AN EVALUATION OF THE ROLE OF THE MINISTRY OF NATIONAL PLANNING IN THE COORDINATION OF NATIONAL DEVELOPMENT PLAN

BY

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DATE: 1986

Certification

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Declaration

I, Adegboyega Christopher ARIYO, hereby declare that this Thesis is written by me and only me and that it was not copied from any past research work.

Also, I declare that both published and unpublished articles directly used in the thesis are appropriately acknowledged.

Dedication

This Thesis is dedicated to my late father Chief Emmanuel Adewusi ARIYO, my mother Mrs. L.O. ARIYO, my lovely wife Iyabode Janet ARIYO and my two sets of twins who kept on saying to their mother "Mummy when we go to school we come back daily. Why is it that daddy doesn't come back from school until after six weeks?"

Lastly, the thesis is dedicated to all those who have lost their lives as a result of poor coordination of Nigeria's development efforts.

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Abstract

The aim of the study was to evaluate the role of the Ministry of National Planning (MNP) as the coordinating ministry of National Development Planning in Nigeria. Questionnaires designed and administered on principal subjects in the MNP, other Federal Ministries, State Governments and Organised Private Sector (OPS) were to classify the level of performance of overall activity of MNP in the coordination of National Development efforts. Internal and External coordinating activities of the MNP were also addressed, as well as other related factors that may hinder or promote effective coordination of National Development Plan by these questionnaires.

The study found that the level of overall activity of the MNP in the coordination of National Development Plan is above average and thus effective. When internal and external coordination are considered, it was found that insufficient cooperation between the planning authorities was largely responsible for some ineffective coordination of development efforts.

Organised Private Sector, State Governments and other planning bodies were marginalised in varying degrees. The marginalisation of these bodies in the planning process significantly eroded the degree of effectiveness of plan coordination in Nigeria. Political, financial and other factors were found to have, in association with administrative^or institutional problems

compounded coordination of national development efforts in Nigeria.

The recommendation made in the study included mustering necessary political will to restructure, the present Coordinating Ministry, with the view to upgrade it to a National Planning Commission headed by the Chief Executive or his Deputy.

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CHAPTER ONE

INTRODUCTION

1.1 Statement of the Problem

Development challenges facing government of developing countries are multi-dimensional and multi-disciplinary just as the word development itself. The problems have economic, social, political and administrative dimensions. To tackle these problems in Nigeria, the government of the Federal Republic of Nigeria adapted the strategy of five year interval development planning. Through this, it hopes to maximise the use of limited resources at its disposal to achieve accelerated development.

Fundamental to efficient and effective realisation of accelerated development, especially in the Federal system of government with different levels[1] of government, organisations of various sizes, dispersed centres of authority, differing interests in coordination of activities vertically, horizontally and overtime[2]. Coordination has to do with "responsibility for planning and maintaining harmonious relationship between personnel and physical factors in an organisation"[3]. Thus coordination is at two stages in any venture. There is the stage of thought-planning and the stage of action-implementation of plan. Within each of these stages, complex activities, (depending on size of organisation, number of levels, distance between

the various sub-units, nature of activities to be coordinated occasioned by division of labour and specialisation - decentralisation)take place. Unless coordination occurs during each and between the planning and implementation stages amongst the various levels; within each level; amongst programmes; projects and tasks, eliminating conflicts, waste and duplication thus effecting centralisation of decentralised activities organisational objectives are difficult to achieve efficiently.

Waterson emphasised the complexity of the task of a coordinating organ and referred to the problems coordination pose because of size, and the various levels in a federal state in this vein: "It is hard enough to coordinate development activities of government ministries and agencies in the capital city; it is even harder to coordinate them between the central government on the one hand and the provincial (state) and local governments on the other"[4]. According to Waterson number of levels in, size of, and number of units in an organisation (agencies, ministries and states) whose activities are to be coordinated would increase the problems of coordination, while proximity of the units to one another lessens coordination problem. To be able to cope with these problems of coordination, the coordinating organ has two kinds of coordination functions to perform[5]. These are internal and external coordination functions. In line with this, the Ministry of National

Planning (MNP) that has the responsibility of coordination of National Development Plan in Nigeria has to coordinate activities within itself (internal coordination) and also coordinate the related activities of other organs (external coordination).

The external coordination function of the MNP would involve coordination of activities of Federal Ministries and Parastatals and Local Governments. All these levels of government constitute the public sector. Since Nigeria runs a mixed economy system, it thus follows that the external coordination function of the MNP in respect of coordination of National Development Plan should also involve the coordination of the activities of the organised private sector.

If the two kinds of coordination stated above are effectively carried out based on the principles of cooperation, organisation, planning, control, leadership and participation, then the various problems of coordination in an organisation would be eliminated[6]. All levels, units and sub-units would have complemented themselves in thought and aided themselves in action. The three dimension of coordination - vertical, horizontal and overtime relationship would have been carried out effectively. All activities (relationships) of the organisation would be meshed into harmonious movement. Organizational goals (National Development) would be achieved without conflicts,

waste and duplication.

Four development plans aimed primarily at achievement of rapid increase in the nation's productive capacity with a view to improving the standard of living of the people, industrialisation and internalisation of developmental productive capacity, that is to provide the basic needs of the people and promote self-sufficiency[7] have been implemented in Nigeria since 1962.

These objectives have not been sufficiently achieved despite commitment of Men, Machine and Material. There has been no significant improvement in the provision of the basic needs of the people[8]. Nigeria is still not self-sufficient even in food to feed her teaming population. The state of nutrition is backward. Development of agriculture is backward. There is semi-stagnation in rural economic development. Infact the Dudley Seers led International Labour Organisation's (ILO) mission to Nigeria reported, in 1981, that more people were living in poverty than before the oil boom started, and summarised that the state of the nation in terms of provision of basic needs is significantly different only in educational attainment from that of 1960[9]. Even the institutions that have been installed to provide these basic needs had not had desired impact because of the evidenced duplication of efforts, conflicts of objectives which is deduceable from these

findings: "there are dangers of overlapping in many sectors... we found... state dispensaries, clinics, schools, water schemes, housing estates, etc were built in the same areas as local and federal projects. Duplication of responsibility for road building and maintenance is another case in point"[10].

These findings led the Dudley Seers team to conclude that there is lack of coordination in the General Public and Financial Administration in Nigeria[11]. Adebayo Adedeji has alluded to this state of lack of coordination as far back as 1971[12].

Aderinto Adeyemo contended that centralisation of planning activities conflict with the visible autonomy enjoyed by each Ministry or State in a federal polity[13]. Adeyemo then argued that lack of coordination in national development planning is traceable to this conflict of authority. Adamola Daudu also indicated lack of coordination as one of the four administrative constraints that impede the realisation of planned objectives[14]. Daudu claim suggests that lack of coordination at the implementation stage of National Development Plan Process is responsible for ineffective and inefficient realisation of planned goals.

These authors argued that coordination is responsible for failure of development planning. Is it really true that coordination is responsible for national development

failure? Is the MNP really coordinating the activities of development planning authorities? Are there any factor(s) that are inhibiting coordination and what is the level of and nature of coordination activities?. These and other related issues lead to the fundamental problem of this study which is; has MNP effectively carried out its activities towards coordinated national development plan in the realisation of development. objectives?

1.2 Aim of Study

The MNP is expected to perform the overall harmonizing activity so that national development plan objectives can be achieved effectively. This linking pin function must be performed during the planning processes of national development plan. During these processes MNP must harmonise relationships of the various authorities at different levels concerned with social, economic and political issues to achieve coordination in the activity dimension of national development plan. With regard to multi-dimensional and multi-disciplinary activities like national development plan, that involves many authorities, at different levels, an organisation that is charged with coordination of such activity must ensure cooperation among the various authorities, must organise, plan, lead and control the activities of these authorities in its decision making process in order to achieve internal and external coordination. Specifically therefore, this

study is aimed at finding out:

a) the level of overall performance of coordination activity of MNP in respect of National Development Plan;

b) the degree of success of internal coordination within the MNP;

c) the degree of success of MNP in respect to the coordination of the activities of other Federal ministries, State governments and the Organised Private Sector.

1.3 Significance of Study

Although there have been a number of studies and seminars in the area of development planning in Nigeria, not much attention has been paid to a thorough examination of the problems posed by its coordination. Specifically and very important too, since 1962, when Nigeria embarked on its first national development plan, the role of the Federal Ministry charged with the coordination of national development plan has not been evaluated. This study is therefore significant because it has focused and addressed this issue.

1.4 Scope of Study

This study covers the National Development Plans within the period 1975-1985. It is restricted to the implementation period of the third plan and the planning

and implementation periods of the fourth plan. The coordination role of MNP (formerly Ministry of Economic Development and Re-construction) was examined.

1.5 Hypotheses

In pursuance of the Aims of the study, the following hypotheses were tested.

1) That there has not been effective coordination of national development plan.
2) That the level of coordination achieved by the MNP is a result of ineffective internal coordination rather than ineffective external coordination.

1.6 Methodology

To gather primary data for this study Diagnostic survey was carried out by the use of questionnaires and unstructured interview. Secondary data were drawn from literatures from the library and documents from other sources.

Sampling Design

Coordination is a top management function[15], hence the population used for the study was senior officials in the MNP, State governments, Federal ministries, and Organised Private Sector.

In respect of MNP, Grade level 12 and above officers on the current staff list of the ministry were randomly

sampled for the survey. In respect of the state governments and federal ministries, Permanent Secretaries or Chief Planning Officers responsible for development planning were sampled for the survey while the executive directors or the Chief administrative officers of some of the Organised Private Sector organisations were also sampled for the survey. The pattern of sampled population was representative of the major authorities involved in national development. This therefore afforded the researcher the benefit of the opinions of the cross-section of the private and public sector managers, who were and still are connected with the management of national development problems in Nigeria.

Extreme care was taken in the random selection of the officials in the MNP in order to have a representative opinion and avoid bias. In the selection of the state government officials, geographical spread and age of the state were used. In respect of the federal ministries' officials, some ministries which deal with issues that touch on national development like those of Transport, Education, Health, Finance, External Affairs, Agriculture and Works were selected. For the Organised Private Sector officials, the three Organised Private Sector of note viz:- Manufacturer Association of Nigeria (MAN), Nigeria Association of Chambers of Commerce, Industry, Mines and Agriculture (NACCIMA) and Nigerian Association of Small Scale Industrialists (NASSI) were sampled. Thus the population that participated

in the research were as follows in table 1.1 below.

Table 1.1 The Population from each Sampling Units

Sampling Unit	Population
MNP	66
Federal Ministries	7
State Governments	8
Organised Private Sector	5

Questionnaire

A closed form of questionnaire was depended upon mostly by the researcher for the survey. This was to elicit patterned information from the respondents. Thus it was hoped that the research questions, aims and hypotheses would be attended to, through a systematic analysis of the coded responses[17].

Three sets of questionnaires were prepared based on mechanisms that have been used to achieve coordination through cooperation, planning, organisation, leadership, control and participation[18]. The 'extent of use' or 'non-use' of these mechanisms formed the basis on which the evaluation or assessment of MNP role was based. Some questions were not coded in the questionnaires. These were questions used to provide opportunity for the respondents to pour their minds, though in a concise manner on very crucial issues. All responses were intended for statistical analysis.

The research questions - thus Aims and Hypotheses of the study and other tangentially related questions were taken into consideration while framing the questions in the questionnaires. The questions were thoroughly checked to avoid duplication, vagueness and antagonizing the respondents.

There were 19 questions all together in the questionnaire administered on MNP officials. These questions were meant to determine how coordinated was the activities of MNP broadly and specifically, how it has achieved coordination within itself and at what level; and how it has coordinated relevant activities from the environment. One open question which was meant to find out what are the considered problems of plan coordination in Nigeria was also asked.

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Table 1.2 Variables considered in the questionnaire administered on MNP officials to determine how coordinated the activities of MNP towards National Development have been.

No	Internal Coordination	Specified Questions
1.	Cooperation	Q.14 and Q.15
2.	Control	Q.2 and Q.13
3.	Leadership	Q.1 and Q.7
4.	Organisation	Q.3 and Q.6
5.	Participation	Q.8 - Q.12
6.	Planning	Q.4 and Q.5
	External Coordination	
7.	Participation	Q.16 - Q.18

There were 20 questions each in the questionnaire administered on the state governments and federal ministries'

officials while the questionnaire for the Organised Private Sector officials contained 17 questions[19].

There are three principal stages in the process dimension of development planning in Nigeria. They are (1) the stage of formulation of National Guideline on national development plan, (2) the planning and adoption of the constituents of the plan and (3) the implementation. Because most of the work of MNP has to do with the first and second stages, the degree of participation of the various authorities at these two stages was focused mostly.

Table 1:3 Major issues considered to determine whether MNP has ensured patterned participation of the State Governments, Federal Ministries and Organised Private Sector in National Development Planning Process.

No.	Coordination during formulation of the National Guideline on National Development Plan	Specified Questions
1.	Full and timely consultation and involvement	Q.1 - Q.3
	Planning of the Constituents of The Draft Plan	
2.	MNP used definite standard and procedure in calling for inputs	Q.4
3.	MNP used Liason men	Q.5
4.	MNP used committees (scheduled and unscheduled)	Q.6 - Q.7
5.	MNP communicates effectively	Q.8
6.	Internal coordination within each organisation was promoted	Q.9 - 13
7.	Inter-agency contact was promoted	Q.14 - Q.15
8.	Leadership of MNP	Q.16 - Q.17
9.	Control measures	Q.18 - Q.19
	Implementation of Plan	
10.	Used inter-agency contacts, feedback mechanisms like monitoring, reports etc.	Q.20

Some other questions were asked to find out views on whether there was a felt need for full participation throughout the whole process of national development planning process, whether there was the need for the use of liaison men, whether the authority of MNP is sufficient to carry out the tasks it is charged with and whether there has been duplication, conflicts and waste in our national development efforts despite planning.

Methods of Analysing and Interpreting Data

The respondents were asked questions which were scaled 0 - 5. Thus there are six points on the scale. The score zero is interpreted to mean that the activity is not done or used. Any score from 1 - 5 indicates the degree to which the activity is done or used. The responses of the respondents were therefore recorded according to the scale 0 - 5.

The six points were re-grouped into two broad categories in order to verify the level of achievement of each activity. Points 0 - 2 are grouped together under 'poor and ineffective' while points 3 - 5 are grouped together under 'good and effective. This facilitated analysis, interpretation and enhanced clear conclusion from the data.

To reach a decision therefore on whether an activity has been effective or not, the summary of the score in each of these categories are compared through the use of percentages.

Footnotes

1. In Nigeria, there are three levels of government. The three levels i.e. federal, state and local government derived their powers and functions from the constitution of the country.

2. See Rogers, B. and others; Comparative Social Administration Allen and Unwin, 1968 chapter 3 for a full discussion of the three dimensions of coordination.

3. Davis, R. C. The Fundamental of Top Management Harper and Row N.Y. 1961.

4. See Waterson, A. Development Planning: Lessons of Experience John Hopkins Press U.S.A. 1971 pp.261-171.

5. See Terry, G.R. Principles of Management, 4th edition Richard D. Irwin Inc. 1964 chapter 9 pp.161-178.

See Dimock, M.E. and Dimock, G; Public Administration Drysen Press, Hinsdale Illinios, 1969 pp.402-420.

6. See the Principles of Participation as enuciated by Follet, M.P. in Dynamics of Administration 'The collected Papers of Follet, M.P.', (eds) by H.F. Metcaff and Urwick, L.

7. See the First, Second, Third and Fourth National Development Plans.

8. For full discussion of the Comparative State of the Nation in 1981 against the state of the Nation in 1960 see the Report of Dudley Seers led International Labour Organisation" (ILO) mission to Nigeria titled FIRST THING FIRST: BASIC NEED FOR NIGERIA. published by ILO office in Addis Ababa, Ethiopia, 1981.

9. Ibid., pp.1-10

10. Ibid; pp.247

11. Ibid; pp.243-246

12. See 'Federalism and Development Planning in Nigeria' by Adedeji, A. in A. Ayida and H. Onitiri - Reconstruction and Development in Nigeria, OUP, Ibadan 1971 pp.107

13. See Adeyemo, O.A. 'National and Local (State) Plans: Reconciling Conflicting Objectives': in Ilorin Seminar Papers on National Planning and Plan Implementation 1976 Organised by Centre for Social and Economic Research A.B.U. Zaria

14. See Daudu, P.C.A. 'Plan Implementation: Administrative Constriants, Ibid. pp.32.

15. See McFarland, D.E. Management: Foundations and Practices; 5th edition, Macmillan Publishing Campany U.S.A. 1979.

16. Grade Level 12 and above officers are responsible for policy formulation in the Civil Service of Nigeria. The bracket include the middle and senior managers in the Civil Service.

17. Likert's R. scaling method was depended on in coding the responses.
See example in Oppenheim, A.N. Questionnaire Design Attitude Measurement Heinemann, London, 1976 pp.133-143.

18. See Chapter Two - Theoretical Framework and Literature Review.

19. In order to save cost, the same set of questionnaire was administered on federal ministries' and private sector officials. Though during analysis those questions relevant to organised private sector were used from the responses received.

CHAPTER TWO

LITERATURE REVIEW

This chapter addressed theoretical framework and literature review on coordination which is the key concept involved in this study. Scientific research on coordination has not received desired attention over time because of the seeming confusion on whether coordination is a separate management concept as indicated in Luther Gulick's[1] classification of management functions or whether management function of coordination should be presumed being performed while other managerial functions such as staffing, planning, organising excetera are performed. Those who share the view that coordination is the essence of management have concentrated in their search for efficiency and effectiveness in organisation, on the performance of control, planning, organisation, budgeting, staffing and directing functions. However for this study coordination would be seen as - the all embracing principle of an organisation.

