guarantee the actualization of the plan (Obadan and Giorgio, 1995). Aside from the major types of planning earlier mentioned, there are sectorial and manpower types of planning, planning is said to be sectorial if it has to concern a particular sector. While it is seen as manpower planning when it has to do with ensuring that the rightful person is occupying the rightful position at a given period of time. Manpower planning has to do with the prerequisites of manpower to guarantee the achievement of socio-economic advancement in a society within a specific period of time (Gbosi, 1998). Whereas economic planning concentrates only on policies and programmers to ensure economic growth as to have increase in the (GDP) Gross Domestic Products. An economic plan in other words, it's development plan when it has to do with the holistic and comprehensive arrangement by the central authority of government to achieve better standard of existence (Ohale and Agbarakwe, 2009).

Furthermore, there are series of challenges that are highly problematic in the planning process during implementation stage. These are problem of under spending that often results to less achievement, problem of inability of authorities to fund effectively, the problem of plan bridging based on project type and problem of less qualification of executive personnel involved in the plan implementation. These problems complement each other because misallocation and distortion of plan process can be caused by less quality of executive personnel vice versa (Alapiki, 2004). High degree of indiscipline, poor data and political incursion can grossly pose a serious problem in any plan especially during the process of implementation.

Finally, a policy is a formulated decision by the central authority with a predetermined aim of achieving the set goals by the government, organization, institution, community or individual. Policies do arise in the process of politicking within a formal or informal setting; hence, it is difficult to separate policy from politics.

### **Theoretical Model**

It is pertinent to adopt a triangularly approach by using two theories as to be able to articulately come out with a profound research. Realizing that development centers on planning properly with the understanding that planning refers to any attempt to achieve a predetermined set goal that concerns human welfare and environmental management by a formal or informal body. Therefore, it needs serious attention and execution because, the most important question about planning is whether a distinction can be' glaring between planning and policy-making process.

To this end, economic based theory and public choice theory are veritable theories adopted to evaluate the interplay between planning process and development planning formulation and implementation processes. Economic base theory took cognizance of society as a system of socio-economic communities that trade with some other communities as a whole system. And they are connected with the socio-economic relations that are based on quest for goods and services within and outside the society. Also, that the progress in industrialization goes a long way to create wealth and employment both locally and internationally. This is seen to be the major aim of any development planning to boost the economy and improve the human standard of living in a society at a given time (Blakely, 1994). The theory equally emphasize on the importance of foreign aid to boost businesses of both local and international repute. Based on these economic base models, there is an attraction to foreign direct investment by foreign firms seeking to invest in such society thereby blossoming their level of entrepreneurship (Blakely, 1994).

On the other hand, public choice theory is another ideal theory for this research which public choice theorists are of the view that good planners do not have all that it takes to achieve success in their set plans. They postulate that despite the fact that planner's takes so much into consideration, still planning is not superior to decision-making. In that regard, the environment to a large extent determines what to do in the course of implementation. And that environmental determination mechanism influences planned decisions during implementation. Therefore, people's choices can conflict with set plans designed to achieve development (McLean, 1996). In Nigeria, there has always been a conflict between government policy designed plans to be carried out that are influenced by the choice of the public. Sometimes it ends up the people having their way and such plan distortion will result to an amendment in the already drawn plan during the implementation process.

Finally, considering the Nigerian mode of policy implementation that has to do with several agencies depending on the type of development policies formulated and equally bearing in mind that those agencies are managed by liberal minded people. This determines the degree of adverse effect on the outcome of policy implementation. Modalities have to be put in place to monitor and ensure that implementation is effectual as it ought to be for development to be achieved. However, public choice theory deals with economic models to politics and sees governmental decisions as choices of persons based on their self-interest. While, economic based theory evaluates the functions of institutions in the improvement of economic models (Bothamley, 1993).

### **Methodology**

The study will be conducted mostly by obtaining information from such secondary sources as newspapers, magazines, government gazettes, textbooks, professional journals, published and unpublished academic papers such as seminar/workshop materials, etc. Equally, data

From the primary source obtained from interviews conducted on appropriate government functionaries and the selected few from the general masses purposively concerning the effects of development planning and policy implementation in Nigeria will be of immense benefit to this research.

### **Historical Emergence of Development Planning in Nigeria**

The area called Nigeria was territories around river Niger and this particular area is a conglomeration of a whole lot of diverse ethnic groups with their identities. This area is blessed with numerous mineral and material resources coupled with able bodied men and women that occupied the land.

