

ADMINISTRATIVE STRATEGY FOR MOTIVATION PARTICIPATION
IN DEVELOPMENT AT THE LOCAL LEVEL IN NORTHERN NIGERIA

By

Patrick Cyrus Adamola Daudu

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CONTENTS

PREFACE	ii
ACKNOWLEDGEMENTS	vi
I. INTRODUCTION	
(a) Native Authority System	1
(b) Progress in Native Authority System	9
(c) Cultural Milieu of Northern Nigeria	14
II. ASSIGNING ADMINISTRATIVE OFFICERS TO NA'S	
(a) 'Freshmen' Administrative Officers	21
(b) Optimum Period of Assignment	30
III. ESTABLISHING RAPPORT IN THE DISTRICT	
(a) Need for Winning Confidence	38
(b) Political Commitment or Neutrality	45
IV. ESTABLISHING ADMINISTRATIVE LEADERSHIP	
(a) Meaning of Administrative Leadership	52
(b) Encouraging Participation	55
(c) Importance of Communication	58
(d) Types of Leadership	61
V. MOTIVATIONAL STRATEGIES	
(a) Methods	65
(b) Strategic Elements of Methods	70
(c) Private Contacts	75

VI. INVOLVING THE PEOPLE IN THE PLANNING STAGE	
(a) Informing the People	77
(b) A Constitutional Precedent	80
(c) Effects of Involving the People	85
(d) A Proposal for a Planning Experiment .v.	88
VII. ADDITIONAL STRATEGIES	
(a) Combating Vested Interests	94
(b) Tours of Development Projects	99
(c) Eliciting Co-operation of Religious Leaders	103
(d) Team Spirit	107
(e) Summary	108
APPENDIX I	112
APPENDIX II	114
BIBLIOGRAPHY	120

PREFACE

~~Administrative strategy~~ for motivating participation in development is chosen for two main reasons. Firstly, there is an increasing realization in Nigeria of the need for cooperation of all levels of government in development. Thus, this topic gives us the opportunity to explore the ways in which local authorities and the people are brought into the mainstream of economic and social development in cooperation with the Regional and Federal Governments.

Secondly, it gives us the opportunity to adapt some of the relevant ideas learned in the Graduate School of Public and International Affairs into the administrative practices of Northern Nigeria.

In this thesis, the term District is used as a general term for a division or any area with a local authority to which an Administrative Officer of the Regional Government is posted.

There are 71 Native Authorities in Northern Nigeria. These Native Authorities are classified into Grades, A, B, and C. The classification is based on factors such as size, population, budget, and on the historical importance of the District.

It is appropriate to explain the approach used in the questionnaires sent to administrative practitioners who have served or are serving in Native Authorities. Their response to the questions on strategies is tabulated below.

In planning who should be sent the questionnaire, it was

~~decided that the sample~~ should be representative of the geography and grades of Native Authorities. Every effort was made to see that there was an even spread in the distribution of the questionnaire. There were 25 Administrative Officers to whom the questionnaire was sent. Fifteen of them replied.

It was not felt necessary to send the questionnaire to administrators who have not served in the Native Authorities.

Because of the nature of the thesis, the random sampling method of selecting the Administrative Officers was not used. The thesis is pertinent to a set of administrators. These are officers who are not contented with merely becoming law and order officers. Law and order officers are those who think that all is well if there is peace and tranquillity in the area. But the thesis concerns those officers who are doing their best to make Native Authorities more efficient and more oriented to economic and social development.

However, it is impossible to contact all these progressive officers. In the selection of those contacted, when our bias for these progressive Administrative Officers clashes with our attempt at sampling based on geography and grades, the former overrides the latter.

This is because we are writing on what the progressive administrators are doing. We are also suggesting new ideas which are likely to be practised by them in the near future.

We shall now tabulate their response to the questionnaire dealing with some of the more "concrete" strategies.