2.1 What is Coordination?

James Mooney saw coordination as the orderly arrangement of group efforts to provide unity of action in the pursuit of common purpose[2]. Augustus Adebayo saw coordination as continuous managing of the activities of various branches of the organisation to ensure that the branches are working smoothly and the interrelated task being performed in the various sub-divisions and sections

i) "To bring about the consistent and harmonious action of persons toward a common end".

ii) "To adjust the parts to each other and the movement and operations of parts in turn so that each makes maximum contribution to the production as a whole".

iii) "To combine action of a number of muscles in a complex movement... and in administration the harmonious combinations of actions of agents of functions towards s given objectives".

iv) "The process of underlining, uniting, harmonizing and integrating managerial functions, actions and operations"6.

These definitions indicate that coordination involves bringing together of complex activities in harmonious relationship. They also affirm that the process of coordination must underline and harmonize managerial functions, actions and operations. Thus the activities of the various managers (institutions or authorities) must be planned, controlled, organised and directed in such a way that they are easily fitted to achieve an objective efficiently. Also, there must be cooperation among agents or units. The units must participate in the affairs of each other to achieve their goals. Coordination activities could thus be defined as those patterned, organised, controlled and directed participatory relationships in pursuance of organisational goals. The theoretical expositions on organisational model to achieve coordination in an enterprise is discussed below.

Theoretical Framework

Dimock and Dimock stated that the essentials for coordination in an organisation are cooperation, planning, organisation, leadership, and control[7]. Mary Parker Follet said that the principle of participation was also an essential[8]. For this study, the essentials for coordination would be taken to be cooperation, organisation, planning, leadership control and participation. While these principles are not in dispute as to their relevance, scholars have not agreed on what model organisational arrangement would guarantee coordination - a pre-requisite for effective realisation of organisational goals. The summary of propositions have been ranging between the bureaucratic and participative models for achieving coordination[9].

Bureaucratic Model

Max Weber's work typified the bureaucratic model[10]. Max Weber pontificated that bureaucratic arrangement would guarantee coordination in an organisation. Bureaucratic model formalizes relationship in the organisation. Bureaucratic model relies on structural methods such as planning to ensure well in advance, order in the activities of the organisation. Standardization of jobs, skills promote stability and predictability and easy meshing of activities. Conflict and confusion would be eliminated.

In essence the structural methods would feature rules and regulations, standardization of procedure and actions, employment of professionally competent personnel, chain of command based on hierarchical relationship, rational decision based on objective analysis of the facts of the situation without subjective influence.

Through this structural methods, cooperation among the various units would be guaranteed because according to the bureaucratic model, it would be in the interest of the various units to cooperate or face sanction. Since relationship within the organisation is formalised, the bureaucratic model implied planning as the basis for formalisation of activities whereby each member of unit in the organisation knows what to do. Implicit in this planning is organisation of the work of the organisation to avoid confusion and conflict. To maintain control, rules and regulations are prominent features of the bureaucratic model. More importantly authority is vested in the leadership. Infact the leadership of the organisation carries largely the responsibility for coordination in an organisation according to the bureaucratic model. Hence the prominence of hierarchical relationship in the Weberian model, authority flows from the top-down and strict compliance by the pople receiving it is expected.

The odel therefore assumes that if the above structural ethods are properly used in an organisation,

the organisation would function like an efficient well serviced and powered computer machine, churning out coordinated answers to simple and difficult problems with ease and maximum effect. Coordination would be excellent since all factors would be considered at the thought and action stages and between the two stages.

The works of the human relationists sounded a note of warning that the efficacy of the classical proposition should be suspect. The contingency theorists like Burns and Stalker pointed out the danger in prescribing the bureaucratic model for all situations[11]. They found support from the 'Law of the situation' which Mary Parker Follet argued determines what should take place[12].

Participative Model

Chris Argyris[13], Douglas Mcgregor[14], Reisin Likert[15] and others contributed to the non-mechanistic organisation theory in which participation in all aspects of the organisation by the members of the organisation would be the foundation of coordination.

Likert's Linking-pin model to a large extent is, representative of the essence of the participative school of thought on organisational design. The model is based on the principle of supportive relationship whereby it is assumed that every thought and action by any member of the organisation is done with the view that it is meant for the

benefit of the whole organisation or system. In Likert's words:

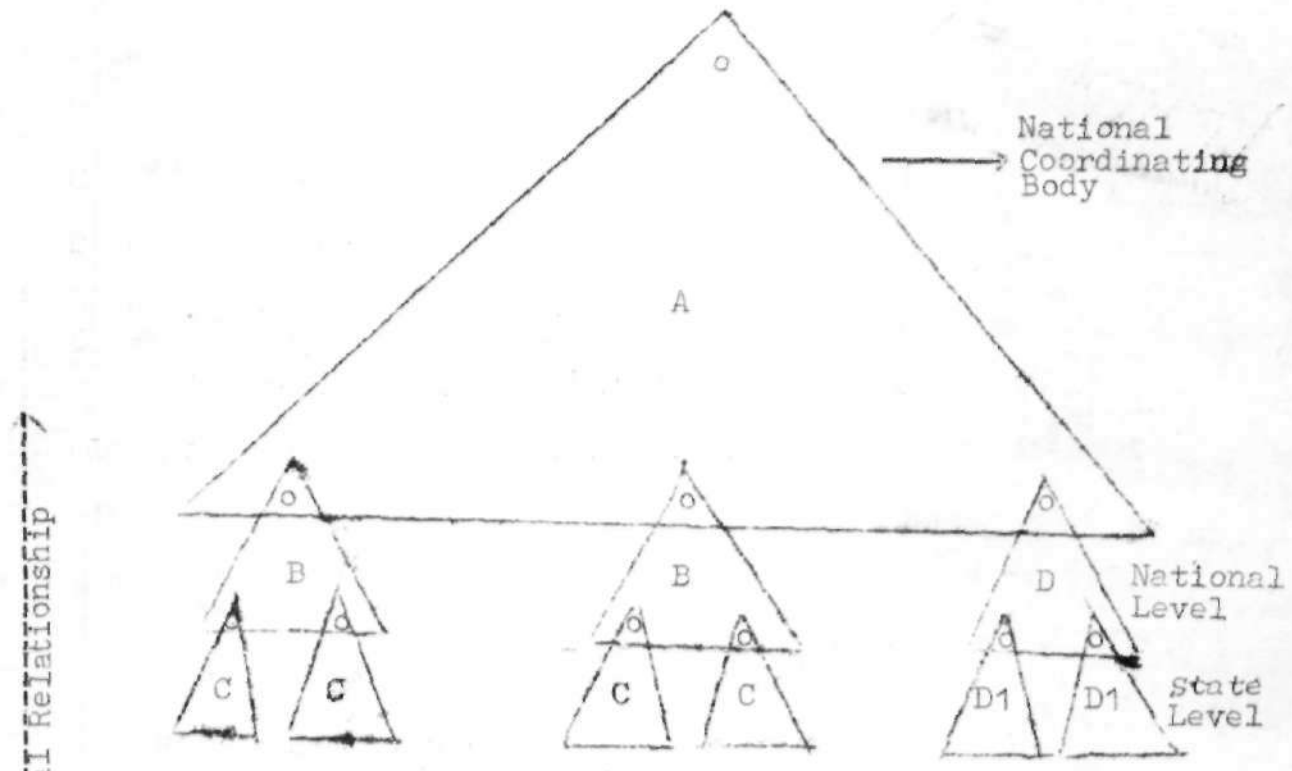
> An organisation will function best when its personnel function not as individuals but as members of highly effective work groups with high performance goals. Consequently management should deliberately endeavour to build these effective groups, linking them into an overall organisation by means of people who hold overlapping group membership. The superior in one group is a subordinate in the next group, and so on through the organisation[16].

Likert insists that if relationships of members of an organisation is patterned to be in line with the 'individual cultural heritage and desires, then members would "view the experience (relationships) as supportive and one that builds and maintains sense of personal worth and importance"[17] Thus a model geared towards the need of the members and would be suitable to incorporate and ensure that members are not only part of the organisation but are the organisation was proposed. Likert's model rested on three principles: (1) the principle of supportive relationship; (2) the use of participatory procedure in decision-making where appropriate and (3) concern for high performance of goals rather than emphasizing job description and formal relationship. The principle of supportive relationship underscore the importance of cooperation among the members of the organisation in their relationships, articulation of interests etc. It shows the need to promote community of interest amongst members of an

organisation, which fosters coordination. Participatory decision-making procedure in planning and implementing the activities of the organisation as shown in his 'linking-pin' model promotes coordination. In the Linking-pin Model, organisation structure would consist of linking-pin of groups, not of individuals. Vertical and horizontal relationship is assumed to be the order of relationship. And this is assumed would promote blending or meshing of activities of the organisation into a harmonious whole. Overlapping relationship will exist vertically and horizontally.

The structural aspect of the organisation, would evolve from continuous participation in committees, conferences and consultation[18]. Other structural methods that show evidence of planning, organising and controlling would feature in the attempt to achieve high performance goals of the organisation without necessarily falling into the pitfalls of the bureaucratic arrangements. In Likert's model, shared leadership becomes the common feature of the organisation, because through the overlapping relationships, between the levels and units in the organisation sharp distinction between the levels and units would have disappeared.

Figure 2:1 The Linking-Pin Overlapping Model of Organisational Structure according to Likert 1961 p.105



A = Ministry of National Planning

B = Federal Ministries (including parastatals)

C = State government

D = Organised Private Sector

D1 = State chapters of Organised Private Sector

O = Linking-Pins

According to this model the Ministry of National Planning ought to link vertically with the other federal ministries and agencies; the state governments and the

Organised Private Sector. It would do this by promoting overlapping relationships between itself, the federal ministries, the organised private sector and the state governments. So also there would be vertical relationship between the federal ministries and the state ministries as relevant. For example, if this model is to be used for health policy matters there would be consultation vertically, (up and down) between the state governments, the Federal Ministry of Health and Ministry of National Planning. Also horizontally there would be consultation between the Federal Ministry of Health and other Federal Ministries and Organised Private Sector. This is expected to happen at the state level too. Unless this is done, according to Likert's model, there may be no supportive relationship between the various organisations concerned. And this will seriously affect the level of coordination achieved and consequently achievement of the organisational goals.

Also within each of these organisation the principle of supportive relationship is expected to be the guiding principle. Thus the 'linking-pin' model must also be used to ensure internal coordination within the various organisations. There must be vertical and horizontal relationship between the various departments, sections etc. Likert suggested that, vertical and horizontal relationships would be achieved through conferences, committees, meetings, rules and regulations, standardization of activities etc, in short attitudinal and structural

methods.

Works done on the appropriateness of these methods in order to achieve organisational goals are reviewed in the section under review of literature below.

2.3 Review of related Literature

Most works done that are related to coordination have been done in different cultural setting and more importantly they have been based on private organisations. Mostly also, they are viewed from the sociological perception of organisational behaviour. This have posed problems for review of related literature for this study. However, some literatures on works done that are related to this study are reviewed below.

Paul Lawrence and Jay Lorsch, carried out a study on 10 firms in 3 industries - 6 in the plastic industry and 2 each in the food packaging and container industries with the aim of validating or rejecting the proposition that organisation design problem is not uni-dimensional but bi-dimensional. They argued that the first task for the high performing organisation was appropriate organisation (division of activities) based on functional specialisation in such a manner that enhanced effective realisation of the goal of the sub-task. They further argued that each sub-task depending on their nature demands different structure. This demand for different structure was referred to as differentiation[16]. Apart from this

differentiation (division of activity) the organisation must ensure integration (coordination) of the sub-tasks into the harmonious achievement of the entire task goals. They proposed that effectively achieving mechanism or approach to mesh together, depends upon the nature of new products or how predictable the task of the organisation is. Lawrence and Lorsch found out that coordination by liaison personnel was very important to the high performing firm. Liaison personnel were individuals or units that had the responsibility of meshing together the efforts of inter-dependent departments that normally experience difficulties in working together. Lawrence and Lorsch also saw that resolution of conflict among department was facilitated when managers were brought together to discuss their problems rather than set them aside or suppressed them either by force or compromise. They also found out that the level (high) at which coordination took place was very important in the high performing firms. Lawrence and Lorsch thus accepted their proposition that, organisation design problem is bi-dimensional. For this interesting conclusion, they gave explanations, that environmental factors dictate the type of design that an organisation should have to be high performing. And though within the same industry, firms (departments) may have different structures to be high performing, since the departments must coordinate (integrate) their activities in order to achieve the organisation's objectives, more deft, intricate and patterned structural

methods must be created.

Lawrence and Lorsch worked in United States of America and the subjects of their study were business organisations. Whereas the organisation under study is a Public organisation that has responsibility for both public and private organisations. Thus it must relate with them. Internally, the concepts of integration and differentiation appeared very useful in understudying the performance of Public organisation since what the concepts aid, is high performance (coordination) in a large organisation with many departments, sections and units, However the use of liaison men in various departments in pursuit of internal coordination in the organisation may raise problem of freedom of the various department, sections or units in executing their duties. But with regard to other organisations such as state governments, federal ministries and organised private sectors whose activities the MNP has to plan in order to achieve a coordinated rational development plan, the use of liaison men would promote coordination.

Although Lawrence and Lorsch set out to find whether organisation design problem is uni-dimensional or bi-dimensional, their work provides support for the use of structural methods such as differentiation, liaison men and conflict resolution through managed confrontation meetings to achieve high performance of goals by organisation.

Another very interesting work was done by Stanley

Thune, and Robert House on planning[20] - a crucial element in achieving overtime dimension of coordination[21]. Planning ensures consistency in the activities of an organisation. Previous activities or efforts give supportive relationship to future ones. This enables an organisation to be high performing by eliminating waste and conflict of purpose.

In a study spanning over a period of 7 years, to ascertain the wisdom of long range planning Thune and House paired 17 firms in 6 industries using size, rate of growth and type of industry. One firm in each of the 17 firms was used as an experimental firm, where a formal planning system was introduced. Thus there were 17 planner and non-planner firms each. Firm was considered to be 'planner' if its goals for at least three years into the future are specified and methods and programmes of achieving the goals are developed. If none of these criteria is met the firm was considered a 'non planner'. Their finding was that the 'planner' performed much better than the 'non planner' organisations. Further work on 5 pairs of these firms for additional 4 years by David Herold, Thune and House also confirmed the finding of Thune and House mentioned above[22].

The work of Ansoff, Avner, Bradenberg, Portner and Radosevich using questionnaire survey to determine whether planning has effect on the rate of success acquisitions of 93 American firms reached conclusion that lend credence to

the findings of Herold, Thune, and House[23].

The above works on planning especially the criteria used by Thune and House to determine 'planner' and 'non planner' organisation would be useful in determining whether MNP a public bureaucratic organisation plans or not in order to achieve its goals.

In the reports on his Canadian and American studies, Pradip Khandwalla's findings supported broadly the various structural methods that researches on what makes organisations perform high, have pointed out[24]. Khandwalla studied 79 middle-sized manufacturing firms in the United States of America and found out some combination of situational and structural methods associated with high performing organisation. Khandwalla drew up questionnaire based on three class of methods. The first class has to do with uncertainty reduction method, hierarchical integration, long term forecasting, etc. The second class of methods was differentiation method i.e. decentralisation of authority, division of labour, functional specialization among the various departments based on the nature and competence to carry out the sub tasks of the organisation. The third class of the methods which he referred to as meshing together (integration or coordination) methods involve participatory or group collective decision making by the Chief Executives and the extent of the use of tested management tools. The findings of Khandwalla suggest that none of the three class of variables determined which was

the high performing firm in isolation. Thus the degree of harmonious mix of the use of the three classes of methods was a determinant of profitability. Khandwalla reported that, the data suggested that if a firm must employ certain degree of say integration methods, it must employ also the same substantial degree of uncertainty reduction and differentiation methods to achieve organisational goal.

The soundness of the Khandwalla's finding based on private organisation may not generate controversy even if the import of the findings is related to public organisation. However, an interesting commentary that seemed appropriate on his work is that, his work suggests that classification of various structural methods to achieve high performance in an organisation should be suspect. Unless a case of weildness would be made, it would seem appropriate to just itemise the methods that should be used optimally, to achieve high performance in an organisation which is a concomitant, for effective and efficient coordination of organisational activities. Following the study reviewed above, the methods would be hierarchical (vertical integration) i.e. command, long term forecasting, planning, decentralisation of authority, division of labour, functional specialization, among various departments based on competence, group decision by the Chief Executive (participatory relationship) and use of management tools such as - rules and regulations, committees

(inter-and intra-departmental) etc. From this itemisation - it seems that, structural methods are used to achieve planning, organisation and control in a bureaucratic set up. These methods alone would not guarantee high performance in a large scale bureaucracy like a MNP charged with responsibility of coordinating a federally concerned activity.