All these were what attracted the Europeans to annex and colourised the area and named the area Nigeria. After the 1914 amalgamation and decades of exploitations and expropriations of the people and their resources, decided to introduce an in coordinated list of plans. In 1946, this plan was a selfish type that was to achieve their aim of benefiting from the land and not to achieve development of the area and the people, because their colonial development and welfare act contribution was deceitful.

Between April' 1, 1946 to march 31, 1956 there was a "planned expenditure of about 55 million pound sterling" (Ohale and Agbarakwe, 2009: 158). It was meant to tackle the transport sector, communication department and social services. It was a medium through which capitalism was introduced in Nigerian territories. It equally lacked participatory mechanism because Nigerians were not part of the formulation process and was orchestrated for their own benefit (Ohale and Agbarakwe, 2009). This first plan that marked the beginning of development plan in Nigeria even though it does not have the characteristics of a true development plan came to an end at the introduction of federal system of government in 1956 because of the constitutional provision for regional autonomy (Ohale and Agbarakwe, 2009). There was a five year regional development plan

that ended in 1960 although there was a review in 1958 and an extension to 1962 that marked the emergence of Nigeria's first post-independence National development plan of 1962 - 1968 (Ohale and Agbarakwe, 2009). Nigeria later had series of development plans ranging from 1970 - 1975, 1975 - 1980, 1981 - 1985, and then the period of rolling plans in the 1990s and the current Annual National Budgeting that defines resource allocations to various sectors of the economy and human improvement as to achieve sustainable development in Nigeria.

However, it is worthy to note "that national development planning stated in Nigeria in the 1940s" (Gbosi, 1998:69). But manpower planning was a second thought in Nigeria because of the wastages in manpower caused by high degree of people that are not engaged starting from the 1960s. Again, the Nigeria's economic expansion that requires trained personnel to manage and execute the jobs were of necessity, coupled with the Nigerianization policy that was of great importance resulted to the need for the manpower planning in Nigeria (Gbosi, 1998).

Finally, it is worth emphasizing that the 1963 nationwide census was majorly meant to help the economic and development planning gurus in the expected 1962 -- 1968 development plan which was hijacked and manipulated by the elites. Although, the census had series of problems ranging from time constraints in terms of the period, the politicization and manipulation of it, the apathy due to loss of confidence, inadequacy of census materials and its methods, and lastly, the conflicts in different areas made the exercise unsuccessful. In spite of these challenges, results were released as thus;

Northern Region	➔	29,777,986
Eastern Region	➔	12,388,646
Western Region	➔	10,278,500
Mid-Western Region	➔	2,533,337
Lagos	➔	675,352

Total ➔ 55,653,821 (Otoghagua, 2007)

Planning requires organized discussions with the masses concerning their needs, etc. which would be integrated into the national plans. During colonial era, planning took the form of annual budgeting and administrative planning cycles. In the 1970s and 1980s conspicuously then were three major medium-term development plans of 1970 -- 74, 1975 -- 80 and 1981 - 85 National Development Plan. Whereas in 2000, there was a perspective plan tagged vision 2010 introduced and designed to achieve sustainable growth, development and self-reliance.

### **Stages and Objectives of Development Planning in Nigeria**

In each and every development planning in Nigeria begins with an introductory policy statement on the crucial need for such a plan. Followed by a presentation of aim and objectives of that particular development plan. Most at times the various objectives of the development plan reflects in subsequent development plans in Nigeria. The first stage of development planning process is acquiring detailed information on what to produce, how to produce, what to import, how to invest and export together with a framework that will stand firm to cover all aspects of macroeconomic planning. This pattern will indicate the government projects and programmers coupled with the policies that will enable the plan to yield the anticipated results (Lewis, 1972). Development plans are indicative plans without a binding force of control rather it has good intention aspiring for the better futuristic standard of living and environmental uplift.

Whereas, controlling plans are those types of planning that are meant to clearly define the operations of the firms, industries and all sectors of the economy on mandatory roles to conform or be sanctioned (Lewis, 1972).

However, there are major elements of development policy which are as follows: Research on development possibilities, provision for agencies to ensure quality infrastructure, provision for quality skills training facilities, legal coverage for all aspect of economic activities, aid to creation of good exchange relations in the economy, creating

enablement to upcoming business men, and women both domestic and foreign, encouraging proper utility of wealth and not misappropriation and- lastly, encouraging improved savings for all sectors (Lewis, 1972).