On the strategy of sending "freshman" Administrative Officers to the Provinces (Native Authorities) on their original posting

after appointment, the result is:

	Number	Percentage
To the Provinces	10	75%
At Kaduna	5	25%

The reasons for each side are presented in Chapter II

On the strategy of assigning an officer to a Native Authority for an optimum period for the purpose of administrative effectiveness for motivating participation, this is their response:

Period	Number	Percentage
Two-three years	9	60%
One-two years	4	26 $\frac{2}{3}$ %
Less than one year	2	13 $\frac{1}{3}$ %

On the strategy of involving the citizens at the planning stage of our Five Year Development Plans, these were their predictions:

(i)	Number	Percentage
Very practical	6	40%
Practical	9	60%
Hardly practical	--	---
Not practical	--	---
(ii)	Number	Percentage
Very effective	9	60%
Effective	6	40%
Hardly effective	--	---
Ineffective	--	---

But on the question of political commitment or neutrality, there is 100 per cent response that an Administrative Officer should be politically neutral in order to avoid the problems of obstruction and non-cooperation.

Finally, on the strategy of establishing rapport with the Native Authority and the people in order to achieve administrative effectiveness for motivation, this is their response.

	Number	Percentage
Very necessary	7	46.6%
Necessary	7	46.6%
Hardly necessary	1	6.6%
Not necessary	--	----

Some of the views expressed by the officers on these strategies are mentioned in the relevant parts of the thesis.

I. INTRODUCTION

A. NATIVE AUTHORITY SYSTEM

Northern Nigeria, like most developing areas of the world, has her share of problems inhibiting her rapid economic and social development.

One of the main causes of her special problems is the irony of her colonial history. Lord Lugard, one of the British Empire builders, who by his widely acclaimed military genius and administrative ingenuity brought Northern Nigeria under the Union Jack, was extremely satisfied with the political and administrative organization which the Fulani Rulers had established in their empire. It gave him the basis on which to build his Indirect Rule system and the kernel for his Dual Mandate. But this Indirect Rule system limited the administrative capacity for development to the Emirs and the sarakuna (aristocrats). Consequently, it had the effect, among other things,, of slowing down, considerably, the pace of development of democratic local government.

Democratic local government has the potentiality of fostering among the people the spirit of community development or self-help. Thus it is not outlandish to contend that the lack of democratic

time
 local government for a long/has been responsible, perhaps, for the lack of community development spirit in most parts of the North. One indigenous Northern Nigerian administrator in his reply to the questionnaire* has put this lack of community development spirit pungently thus - "the bane of the people is the sort of laissez-faire attitude they seem to possess. This makes them undynamic in the way of community development. There is a tendency on the part of the people to look up entirely to the Local Authority and the Regional Government to carry out all development projects for them."

Another problem facing the Region, is the strong belief in fate which the predominant religion, Islam, has instilled on the masses. Most of the people, thus, take any situation in life, particularly social and economic conditions, as the divine acts of Allah which have to be accepted with equanimity. This is why most of the mass of the people are content with their misery because they believe it is an act of God which no mortal can change or even try to change. Definitely, this attitude of mind is detrimental to economic and social development particularly at the community level through voluntary communal self help.

The chief agent to break these attitudinal barriers warring against quick economic and social development is the Regional Government representative at the local level - the Administrative Officer.

* See Appendix II, p. 101

He acts as the liaison between the Regional Government and the Native Authority. In this capacity, he plays many roles. As an adviser, he guides the Native Authority in providing services for the community. As a prodger, he urges the Native Authority on when they are seized by sheer inertia. As a contact-man, he explains Regional Government policy and gets people's reaction.

If the Administrative Officer expects to have maximum success, there are certainly a few tactics and techniques which he must adopt to motivate the local authorities and citizens so that they can make corresponding response to the challenge of economic and social development as the Federal and Regional Governments of Nigeria are making now. There must be someone 'to show the light for others to follow' and at the local level in Northern Nigeria, the Administrative Officer is still the best qualified man capable of doing this. But an administrator must adopt some strategy if he expects maximum payoff for his performance. The Regional administration has some strategy to adopt to supplement the individual strategy of the administrator who is sent to work with the Native Authorities.