Dimock and Dimock building on previous works argued that coordination may still elude a complex organisation (i.e. the complex organisation not being a high performer) especially a federal government organisation) without methods to ensure cooperation in the relationships within the complex organisation. H.A. Simon in his Administrative Behaviour also supports this point of view[26]. Also as increase specialisation and interdependence continue to dictate the law of life in this modern world, the words of Charles Horton Cooley in Life and the Student: "As we come to see how many sources there are for events, we have less confidence in any one scheme of betterment, anyone person, class, race, or nation; but more in what all can do by team work in a common spirit"[27] become ageless and bring into fore the need for some behavioural methods to achieve coordination. These behavioural methods would take care of cooperation and leadership principles that are essential to coordination[28]. Committee meetings whether inter- or intra-departmental have been acclaimed as a great source

KASHIM IBRAHIM LIBRARY AHMADU BELLO UNIVERSITY ZARIA. NIGERIA.

of enlisting cooperation of various departments/units in an organisation. It has been adduced that during these meetings problems of the organisation are identified and the knowledge and view points from different departments in the organisation are brought together to provide implementable solutions.

Tillman Jr., in 1960 reported that 81 per cent of the cross-section of managers in different sizes of companies in America, said that their companies had regular committee meetings and found them as a necessary part of management[29]. These managers also said that committee meetings promote inter-departmental coordination - horizontal coordination. The company managers according to Tillman suggested that committee meetings are the best way of developing informed decisions. The report of Tillman did not present the data used for his analysis, report of his findings however, received support from the works of Rosemary Stewart[30]. The subjects of Stewart study were 160 middle and senior managers drawn from sampled companies during one month with the objective of finding out how many hours per week each spent in committee meetings. Though Stewart did not state, but one suspects that she wanted to find out also the extent of acceptance and usefulness of committee meetings in the various companies. She reported that, on the average, each manager spent 3 hours per week in committee meetings. She further reported that the average may be misleading because, one out of every seven

of her subjects spent no time in committee meeting at all. This suggests that some spent more time at committee meetings while others included in her study may not have been considered relevant in their respective companies to be included in committee meetings.

As an objective analyst, she cautioned against the use of committee meetings because of plausible abuses. She did not challenge significantly the findings of Tillman that point to the acceptance of committee meetings as useful management forum for coordination[31]. In fact, she suggested that committee meetings "can improve decision-making by bringing together all those whose experience is necessary to the decision" and saw committee meetings as coordination mechanism for bringing knowledge and view points from departments together.

Richard Beckhard's work on the usefulness of 'Confrontational meeting' - (essentially committee meetings) technique also supported the use of committee meetings to enhance effective performance of organisation[32]. Since the reports of these authorities suggest that, committee meetings are very crucial to coordination in an organisation for that organisation to achieve its objectives it would be interesting to know the 'extent' MNP used committee meetings to promote achievement of its objectives.

Aloy M. Ejiogu reported in his study aimed at promoting greater collegiality in school policy-making,

that the use of the Linking-Pin Model promoted greater participation, which led to satisfaction among the teachers and thus enhanced high performance of the school policy[33]. Ejiogu reported that he suggested the use of Linking-Pin Model to the Principal of a secondary school in Nigeria in running the administration of the school. On acceptance of his view, the school was divided into 12 departments.

Each of the departments had a head appointed by the principal on the basis of merit. Decisions were reached on major issues after discussion first at the departmental level. The views of each department were discussed at the meetings of the twelve head of departments chaired by the Vice-Principal. The Vice-Principal communicates the decision of this meeting of the heads of departments to the Principal. The Principal thus would have the benefit of the views of all the teachers in the school. Participatory relationship has been ensured. The decisions of the principal based on the reports of the overlapping-group decision making machinery in the school were enthusiastically implemented. The relationship between the Principal and the teachers; and the workers improved considerably. And school policies were implemented and desired results achieved.

Ejiogu further reported that "until the security guard in one College, in Bendel State of Nigeria, was brought into the decision-making process through the

linking-pin model, laws to check student's truancy, pilfering and unauthorised reception of visitors in hostels remained dreams unfulfilled".

Ejiogu's reports and findings is on a micro level. The importance of the findings loom large. Also the subject of study was a public institution thus it's relevance.

Footnotes

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CHAPTER THREE

HISTORICAL EVOLUTION OF NATIONAL PLANNING MACHINERY IN NIGERIA

The main concern of this chapter is to present, at every stage of the chequered history of development planning in Nigeria, attempt at co-ordination of national development plan. The points focused are: the structure of the national planning machinery that were used and the role and place of the Ministry of National Planning (MNP) in the machinery.

From 1946 to 1985, Nigeria witnessed three types of administrations. These were Colonial, Civilian and Military administration . During the Colonial administration (1946-1960) National development planning processes were to a very large extent centralized under the authority of the Central Development Board. The Board was composed of senior colonial administrators in Lagos. Also in each of the Regions - East, North and West an Area Development Committee composed mainly by government officials advised the Central Development Board[1]. Gordon Idang referring to the period 1946-1954 maintained that "considerable effort was made to ensure both inter-departmental and central-provincial consultation and co-ordination in the entire planning process"[2]. The structure of the National planning machinery during this period showed a clear hierarchical relationship. The Area Development Committees of the three regions related with the Central Development Board

in an advisory capacity and the final development plan was determined technically by the Central Development Board. The Central Development Board played the role of ensuring co-ordinated national development plan during this period. However, this would not negate the adverse comment that Adebayo Adedeji[3], Allison Ayida[4], Idang[5], Ojetunji Aboyade[6] had made on the development plans during this period. The fact was that before the report of the World Bank Mission of 195? which recommended that "it would be extremely useful for Nigeria to have a forum in which the Federation and the Regions might meet to discuss the many economic problems to each, notwithstanding their separate constitutional functions, and such of their development policies as may have consequencies reaching beyond their respective constitutional sphere"[7], that led to the creation of National Economic Council (NEC), the National Planning Machinery in Nigeria was made up of the following institutions:

1) The Governor-General - the administrative and political representative of Her Majesty the Queen of England.
2) Central Development Board: composed of the senior colonial officials in Lagos.
3) Area Development Committees in the Regions. The Committees were composed of senior government officials in the Regions.
4) The various departments of government in Lagos and the regions.

The rationale for the suggestion of a 'forum in which the Federation and regions might meet to discuss' was fundamentally political. It was to allow the representative of the people, Nigerian politicians, to have a say in their development planning in view of the impending independence then. No wonder that despite the authority and pre-eminence of the council as an instrument for coordinated development planning, it was not necessarily effective[8]. This ineffectiveness of NEC as an instrument for plan coordination was attributed to (1) the advisory and consultative nature of NEC, (2) lack of permanent delegates to its meetings and it has no fixed membership besides the chairman. (3) It did not meet frequently. (4) Leadership opinion in the private sector was not sought and thus marginalized in the development planning[9]. It must be noted that the establishment of NEC brought a new dimension into development planning in Nigeria - the politicisation of development activities and the pre-eminence of politicians over the technocrats in development planning in Nigeria.

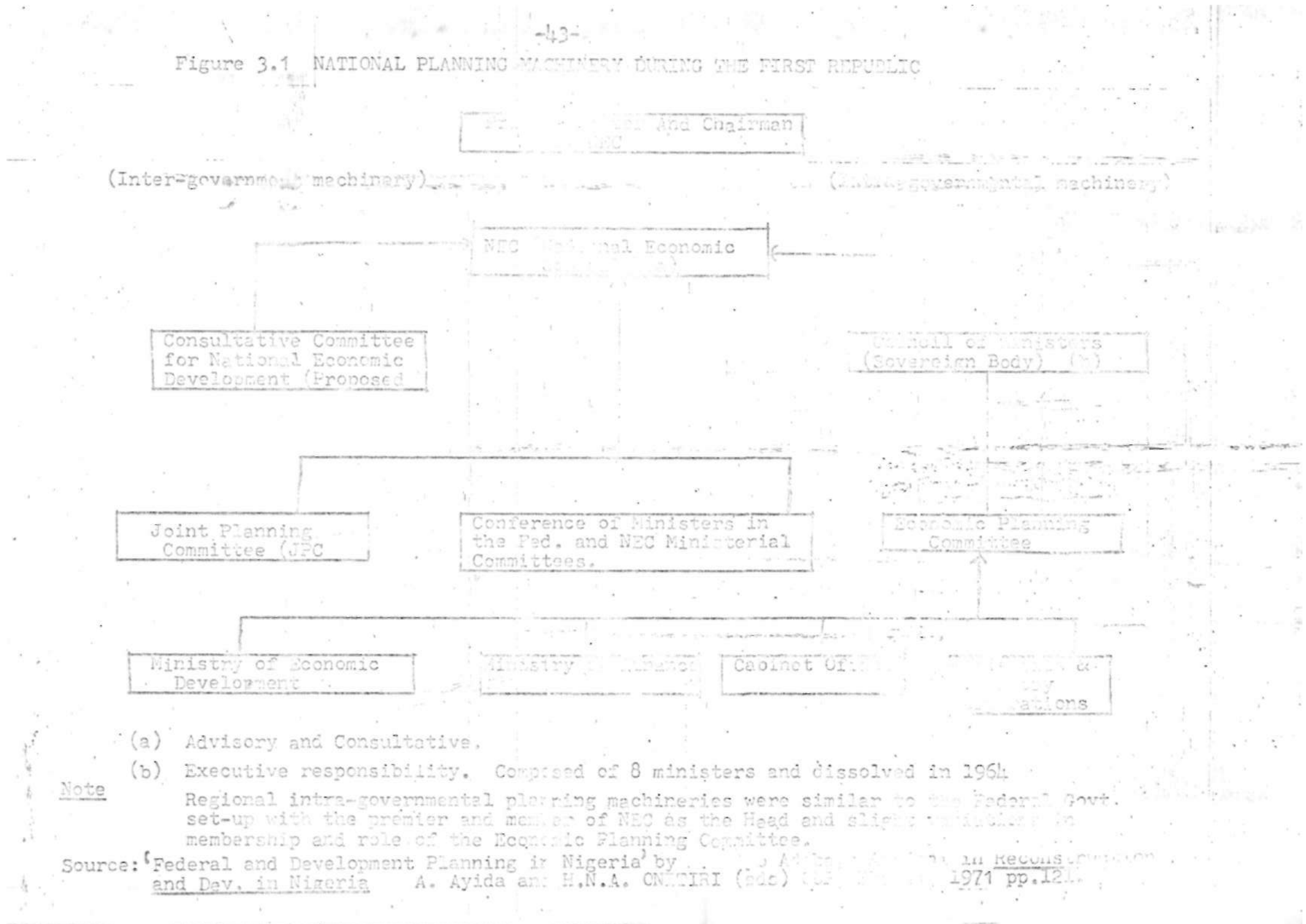
In 1958, the NEC created an advisory body responsible to it. The body was called the Joint Planning Committee (JPC). It was composed of two Federal and six Regional officials under the chairmanship of the Economic Adviser to the Prime Minister[10]. The Committee had the responsibility to deliberate and report on matters assigned to it by NEC or individual Governments; formulate

the draft National Guidelines on development plans for the use of the various planning committees of the governments in the Federation; and scrutinize the various Regional plans against the objectives earlier agreed upon in the national Guidelines so that a coherent national development plan may be adopted; and its secretariat has the responsibility for preparation of studies, reports, and surveys; generate necessary data for the benefit of all[11]. Although there must have been other inter-govermental institutions at ministerial and official levels, the National planning machinery that was used in Nigeria during the pre-independence administrations was complicated with the creation of National Economic Council and the Joint Planning Committee.

At independence in 1960, the Ministry of Economic Development became the secretariat of NEC and J.P.C.[12] The ministry also had the responsibility for planning development programmes of the Federal Government and coordinates all technical assistance projects in addition to being responsible for external economic relations. The Economic Planning Unit (E.P.U.) of the ministry was responsible for development planning and plan coordination.

Throughout the civilian administration 1960-1966 the National planning machinery did not change significantly from what it was from 1955 to 1960.

Figure 3.1 NATIONAL PLANNING MACHINERY DURING THE FIRST REPUBLIC



(a) Advisory and Consultative.

(b) Executive responsibility. Composed of 8 ministers and dissolved in 1964.

Note

Regional intra-governmental planning machineries were similar to the Federal Govt. set-up with the premier and members of NEC as the Head and slight variations in membership and role of the Economic Planning Committee.

Source: 'Federal and Development Planning in Nigeria' by ... in Reconstruction and Dev. in Nigeria A. Ayida and H.N.A. ONWUKIRI (eds) ... 1971 pp.121.

The 'Conference of Ministers in the Federation and the NEC Ministerial Committee' was a new institution in planning machinery, It was responsible for Agriculture, Trade, Industry and Power, Monetary and Fiscal policy, education and Health, and coordination of plan. It performed its duties in an advisory capacity to the NEC, just like the JPC discussed above[13].

The Economic Planning Committee appeared to be the co-ordinating organ for the Federal government's activities. From the Figure 3.1 all the Federal agencies involved in planning and execution of plans report through it to the Council of Federal Ministers, a sovereign body that has the executive responsibility for the plan.

From Figure 3.1, there was no organic relationship between the agencies responsible for Federal government's plan and those responsible for the Regional plans, from the conceptualisation of the various governments' plans except at the NEC level. It was therefore not surprising that the First National Development Plan 1962-1968 was not more than an assemblage of the Federation's governments plans. The pointer to this lack of timely and full consultation between the governments could be inferred from the statement of the then Minister of Economic Development, Waziri Ibrahim in the House of Representatives Debates in March 1962, which suggested that "the programmes formulated by the Federal Government were later re-formulated by the Central Planning

Agency to ensure coordination with those of the Regional Governments"[14]. Even the Ministry of Economic Development's activity towards coordination of development plans should be suspect. Waziri's statement also suggests that the activities of the Ministry was mostly for intra-governmental (intra-Federal government) coordination though it served as the Secretariat of NEC and JPC.

The cabinet office and the Federal Ministry of Finance were other principal organs that played active roles in the development planning during this period.

The military coup of 1966 ushered in the era of military administration in Nigeria which brought in its wake fundamental changes in development planning machinery in Nigeria. The first military administration - the Ironsi Administration, abolished the National Economic Council, the Joint Planning Committee, and bodies that were associated with them. The administration in March 1966 established the National Economic Planning Advisory Group under the Chairmanship of Chief S.O. Adebo, a former Head of Civil Service in the Western Region. The group was composed of 10 knowledgeable Nigerians selected in their personal capacity and not representatives of any region. The group was charged with assignment of advising the Federal Government 'on the harmonious development of the national economy'[15].

By July 1966, political developments in the country resulted in the overthrow of Ironsi Administration. This brought an end to the activities of the National Economic Planning Advisory Group. The Yakubu Gowon's Administration introduced the 12 states structure to the country which changed the political and administrative dimensions of national planning in Nigeria.

The Supreme Military Council that was created which was composed of all the 12 state governors, other top military and police personnels and the Head of the Federal Military Government as Chairman, took over the executive and legislative functions of the government of the Federation and implicitly it became the apex of National planning machinery. The Supreme Military Council thus had the final responsibilities for coordinating the state and federal plans, and dictated the broad guidelines for the state and federal development plans.

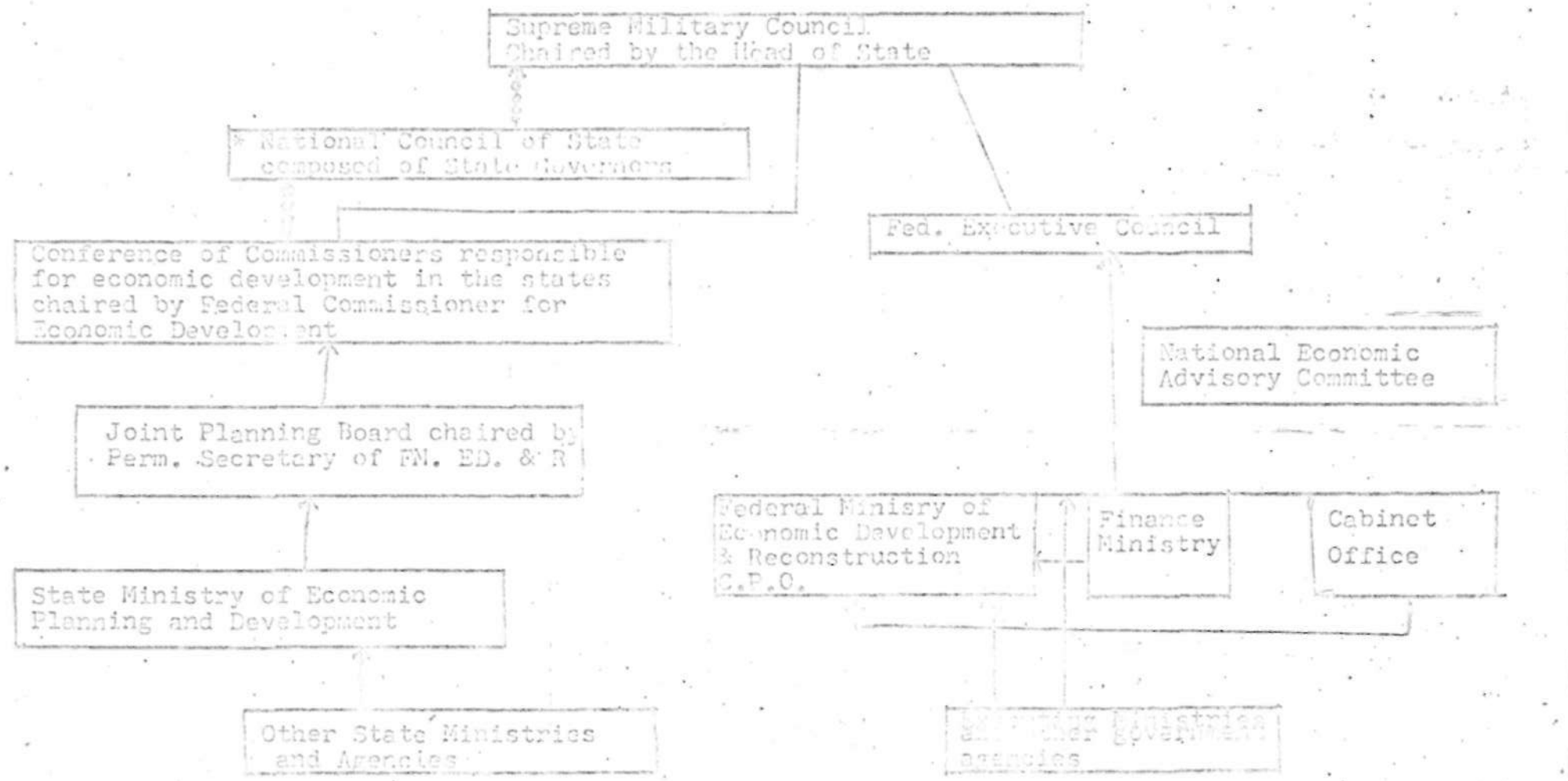
A Joint Planning Board (JPB) was established to (1) coordinate the economic policies and development activities of the Federal and State governments and their parastatals and corporations; and (2) examine thoroughly economic planning in all its dimensions and make recommendations to the Supreme Military Council or the state governments as relevant[16]. The Board was composed of the Permanent Secretary of the Federal Ministry of Economic Development as Chairman; Director, Central Planning Office; the

Chief Statisticians, Federal Office of Statistics; the Director, Nigerian Institute of Social and Economic Research; the Director of Research, Central Bank; the Permanent Secretary, Federal Ministry of Finance; and the Permanent Secretary, Ministry of Economic Planning for each of the states[17]. The Federal Ministry of Economic Development from the composition and leadership of JPB became significantly an important institution in the coordination of National Development Plan at the technocratic level.