Again, there are different forms of plans which are as thus; short term plan that is seen as yearly plans that goes to determine what the next year plan will look like based on the extent of achieved set goals; followed by medium term plan that ranges between three, five and seven years. Often, five years is widely acceptable to be a medium term plan which could be part and parcel of the long term plan that was decided to be taken bit by bit. While the third one is the long term plan which ranges from ten, twenty or twenty five years. The fact remains that apart from a year plan which is meant to achieve certain specified objectives, the other two; the medium and long terms are futuristic intentions (Lewis, 1972). Equally, there are also recruitment planning that are used to induce expansion of business operations within a locality. Another one is impact planning that goes to drastically ameliorate the degree of negative effects on local industries. Moreover, development planning is all about planning for futuristic positive impact. The third one is contingency planning that is thought out based on the inability of impact planning to effectively arrest the industrial challenges of failure. This contingency planning is a sort of evaluative plan to be able to proffer solutions and actions to be taken to avert an industrial collapse and estimation of necessary step to ensure sustainability of the firm or industries within a community. Whereas planning approach for societies, focuses on the futuristic local needs and proffers different strategic plans for ensuring a well smooth operated economy that suits the localities based on the large-scale strive to make use of the resources within their reach (Blakely, 1994). Interestingly, other types of planning are sectorial planning which is concerned with the evaluation and examination of any sector with the intention to help in policies and strategies, choosing preferentially and assisting such a sector. Secondly, is investment planning that centers on

purchase of assets for better productivity and surplus profit that generates more income and expansion for future consumption (Obadan and Ogiogio, 1995).

On the other hand, the objectives of development planning are set and articulated by policy formulators, major elected political leaders and administrative executives backed up with policies that will ensure the achievements of those set of objectives. In addition to the objectives are different strategies that are adopted based on the particular objective set to be achieved (Obadan and Ogiogio, 1995). The specific objectives of the Nigerian National Development Plan of 1962 - 1968 are as follows:

- i) Expected four percent annual development.
- ii) To reach a take offstage before or within 1980.
- iii) To create an advanced opportunities majorly on health, education and job engagement.
- iv) Even development and fair income sharing.
- v) Comprehensive stability of the economy (Alapiki, 2001).

Secondly, was that of the development plan of 1970 - 1974 that equally had five major objectives as thus;

- a) A great harmonious and contented country.
- b) A good and flourishing economy.
- c) A society of equal opportunity.
- d) A liberal and considerate nation.
- e) A land of optimism for all; with some specific objectives as follows;
  - i) To enforce and achieve repairs and redesign the affected areas,
  - ii) Expected to get to 6.6% of development annually no matter what happens.
  - iii) Strive to get to a decrease on the rate of joblessness, IV) Improved and available skilled labour of all strata.
- v) Awareness of various national bestowed natural resources and wealth.
- vi) Even development.
- vii) Improved and quality social services (Alapiki, 2001).

More so, there are conspicuous objectives of second development plan that reflected in both third and fourth national

development plans because of their importance and durations. Also, this development plan was ten times more than the size of the second development plan and fifteen times more than that of first development plan. Again, this particular plan was a derivatives from the oil meant to better the entire economy between 1975 - 1980 with the following objectives;

- i) Improved per capita income,
- ii) Fair income sharing,
- iii) Strive to get to a decrease on the rate of joblessness,
- iv) Improve and available skilled labour of all strata,
- v) Achieve non monolithic economy,
- vi) Even development,
- vii) Nigerianization of the economic activities (Alapiki, 2001).

Furthermore, this third plan was followed by a fourth development plan that started from 1981 to 1985 and stands as the most pronounced because it is bigger than the rest of the development plans. The reasons were because it involved the local government in the national planning based on the constitutional provisions at that time and inclusion of technological development into the plan with recognition that it is a major means of accelerating development process anywhere in the world. The specific objectives have lots of similarities with the objectives of the previous development plans. They are as listed below:

- a) Improve income of Nigerians,
- b) Fair income sharing,
- c) Decrease on the rate of joblessness and enslaved employment,
- d) Improved and available skilled labour of all strata,
- e) Achieve non monolithic economy,
- f) Even development,
- g) Nigerianization of economic activities,
- h) Better independent of the economy,
- i) Improved production quality and quantity using technological devices,

j) Rebranding the nation and the people (Alapiki, 2001).

Finally, these were followed by the post-independence medium term plans that was characterized by fairly small objectives, basically public sector based plans, relative dependence on foreign capital and different pattern of implementation that resulted to the failures of the development plans then (Obadan and Ogiogio, 1995). Worthy of note is that objectives should be smart and must have its features as been specific, measurable, achievable, relevant, time bound and significantly important as to aid the realization of the set goals (Ohale and Agbarakwe, 2009).