Many Native Authorities in Northern Nigeria are usually self-satisfied with their present performance. They do not share the anxiety which the Regional Government has for economic development. They appear too contented with their achievement during the colonial

era to bother about the anxieties of the present and the future. It is not too surprising that many of the local authorities are living on their past glory. Afterall, it is generally accepted that

"Lugard.... saw the administrative genius of the Fulani Rulers and their staffs; he utilized it as the mainspring of Native Administration System, that he called 'Indirect Rule' and it has worked well since then." ¹

It is only cynics who would criticize the Native Authority System. The role of Native Authorities in maintaining law and order and in providing essential services in their areas of jurisdiction has been commendable. During the war era, for example, many central government institutions and projects were said to 'languish' for lack of funds if they were in the bush far from Lagos, Nigeria's capital city. An example is cited of the deplorable condition of the Kaduna General Hospital run by the Central Government at that time, while the hospitals at Sokoto and Kano run by Native Authorities were said to be in excellent condition in comparison. ² Furthermore, it must be realised that most of the original roads, elementary schools, the dispensaries and markets which are all basic services for any organized society were provided by the Native Authorities.

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- 1 Bello, Sir Ahmadu - My Life, The Autobiography of Sir Ahmadu Bello, Sardauna of Sokoto.
Cambridge, At the University Press, 1962, p.69
 - 2 Bello, Sir Ahmadu - My Life, The Autobiography of Sir Ahmadu Bello, Sardauna of Sokoto.
p. 89

A critical examination will not fail to reveal that it is these past achievements that have ironically been responsible for the attitude of mind which proves obstructive when it comes to getting maximum participation from many of these Native Authorities. But the effectiveness of these Native Authorities in providing essential services and maintaining peace and tranquillity in their districts in the first half of the twentieth century is no guarantee that they are capable, if unaided, or unguided, of meeting the general expectations required to cure the national fever of fast economic and social development prevalent in the country. There is no doubt that the present expectations from the Native Authorities in the era of Five Year Plans go far beyond what they had been used to doing in the past.

In the light of the past achievements of these Native Authorities, their present self-satisfaction is justified. But the past achievement can create problems of vested interests which may prove detrimental to progress. When the new era was in the offing in the 1950's, during which Northern Nigerians were training to run the affairs of the Regional Government, many efforts were made to centralize some of the services and projects of the Native Authorities for the benefit of efficiency, economy and expansion. But some of the Native Authorities hated the move. Kano Native Authority, in particular, fought tooth and nail at this period of the second half

of the 50's to run its own water supply and hospital services for its people. One of the prime motives for its resistance to the move towards regional centralization was indubitably from vested interest. This was understandable because such projects gave the Native Authority jobs to distribute among the local citizens. The significance of this for political allegiance cannot be unimportant to people who wield power in the local authority.

But the Native Authority knows that the men at the Regional Government who are more concerned with the overall economy and efficiency of Regions are less likely to consider the political significance of such projects to the Native Authority. Naturally, the past services to the community have given the political elite of any Native Authority, particularly the Emirs, many of whom were absolute monarchs or sole native authorities, the opportunity to use job distribution as a political big stick to maintain their authority in their emirates. As far back as the 50's, one just had to go into Kano Native Authority, Public Works Department, and after seeing its fleet of vehicles and the number of drivers who had to be employed, to appreciate the significance of job distribution to the powerful position of Native Authorities, particularly the big ones such as Kano, Sokoto, and Bornu.

It is no wonder that at that time, the powerful ex-Emir of Kano, Sir Muhammadu Sanusi, was said to be dictating the type of adminis-

trative officer or resident he wanted in his Emirate.

The Native Authorities in Northern Nigeria have undoubtedly played a great part in building some of the infra-structure of development even under the hard conditions of the conservative past. And, surely, with the proper guidance and leadership from the Regional Government, these Native Authorities can be led to do much more towards development. Luckily, at present, there are several links and relationships between the Regional Government and the Native Authorities.

One of such links is through the political representatives in the Regional Houses of Assembly and Chiefs. These people are able to see both the local problems of their respective areas as well as the overall regional problems. Thus, parochialism, in regard to economic and social problems which would have been another major problem among the Native Authorities, is considerably reduced.