In the preparation of the third National Development Plan, some new institutions were created to further improve on the activities and inputs that would aid coordination of national development planning. The National Economic Advisory Council, (NEAC), under the Chairmanship of the Federal Commissioner for Economic Development and Reconstruction, composed of 35 people from representatives of organised private sector, trade unions, universities, research organisations and a number of important public agencies were set up to advise the Federal Military Government on all issues that bordered on National economic planning administration and coordination. It provided the opportunity of harmonizing the private and public sector activities in the country[18].

Another new body that was set up during the preparation of the Third National Development Plan was

Figure 3.2 NATIONAL PLANNING MACHINERY 1967-1979



Note * Introduced in 1975 after the over-throw of Gowon's Administration.

Source: Based on the works of Adebayo Adedeji, Gordon Idang, Ibrahim Abdulsalami already already cited in the footnote to this chapter.

the Conference of Commissioners responsible for State Economic Development Plans (CCEP) chaired by the Federal Commissioner of Economic Development and Reconstruction. The MNP also served as the Secretariat of this body. The body provides a forum for interaction between Federal and State Governments in National development planning and sychronization of economic policies. The Conference of Commissioners dealt with broad economic and planning issues rather than technical details. The Conference of Commissioners examine the National Guidelines, draft plan and progress reports.

The Gowon administration was over-thrown in July 1975. The composition of the Supreme Military Council was drastically changed; and with the creation of the 19 state structure in 1975, a new body named the National Council of States was set up. The Chairman of the Council was the Head of State, State Military Governors were members. The Council deliberated on the reports of the Conference of Commissioners responsible for economic planning in the states. The MNP provided the secretariat services for the meeting of this body whenever it took up issues on economic development planning. All other bodies that existed during the Gowon's administration were retained. Therefore there was no major departure from the structure of National planning machinery used during the administration of Murtala Mohammed/Olusegun Obasanjo.

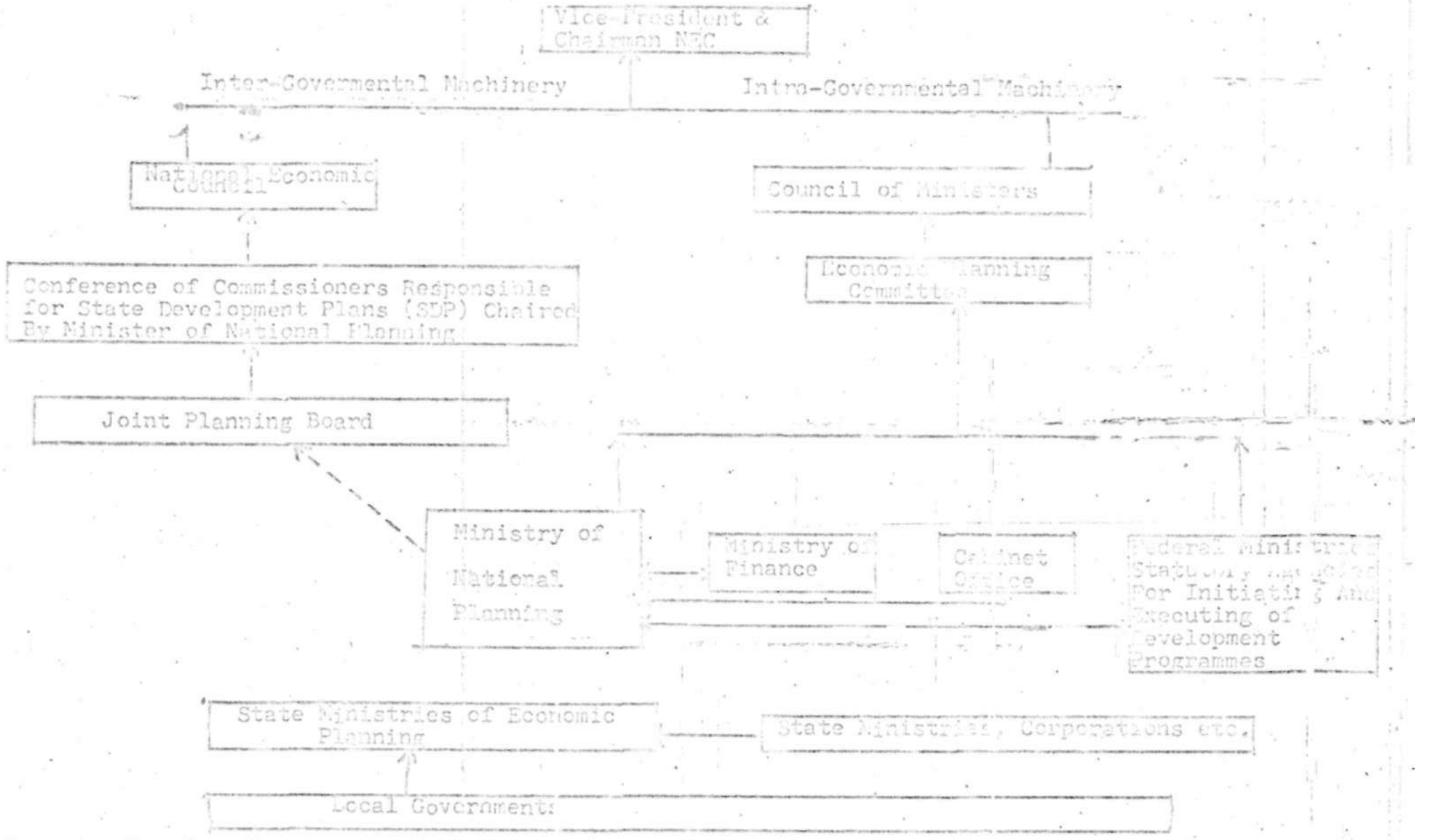
The role of the Ministry of Economic Department and Reconstruction was still the same. More planning officers were recruited to strengthen the planning capacity of the Ministry[19]. The Ministry in its capacity as the central planning office, for the federation requests for draft plans from the states and proposed programmes from the Federal Ministries and Parastatals. After collecting these plans and programmes, it will prepare a draft plan which will be taken to the Joint Planning Board.

From figure 3:2, it would be seen that the Ministry of National Planning has horizontal relationship with the other Federal Ministries. It has vertical relationship with the State Ministries of Economic Planning and Development. It has participatory relationship with the Joint Planning Board; Conference of Commissioners responsible for Economic Development in the States; the National Council of State, and National Economic Advisory Council. The participatory relationship are in form of membership participation of members and provision of secretariat services.

From the figure 3:2, it could also be seen that, the ministry has relationship with the principal State and Federal planning authorities. It thus has a unique - central place in the National planning machinery.

In 1979, the name of the Federal Ministry of Economic Development and Reconstruction was changed to Ministry of

Figure 3:3 NATIONAL PLANNING MACHINERY UNDER CIVILIAN REGIME 1979 - 1983

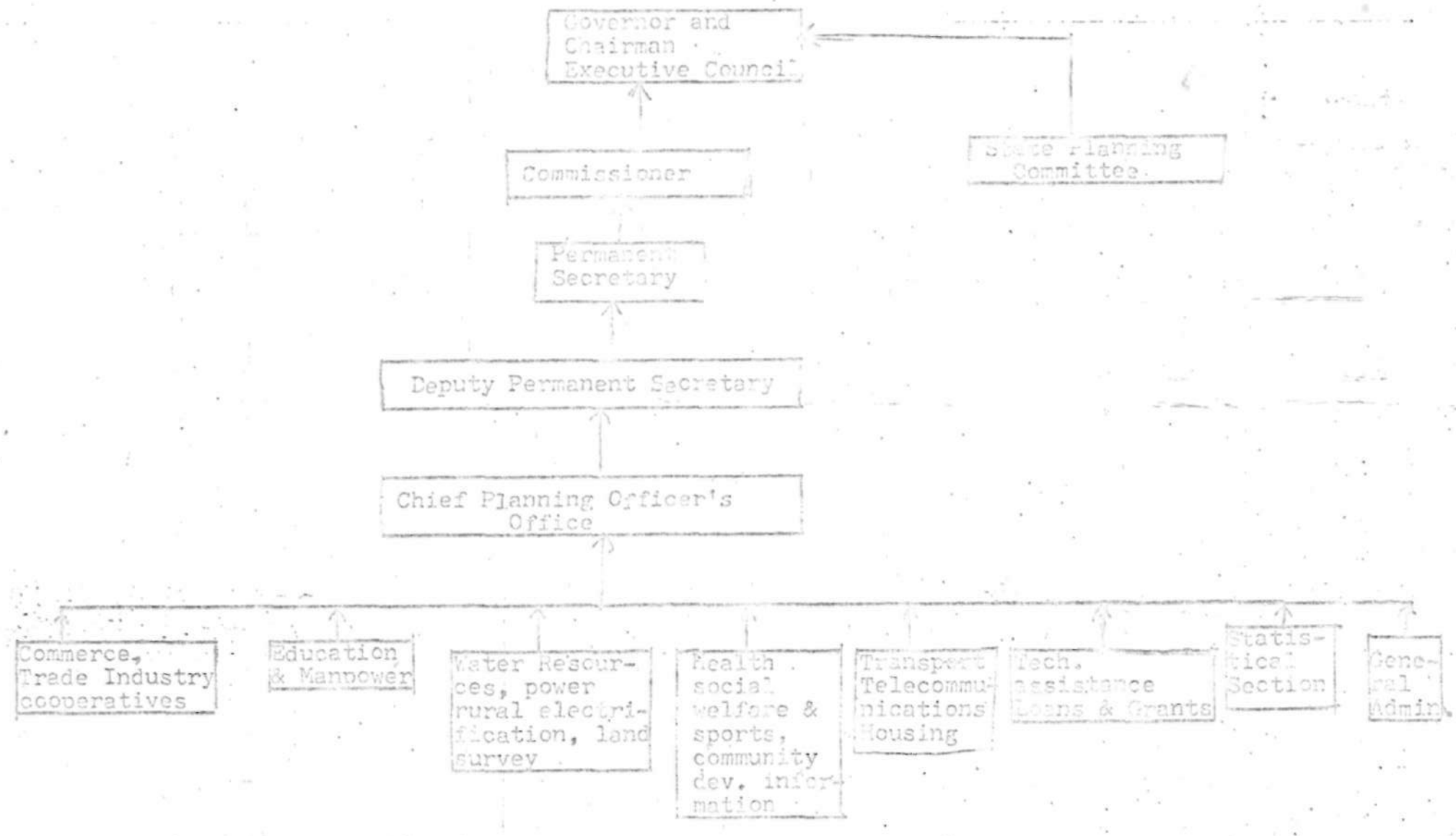


Source: Based on Ibrahim Abdulsalami: The Structure and Organisation of the National [illegible] A Case Study Unpublished M.A. Thesis, 1977

and

Koleade Oshisami and Peter Ndear: Financial Management In The Nigerian Public Sector Pitman, London. 1980

Figure 3:4 STATE PLANNING MACHINERY (KADUNA STATE)



Source: I. Abdulsalami The Structure and Organisation of the National Machinery: A Case Study unpublished PH.d Thesis, 1977 p.86.

National Planning. The duties were still the same. The National planning machinery was again amended with the scrapping of the National Economic Advisory Council[20]. The National Economic Council (NEC) composed of the State Governors and chaired by the Vice-President of the Federation, became the apex of the National planning machinery in the country. This was significant because, the apex of planning machinery was deprived of the membership and authority of the President of the Federation. The planning machinery that was used for the planning of fourth National Development Plan by the Shehu Shagari administration, 1979-1983 is presented in figure 3:3.

Figure 3:4 represents Kaduna State planning machinery which is typical of the planning machinery in the other states.

The place of the Ministry of National Planning has been shown in the discussion of the evolution of National planning machinery in Nigeria. It has been seen that MNP acts as the Secretariat to the Joint Planning Board the highest technical committee, the meeting of which the permanent secretary of MNP chairs. The MNP also provides the Secretariat services for the Conference of Commissioners responsible for Economic Development Planning in the States and the chairmanship of this body. The MNP also provides the secretariat

services for the National Economic Council. It also receives inputs from the State Ministries of Economic Planning which must have received inputs from the State Ministries and Local Governments. Thus for inter-Govermental Machinery, the MNP has a crucial place. With regards to intra-Governmental Machinery, the MNP collates inputs from the various Federal ministries and agencies and prepares draft programmes for the Federal government. The draft programmes are sent to the Economic Planning Committee Council. The MNP thus represents the main bureaucratic organ where all inputs for planning Federal government's programmes are brought together and related. It is the last technical bureaucratic body that considers the Federal programmes and State programmes, relates the two programmes and fashions out coordinated draft National Development Plan for eventual consideration of the political bodies involved in the adoption of the plan.

Significantly, the Federal Commissioner for Economic Development and Reconstruction was the Chairman of the meetings of National Economic Advisory Council during the preparation of the Third National Development Plan. So MNP also had the benefit of interaction with the private sector and others who are strictly speaking outside the executive organs of government.

Figure 3:5 shows the organisational structure of MNP. The Ministry is headed by a Minister who personifies the Ministry. The Minister is always a member of the Federal Executive Council. The Council though chaired by the Head of State, has less power than the Supreme Military Council (Armed Forces Ruling Council as the case is now). During the civilian administration, the Minister had cabinet rank. Thus administratively and politically, the Ministry of National Planning has equal status and power with the other Federal Ministries. Though functionally, the Ministry is responsible for planning (technically) the activities of these other ministries.

The Minister has never been a member of the Council of States nor member of the Supreme Military Council. The members of each of these bodies wield more political power than the Minister of National Planning. In fact in some cases, the Ministers of some Federal Ministries were members of the Supreme ruling organ of government[21]. Theoretically this may signify nothing. In practice however, if a Minister is concerned about a particular programme of his Ministry and he is a member of the Supreme Military Council (Armed Forces Ruling Council), he may be able to ensure that the programme is included at the adoption stage by exploiting his membership of the highest ruling body, where the Minister of National Planning does not have a say.

Permanent Secretary

The Permanent Secretary of the Ministry of National Planning is the Chairman of the Joint Planning Board. He is the Chief Coordinator of the activities of the Ministry of National Planning. He is responsible to the Minister of National Planning. All the Directors of the other departments in the Ministry report through him to the Minister because he is the Chief Accounting Officer of the Ministry.

The Secretary For Finance and Administration

The Secretary for finance and administration is responsible for the management and administration of finances of the Ministry. He is also incharge of the strict observance of the rules and regulations in the Ministry.

National Planning Office (formerly Central Planning Office):

The National Planning Office is the main department in the Ministry of National Planning, that is responsible for the planning and monitoring of development plans. It has Agriculture, Macro, Social Service; Utilities and Transport; Commerce and Transport; and Industry divisions. It is the focal point as far as coordination of National Development Plan is concerned in the Ministry. The officials of the National Planning Office (NPO) serve as the secretaries for JPB, CCEP, and NEC meetings. It is the main contact office for external governmental bodies and

private sector organisations that have inputs into development planning.

Development Aid Division

This division coordinates all the external assistance programmes in Nigeria. It liaises with United Nations Development Programme (UNDP) etc. There must be intensive consultation between this division and the NPO, so that waste and duplication of efforts is not perpetuated.

Economic Affairs Department

Economic Affairs Department of the Ministry monitors the performance generally of the economic activities in the country. It monitors also developments in economic activities in other parts of the world. All these are relevant to development planning in the country.

Administration Department

The Administration Department takes charge of the general administration of the Ministry. The welfare, discipline, promotion, etc. of the officers and staff of the Ministry is the responsibility of this department. It must understand the motivating needs of NPO officials.

