# The Role of Good Governance and Development Administration in National Development

**[1]Dominic Shimawua & [2]Inienger Chia Christopher**
[1]*Department of Public Administration, Faculty of Management Science, Veritas University, Abuja*
[2]*Department of Public Administration, Faculty of Management Science, University of Abuja*

## Abstract

Emerging trends point to good governance as a panacea towards accelerated development in economic, political and social sectors of nations. Nigeria, wishing to realize, promote or maintain economic, political and social strides, should strive to embrace good governance. Efficient political and economic strands promote social order. The leaders and the led should embrace the good governance philosophy if development administration is to meet the underlying rationale it stands for. Both the leaders and the led have their (individual) roles to play to embrace good governance and strengthen development administration. Good governance in development administration is showcased in government's ability to design, formulate and implement policies and programmes which are development oriented and committed to the improvement of the quality of life of the citizens. It is especially accepted, that to promote good governance, the civil society should be obedient to the policies or constitutional dictates expected of them. However, the government through its arms should lead while the citizens follow.

**Keywords:** *Good Governance, Government, and Development Administration*

*Corresponding Author:* **Dominic Shimawua**

**Background to the Study**

The prevalent rate of underdevelopment among the Third World countries seems unabated. The level of their national development is still below expectation years after political independence. Remarkably, national development remains a vital future of a nation, as such; its realization is dependent on efficient application of good governance and development administration. This will culminate into the improved economy and better standard of living among the citizens. Government, as an arm of the state, is constitutionally bound to formulate and implement policies that will promote stability in the state. The ability of the government to accommodate public opinion in decision making, implement such policies with intermittent evaluations to ensure compliance is vital. It is equally ideal, to guarantee the principle of rule of law objectively as this will, in no doubt, promote peace in the society for good governance.

**G-Governance**

Good governance is a system of governance that is able to unambiguously identify the basic values of the society where values are economic, political and socio-cultural issues including human rights (Chopra, 1997). UNDP defined as the exercise of political, economic and administrative authority to manage a nation's affaires is the complex mechanisms, processes, relationships and groups articulate their interests, exercise their rights and obligations and mediate their differences (Ncube, 2005). Smith (2007) argued that it is a type of government related to political values and implies government within a democratic political culture and with efficient administration plus the right policies, particularly in the economic sphere. Good governance is about the processes for making and implementing decisions. It's not about making 'correct' decisions, but about the best possible process for making those decisions.

According to the World Bank, there are 6 major issues that need to be considered when discussing and assessing the level of good governance development World Bank. (2012).

**Voice and Accountability** - captures perceptions of the extent to which a country's citizens are able to participate in selecting their government, as well as freedom of expression, freedom of association, and a free media;

**Political Stability and absence of violence** -measures perceptions of the likelihood that the government will be destabilized or overthrown by unconstitutional or violent means, including politically-motivated violence and terrorism;

**Government Effectiveness**- captures perceptions of the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's commitment to such policies;

**Regulatory Quality-** captures perceptions of the ability of the government to formulate and implement sound policies and regulations that permit and promote private sector development;

**Rule of Law** -captures perceptions of the extent to which agents have confidence in the rules of society, and in particular the quality of contract enforcement, property rights, the police, and the courts, as well as the likelihood of crime and violence;

**Control of Corruption-** captures perceptions of the extent to which public power is exercised for private gain, including both petty and grand forms of corruption, as well as "capture" of the state by elites and private interests.

Good governance has major implications for equity, poverty and quality of life. Therefore, Good governance should be participatory, transparent and accountable in characteristic. This provides a framework which enables decision making based on broad consensus in society, respecting the needs of the poorest and most vulnerable groups while allocating public funds and resources. The trend of reforming the public sector is based mostly on implementing basic "good governance values", while providing public services in proper time and in the most convenient and efficient manner. Thus, the citizens 'demand is focused towards government's top performance and efficiency, proper accountability and high level of delivery of services, which might be accomplished by extensive use of information and communication tools.

**Components of G-Governance**
UNDP (1997) identified five basic principles of good governance like legitimacy and voice, direction, performance, accountability and fairness while OECD (2001) focused on the accountability, transparency, efficiency and effectiveness, responsiveness, forward vision and rule of law. Kettani (2009) identified eight features like participation, rule of law, effectiveness and efficiency, equitable and inclusiveness, responsiveness, transparency, accountability and consensus orientation (Figure 1).