Another link and probably the most important one is the Administrative Officers, regional government employees, who are sent to the Native Authorities to be the eyes and the ears of the Regional Government. It is to this second link between the Regional Government and the Native Authorities that is much relied on to motivate participation for the development at the local level.

There is another important link between the Native Authorities and the Regional Government. This is the recent creation of Provincial

Commissioners. The thirteen Provincial Commissioners oversee the Native Authorities in their respective provinces. They serve as the communication channel between the Native Authorities and the Regional Government.

The Maddocks-Pott Commission * which was appointed by the Government in August, 1950 was the result of Sir Abubakar's opportune motion for progress. Their report (Maddocks-Pott Report) was published towards the end of 1950 after their extensive tours to all the Provinces and their interviews with the Native Authorities. According to Sir Ahmadu Bello, their report was discussed considerably in an amiable atmosphere during the 1951 July session of the Houses of Assembly and Chiefs. There was a general desire to produce a solution in the shortest time possible. Furthermore, it can be acclaimed that most of the members of the House realised that "that was a turning point in the history of the North and would be a new charter not only for the Native Authorities, but also for the people as a whole." ⁴

Another important point discussed during this period of metamorphosis of Native Authorities was the relationship of Administrative Officers to the Native Authority system. By and large, everyone agreed that the first function of Administrative Officers was helping

* Douglas A. Pott, then a Senior Administrative Officer in Northern Nigeria, later Permanent Secretary, Ministry for Local Government.

Sir Kenneth Maddocks, then a Senior Administrative Officer, later Governor of Fiji.

Maddocks-Pott Report - Progress Report on Local Government in the Northern Region of Nigeria by D.A. Pott.

Printed by the Government Printer, Nigeria 1963, p.22

⁴ op. cit. p. 76

to formulate government policy. They also help in maintaining peace, law and order. Sir Ahmadu Bello, the Sardauna of Sokoto and Premier of Northern Nigeria, stresses the fact that "Administrative Officers had certain limited statutory powers and duties conferred by the Native Authority, Native Courts and similar ordinances; besides this, they had only advisory functions in respect of Native Authorities in the Province in which they were attached, except in those Native Authority areas sufficiently advanced to function unaided".⁵

To continue with the efforts to democratize the Native Authority system, the Northern House of Assembly appointed a select committee which studied the problem of introducing changes in the Native Authorities based on the Maddocks-Pott Report. After discussion of the recommendations of the select committee, the House of Assembly enacted a new Native Authority Law in the summer of 1954, four years after Sir Abubakar had first raised the matter on the floor of the House. This law mainly endorsed the principles submitted to the House by the Select Committee. It included "the provision for elected village and district councils, for considerable delegation of financial responsibility to district councils. There were to be Outer Councils in the Native Authority levels. All sole Native Authorities were enjoined to become Chiefs-in Council".⁶

5 Bello, Sir Ahmadu - My Life, The Autobiography of Sir Ahmadu Bello, Sardauna of Sokoto. p. 78

6 Ibid - p. 80

But Sir Ahmadu Bello has observed that the last measure was then not an innovation. It only gave legal recognition to the then current practice of sole Native Authorities seeking the advice of their Councils in all administrative matters, which in itself was in accord with African tradition of chieftaincy.⁷

The Native Authority System in Northern Nigeria, thus, continues to undergo gradual but progressive changes. Most Native Authorities now have councils with a majority of elected members. But in whatever stage of democratic local government a Native Authority is, the Administrative Officer attached to it still has a significant role to play. Of course, the degree of executive power of an Administrative Officer varies from Native Authority to Native Authority. It is, perhaps, a reciprocal of the autonomous powers of the Native Authority.. In a Grade 'A' Native Authority, the duties of an Administrative Officer are by and large advisory. But in a Grade 'C' (lowest) Local Authority, the duties of an Administrative Officer may be executive. In extreme cases, he may be the sole authority. This is the explanation of a Northern Nigerian Administrative Officer who has worked in one of the few Grade 'A' Native Authorities. He adds, further, that Grades are given to Native Authorities in terms of efficiency. One may add

7 Ibid - p.80

that population, geographical size and the amount of annual revenue in the coffers of the Native Treasury are other factors which help to determine the grade of a Native Authority.