Federal Office of Statistics (FOS)

Federal Office of Statistics is the principal data gathering arm of the Federal Government. It has offices

in all the states in the Federation. It collects data on all aspects of the economic life of the nation. The NPO must relate effectively with the FOS in order to secure, at the appropriate time, the appropriate data that would be used for its planning activities.

Nigerian Institute of Social And Economic Research (NISER)

NISER is a research institution housed by University of Ibadan. It researches into social and economic problems of the country. Its works contribute to the understanding of the social and economic development plans of the country. There must be effective linkage between this Institute and the NPO and infact all the other departments in the Ministry.

Centre For Management Development

The MNP oversees the activities of this centre. The centre concerns itself with the development of managerial capacity needed in the development of the country. For example, the centre has been nursing the development of Nigerian Association of Small Scale Industrialists with the hope of developing their managerial capacity among other things.

This chapter has discussed the historical evolution of National Planning Machinery in Nigeria. It has shown the place of the Ministry of National Planning in the National Planning Machinery and what role it has to play. It has to coordinate the inputs of the

various Federal Ministries, State Governments and Organised Private Sector. Within itself, the activities of the various departments need to be coordinated also.

The next chapter will present analysis and results of the data gathered to find out how the Ministry of National Planning has effectively carried out its duties towards the coordination of National Development Plan.

Footnotes

1. Detailed history and role of Central Development Board is available in Second National Development Plan

2. Idang, G. 'The History of Planning in Nigeria' in Administration for Development in Nigeria ed. Colins, P. African Education Press Lagos, 1980 pp.34-52.

3. Adedeji, A. 'Federalism and Development Planning in Nigeria' In Reconstruction and Development in Nigeria by Ayida, A. and ONITIRI, H.M.A. Oxford University Press, Ibadan, 1971

4. Ayida, A. The contributions of Politicians and Administrators to Nigeria's National Economic Planning, chapter 5 in Nigerian Administration and its Political Setting ed. Adedeji, A. (Hutchinson, 1968 for the University of Ife, Institute of Administration).

5. Idang, G. op. cit.

6. For an excellent discussion of the half-hearted effort to have coordinated development plan - see Aboyade, O: 'The Relations between central and local institution in Development Process' , Nigerian Opinion, 4, 2 and 3 (February and March 1968), 297.

7. International Bank for Reconstruction and Development, The Economic Development of Nigeria Report of a Mission organised by the International Bank for Reconstruction Development at the Request of the Government of Nigeria and the United Kingdom. Government Printer, Lagos 1954 Johns Hopkins Press, Baltimore, 1955.

8. See Idang, G. op. cit. Adedeji, A. op. cit.

9. Adedeji, A. op. cit.

The points made by Abdulsalami,I. in his unpublished Ph.d thesis: The Structure and Organisation of the National Planning Machinery: A Case Study that the NEC was not intended to be a central body or decision-making body; neither was it expected to have the power to enforce its will, focused the question, what use was the NEC intended for? judging from the calibre of its members.

10. Adedeji, A. op. cit.

11. Ibid.

12. See Second National Development Plan 1970-74 op. cit.

13. Adedeji, A. op. cit.

14. House of Representative Debates March, 1962

15. See Adedeji, A. op. cit. for the accomplishment of this body before July, 1966.

16. Ibid.

17. Ibid.

18. Ibid.

19. Abdulsalami, J. op. cit. pp.38

20. The argument of the politicians was that the National Assembly that will finally deliberate on the plan document is composed of all interests in the country. Thus private organisation's input into the planning process of development plan, the purpose, that National Economic Advisory Council serves was not needed.

21. In the present administration, many ministers are members of the Armed Forces Ruling Council, whereas the Minister of National Planning is a civilian, and not a member.

CHAPTER FOUR

ANALYSIS AND INTERPRETATION OF THE DATA

In this chapter, the data collected on the activities of the MNP in the coordination of National Development Plan is analysed. The issues focused are the effectiveness or non effectiveness of the overall activity of MNP, its internal and external coordination activities. Before addressing these issues, the pattern of response of the questionnaire administered is presented.

4.1 Pattern of Response to Questionnaire

The completed questionnaire collected from the subjects were separated into different bodies involved in the study to facilitate analysis. Out of the 66 questionnaires administered on the MNP officials, 32 were returned fully completed and 4 were not fully completed. Out of the 7 questionnaires administered on the Federal Ministries, 5 were fully completed. In the case of State Government officials out of 8 questionnaires administered, 7 were fully completed. All the 5 questionnaires administered on the officials of the Organised Private Sector were fully completed. Thus on the whole the responses of 49 well informed respondents on the problem under study were used for the analysis.

The questionnaires administered are in Appendices A, B and C for the MNP; State Governments; and Federal

Ministries/Organised Private Sector respectively.

4.2 Level of Performance of the Overall activity of the MNP

In order to evaluate the overall activity of the MNP in the coordination of National Development Plan, the responses of all the officials from the MNP, Federal Ministries, State Governments and Organised Private Sector to the questions which covered the required activities for effective coordination are presented in Appendices D, E, F and G. The summary of the responses are presented in Tables 4:1, 4:2, 4:3 and 4:4.

Table 4.1

Classification of the responses of the MNP officials on the activities of the MNP

Classification	No. of responses	Percentage
Poor	184	31.8
Average	153	26.6
Good	239	41.6
To tal	576	100

Source: Derived from survey by the researcher in Appendix D.

From Table 4.1, 31.8 per cent of the responses of the officials of the Ministry of National Planning indicated that the level of performance of the overall activity of the MNP is poor, while 26.6 and 41.6 per cents suggests

that it is average and good respectively.

In order to determine the overall perception of the level of performance of the activity of the MNP i.e. to know whether MNP is considered effective or ineffective by its officials, the percentages for 'Average' and 'Good' in Table 4.1 were added together and compared with the percentage under 'Poor'. From this analysis, the result got indicated that 68.2 per cent felt that MNP had carried out its activities in the coordination of National Development Plan effectively. This result is expected, because, one would not expect the MNP officials to condemn themselves. However a careful analysis of the responses showed that, the result of the analysis obtained above is objective. (See analysis on internal coordination in MNP). The assessment of the activity of the MNP by the other Federal Ministries and State Governments below reinforced the result obtained above.

Table 4.2

Classification of the Responses of the officials of the Federal Ministries on the activities of the MNP

Classification	No. of Responses	Percentage
Poor	36	36
Average	29	29
Good	35	35
Total	100	100

Source: Derived from survey by the researcher in Appendix E.

From Table 4.2, 36 per cent of the responses indicated that the activity of the MNP is poor and ineffective while 29 and 35 per cents suggested that it is average and good respectively. Following the procedure used in arriving at conclusion in Table 4.1, 64 per cent of the responses from the officials of the Federal Ministries assessed MNP's performance of its activities to be effective. Though there is a fall of 5 per cent in the level of rating from that of the officials from the MNP, officials of the Federal Ministries still considered MNP as effective.

Table 4.3

Classification of the responses of the officials from the State Governments on the activities of the MNP

Classification	No. of Responses	Percentage
Poor	66	47.5
Average	45	32.4
Good	28	20.1
Total	139	100

Source: Derived from survey by the researcher in Appendix F

From Table 4.3, the percentage of responses that classified activities of MNP in the coordination of National Development Plan is 47.5. While 32.4 and 20.1 per cents rated it average and good respectively. Significantly there is a drastic fall in the rating of the level of performance of MNP. This may be explained by the distance between MNP and the State Governments, and level of authority. The MNP and the other Federal Ministries are

all in Lagos, infact most of them are within the same federal level. Whereas the Kaduna, Bauchi, Sokoto, Rivers States are hundreds of miles from Lagos, and also the state ministries charged with economic planning responsibility have upward relationship with the MNP. However it is significant to note that, 52.5 per cent of the responses still indicate that MNP is effective.

Table 4.4

Classification of the responses of the officials of the Organised Private Sector on the activities of the MNP

Classification	No. of Responses	Percentage
Poor	55	64.7
Average	14	16.5
Good	16	18.8
Total	85	100

Source: Derived from survey by the researcher in Appendix G.

From Table 4.4, a clear majority of the responses, 64.7 per cent classified the activities of the MNP as poor and ineffective. Only 35.3 per cent classified it as effective. The result obtained from Table 4.4 could be explained by the mixed economy system in operation in the country. The economy is divided into public and private sectors. And the activities of the Public Sector are always kept from the glare of the public. In the process deliberate attempts are made to regulate the involvement of the Private Sector in the activities considered exclusive

preserve of the Public Sector. This is a major problem that will continue to hinder coordination of NDP.

Table 4.5, summarises Table 4.1, 4.2, 4.3 and 4.4 in order to determine whether MNP's activities have been considered effective or not, so that conclusion could be reached on the first Aim of the study. and Hypothesis.

Table 4.5

Classification of the responses of the various Bodies on the activities of the MNP

Classification	No. of Responses	Percentage
Poor	340	38
Average	241	27
Good	319	35
Total	900	100

Source: Derived from Tables 4.1, 4.2, 4.3 and 4.4 above.

From table 4.5, it has emerged that 38 per cent of the responses classified the overall activities of the MNP as poor and ineffective, but 27 and 35 per cents rated the performance level of the activities as average and good respectively. On the whole the activities of the MNP in the coordination of National Development Plan is rated effective. The first Aim of the study is therefore determined which implies that the overall performance of coordination activity of MNP in respect of National Development Plan is on an effective level. Thus the hypothesis that there has not been effective coordination

of National Development Plan is rejected.

The result obtained, though may be suspect. The disproportionate representation of the MNP officials in the sample used for the survey may be used as an arguement. There is no doubt however that the MNP is a technocratic institution for the executive. It coordinates the draft document but does not take final decisions on the documents. As already pointed out in chapter three, there are other bodies composed of political heads of the various levels of government that have responsibility for determination of what the final National Development Plan contains. What the analysis has suggested is therefore interpreted to mean that the MNP has performed its role - technical role effectively in the coordination of National Development Plan. Thus if there is lack of coordination in the Nigeria's national development efforts, MNP could not be held responsible. It would be interesting however to find out how internal and external activities of the MNP have been rated.

4.3 Internal Coordination Activity of the MNP

In Table 1.2, the activities that are required to promote internal coordination in an organisation (MNP) were stated. Fifteen (15) questions were asked based on these activities. These are the first 15 questions in Appendix A. The responses of the 32 subjects of these questions are produced as the first 15 responses in Appendix D. To aid in the analysis, a more condensed form of the relevant part of Appendix D is produced in Table 4.6.

Table 4.6

The frequency of the responses on the activities within MNP to achieve internal coordination

(N = 32)

Variables	Activities to Promote inter coordination	Poor f	Poor %	Average f	Average %	Good f	Good %
Cooperation	Inter-departmental meeting.	19	59.4	-	12.5	13	28.1
	Intra-departmental meetings	19		8		5	
Control	Rules & Regulations	10	43.7	6	25	16	31.3
	Task forces and committees	18		10		4	
Organisation	Functional Specialisation	4	17.2	12	39.1	16	43.7
	Professional/Educational duties matching	7		13		12	
Planning	Planners training & development	6	32.8	11	32.8	15	34.4
	Long term forecasting of technology	15		10		7	
Leadership	Professional competence as basis for employment	2	17.2	6	25	24	57.8
	Brain storming to promote shared leadership	9		10		13	
Participation	Decision on draft content of National Guideline on NDP	3	19.4	8	23.8	21	56.8
	Decision on the draft plans on various bodies involved in NDP	5		8		19	
	Decision on special projects	8		6		18	
	Budget for the plan	5		8		19	
	Implementation of the plan	10		8		14	
Total		140		124		216	

f = number of responses

Source: Survey by the researcher. (Appendix D).

The total responses in Table 4.6 is 32 (number of respondents) X 15 (number of questions) which is equal to 480. Thus on each activity 32 responses are expected along the row and total responses under each classification e.g. poor is given at the column total.

To find the assessed level of internal coordination in MNP, the total score of each colum is divided by 480 (the overall total responses for the three columns in the table) and multiplied by 100. Then the percentage score of the column 'Poor' is compared with the summation of the average and good columns. Table 4.7 derived from Table 4.6 aids this analysis.

Table 4.7

Level of Internal Coordination in MNP

Classification	No. of Responses	Percentage
Poor	140	29.2
Average	124	25.8
Good	216	45
Total	480	100

Source: Derived from Table 4.6

From Table 4.7, 29.2 per cent of the responses indicated poor state level of internal coordination while 25.8 and 45 per cents indicated average and good level of performance of internal coordination by MNP respectively. In order to

determine whether internal coordination activity is effective or otherwise, the procedure adopted to reach conclusion in respect of overall level of performance of MNP's activities on Table 4.5 was followed. Thus Table 4.7 is divided into two. 29.2 per cent represents the responses that perceived internal coordination activities as ineffective while 70.8 per cent represents those that perceived it as effective. Thus the second aim of the study is achieved. Internal coordination within the MNP has been assessed as effective. Thus MNP has effectively carried out its internal coordination activities.

However, on Table 4.6, not all the variables got favourable rating. Cooperation did not enjoy effective rating. The majority of the responses, 59.4 per cent were in poor classification, which suggests that there is poor cooperation within the various departments in the MNP. Thus the mechanisms inter-departmental and intra-department committee meetings have not been effectively used.

Organisation and leadership variables received 82.8 per cent of the responses each under the effective ranking out of the expected maximum number of responses. Only 17.2 per cent each of the responses were under the poor ranking. Thus organisation and leadership could be said to be mostly responsible for the effectiveness of internal coordination in the MNP.

The variable participation also performed very well. It received 80.6 per cent responses under effective rating and only 19.4 per cent under ineffective rating. Planning performed next to participation with 67.2 per cent responses under effective ranking and 32.8 per cent under ineffective ranking. Control came next to planning with 56.3 per cent responses under effective classification and 43.7 per cent responses under ineffective ranking. Thus, cooperation and control are the weak-links in the internal coordination activities of the MNP.

4.4 External Coordination activity of the MNP

The external coordination activity of the MNP is investigated through the use of the responses to questions 16-18 by the 32 respondents from the MNP in Appendix D and the whole of the responses presented in Appendices E, F, and G; which are the responses from the Federal Ministries, State Governments and Organised Private Sector respectively. The summary of the responses in respect of these last three bodies have been presented earlier under consideration of overall activity of MNP.

The summary of the external coordination related activities in respect of the questions answered by the subjects from MNP which is summary of the responses to the questions 16, 17 and 18 in Appendix D is presented below on Table 4.8. Table 4.8 is used for two purposes. One to determine how the MNP officials rated the extent to which they have carried out external coordination

activities in respect of other Public Sector bodies and the Organised Private Sector. This is compared with the assessed rating of the same activities by these bodies who are the target of the external coordination activities of the MNP. The summary of Table 4.8 is added to the summaries of Table 4.2, 4.3, and 4.4 to construct table 4.9 that presents the overall assessed level of performance of the external coordination activities of the MNP.

Table 4.8

Classification of the responses of the officials of the MNP on their Ministry's activities to achieve external coordination

Form of external coordination activity	Poor		Average		Good	
	f	%	f	%	f	%
1. Inputs from the public sector are requested for	7	21.9	10	31.3	15	46.8
2. Inputs from the private sector are requested for	19	59.4	9	28.1	4	12.5
3. Consultation with the private sector on National Development Planning	18	56.2	10	31.3	4	12.5
Total	44		29		23	

f = number of responses.

Source: Derived from survey by the researcher in Appendix D.

The result in Table 4.8 indicated that inputs into the National Development Plan are requested for from the Public Sector bodies. 78.1 per cent of the responses affirmed that this is effectively done. While only 21.9

per cent showed that it is not effectively done. The result on Table 4.8 also indicates that Private Sector bodies are not effectively involved. 59.4 and 56.2 per cent of the responses in respect of requests for inputs from and consultation with the Private Sector bodies were in the poor column respectively. This shows that the Private Sectors are ineffectively involved in the development planning process,

Overall, the MNP officials felt that as far as external coordination activity is concerned, MNP has effectively carried out this activity. This is seen in the result on Table 4.8, out of 96 responses in respect of the 3 questions asked, 52 responses 54.2 per cent rated their activities effective, while the remaining 44 responses about 45.8 per cent said the activities have been done poorly and thus ineffective.

In order to find out whether the conclusion in the last paragraph formed the pattern of responses from the other bodies involved in the study, the overall assessment of the external coordination activity of MNP is done using the responses of the 49 respondents on the relevant questions. As earlier indicated Table 4.9 is constructed to present the result.

Table 4.9

Classification of the external coordination activity of MNP using the responses from all the bodies involved in the study

Classification	No. of Responses	Percentage
Poor	201	47.9
Average	117	27.9
Good	102	24.2
Total	420	100

Source: Derived from Tables 4.2, 4.3, 4.4 and 4.8.

Table 4.9 shows that 52.1 per cent of the responses agree that the MNP has effectively carried out its external coordination activity. While 47.9 of the responses suggest that the activity has been poorly performed and thus ineffective. Since the majority of the responses indicated that the external coordination activity of MNP is effective, it is inferred that MNP has carried out external coordination with a reasonable measure of success. This overall result is not quite different from the result presented on Table 4.8. Thus the assessment of the officials of the MNP is confirmed.

However, the results of the analysis of the responses from the Federal Ministries, State Governments and Organised Private Sector are presented in Tables 4.10, 4.11 and 4.12 respectively. This offers opportunity to

determine which of the activities are to be improved upon to increase the level of effectiveness of the external coordination activities of MNP. The pool of items used for this analysis is based on Table 1.3 in chapter one.