**Figure 1:** Characteristics or components of good governance (Kettani, 2009)

The present condition of good governance in Nigeria is not satisfactory and needs good governance to improve its poor economic, social and political condition and to provide the environment for sectoral development and employment generation. It has spotlighted the transparency, accountability, rule of law, responsiveness, effectiveness and participation attributes of good governance.

**Characteristics or components of good governance and its meaning**
Characteristics or components of good governance and its meaning are:

| Components | Meanings/Definitions |
|---|---|
| Transparency: | Processes, institutions and information are directly accessible to those concerned with them, and enough information is provided to. |
| Participation: | The involvement of citizens, government department and agencies in policy and decision-making processes. |
| Accountability: | Responsibility of government departments and organizations toward the citizens for their decisions and actions. |
| Rule of Law: | The follow up of rules and regulations in the decision making and actions of government organizations. |
| Effectiveness: | The competency of government organizations in carrying out various functions of the departments in a less period and in a useful manner. |
| Responsiveness: | Timely response of the enquiry or exchange of information between the government department and organizations. |

**Factors of Good Governance**

Kalsi *et al.* (2009) assumed that the following factors contribute to good governance. These are good education facilities by the government which are job oriented, basic infrastructure development, peaceful law and order, creating new job opportunities in the private sector and the government, effectiveness and efficiency of the working of government and its staff, good business environment with free-market economy, reducing digital divide and other inequalities in the society by positive discrimination in favor of the poorest of the poor, providing total freedom of speech, and an attitude of noninterference by government.

**Recognizing E- Government as "Good Governance" Tool**

By definition "E-Government' essentially refers to 'The utilization of Information Technology (IT), Information and Communication Technologies (ICTs), and other web-based telecommunication technologies to improve and/or enhance on the efficiency and effectiveness of service delivery in the public sector.' Kalsi *et al.* (2009).

While E-Government has traditionally been understood as being centered on the operations of government, e-Governance is understood to extend the scope by including citizen engagement and participation in governance. As such, e-Governance can be used as a tool to achieve better governance. Therefore, some governments have seized the opportunities offered by the new and emerging information and communication technologies to transform government based on democracy, inclusiveness and performance Excellency. Others have yet to begin to appreciate the impact of the new information and communication technologies. They have continued to depend on the traditional ways of creating wealth and providing services.

Yet, the Governments and the other governance structures share the responsibility for the evolution of the new digital society and the knowledge economy through focusing on people-centred development. Availability of online public services ('supply-side') has been the primary focus of policymaking, but over the past years, citizen usage of e-government services ('demand-side') has also become a priority issue. An increasing number of governments, mostly in developed countries, were making greater efforts to increase usage of services. They started by recognizing that the benefits of e-government services are very much determined by the number and type of users of these services, and the frequency of their use.

Furthermore, E-governance can contribute towards better implementation of the main principles of "good governance". To achieve such a transformation of the inherited modes of governing, e-government needs to provide several major contributions:

**Table 1.**

| Governance versus E -Government 2 Good Governance Principles | E -Government impact |
|---|---|
| • Coherence in policy drawing | • Allows for easier policy coordination among ministerial departments, public agencies and layers of government |
| •Participative democracy in policy making | • Enables the active involvement of all stakeholders in policy making |
| •Consistency, effectiveness and efficiency in policy implementation: | •Facilitates cooperative and networked policy implementation in an easier, quicker and cheaper manner |
| •Transparency and openness of the whole policy process | • Makes information widely accessible at a very low cost |

**Meaning of Development Administration**
The term development-administration is of recent origin. 1t was first coined by Goswami in 1955, and later popularized by scholars like Riggs, Edward, Khanna, Panandikar Jagannadham, Lee and others. The functions of development-administration are different from the classical or traditional administration. The traditional or regulatory or classical administration accepts the society as it is without any vision for the future. On the other hand, development-administration has to be a catalytic agent for social and economic change, qualitative as well as quantitative. Thus, traditional administration is static, constant, fixed, rigid, stagnant, while development administration is flexible, dynamic, changeable etc. The essence of development is in the process of change from less desirable to a more desirable state of affairs. By and large, development has become an umbrella concept that signifies the whole process of change towards desired goals.