### **Constraints of Development Planning in Nigeria**

The major contention of this research is that after many decades of development planning in Nigeria, the improvement of the conditions of the masses are barely perceptible. This could be attributed to problems of internal and external financial aspects, unrealistic targets, resource requirements and unbalanced sectorial implementation. Although development planning has recorded a relative substantial achievements in the areas of education, rural electrification, infrastructural development, agricultural industries and provision of conducive atmosphere for local industries to compete favorably in transforming and managing the available resources.

However, quest for more new states and the incessant violence within the country are contributory factors to most of the failures recorded over the years in Nigeria. Often times it is attributed to the disarticulation of Nigeria's development process by the colonial incursion that foisted a new pattern and economic system that left our economy a dependent one. A critical evaluation of the role of our political leaders in terms of their indulgence in embezzling our money, their profligate style of spending that resulted to the visible squalor; low per capita income, high level of unemployment, etc. are to be seen as been responsible for the underdevelopment in Nigeria despite the beautiful series of development plans. Equally, unpatriotic

pattern of implementation by the various personnel in the Agencies charged with the responsibilities to carry out these policies contributed immensely coupled with political instability that is usually caused by frequent changes of government in Nigeria. The essence of these development plans is to improve the quality of life Nigerians ought to live and by extension to guarantee sustainability of the pace of such development.

Moreover, development planning in Nigeria has a lot of impediments that inhibits it from achieving its predetermined objectives such as unrealistic targets and over-blotted projects and programmers, challenges in implementation processes of the policies, political rang lings and abandonment of previous projects and programmers of the outgoing administration based on tenure duration or military interventions as Nigeria as intermittently experienced. In the view of Ake, the economic factors and the socio-political factors are the two outstanding perspectives of evaluating the constraints of development planning in Nigeria. Under the economic factors, the problem of externality and structural dependence, dependence on oil that serve as a monolithic economy, technological dependence and international aid are the major constraints to Nigeria's development planning. Whereas, under the socio-political factors are constraints such as, ethnicity problems, citizenship challenges that concerns state of origin, the democratic and political questions that centers on distribution of power and abysmal neglect on federal character principle, resource control and even development as to standardize the quality of living in Nigeria (Efemiri, 2009).

On the other hand, our needs, resources and political propagandas with an inflated plan which they (politicians) make during the election period just to gain more votes to enable them win the elections are not easily factors to be changed in a short while rather, are fundamental constrains to the successful achievement of our development plans (Lewis, 1972). In line with the earlier stand taken, Lewis equally viewed "natural resources,



skilled manpower, the physical capacity of the capital goods industries, and finance" (Lewis, 1972:153) as major constraints on Growth. A good development plan-that is well articulated brings out the potentialities of the citizens that will increase the rate of growth in the economy that enhances proper development in any society. Also, in alliance with Lewis; Obadan and Ogiogio, (1995) postulated that poor funding, inadequate resources, less prioritizing sectors excess funding, policy makers taking sides and unqualified personnel that are executors in the various agencies of government, high level of indiscipline, less capacity that result to distortions, interventions and influences of our politicians based-on the exhibition of power on plan executions are major constraints with particular reference to Nigeria. Glaringly, if Nigeria's development plans have been participatory, carrying people along (both men and women) and considering sitting projects to the area that has comparative advantage, these recorded failures over the years .would not have occurred.

Interestingly, series of constraints are succinctly stated as follow;

1. "Political uncertainties and political instability.
2. Lack of high and middle-level manpower resources;
3. Politicization of the civil service and bureaucratic politics;
4. Lack of reliable data,
5. Conflict in plan implementation and regional rivalry,
6. Leadership problem at the center;
7. Non-availability of adequate finance,
8. Too much reliance on foreign experts,
9. Citation and graft at the top levels and all levels of government.
10. Inadequate planning machinery,
11. Defective system of communication,
12. Non-involvement of the people in the planning process,
13. Inability in setting the goals; and
14. Lack of coordination between the development plan and the budget" (Akinsanya and Ayoade, 2014:384).

It is by expunging these constraints that Nigerian government can be able to guarantee stable economic activities that will not have macroeconomic problems which qualify her to attract private foreign capital flows so long as there is a removal of huge cost impediments (World Bank, 1997).

Finally, Umez is of the view that this ethnic rivalry is caused by the arbitrary creation of colonial masters because of the haphazard boundary creations in Sub-Saharan African countries which Nigeria is one. African colonized nations comprise different ethnic cleavages that speak different tongues with cultural variants that posed them as fundamental enemies that lack unity (Umez, 2000). This ethnic rivalry is one of the biggest problems of resources and location of projects. Again, inter-ethnic conflicts could be linked to the colonial legacy 'while intra-ethnic rivalries, bigotry, hatred and conflicts are traced to the improper treatment method on those that are not in power within the same ethnic group by the few that are in power or close to the corridors of power that uses that avenue to influence location of projects, agencies, institutions and other values that connotes development (Umez, 2000). He went on to assert that the current problems of development in Nigeria are primarily caused by corruption, misappropriation and mismanagement by our leaders. It is also glaring that our political leaders have all failed to rise to the responsibility of transforming their attitudinal behaviors as to be disciplined enough to be accountable to the people (Umez, 2000).