Mary Parker Follet claimed that for effective coordination, participation by all authorities concerned is very crucial. She opined that the participation should be throughout the processes, early and continuously. Thus it is rational to find out whether there was timely and full consultation between the MNP and the various planning authorities involved in the study at the level of formulation of the National Guidelines on National Development Plan and during the planning and implementation of the programmes of the plan.

During the planning of the programme to be included in the draft plan, certain activities are expected to be performed by the MNP to facilitate integration of various programmes, promote vertical and horizontal relationships between the various planning authorities so that duplication and conflict of programmes are avoided. At the implementation stage, since MNP is strictly not an implementing agency the thrust of concern is how effective has it monitored the execution of programmes. The analysis of the responses to the questions based on the activities to achieve the above considerations are presented as earlier indicated in Tables 4.10, 4.11 and 4.12.

Table 4.10

Classification of the forms of external coordination activities of MNP as perceived by the officials of the Federal Ministries

Forms of external coordination activity	Poor		Average		Good	
	f	%	f	%	f	%
Formulation of the National Guidelines on NDP						
1. Full and timely consultation and involvement (Q.1 - 3)	3	20	5	33.3	7	46.7
Planning of the Programmes in the draft plan						
2. MNP used definite standard and procedure in calling for inputs into the plan (Q.4)	1	20	2	40	2	40
3. MNP used liaison units (Q.5)	5	100	0	0	0	0
4. MNP used inter-ministerial committees (Q.6-7)	3	30	4	40	3	30
5. MNP communicated effectively (Q.8)	1	20	3	60	1	20
6. Cooperation between agencies vertically and horizontally promoted by inter-Agency contact (Q.9-15)	17	48.6	8	22.9	10	28.5
7. MNP demostrated leadership quality (Q.16-17)	3	30	30	30	4	40
8. Used control measures effectively (Q.18-19)	3	30	-	-	7	70
Implementation of the Plan						
9. MNP used inter-agency contacts, feedback mechanisms such as monitoring teams, requested for reports Q.20	-	0	4	80	1	20
Total	36	*	29	*	35	*

f = number of responses.

* percentage score of each column has been determined in Table 4.2

Source: Survey by the researcher Appendix E.

On Table 4.10 results of analysis presented showed that MNP has effectively consulted and involved the Federal Ministries in the planning of National Development Plan. On whether there is full and timely consultation and involvement at the formulation stage of the National Guideline on National Development Plan, 80 per cent of the responses indicate that MNP effectively carried out these activities.

It also used definite standards and procedures in calling for inputs from the Federal Ministries. 80 per cent of the responses showed that there is effective use of this mechanism. 70 per cent of the responses indicated that inter-ministerial committees are used effectively by the MNP in planning National Development Plan. It is also reported that there is effective communication between MNP and the Federal Ministries as indicated by 80 per cent of the responses. 51.4 per cent of the responses indicated that there has been effective cooperation between the various planning authorities vertically and horizontally. This is suspect, because the range of the score of other activities is very high. Even if the score is taken, the fact remains that it has to be improved upon in order to make it more effective. Lack of sufficient activities to promote cooperation is again identified as a weak-link in the activities to promote external coordination. The leadership of the MNP and control measures displayed by it in the planning

of the development planning were rated effective. 70 per cent of the responses in respect of questions asked were in the effective column. All the respondents from other federal ministries claimed that MNP has been doing the monitoring of the implementation of the development plans effectively.

All the respondents indicated that MNP did not use liaison men, or have planning cells in their respective ministries. Thus the effective rating that the external coordination activities of MNP got is despite the non-use of liaison units or planning cells. On the whole 65 per cent of the responses from the Federal Ministries suggests that MNP has effectively carried out its external coordination activity. This is consistent with the findings in respect of the overall assessment of external coordination activity of all the subjects involved in the study. It is interpreted to mean that the Federal Ministries have effectively participated in National Development Planning.

In respect of State Governments participation, analysis of the responses from the State Governments officials is presented in Table 4.11 to find out whether they have also effectively participated in the formulation of the National Development Plan.

Table 4.11

Classification of the external coordination activity of the MNP as perceived by the officials of the State Governments

(N = 7)

Forms of external coordination activity	Poor f	Poor %	Average f	Average %	Good f	Good %
Formulation of the National Guideline on NDP						
1. Full and timely consultation and involvement (Q.1-3)	11	52.4	6	28.6	4	19
Planning programmes in the draft plan						
2. MNP used definite standards and procedures in calling for inputs into the plan (Q.4)	2	28.6	5	71.4	0	0
3. MNP used planning units (Q.5)	7	100	0	0	0	0
4. MNP used Committees (Q.6-7)	6	42.9	8	57.1	0	0
5. MNP communicates effectively (Q.8)	3	42.8	2	28.6	2	28.6
6. Cooperation between the agencies promoted through inter-agency contact (Q.9-15)	27	59.1	10	20.4	12	24.5
7. Leadership of MNP (Q.16-17)	1	7.6	6	46.2	6	46.2
8. MNP used control measures (Q.18-19)	5	35.8	6	42.8	3	21.4
Implementation of the Plan						
9. MNP used inter-agency contacts, feedback mechanisms such as monitoring reports etc. (Q.20)	4	57.1	2	28.6	1	14.3
Total	66		45		28	

f = number of responses

Source: Survey by the researcher Appendix F.

Results of analysis presented on Table 4.11 show that 52.4 per cent of the responses in respect of the question whether MNP consults and involves the State Governments in the formulation of the National Guidelines in National Development Plan showed that the Governments have not been effectively consulted and involved. This is interpreted to mean that State Governments would wish to be involved and consulted more. 61 per cent of the responses showed that MNP has effectively used definite standard and procedures in calling for inputs into the plan, while all the respondents from the State indicated that MNP did not use planning cells to promote coordination of National Development Plan.

57.1 per cent of the responses on the use of committees showed that the MNP has used committees effectively to promote coordination of National Development Plan. Almost the same percantage 57.2 of the responses indicated that MNP has communicated effectively with the State Governments. However 59.1 per cent of the responses indicated that activities to promote cooperation between the various planning authorities vertically and horizontally have not been effectively carried out. The leadership and control

measures displayed by the MNP in the planning process of National Development Planning were rated effective. The respondents however felt that the monitoring activities of the MNP have not been effective. 57.1 per cent of the responses were in the ineffective category. On the whole the responses from the State Governments' officials indicate that MNP has been effective. 52.5 per cent of the total responses were in the effective cell, while 47.5 per cent were in the ineffective column. This result is consistent with the result on the overall assessment of the external activity of the MNP by all the respondents.

Analysis of the responses from the Organised Private Sector was done to find out whether there is a marked departure from the results obtained in respect of the analysis of the responses from the State Governments and Federal Ministries officials. The result of the analysis is presented in Table 4.12.

Table 4.12

Classification of the forms of external coordination as perceived by the Organised Private Sector officials

(N = 5)

Forms of external coordination activity	Poor		Average		Good	
	f	%	f	%	f	%
Formulation of the National Guideline on NDP.						
1. Full and timely consultation and involvement (Q.1-3)	12	80	3	20	0	0
Planning of the Programmes in the Draft Plan						
2. MNP used definite standards and procedures in calling for inputs into the plan (Q.4)	3	60	2	40	0	0
3. MNP used committees (Q.5)	5	100	0	0	0	0
4. MNP communicates effectively (Q.6)	5	100	0	0	0	0
5. Cooperation between organisation through inter-organisational contact (Q.7-13)	20	57.1	5	14.3	10	28.6
6. Leadership of MNP (Q.14-15)	6	60	2	20	2	20
7. MNP used control measures (Q. 16-17)	4	40	2	20	4	40
Total	55		14		16	

f = number of responses.

Source: Survey by the researcher Appendix G

As could be gleaned from Table 4.12 out of the 7 forms of external coordination activities, only control measures by the MNP was perceived as being effective, with 60 per cent of the responses in the good column. All the other 6 forms of external coordination activities were classified as ineffectively carried out. Full and Timely consultation and involvement, use of definite standards and procedures, committees, communication mechanism, cooperation among organisations through inter-organisational contact had 80, 60, 100, 100 57.1. 60 per cents of the responses in respect of each activities in the poor (ineffective) classification respectively. Thus the overall perception is that MNP's external coordination activity has been poor and thus ineffective. 64.7 per cent of the 85 responses were in the poor column while only 35.3 per cent of the responses indicate that the MNP's activities have been effective.

Significantly there is marked difference in the result of the analysis of the responses from the Organised Private Sector and the Public Sector of the external activities of the MNP. The results of analysis of the responses from the Public Sector suggest that MNP is effective, while the analysis of the responses from the Organised Private Sector suggests that MNP had not been effective. The Organised Private Sector made a case, that the sector has been seriously marginalised by the

MNP in the formulation of development plan. This state of affairs, is possibly explained because there seems to be a belief in the Public Sector that the interest of Public Sector is not quite synonymous with that of the Private Sector. The Private Sector though is seen as an agent of development, their activities need to be controlled because of the configuration of the sector too. Development planning is a chart of economic development strategy of a country, and it cannot be exposed to the full glare of a sector mostly dominated by foreign interests. During the unstructured interviews with some top officials of the Organised Private Sector, the issue of secrecy that surrounds the operation of government bureaucracy was raised many times as a factor inhibiting participation of the Organised Private Sector in the development planning process. The analysis of the responses of the officials of the MNP, whose activities the Organised Private Sector officials have assessed, indicated that Organised Private Sector is ineffectively involved in the development planning process (Table 4.8).

The third aim of study is to determine whether MNP has been successful (effective) or not in respect of the coordination of the activities of other Federal Ministries, State Governments and Organised Private Sector. These activities constitute the external coordination activities of the MNP focused in the study. Overall MNP has been effective. However, Organised Private Sector has been seriously marginalised.

The second hypothesis of the study states that the level of coordination achieved by the MNP is as a result of ineffective internal coordination rather than ineffective external coordination. This hypothesis is rejected because it has been found in the study that internal coordination activities of the MNP have been more effectively performed than the external coordination activity.

4.3.5 Analysis of other related Issues

In appendices B and C some questions were asked to find out whether there was a felt need for full participation throughout the whole process of national development planning, whether use of liaison (men) units would be desired, whether there has been conflict and waste in Nigeria's national development effort, and whether the authority of MNP is sufficient to coordinate National Development Plan. The responses to the Yes/No questions on these issuesare analysed and presented in Appendix H.

All the seventeen respondents (from the Federal Ministries, State Governments and Organised Private Sector) would prefer that their organisations are involved in the preparation of National Development Plan from the National Guideline stage.

This suggests 100 per cent need for full participation of the bodies that are going to be involved in the National Development Plan process. Twelve out of the seventeen respondents indicated that MNP's effectiveness is hampered because it has equal status with other federal ministries, and fourteen out of seventeen respondents would prefer that the federal government agency responsible for planning (coordination of (National Plan) should be first among equals.

All the respondents from the State Governments except one agreed that establishment of MNP Planning Cells in the states would bring MNP closer to its collaborators in the coordination of National Development Plan. This result shows that majority of the respondents are in favour of the establishment of planning cells in the states, to improve contact. All the twelve respondents from the State Governments and Federal Ministries agreed that there has been conflicts between agencies and programmes. This supports the view that there has been lack of coordination stated in the statement of the problem in chapter one.

While stating the problem of this study, though it is assumed that MNP's role can be one of the responsible factors for lack of coordination of National Development Plan, the question, "are there any other factors inhibiting coordination?" of National Development Plan was still asked, as part of research problem. In the

questionnaires used for the survey, all the respondents from the four bodies involved in the study were asked to put in concise form four factors which they perceived to have inhibited development efforts in Nigeria. Analysis of their responses to the question "as an informed official of considerable experience on development planning in Nigeria, what in your considered opinion had been the factors hindering coordination of National Development Plan in Nigeria" is shown textually below. Not all the respondents gave four factors in their response. The number of responses was 179 out of 196 (49 x 4) expected. Four categories of factors i.e. Administrative, Political, Financial and other factors determined by the researcher were used to classify the responses.

79 of these 179 responses fell under administrative factors. The responses that indicate lack of necessary power to enforce planned discipline appeared fourteen times. Lack of sufficient legal authority appeared ten times. Thirty-two responses suggested lack of sufficient cooperation amongst the various planning bodies. Centralisation of MNP's activities in Lagos appeared seven times among the responses while the autonomy of the executive arms of the government from the planning authority was mentioned six times. The absence of sufficient data was mentioned ten times. From the above, lack of cooperation amongst the various planning authorities seems

to be the most important administrative factor that has hindered coordinated national development. Majority of the respondents express this in 'poor inter-ministerial cooperation', 'poor cooperation from the states', 'poor cooperation generally amongst the planning authorities', 'poor constant inter-state cooperation'. In effect, horizontal and vertical relationship have not been sufficiently carried out amongst the planning authorities. As if to explain why this cooperation phenomenon is so dominant, the respondents gave political reasons.

Result of the analysis showed that 88 responses fell under political reasons i.e. political environment has not been conducive for effective planning - many a times emphasis is placed on political consideration rather than planning requirements. Under this factor, responses like 'political and selfish interest', 'politicisation of planning activities at the Joint Planning Board level and above', 'polarisation of interest between the class line', public sector interest is not synonymous with private sector interest', poor regards for the plan document by political authorities (decision makers)' are found. Others are 'political and ethnic undertone in plan preparation, approval, and implementation', 'planning is disregarded because of political consideration', and inconsistency in programme execution because of political consideration'.

To further compound the problem, the financial factor was indicated in 10 responses. 'Fluctuating

financial revenue of government' which broadly represents the responses of financial factor explains the reason for the inconsistency in planning and impementation of programmes overtime. Corruption resulting from inordinate ambition and general indiscipline in all works of life in Nigeria were the other responses classified under other factors.

Discipline defined as internalised personal mannerism, self control, orderliness of individual or nation radiating in action or in-action, desire not to hinder the good and happiness of all, would appear to be apt as moral retitude that would enable us address squarely political, social and economic dimensions of National Development. It would appear that it was the realisation of the crucialty of this question of Indiscipline or Discipline in the path to development of Nigeria that led to the Jaji address of 1977 by General Olusegun Obasanjo the then Head of State of Nigeria which focused the issue of Indiscipline in Nigeria.

In 1979 Yusufu Bala Usman of Ahmadu Bello University addressed himself to the root of Indiscipline, Significantly he traced the root of Indiscipline in Nigerian society to the acquisitive culture in Nigeria which has become more pronounced with emboldened acceptance of capitalist tendencies by Nigerians. He opined that it is an inherent contradiction in the capitalist system, that "One tends to Undo the other" therefore the good and happiness of all receive little or no consideration in the scheme of Individualism, the kernel of capitalism. Thus indiscipline manifests itself in lack of commitment to duty that one is paid for, lateness to work, fraud, disloyality in order to sabotage what is not considered to be in One's immediate or long term interest, or ethnic or state interest, deliberate violation of civil service regulations to Satisfy personal, ethnic or state interest, embezzlement of goverment fund to satisfy personal aggradizement.

All these manifestations create leakages in the development process, inhibit smooth implementation of programmes; deprive government of needed funds, and materials to prosecute

its development programmes, slow down the pace of development and make coordinated development unattainable.

From the analysis so far done, it has been suggested from the results presented that MNP has effectively carried out its coordination activities both internally and externally. Although administrative factors have been identified as constraints to plan coordination in Nigeria, political factor topped the list of responses on the factors that have hindered effective coordination of National Development Planning in Nigeria. Conclusions drawn from the study and recommenddations based on these findings are presented in the next chapter.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

This study is concerned with the evaluation of the role of the Ministry of National Planning (MNP) in the coordination of National Development Plan. The MNP is the highest bureaucratic body of the Federal Government of Nigeria charged with statutory responsibility of coordination of the National Development Plan.

The study examined the effects of internal and external coordination on the performance of MNP. The study also investigated the factors that were responsible for the level of performance of MNP and those that have hindered effective coordination of development planning in Nigeria.

Applying the scientific method of seeking knowledge, data was gathered through diagnostic survey, using subjects drawn from principal public and private sector institutions that are participants in National Development efforts and relate with the MNP. Other instruments of social research were used such as literatures, documentary sources and to some extent unstructured interview. A total of forty-nine (49) subjects provided mostly the responses used for the study. Thirty two (32) from the MNP, seven (7) from seven State Governments, five (5) from five Federal Ministries and five (5) from three Organised Private

Sector Associations.

From the study, it was found that, the MNP has made efforts to coordinate National Development Plan. The MNP was found to have effectively carried out its coordination activities. 62 per cent of the responses of the 49 respondents rated MNP's activity as effective. Therefore there is basis to reject the first hypothesis in the study that there has not been effective coordination of National Development Plan. Consequently, while it may be true that there might have been lack of coordination, lack of effective performance of MNP's role is not a crucial factor.

When the internal coordination activity of the MNP was investigated, the result showed that the rating of performance was considered very high. 70.8 per cent of the responses indicated the internal coordination activity to be effective. However, it was found that the rating of performance of internal coordination activity would have been higher but for the ineffective cooperation and relatively effective control. Therefore the researcher concluded that more inter- and intra-departmental committees and use of control measures are needed in the MNP.