Development is not a static process. It is an elusive concept that defines any definition? A combination of definitions offered by social scientists might provide a balanced view of the meaning of development-administration. In this context, a more restrictive but none-the-less operationally useful definition is offered by scholars as discussed below:

Edward (1977), one of the most sophisticated advocates of development-administration, says "Development is never complete, it is relative more or less of being possible. Development is a state of mind, a tendency, a direction, rather than a fixed goal; it is rate of change in a particular direction. "He defined development-administration as an "action-oriented and goal-oriented administrative system." Edward Weidner thinks that development administration deals with achievement of social goals as determined by government on behalf of its population.

Fainsod (1963), regarded development administration as "a carrier of innovating values, it embraces the way of the new functions assumed by developing countries embarking on the path of modernization and industrialization. Development administration involves the establishment of machinery for planning economic growth and mobilizing and allocating resources to expand national income".

According to Riggs (1969), Development-administration refers both to administrative problems and governmental reforms." As a concept, he defines development administration as the combined process of both the 'administration of development' (implementation of development policies and plans) and the 'development of administration' (improvement of administrative capabilities).

Arora (1977), says the term development-administration has been used in two senses. First the administration of development and second, development of administration. Arora identified two inter-related tasks in development-administration (a) Institution building and (b) Planning. The students of development-administration have recognized that these two aspects are functionally interrelated to each other.

Stones (1970), analyzed the concept of development administration in terms of plans, policies, programmes and projects towards the achievement of developmental goals. Development administration, therefore is concerned primarily with the tasks and process of formulating and implementing the four Ps (Plans, Policies, programmes and projects), in respect to whatever mixture of goals and objectives may be politically determined. It signifies the space where freedom of administrative machinery is expressed in its values and beliefs without fear or favour on programmes and projects.

In the above definitions, development administration is used in two inter-related senses. It refers to the administration of development programmes, to the methods used by large scale organization, notably government to implement policies and plans designed to meet these developmental objectives, by implication, rather than directly, it involves the strengthening of administrative capabilities. The two aspects of development administration i.e. administration of development and development of administration is intertwined in most definitions of the term. Riggs Observes "Administration cannot normally be improved very much without changes in the environmental constraints (the infrastructure) that hamper its effectiveness and the environment itself cannot be changed unless the administration of development programmes is strengthened".

Riggs considers "Development-administration as both administrative problems and governmental reform." These problems related to governmental tasks connected with agricultural, educational and medical progress etc. Mohit Bhattacharya considers "Development-administration as an administrative ideology of developing countries." Thus, development-administration is getting intertwined with several development process, modernization, industrialization, urbanization, and social change. "Indeed, development-administration is an instrument in the hands of the government 'everywhere' who are struggling to improve the lot of man." The development-administration is the branch of public administration which deals with the development of a country's economy and society. It is a multi-disciplinary or inter-disciplinary approach. As such, it is a part and parcel of administration which is responsible for carrying out development programmes and projects. Thus, it is that wing of public administration which develops the activity of government in the economic, political and social spheres of national life.

In short, development is a function of the political systems. It may be the direct responsibility of a political system. Development is a dynamic process of growth as well as change. Sometimes development is explained in terms of an ideology. Development is a complicated concept. It is goal-oriented as well as change:-oriented. Development has been conceived as *lithe* process of allowing and encouraging people to meet their own aspirations." Development is a multi-dimensional process. It stands for transformation of society. It indicates qualitative, many sided and balanced change. It has future orientation.

**Development administration is concerned with following matters**
   (a)  The formulation and implementation of plans, policies, programmes and projects for national development.
   (b)  Development Administration focused to the national development; it is 'action oriented' and 'goal oriented' administrative system.
   (c)  Development administration concentrates on the Socio-economic change of developing nations.
   (d)  Virtually it galvanized society and saved many nations from drastic social changes.
   (e)  Project and programme oriented development of states eventually saved the generations from the threat of civil war for social change.
   (f)  Need of internal reforms within the administrative structure and demand for creating more committed administration.
   (g)  It enhanced the role administrators as an agent of social change.

Development Administration is a type of administration or management, adapted for the particular needs of developing countries has been referred to interchangeably as development administration or development management. Broadly development administration is an integral part of societal development and is profoundly influenced by the overall political, economic, and cultural attributes of society.