#### **Mode of Policy Implementation in Nigeria**

Different modes of policy implementation were applied starting from the colonial era where all the departments prepare their annual budgets. The implementation and control was master minded by the secretary of state for the colonies in London which gives orders to the colonial civil service in charge of its implementation (Okowa, 1991). Obviously, planning process and its implementation in Nigeria is a civil service affair even though the ultimate authority for the approval of the plans lies with the politician soldiers, as the

case may be. Despite the involvement of the political class, professionals and the civil servants, the latter dominates the implementation and actual allocation of projects and programmers in the budget (Okowa, 1991). More importantly, types of policy determine the agency to ensure its implementation. Policies are channeled to the appropriate ministries and boards with responsibilities to carry out those policies as to achieve the predetermined goals. For instance, policies on education are taken care of by ministry of education and the various boards under the ministry to formulate modalities of implementation of those policies in terms of application, supervision, performance, evaluation, control and sanctions as the case may demand.

Consequently, mode of policy implementation in manpower planning in Nigeria which started from the early 1960s changed from what used to be during the colonial period. Prior to Nigeria's attainment of political independence in 1960, it was expected that the skilled personnel for development programme should be recruited from the United Kingdom. And it became very difficult then to recruit the actual number of technicians, architects, engineers, and other trained personnel who were highly needed for the implementation of programmes in their various fields (Gbosi, 2000). It was because of these need for skilled manpower that necessitated the federal government approval of the Ashby Commission in April, 1980 charged with responsibility of conducting and investigating into the personnel needs of trained and qualified manpower for the period of 20 years. In addition to that, the National Manpower Board (NMB), National Manpower Secretariat and the Regional (State) Manpower Committee were created as machineries for manpower planning (Gbosi, 2000). Subsequently, other agencies were equally created with responsibilities such as the National Directorate of Employment (NDE) in March 26, 1986; charged with a mandate to strategize on how to ameliorate mass unemployment under the supervision of the Federal Ministry of Employment, Labour and Productivity (Gbosi, 2000). Others were the Directorate of

Food, Roads and Rural Infrastructure (DFRRI) in charge of rural development policies implementation, Better Life for Rural women Programmed meant to alleviate the status of rural women, Banking Policy Formulated to improve access to facilities from the Bank as to revitalize the economic activities and aid better standard of living and state government employment schemes meant to reduce level of unemployment in the various states (Gbosi, 2000).

Finally, situation report from time to time is very vital to be used to measure the level of progress and degree of problems in the course of policy implementations in Nigeria, especially in various ministries that are of key importance for example, federal ministry of finance that has its number one function to coordinate and control the fiscal, monetary and foreign exchange policies, which will help to monitor the development pace of the development plans (Obadan and Ogiogio, 1995). Implementation is the connectivity of formulation and accomplishment of policy plans, therefore, the success or failure of any policy plan primarily lies on the implementation process. This is so because a good development plan can fail to achieve its set goals if the fund, resources etc meant for it are misappropriated, expropriated by unskilled or less qualified executor/implementers.

### **Factors Determining Policy Implementation in Nigeria**

Public policies are prone to challenges that constraints and impede the output that determines the impact negatively or positively. Failures of public policies are based on the arbitrariness in the formulation stage, unachievable nature and the over blotted targets set by the policy makers, poor funding for highly expensive project or programmers that makes it ineffective to function as expected; etc. The formulation stage stands as a major factor that goes to determine the outcome of any policy during and after its implementation in that nation. Because it has to do with, the identification and evaluation of the policy challenge policy choice and setting of expected policy goal. At this juncture, political considerations and personal interest of

political leader could pose a great problem that may influence the policies and at the long run affect its implementation and outcome (Ikelegbe, 1994). Therefore, there is need for good interactions and well-structured activities, guided in a cooperative manner to avoid failure in the course of implementation process. Conversely, the policy may fail despite all these steps and cautions taken if there is lack of support coming from the agencies responsible, political leaders, beneficiaries or through poor resources. To avoid haphazard process in the course of implementation and abandonment of programmes, there is need to properly examine and evaluate policies and programmes to avert any difficulty in administration (Ikelegbe, 1996).