When external coordination activities of the MNP were examined, it was found that the overall rating of performance was classified effective. 52.1 per cent of the responses classified it as effective as against 47.9

per cent that showed it as ineffective. This very weak rating of effectiveness was deduced from analysis and interpretation of the responses from the State Governments, MNP, other Federal Ministries and Organised Private Sector. The Organised Private Sector's assessment showed that external coordination is ineffective, while the Federal Ministries officials felt otherwise. On the whole all the four bodies felt that MNP performed effectively in terms of external coordination, but the level of its effectiveness is not as high as that of internal coordination. Thus the study found that the MNP was better at internal than in its external coordination activities. The second hypothesis of the study that the achieved level of coordination was a result of the ineffective internal coordination rather than ineffective external coordination is rejected.

In this study, it was found that administrative, political, financial, and general indiscipline were the major factors hindering effective coordination of development planning. Fundamental is the lack of supportive relationship promoting mechinery that can deploy cooperative measures, control activities and down play political interest, since interests of all concerned would be foundation of goals determination and plans to achieve them.

Recommendations

In order to improve on the level of internal coordination in the Ministry of National Planning, more intra- and inter- departmental committee meetings where the work of the various departments are related must be undertaken.

Control mechanisms should also be used more effectively in the ministry. This means that the application of Rules and Regulations must be intensified. More task forces or ad-hoc committees may have to be set up to check on the activities of the various departments.

For its external coordination activity, all the relevant Public Sector institutions that will be involved in the implementation of National Development Plan should be involved throughout the various stages of the preparation of the plan. Also the Private Sector should be involved. Not only should standard be set for them in terms of performance, there must be constant monitoring of their activities to make sure they conform with the standard.

The Ministry of National Planning should have planning cells in the state capitals and Federal Ministries.

The Ministry of National Planning should advocate and promote overlapping relationships between the Federal Ministries and the State Governments. There should

also be more horizontal relationships between the Federal Ministries (inter-ministerial committee meetings on issues that concern National Development); inter-state meetings on issues concerning National Development Plan); intra-organised private sector meetings to harness the resources, (materials, technology, etc) to achieve greater heights in development. This interaction will enable pooling of resources together to solve national problems.

The National Planning bureaucratic organ (machinery) should play more leadership role in plan coordination. To achieve this the organ should be made directly the responsibility of the Chief Executive or his Deputy in government. The issue of National Development should be his main duty, apart from other deputising duties that may be assigned to him by the Head of government.

A new political arrangement should be evolved, that will enjoin the public and private sector to see themselves as partners in progress. Specifically this nation should be given an ideology, that will guide the formulation of its National Development Plan. This ideology should promote mutuality and direct interest of all Nigerians and institutions.

With this in mind, a new well structured planning machinery should be created for the country. This

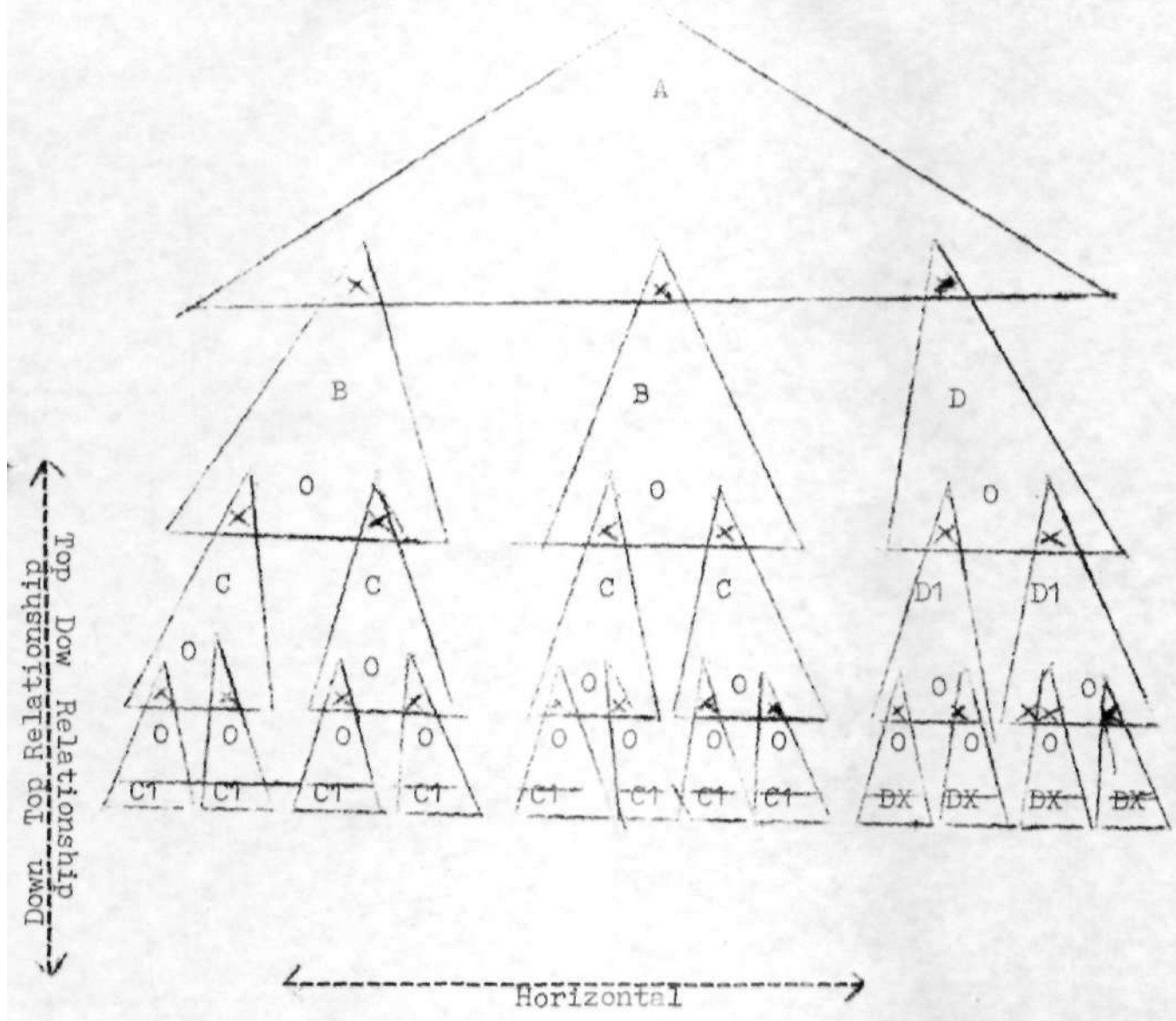
should enable organised patterned participatory relationship to exist between the planning authorities. The present loose arrangement would cease to exist. Planning of National Development Plan would be more thorough and well coordinated. To this end therefore, a National Planning Commission with sufficient leadership authority should be established at the apex of the planning machinery. The National Planning Commission should be chaired by the Chief Executive or his Deputy in government. The composition of the commission should be determined by law enshrined in the constitution. Thus it would not be subjected to the whims and caprices of the politicians. It should be composed of the representatives (linking-pins) of the public and private institutions drawn from civil service, military, police, private sector, universities etc. They should be men of vision, those who have the intellectual capacity and wealth of experience to engage in perspective planning for the country.

The duties of the commission should be to draw up a strategic perspective development plan for the country every 25 years. The implementation of this perspective plan should be made through the present arrangement of drawing up 5-year development plan, which the commission should also oversee. The yearly budgetary allocation for implementation of the plan should also come under

the control of the commission.

The execution of the duties of the National Planning Commission (NPC) should be through the National Planning machinery, based on principle of supportive relationship, since the future of everybody, every institution, private or public would be presumed to be tied together in the success or otherwise of the commission. Within the National Planning Machinery relationship should be vertical and horizontal and over time. The tight chain of command or control should not be there, because interests are shared, thus common. The new structure would afford opportunity for cross fertilisation of ideas, prevent waste, and duplication of efforts. It would guarantee maximum utilisation of resources effectively to achieve desired goals. In the new structure everybody would participate and thus be more willing to execute planning programmes, projects and tasks. The desire to pay the supreme sacrifice for the nation would not be found wanting, because interests are common, and they are based on a realisation that every generation is a step over which the coming generation must step to a better future.

PROPOSED STRUCTURE OF NATIONAL PLANNING MACHINERY



Key

A	=	National Planning Commission
B	=	Federal Ministries
C	=	State Governments
D	=	Organised Private Sector
C1	=	Local Governments
D1	=	State Branches of the Organised Private Sector
DX	=	City/Community Chapter of Organised Private Sector
O	=	Planning Cells
X	=	Linking Pins

There is the need to carry out a study to identify whether resources i.e technological resources at the disposal of the private and public sectors in Nigeria, are not sufficient for our industrial take-off, if properly brought together with single-minded determination by all concerned. This is a research on coordination of available technology in the country.

Also since this study has looked mostly on the process dimension of National Development Plan in Nigeria, further researches need to be done on the activity and authority dimensions.

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FOURTH NATIONAL DEVELOPMENT PLAN 1981 - 1985

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Appendix A

A.C. Ariyo,
Department of Public Administration,
Institute of Administration,
Ahmadu Bello University,
Zaria.

Dear Sir,

AN EVALUATION OF THE ROLE OF MINISTRY OF NATIONAL PLANNING (MNP) IN THE COORDINATION OF NATIONAL DEVELOPMENT PLAN (NDP)

I am a student working towards a Master Degree in Public Administration at the above university. I am interested in how to ensure efficiency and effectiveness in Nigerian National Development efforts. Coordination (of National Development) both at the planning and implementation stages is believed to be very crucial in determining the success or otherwise of National Development Plan.

Coordination of National Development Plan represents a serious task in Nigeria because of the Federal and democratic nature of Nigerian State. The disparities between different states with regard to the level of development, resource endowment, demand and consumption patterns etc compounds the problem. Also very important is the divergence of interests between the two sectors (public and private) of the economy.

Experts in the field of Development Administration have argued the lack of coordination contributes immensely towards plan failure, is not the main cause.

Since the Ministry of National Planning has the statutory functional responsibility for coordination of National Development Plan in Nigeria, I should be very grateful if you would be kind enough to answer the attached questionnaire designed to determine whether the ministry has carried out its work effectively.

All answers would be treated in strict confidence

Thanks for cooperation.

Yours sincerely

(Sgd)
A.C. Ariyo

INSTRUCTIONS FOR COMPLETING THE QUESTIONNAIRE

This questionnaire contains three sets of questions:

1) A set of question to which your answer should be indicated with a circle (o) for any of these scores:

0, 1, 2, 3, 4, 5,

0 =	)	'Not Used' or 'Done'
1 =	)	Poorly 'used' or 'done'
2 =	)	
3 =	)	Averagely 'used' or 'done'
4 =	)	Good (above average) 'used or 'done'
5 =	)	

2) A set of questions, to which answers should be indicated with a tick (✓)

3) A set of questions that require you to write some few sentences in the space provided.

Please note that it would be helpful if you could answer all the questions.

Thank you.

QUESTIONNAIRE

- What is your sex? Male Female

- What is your official designation? ----------

PLEASE RATE THE EXTENT TO WHICH EACH OF THE FOLLOWING IS USED OR DONE IN THE MINISTRY.

1. Employment of personnel into your ministry on strict basis of professional competence

   - Not used at 11 0, 1, 2, 3, 4, 5 - used to a very great extent

2. Rules and regulations for effective communication of responsibilities and operational procedures in the ministry.

   - Not used at all 0, 1, 2, 3, 4, 5, - used to a very great extent

3. Functional Specialization - the grouping of persons doing the same kind of work (such as analysts, statisticians, planners) under one department or section head with a view to achieving greater efficiency through specialisation.

   - Not used at all 0, 1, 2, 3, 4, 5, -used to a very great extent

4. Planners training and development to improve level of performance

   - Not used at all 0, 1, 2, 3, 4, 5, used to a very great extent.

5. Long term forecasting of technology relevant to your ministry's effective performance.

   - Not done at all 0, 1, 2, 3, 4, 5, - Done to a very great extent. Careful detail forecast for 5 years or more.

6. To what extent is professional/educational/duties matching, used in the ministry for placement of officers.

   - Not done at all 0, 1, 2, 3, 4, 5, -Done to a very great extent.

7. Brain-storming method is used in many organization like yours to generate varied ideas from the various levels of the organisation. This gives sense of belonging, recognition, identification to all concerned. In short, it promotes participative relationships which enhances supportive relationships.

   - Not done at all 0, 1, 2, 3, 4, 5, - Done very frequently by level 12 and above officers.

Please to what extent are decision-making in the ministry characterised by participative, group or democratic decision-making in relation to the following:

Draft content of National Guidelines for NDP, what is finally accepted as plans for the states, ministries, parastatals special projects, budget for the plan, time-table for implementation.

Draft Content of National Guidelines for NDP

8. No participation; the responsible very senior officials and the chief executive using existing information make decisions

0, 1, 2, 3, 4, 5,

- Responsible very senior officials and the chief executive consults fully through committees internal and external before decisions are made.

9. Final position of the ministry on what states, federal ministries, and parastatals, etc plan should be

- No participation; the responsible very senior officials and the chief executive using existing information to take decisions

0, 1, 2, 3, 4, 5,

- Responsible very senior officials and the chief executive consults fully through committees, internally and externally before decisions are made.

10. Special Projects

- No participation, the responsible very senior officials and the chief executive using existing information take decisions	0, 1. 2, 3, 4, 5, -	Responsible very senior officials and the chief executive consults fully through committees internally and externally before decisions are made.

11. Budget for the Plan

- No participation; the responsible senior officials and the chief executive using existing information take decisions through the plan.	0. 1, 2, 3, 4, 5, -	Responsible very senior officials and the chief executive consults fully through committees internally and externally before decisions are made.

12. Implementation of Plan 0, 1, 2, 3, 4, 5, - Responsible very senior officials and the chief executive consults fully through committees internally and externally before decisions are made.

13. To what extent are Task Forces or ad-hoc committees and statutory committees used to tackle problems of control, planning, cooperation and organization in the ministry?

- Not used at all 0, 1, 2, 3, 4, 5, -used to a very great extent.

14. How often do you have inter-departmental committee meeting?

- Not often 0,1,2,3,4,5,- Very often

15. How often do you have intra-departmental ad-hoc committee meetings?

- Not often 0,1,2,3,4,5,- Very often

During the drafting of National Guidelines on NDP your ministry requests for inputs from the states, federal ministries, parastatals, local governments, Nigerian labour congress and the private sector and consults them extensively.

16. No input from the public organs above and no consultation. 0,1,2,3,4,5, - Inputs are requested for and extensive consultations held with public sector organs.

17. No input from the private sector and the Nigerian Labour Congress and no consultation 0,1,2,3,4,5, Inputs are requested from the private sector and Nigerian Labour Congress and extensive consultation held.

18. To what extent is the private sector consulted and solicited for inputs at the planning stage of NDP.
- Not at all 0,1,2,3,4,5, - very great extent

19. Your role in the development of Nigeria is very crucial. As a planner of government activities of immense standing and as an objective analyst, what in your opinion are the problems that hinder effective coordination of National Development Plan in Nigeria?

Please indicate four reasons.

1. _____
2. _____
3. _____
4. _____

Thank you.

- -

Appendix B

A.C. Ariyo,
Department of Public Administration,
Institute of Administration,
Ahmadu Bello University,
Zaria.

Dear Sir,

AN EVALUATION OF THE ROLE OF MINISTRY OF NATIONAL PLANNING (MNP) IN THE COORDINATION OF NATIONAL DEVELOPMENT PLAN (NDP)

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Coordination of National Development Plan represents a serious task in Nigeria because of the federal and democratic nature of Nigerian state. The disparities between different states with regard to the level of development, resource endowment, demand and consumption patterns etc. compounds the problem. Also very important is the divergence of interests between the two sectors (public and private) of the economy.

Experts in the field of Development Administration have argued that lack of coordination contributes immensely towards plan failure, if not the main cause.

Since the Ministry of National Planning has the statutory functional responsibility for coordination of National Development Plan in Nigeria, I should be very grateful if you would be kind enough to answer the attached questionnaire designed to determine whether the ministry has carried out its work effectively.

All answers would be treated in strict confidence.

Thanks for cooperation

Yours sincerely,

(sgd)
A. C. Ariyo

Appendix B

INSTRUCTIONS FOR COMPLETING THE QUESTIONNAIRE

This questionnaire contains three sets of questions:

1) A set of question to which your answers should be indicated with a circle (o) for any of these scores: 0,1,2,3,4,5,

0 =) - Not used or done

1 =) - Poorly used or done
2 =)

3 =) - Averagely used or done

4 =) -Good (above averagely used or done)
5 =)

2) A set of questions, to which answers should be indicated with a tick (✓)

3) A set of questions that require you to write some few sentences in the space provided.

Please note that it would be helpful if you could answer all the questions.

Thank you.

Name of State _____
Name of Ministry _____
Designation of Respondent _____

NATIONAL GUIDELINES

1) The state's views on what should be National Guidelines on National Development Plan are fully and timely sought from the very beginning.

- Not sought at all 0,1,2,3,4,5, - Fully and timely sought from the beginning.

2) Draft National Guidelines are sent to the state timely and as a matter of course for comments and views points before it goes to the Joint Planning Board (JPB) for consideration.

- Not timely and not as a matter of course 0,1,2,3,4,5, - Timely sent as a matter of course.

3) How would you rate your state's participation in the preparation of National Guidelines on National Development Plan?

- No participation except at the Joint Planning Board and above levels. 0,1,2,3,4,5, - Full participation right through the stages

4) Non of these standard and procedures are used 0,1,2,3,4,5, - All of these standards and procedures are used.