**Features of Development Administration**
The following features of development-administration can be identified.

**Change-orientation**

The distinctive mark of development-administration is its central concern with socio-economic change. Development administrators should change their attitudes, outlooks and orientation in order to bring about over all socio-economic transformation in the society.

**Result-orientation**

Development-administration has to be result-oriented, socio-economic change has to be brought about rapidly and within a time horizon.

**Commitment, devotion and dedication**

Commitment to" the problems of the country, commitment to social and economic change, and commitment is needed to change the socio-economic scene of the country. Administrators should not only commit in planning and implementation of the programme of development but also in the entire process of transformation and modernization of Nigerian Society.

**Client-orientation**

Another characteristic of development-administration is that it is client-oriented. There is a close relation or connection between the public and administration, that is an essential attribute of development-administration. Development-administration is manifestly client-oriented. It has to satisfy the aspirations and urges of the clients *i.e.* the people of the areas. The needs, requirements and wants of the needy people of the underdeveloped countries are to be satisfied and fulfilled within a specified time. Development administration has to be positively-oriented towards satisfying the needs of the people. The people are not the passive beneficiaries. They are the active participants in the development or public programmes.

**Temporal-dimension**

Development-administration has only one fundamental constraint *i.e.,* time. This implies that all development programmes are to be necessarily completed within a specified time.

**Planned and coordinated efforts**

Development-administration refers to organized efforts to carry out the development programmes and projects. These efforts are directed towards national development. Planning and co-ordination are important in organizing efforts.

**Goal-oriented administration**

Development-administration is not just public administration in the sense of carrying out activities. It is goal, purpose, and objective-oriented administration. Its main goals are social and economic. It handles development programmes of a complex nature. It plays an appropriate role in bringing about desired change-social, political and economic. It isflexible in its operation. It is operational in its nature. Its contents are positive.

**Progressivism**

It is the important task of development-administration. In development-administration progression implies training and development of administrators. Development-

administration prepares administrators for distant future. This requires forecasting in the light of changing technology and methods. For example, environment protection requires that administrators be trained in the technical aspects of conservation of environment resources.

**The Criteria for Good Governance and Development Administration as a Panacea for National Development**
In an effort to realize good governance in development administration, these directional actions are instructive.

i. Judiciary is being looked up as the last hope of common man. As such, it should function independently from the dictates of executive or legislative impulse. Judicial functions without impulse can set the pace for good governance. Concrete efforts should be made to make judicial system handy, cheap, speedy and substantial. The rule of law is to be adhered to.

ii. Today, democracy has been transformed to mere electoralism. Electoral reforms had to precede political reforms; free and fair elections with citizens being able to exercise their franchise without any fear should be domesticated as well. Strict implementation of the electoral code of conduct to ensure that the ruling party does not abuse the state machinery to influence the polling process.

iii. Nigeria should strive towards tolerance among different ethnic societies within the polity to promote national unity. Nepotism and ethnicity should be jettisoned in our national life. Nigeria is a secular state. There should be no attachment to any particular religion in our national life.

iv. Good governance depends on bureaucracy and the civil society to an extent, however, it leans much on the former. Good governance is impossible without change in the existing mindset of the bureaucrats. Multi-faceted initiatives are required to have wider accountability of all public servants, towards the public satisfaction and delivery of service. Change should be manifested in attitudinal reforms at different levels of bureaucracy and not only in structures and procedures.

v. Corruption is becoming endemic in human society. Corruption in political, economic, social and administrative domains slows efficiency, effectiveness, equity, economy, accountability, justice and responsiveness. Effective institutionalization and reforms to curb corruption should be domesticated. The current effort of President Muhammadu Buhari is instructive and commendable.

**Conclusion and Recommendation**
Good governance entails balanced governance with conducive and uninterrupted relationship between the government and the civil society as active player. The application of various streams of elements and criteria for good governance as presented by this work will enable Nigeria development administration arrangement to yield its expectation. The challenge of good governance requires government activities to be reinvented, bureaucracy to be repositioned, civil society activities to be re-energized with a social motive. Re-invented governance should be visionary, egalitarian and energized in a manner with less machine-like and less hierarchical structure and procedure. The three arms of government should be

allowed to efficiently perform their functions without influences while administrators should be trained with administrative tools to realize efficiency. The solution to underdevelopment associated with Nigeria and Third World countries lies in good governance.

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