To this end, implementations fails for a reason or reasons which are stated below; clumsy nature of the goals, lack of citizens participation, poor programmer, leadership, lack of proper management, less resources, high level of corruption, lack of good relationship between inter agency and inter-governmental cooperation, poor design, lack of discipline, communication distortion, problem of overlapping functions, poor implementation concept, haphazard preparation, duplication of policies and unachievable projects with organizational problems (Ikelegbe, 1996).

However, government inability to mobilize adequate resources, less capacity to execute the plan, poor data and excessive political influence are part of the problems of implementation. Project cost, interest on a specified project in a plan, quality of a plan, response on the part of international agencies, and the state of the economy and interest of the political actors in a political system also are factors determining policy implementation in Nigeria (Obadan and Ogiogio, 1995). In the whole analysis, it is so glaring that non-participatory process of policy formulation that does not involve the people is the major among all factors. This goes to affect the plan because in the course of policy formulation, policy choices were wrongly selected. It is the citizens who are in a right position to say what they want government to do for them and not

otherwise. This is the reason why most government projects are abandoned by the people it was supposedly meant for because such projects instead of alleviating their sufferings, worsen the situation the more. In this regard, "Poor policy choices create problems for implementation, outcomes and impact. Such policy may be infeasible, implementable and unattainable" (Ikelegbe, 2006:200).

Furthermore, ethnicity is a factor that causes political leaders in Nigeria not to have a rational consideration in sitting projects and tend to favor their own ethnic people even though they do not have comparative advantage that should warrant such decision. Often times Nigerian political heavy weights chose to use political blackmail to mobilize against their colleagues to get their support on development policy plans (Egonmwan, 2001). The common problems that condition policy outcomes in developing nations are

*"inadequate definition of goals; Over-ambitious policy goals; lack of well-defined programmes for attainment of goals; choice of inappropriate organizational structure in implementation of policies; lack of continuity in commitment to policy, lack of clear definition of responsibility, political opposition during implementation, compromises during implementation capable of defeating policy purposes, political insensitivity to demands, factor of timing in implementation, and corruption" (Egonmwan, 2001:69).*

Lastly, in regulatory politics, policy choices are determined by policy tools such as price, rate, production standards, technical production qualities, performance rate, information gathering, etc. because regulation is for public interest and bureaucrats self-interest as well (Eisner, Worsham and Ringquist, 2006).

### **Interview Analysis**

For a balance findings concerning the Nigeria's development planning and policy

implementation, interviews were purposively conducted appropriately on selected ministries workers and some political leaders. A purposive sample population of 200 people was selected from twenty ministries at the ratio of 10 personnel from each ministry purposively. In addition, 20 politicians were equally purposively selected for the interview, making the total sample population to be 220 officials.

However, research questions were asked as thus;

- 1) Is development planning policies participatory in Nigeria?
- 2) Are projects in development plans sited appropriately in Nigeria?
- 3) Do politicians influence policy decisions in Nigeria?
- 4) Does ethnicity play a role in allocation of resources in Nigeria?
- 5) Is it true that unskilled personnel's are contributing to the haphazard implementation of development plans in Nigeria?
- 6) Is it true that corruption and misappropriation of fund are responsible for the jeopardized? Situation in plan implementation?

Moreover, ministries purposively selected are as follows;

- ❖ Ministry of health that is concerned with healthcare development and hospital development as well.
- ❖ Ministry of Industry, Trade and Investment concerned with policy for
- ❖ Transformation on industries, trade and investment programmers. Ministry of Agriculture and rural transformation.
- ❖ Ministry of Education concerned on policies for educational excellence.
- ❖ Ministry of Environment concerned with policy on environmental sustainability.
- ❖ Ministry of Finance dealing with financial policies and growth initiatives.
- ❖ Ministry of Foreign Affairs focusing on foreign policies and foreign institutional relations.

- ❖ Ministry of Aviation concerned with regulatory policy on aviation control and safety.
- ❖ Ministry of Labour and Productivity dealing with supervision and formulation of policies on labour matters.
- ❖ Ministry of Lands, Housing and Urban development concerned with national housing policy, urban development plans, monitoring and evaluation of government policies on them.
- ❖ Ministry of Niger Delta that formulates and organize policies on the development of Niger Delta areas.
- ❖ Ministry of Science and Technology that controls and supervises policy for technology development.
- ❖ Ministry of Women Affairs concerned with matters on development of women and equality of gender.
- ❖ Ministry of Works that controls contract awards on road and its maintenance.
- ❖ Ministry of Transport concerned with control and direction policies on rails, roads and water ways.
- ❖ Ministry of Youth Development for creation of initiatives on youth development.
- ❖ Ministry of Mines and Steel that gives information and knowledge concerning the sector.
- ❖ Ministry of Water Resources that supervises on policies on provision of portable water.
- ❖ Ministry of Petroleum Resources concerned with policy regulations on oil and gas that is the major revenue source to Nigerian government and the economy.
- ❖ Ministry of Budget and National Planning concerned with preparation of national budgets and plans for government.