5) MNP has official representatives (experts) in your state to provide professional supportive assistance in planning.

- Not represented and not needed for effective planning 0,1,2,3,4,5, - Well represented and really needed for effective planning.

6) There are Scheduled and Unscheduled Committees meetings held with MNP officials in planning NDP to harmonise the plan regularly. Would you say that the meetings are sufficient and effective for your needs in ensuring your effective participation in plan formulation?

- Not regular not sufficient and not effective 0,1,2,3,4,5, - regular sufficient and effective

7) When your state participate in JPB meetings either Scheduled or Ad-hoc called by MNP to consider issues on NDP, would you say that the forum is very effective for your state's participation in the planning stage of NDP?

- Not effective 0,1,2,3,4,5, - Veru effective forum

8) Effective Communication is very essential in coordination. The MNP communicates effectively all required information (Data) for planning; notices about meetings - scheduled and unscheduled meetings, committee meetings; agenda and relevant background papers for these meetings.

- Does not communicate effectively 0,1,2,3,4,5, - Communicates effectively

Apart from other state ministries, parastatals, local governments, state Chambers of Commerce and Industry, Manufacturer Association (MAN) and other organised private sector and the Labour Congress participate effectively in the planning stage of NDP in your state.

9) Other ministries do not participate 0,1,2,3,4,5, - Other ministries participate

10) No parastatals participate 0,1,2.3.4,5, - Parastatals participate

11) No local government involvement 0,1,2,3,4,5, - Local governments are involved.

12) State Chambers of Commerce, MAN and other Organised Private Sector are not involved 0,1,2,3,4,5, - Chambers of Commerce, MAN Organised Private Sector are involved

13) The State Labour Congress are not involved 0,1,2,3,4,5, - The State Labour Congress are involved.

14) The likely <u>spread effects</u> of other states plans are taken into consideration when planning your states development plan within the overall objectives of National Guidelines.

- Likely spread effect not taken into consideration 0,1,2,3,4,5, - Likely spread effect taken into consideration

15) Are you <u>aware of the plan objectives</u> of other states while drawing p your plan?

- Not aware 0,1,2,3,4,5, - Fully aware

16) How effective and satisfactory would you rank your state's participation in the whole process of planning NDP?

- Not effective and satisfactory 0,1,2,3,4,5, - Very effective and satisfactory

17) How would you rate the <u>leadership preparedness</u> of MNP in terms of competent staff with professional qualifications to handle the multi disciplinary dimensions of NDP.

- Not well staffed to play the leadership role 0,1,2,3,4,5, - Well staffed to play the leadership role

18) In coordination, NDP <u>control of the use of resources</u> to achieve planned goals effectively and efficiently is very essential. In case lack of coordination is traced to failure to control measures, the coordinator may intensify the use or introduce the use of the following methods: Task forces, ad-hoc committees or statutory committees, with objectives of eliminating conflicts, waste, duplication and maintaining rational use of resources.

- These measures are not used by MNP 0,1,2,3,4,5, - They are used by MNP

19) These measures are not 0, 1, 2, 3, 4, 5, - They are very effective
- Not effective.

Kindly make any suggestion about control measures.

_____

_____

20) Participation in decision-making through series of inter-agency contacts, feed-back mechanisms - monitoring, reports, inspecting agencies or inspectors are used to ensure cooperation among agencies, control their activities of agencies, to direct (lead) activities of complex units, to ensure effective implementation and supervision.

- MNP is not very effective in ensuring cooperation between states in plan implementation 0,1,2,3,4,5, - Very effective

21) If your state's participation has been nil or considered very marginal, would you prefer that your state be involved in the preparation of National Guidelines right from the drafting stage?

Yes No

Please give two reasons for your answer.

_____

_____

22) Do you also think that the incompetence of MNP is due to lack of sufficient legal authority, the fact that it has equal status with other federal

ministries at least? Yes No

23) Would you prefer to have the agency or organ of government responsible for planning to be first among equals?

Yes No

24) MNP is too far away in Lagos. Establishment of its planning cells in the states, federal ministries, parastatals etc. would bring MNP closer to its collaborators in the coordination of NDP and consequently enhance its coordination activities.

Yes No

Please give two reasons for your answer.

1. _____

2. _____

25) Your role in the development of Nigeria is very crucial, as an informed official of considerable experience on development planning in Nigeria, what in your considered opinion had been the problems that hinder effective coordination of National Development Plan in Nigeria?

Please indicate four problems:

1. _____

2. _____

3. _____

4. _____

Thank you.

Appendix C

A.C. Ariyo,
Dept. of Public Administration,
Institute of Administration,
Ahmadu Bello University,
Zaria.

Dear Sir,

AN EVALUATION OF THE ROLE OF MINISTRY OF NATIONAL PLANNING (MNP) IN THE COORDINATION OF NATIONAL DEVELOPMENT PLAN (NDP)

I am a student working towards a Master Degree in Public Administration at the above university. I am interested in how to ensure efficiency and effectiveness in Nigerian National Development efforts. Coordination (of National Development) both at the planning and implementation stages is believed to be very crucial in determining the success or otherwise of National Development Plans.

Coordination of National Development plans represents a serious task in Nigeria because of the Federal and democratic nature of the Nigerian State. The disparities between different states with regard to the level of development, resource endowment, demand and consumption patterns etc. compounds the problem. Also very important is the divergence of interests between the two sectors (public and private) of the economy. Experts in the field of Development Administration have argued that lack of coordination contributes immensely towards plan failure, if not the main cause.

The Ministry of National Planning has the statutory functional responsibility for coordination of National Development Plans in Nigeria.

In the coordination of the National Development Plan, (NDP), the Ministry of National Planning (MNP) uses some techniques to ensure effective participation in the planning and implementation stages of NDP. These measures are designed to ensure cooperation between states, the Federal Agencies (Federal Ministries and Parastatals) and the private

sector. They are aimed at ensuring proper planning and organisation, direction and control of relationships so that conflicts, duplication and waste in the use of resources will be avoided.

Thanks.

(sgd)
A.C. Ariyo

INSTRUCTIONS FOR COMPLETING THE QUESTIONNAIRE

This questionnaire contains three sets of questions:

1. A set of questions to which your answers should be indicated with a circle (o) for any of these scores: 0,1,2,3,4,5, e.g. 0,1,2,3,4,5,

   0 =) - Not used or Done
   1 =) Poorly used or done
   2 =)
   3 =) - Averagely done or used
   4 =) - Good (above averagely used or done)
   5 =)

2. A set of questions, to which answers should be indicated with a tick (✓)

3. A set of questions that requires you to write some few sentences in the space provided.

Please note that it would be helpful if you could answer all the questions.

Thank you.

Name of Federal Ministry, or Organisation _____

Designation of Respondent: _____

NATIONAL GUIDELINES

1. The Ministry's or organisation's views on what should be National Guidelines on National Development Plan are fully and timely sought from the very beginning.

   - Not sought at all 0,1,2,3,4,5, - Fully and timely sought from the beginning.

2. Draft National Guidelines are sent to your Ministry or organisation timely and as a matter of course for comments and view points before it goes to the Joint Planning Board (JPB) for consideration.

   - Not timely and not as matter of course 0,1,2,3,4,5, - Timely sent as a matter of course.

3. How would you rate your Ministry's or organisation's participation in the preparation of National Guidelines on National Development Plan?

   - No participation except at the Joint Planning Board and above levels 0,1,2,3,4,5, - Full participation right through the stages.

PLANNING THE DEVELOPMENT PLAN

4. The MNP sets definite <u>standard and procedure</u> for planning. This calls for systematic consideration of costs and benefits of alternatives; local and foreign resources requirements for plan implementation; time for programme, projects tasks, execution; feasibility studies before programmes, projects, tasks are embarked upon. All these standards and procedures are expected to be met by all those having inputs into the National Development Plan.

- None of these standards and procedures are used 0,1,2,3,4,5, - All of these standards and procedures are used.

5. MNP has <u>official representatives (experts)</u> in your Ministry or organisation to provide professional supportive assistance in planning.

- Not represented and needed for effective planning 0,1,2,3,4,5, - Well represented and really needed for effective planning.

6. There are Scheduled and Unscheduled Committees and meetings held with MNP officials in planning NDP to harmonise the plan regularly. Would you say the meetings are sufficient and effective for your needs in ensuring your effective participation in plan formulation?

- Not regular not sufficient and not effective 0,1,2,3,4,5, - Regular, Sufficient and effective.

7. When your Ministry or organisation participates in JPB meeting either scheduled or Ad-hoc called by MNP to consider issues on NDP, how effective would you say that the forum is, for your Ministry's or organisation's participation in the planning stage of NDP?

- Not effective 0,1,2,3,4,5, - Very effective forum.

8. Effective communication is very essential in coordination. The MNP communicates effectively all required information, (Data) for planning; notices about meetings - scheduled and unscheduled meetings, committee meetings; agenda and relevant background papers for these meetings.

- Does not communicate effectively 0,1,2,3,4,5, - Communicates effectively.

9. Inter-ministerial meeting is one of the mechanisms of promoting cooperation in the planning process. It is also a mechanism to promote participatory relations when there is joint involvement in the activities of one another to the mutual benefit of the whole.

How often do you hold inter-ministerial meetings on planning issues affecting your ministry.

- No such meetings are held.

All considerations are taken up by the MNP 0,1,2,3,4,5, - Such meetings are constantly held on planning.

Inter-ministerial meetings on planning.

10. The likely spread effects of other ministry's or organisation's are taken into consideration when planning your ministry or organisation's development plan within the overall objectives of National Guideline.

- Likely spread effects not taken into consideration 0,1,2,3,4,5, - Likely spread effects taken into consideration.

11. Are you aware of the plan objectives of other Ministries or organisations while drawing up your plan?

- Not aware 0,1,2,3,4,5, - Fully aware.

12. No constant consultation with
    State Government 0,1,2,3,4,5, - Very constant consultation

13. No constant consultation
    with parastatals 0,1,2,3,4,5, - Very constant consultation

14. No overlapping
    committees meetings
    composed of officials
    from ministries
    parastatals and local
    government are held 0,1,2,3,4,5,
    - Not held - Always held

15. No constant
    consultation with the
    private sector 0,1,2,3,4,5, - Very constant consultation.

16. How effective would you rank your ministry's or organisation's participation in the whole process of planning NDP?
    - Not effective 0,1,2,3,4,5, - Very effective

17. How would you rate the competence of the officials of MNP to play leadership role (in terms of professional qualifications) in handling the multi-disciplinary dimensions of NDP.
    - Not well staffed to
      play the leadership role 0,1,2,3,4,5, - Well staffed to play the leadership

In coordinating, NDP control of the use of resources to achieve planned goals effectively and efficiently is very essential. In case lack of coordination is traced to failure to control measures, the coordinator may intensify the use or introduce the use of the following methods: Task forces, ad-hoc committees or statutory committees, with objectives of eliminating conflicts, waste, duplication and maintaining rational use of resources.

18. These measures are not used by MNP 0,1,2,3,4,5, - They are used by MNP.

19. These measures are not 0,1,2,3,4,5, - They are very effective. effective

Kindly make any suggestion about control measures.

---

20. Participation in decision-making through series of inter-agency contacts, and feed back mechanisms (such as monitoring, reports, inspection by inspectors) are used to ensure cooperation among agencies control and direct their activities and ensure effective implementation and supervision. To what extent has the MNP been effective in ensuring cooperation between the Federal Ministries/organisations in plan implementation.

- Not effective 0,1,2,3,4.5, - Very effective.

21. If your Ministry's or organisation's participation has been nil or considered very marginal, would you prefer that your Ministry be involved in the preparation of National Guidelines right from the drafting stage?

Yes ☐ No ☐

Please give two reasons for your answer.

_____

_____

_____

22. Do you also think that the incompetence of MNP is due to lack of sufficient legal authority? (The fact that it has equal status with other Federal Ministries at least).

Yes ☐ No ☐

23. Would you prefer to have the agency or organ of government responsible for planning to be first among equals?

Yes ☐ No ☐ Will not make difference ☐

24. Plans are made to avoid conflicts, waste, duplication and inconsistency in policies and programmes. In short, to enjoy supportive relationships between activities. Has there been conflicts, duplication, and inconsistency of programmes between federal ministries at the the implementation stage.

Yes ☐ No ☐

Please give examples

_____

_____

_____

_____

25. Your role in the development of Nigeria is very crucial, as an informed official of considerable experience on development planning in Nigeria, what in your considered opinion had been the problems that hinder effective coordination of National of Development Plan in Nigeria?

Please indicate four problems.

1. _____
2. _____
3. _____
4. _____

Thank you.

Appendix D

Frequency Distribution of the responses of the MNP officials on the activities of MNP towards the Consolidation of National Development Plan

N = 3[illegible]

Q.	Poor			Average	Excellent	
	0	1	2	3	4	5
1.	-	-	2	6	14	10
2.	-	2	8	6	13	3
3.	-	2	2	12	11	5
4.	-		6	11	7	8
5.	2	5	8	10	4	3
6.	1	3	3	13	7	5
7.	2	1	6	10	10	3
8.	0	-	3	8	14	7
9.	1	-	4	8	12	7
10.	4	-	4	6	10	8
11.	2	2	1	8	10	9
12.	3	2	5	8	4	10
13.	3	7	8	10	4	-
14.	3	7	9	-	11	2
15.	5	8	6	8	5	-
16.	3	2	2	10	5	10
17.	7	7	5	9	3	1
18.	3	11	4	10	4	-
Total	39	59	86	153	148	91
	184			153	239	

Source: Survey by the Researcher.

Appendix E

The frequency of the distribution of the responses of the officials of the Federal Ministries on the activities of the MNP toward the Coordination of National Development Plan

Q.	Poor			Average	Excellent	
	0	1	2	3	4	5
1.	1	-	-	2	-	2
2.	1	-	-	2	-	2
3.	1	-	-	1	3	-
4.	1	-	-	2	1	1
5.	4	1	-	-	-	-
6.	-	1	1	1	1	1
7.	1	-	-	3	-	1
8.	1	-	-	3	-	1
9.	2	-	-	2	-	1
10.	1	-	2	1	1	-
11.	-	2	1	1	1	-
12.	-	3	-	-	2	-
13.	-	1	-	1	2	1
14.	-	3	-	1	1	-
15.	-	2	-	2	1	-
16.	-	1	1	1	1	1
17.	-	-		2	2	-
18.	2	1	-	-	2	-
19.	-	-	-	-	1	4
20.	-	-	-	4	1	-
Total	15	15	6	29	20	15
	36			29	35	

Source: Survey by the Researcher.

Appendix F

Frequency distribution of the responses of the State Government officials on the activities of the MPP towards the coordination of National Development Plan

S/No	Poor			Average	Excellent	
	0	1	2	3	4	5
1.	1	1	3	1	1	0
2.	0	0	2	3	2	0
3.	2	0	2	2	1	0
4.	0	0	2	5	0	0
5.	7	0	0	0	0	0
6.	0	0	3	4	0	0
7.	0	0	3	4	0	0
8.	0	0	3	2	2	0
9.	1	0	2	4	1	2
10.	0	0	0	4	0	3
11.	0	0	2	2	1	2
12.	2	2	1	1	0	1
13.	4	1	0	1	0	1
14	0	1	4	1	0	1
15	3	0	4	0	0	0
16	0	0	1	2	3	1
17	0	0	0	4	2	0
18.	1	0	3	2	1	0
19	0	1	0	4	1	1
20	0	1	3	2	1	0
	23	7	38	45	16	12
220	66			45	28	

Source: Survey by the researcher.

Appendix C

Frequency distribution of the responses of the ... of selected private sector officials on the activities ... of MoP towards the coordination of National ... elopment Plan

Q.	Poor 0	1	2	Average 3	4	Excellent 5
1.	3	-	1	1	-	-
2.	2	-	1	1	1	-
3.	3	-	1	1	1	-
4.	3	-	-	2	1	-
5.	1	1	-	-	1	-
6.	5	-	-	-	-	-
7.	1	-	2	-	-	-
8.	2	1	-	-	-	-
9.	-	-	-	1	3	-
10.	1	3	-	-	-	-
11.	-	5	-	-	-	1
12.	-	2	3	-	-	-
13.	-	-	1	2	-	-
14.	3	2	-	-	-	2
15.	-	-	-	1	-	-
16.	1	-	3	1	-	4
Total	29	14	12	14	7	9
	55			14	16	

Source: Survey by the researcher.

Appendix H

Responses from State Governments Federal Ministries and Organised Private Sector Officials to 'Yes'/'No' Questions

Questions	State N=7		FM N=5		OPS N=5.	
	Yes	No	Yes	No	Yes	No
If your participation has been Nil or considered very marginal would you prefer that your organisation be involved in the preparation of National Development Plan from the drafting of National Guidelines stage?	7	-	5	-	5	-
Do you think that the incompetence of MNP to coordinate NNP effectively is due to lack of sufficient legal authority? (The fact that it has equal status with other federal ministries)	4	3	4	1	3	2
Would you prefer to have the agency of federal government responsible planning (coordination of National Plan) to be first among equals	5	2	4	1	4	1
MNP is too far away in Lagos. Establishment of its planning cells in the states, would bring MNP closer to its collaborators in the coordination of NDP	6	1			**	
Plans are made to avoid conflicts, waste, duplication and inconsistency in policies and programmes, so that there would be supportive relationship between activities. Has there been conflicts between agencies and programmes	7	-	5	-	*	

** Not expected to be answered by FM and OPS
* Not expected to be answered by OPS

Source: Survey by the researcher.

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