These ministries were seen to be major key players in the development process that development plans are mainly concerned with to bring about positive change and quality standard of living in Nigeria.

**Table 1: Analysis of conducted interviews on six research questions concerning development planning and policy implementation from twenty ministries personnels in Nigeria**

S/N	MINISTRY	Qt1		Qt2		Qt3		Qt4		Qt5		Qt6		YES	NO
		YES	NO	YES	NO	YES	NO	YES	NO	YES	NO	YES	NO		
	TEN PERSONNEL EACH														
1	Health	3	7	4	6	8	2	6	4	6	4	7	3	34	26
2	Ind. Trade & Invest.	2	8	3	7	6	4	9	1	7	0	8	2	35	25
0	Agric. & Resource Development	1	9	5	5	7	3	2	8	4	6	9	1	28	32
4	Education	3	7	2	8	9	1	9	1	5	5	8	2	36	24
5	Environment	2	8	3	7	6	4	8	2	3	7	9	1	31	29
6	Finance	3	7	2	8	9	1	8	2	6	4	8	2	36	24
7	Foreign Affairs	2	8	1	9	8	2	8	2	6	4	7	3	32	28
8	Aviation	4	6	3	7	7	3	5	5	8	2	10	0	37	23
9	Labour & Productivity	2	8	2	8	9	1	9	1	6	4	9	1	37	23
10	Lands, Housing & Urban Dev.	1	9	0	7	6	4	8	2	7	3	8	2	33	27
11	Niger Delta	1	9	2	8	8	2	9	1	6	4	8	2	34	26
12	Science and Technology	0	10	1	9	8	2	10	0	5	5	9	1	33	27
13	Women Affairs	0	10	4	6	9	1	8	2	6	4	8	2	35	25
14	Works	2	8	2	8	10	0	9	1	7	3	9	1	39	21
15	Transport	3	7	5	5	5	5	7	3	6	4	6	4	32	28
16	Youth Development	4	6	3	7	6	4	8	2	7	3	9	1	37	23
17	Mines and Steel	5	5	5	5	7	0	9	1	6	4	8	2	40	20
18	Water Resources	4	6	3	7	8	2	8	2	7	^	9	1	39	21
19	Petroleum	5	5	6	4	6	4	6	4	7	3	6	4	36	24
20	Budget and National	3	7	4	6	8	2	8	2	6	4	8	2	37	23
<b>Total 200 Personnel</b>		<b>50</b>	<b>150</b>	<b>63</b>	<b>137</b>	<b>150</b>	<b>50</b>	<b>154</b>	<b>46</b>	<b>121</b>	<b>79</b>	<b>163</b>	<b>37</b>	<b>701</b>	<b>499</b>
<b>Total =</b>															<b>1,200</b>

From Table 1 above the frequency of the No response of 150 against 50 Yes shows that question one is a constraint, while the No response of 137 against 63 yes equally shows that question two is a constraint. Also, the Yes response of 150 against 50 No proves that question three is a constraint, whereas, the Yes

response to 154 against 46 No shows that question four is a constraint. In addition, the Yes response of 121 against 79 No shows that question five is a constraint too. And lastly, the Yes response of 163 against 37 No shows that question six is a constraint. Finally, this finding shows that these factors addressed by

the six research questions are major problems that constraints and hinders the expected success

of Nigeria's development plans and the process of policy implementation.

**Table 2: Analysis of Conducted Interviews on six research questions concerning development planning and policy implementation from twenty politicians purposively selected**

S/N	POLITICIANS	Qt1		Qt2		Qt3		Qt4		Qt5		Qt6		YES	NO
		YES	NO	YES	NO	YES	NO	YES	NO	YES	NO	YES	NO		
1	20	7	13	9	11	14	6	15	5	8	12	17	3	70	50
Total Response														120	

Questions 3, 4 and 6 = 46 Yes/14 No and Questions 1, 2 and 5 = 36 No/24 Yes.

From Table 2 above, the frequency of the Yes response of questions 3, 4 and 6 against the No response of questions 3, 4 and 6 shows that glaringly all the problems highlighted in those research questions are major constraints to development planning policy implementations in Nigeria. Moreover, frequency of No response of question 1, 2 and 5 against the yes response of the same questions 1, 2 and 5 shows that it's obvious that all the problems highlighted in those research questions as well are major constraints too to development planning policy implementations in Nigeria.

### Conclusion

The main thrust of this research has been to examine the different stages of national development plans in Nigeria and the mode of policy implementation as well in Nigeria. The study has so far revealed the different stages of national development plans and its impediments that have inhibited the predetermine even development in the country. The modernity and the unserious nature of the staff of the policy implementation agencies coupled with their selfish life style exhibited in the course of carrying out their duties and the military disruption of the processes back then, have been equally evaluated.

Again, the Nigerian value system is what led to the systemic corruption that is ubiquitous in Nigeria. The unrealistic nature of our development plans have been centered also on those in charge

of policy formulation who are mostly specialists or professionals in different fields not political philosophers who are trained thinkers for governance and proffering solutions to situations through formidable and enduring policies formulated to ensure credible development.

Moreover, this research is very significant in three ways which are as thus: It helped to highlight the concept of development planning and different stages of development planning in Nigeria; it on the other hand, evaluated the process of policy implementation and its liberal ways of implementing policies, and lastly, it is significant by enabling an understanding of the factors that inhibit development planning, which will help the government to improve upon the process too, if development is to be attained in Nigeria.

Finally, our leaders generally have not yet developed the kind of patriotism; neither do they possess the conscience and commitment, self-sacrifice or self-denial needed to achieve development. Rather, they strive to misappropriate public funds meant for developmental programmers and projects as well as victimization of oppositions as to maintain incumbency which is guided by corrupt practices. These in the end, keep setting Nigerian progressive planned development agenda backward and underdevelopment keeps prevailing.

### Recommendations

In recognition of the problems facing our various stages of national development plans

and the mode of policy implementations in Nigeria, it is imperative to proffer solutions to all those menace. In view of all these, it is pertinent to adumbrate some ideal recommendations as thus;

- 1) There are good reasons to insist on a democratic system of government that is functional in Nigeria.
- 2) There should be an arranged national conference to politically restructure the system (both politically and economically) that has been dominated by influential political and administrative/bureaucratic personalities that decides on policy choice and project allocations considering or according to their ethnic cleavages.
- 3) Development plans should be focusing on economic restructuring that will engender growth and harnessing of different areas potentialities that need to be developed to generate rich revenues.
- 4) Nigeria should stop sharing economy because commodity revenue is not sustainable. Rather, for Nigeria's economy to strive, it should be based on taxation.
- 5) There should be a clarion call to enhance our developmental policies and programmers enshrined in our national development plan budgets through sensitization as to ensure the achievement of our various aims and objectives.
- 6) Efforts should be made to ensure a distinction between short-term projects and that of long-term ones and a commensurate funding should be ensured respectively for effectiveness and efficiency.
- 7) There should be specificity in the objectives of any national development plans in Nigeria to avoid the prevailing conflicts existing in the various old national development plans in Nigeria, couple with the time frame specification as a good measure to guarantee the achievement of the planned goals.
- 8) There should be stringent measures that will help to ensure adequate policy

implementation and there should be a primitive punishment that awaits any staff of the agencies responsible for policy implementation that derails. This will serve as a deterrent and promote effectiveness in policy implementation. Equally, these stringent measures are applied to the contractors of any developmental project to eradicate abandoned projects menace in Nigeria.

- 9) Commensurate remuneration should be accorded to the various staff of those policy implementation agencies as a motivate force and ameliorative measure to put to a stop all their intents to corrupt practices.
- 10) The internal control system of each agency should be fortified to extricate corruptive practices within the staff. In addition, there should be a shifting mode of working and staff must go on annual-leave to pave way for exposure of incurred deals if at all there is any.
- 11) Incentives should be included in their services with integrity which will be appreciated by kind gestures like; Awards, gifts, festivities bonus and incessant increment in their salary scales as part of welfares package.
- 12) Educated-illiterates should not occupy any official position in any government agencies responsible for policy implementation; rather, qualified and merited personnel should be employed in all those agencies to avoid mediocrities. There should not be any sort of favoritism or the termed paper-qualified but buffoonish personnel coming closer, not to talk of been part of the agency in any form (meritocracy should be maintained).
- 13) Stability should be maintained in the act of governance as to ensure adequate execution of planned projects. In other words, democracy should be maintained and military intervention

should be frowned at as to guarantee the dividend of democracy which calls for development.

Finally, if all the above recommendations should be ensured and practiced as a starting point of this crusade for balanced development, and laws are being made in this regard to ensure proper stand for adjudication; national development plans will hence forth record success as in the achievement of the nation's aim and objectives and balanced development will be attained.

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