C. Cultural Milieu of Northern Nigeria

Under what cultural milieu does the Native Authority system function in Northern Nigeria? Northern Nigeria, with its size of 281,273 square miles, and population of 29,841,609 (1963 Census) is definitely a very heterogeneous region.⁸ But Islam has played and continues to play an important part in making the area a homogeneous region in many respects. Islam, as practised in Northern Nigeria, is not a materialistic religion, although it is not against the accumulation of material wealth. It definitely, does not possess any of the Weberian notion of protestant ethics of individualistic accumulation of wealth. Success to a Moslem in Northern Nigeria is shared by all his kith and kin, friends, and even strangers in his doors. A wealthy person shares his abundance with those around him. This is a religious custom which economic critics claim is not too conducive to economic development.

Another cultural or rather religious practice is that as soon as a Moslem has enough wealth, his first glorious desire is to satisfy his religious ambition, which is going on pilgrimage to the Holy Land, Saudi Arabia, to perform religious rites at Mecca and Medina. Thus, time and money which would have been spent in

8. Northern Nigeria Local Government Year Book, 1965.
Prepared by the Department of Local Government, Institute of Administration, Ahmadu Bello University, Zaria. Gaskiya Corporation. p.3.

~~Nigeria are spent in another country for religious requirement.~~

Another impact of Islam on the cultural milieu of Northern Nigeria is the fact that it is not an organized religion like Christianity. Hence, it has no missionaries (at least in the North) or religious bodies to set up schools in an organized form. However, through the initiative and efforts of learned individual mallams, Koranic schools were set up, and thus, most Moslems have undergone a Koranic education under this system. Consequently, the northern section of Northern Nigeria has always had educated people who were schooled in the Koranic school system. This had the effect of making Northern Nigerians in the predominantly Moslem parts of the region not take to Western education as seriously as it had been taken in the Southern regions or even in the southern parts of the region throughout the colonial era.

One other factor, and this is historical, that had a strong effect on Northern Nigeria is the promise of Lord Lugard to the Northern Emirs that Christian Missionaries were to be forbidden in the Moslem parts for their proselytizing endeavours. Missionaries were only permitted in the so-called pagan areas of Northern Nigeria.⁹

9. Missionary work was permitted among the so called pagan tribes in Northern Nigeria - Southern Zaria, Plateau, Kabba, Benue, certain parts of Ilorin Provinces.

This is why Christian missionaries to whom the Southern regions owe a great debt for introducing and promoting Western education, until recently could not provide their invaluable service to the Moslem parts of Northern Nigeria. This is one of the main reasons why only 30 per cent (approximately) of Northern children of school age are attending school now while over 80 per cent are attending school in the Southern regions of Nigeria.

All these factors have been responsible for the acute shortage of trained manpower in almost all professions and occupations in the Northern Region. One of these significant shortages is that of her essential agents of development - Administrative Officers - particularly at the local level. Despite the shortage of Administrative Officers, much is being done by them in the drive for development both at the regional and local level. But it is at the local level where the cultural milieu has still a strong inhibitive impact on development that the Administrative Officers are confronted with more problems in their work. Local cultural differences, within the Region also create problems for Administrative Officers working with Native Authorities. Because of the local cultural differences, the Regional Administration should realize that there should be an optimum period of assignment to a Native Authority to permit the Administrative Officer to familiarize himself with the

area and the people and thus be able to give his best services to the Native Authority. What this optimum period should be will be discussed below when analysing the reply of Northern Nigerian administrative practitioners to the questionnaire on that point.

In analysing the administrative strategy for motivating participation for development at the local level there are a few of the problems which need solutions. First, there is the loss of local government officers to the Regional Government. Second, there is the lack of adequate understanding of the Regional Government's goals for development by many Native Authorities. Third, there is the lack of satisfactory co-operation of some Native Authorities with the Regional Government. Fourth, there is the lack of adequate understanding of the Regional Government's goals for development by many citizens. Fifth, there is the opposition to development by some people with vested interests. Sixth, there is the political opposition to the Regional Government's efforts in some areas. Seventh, there is the general lack of community self-help on the part of the citizens. All these culminate in general apathy towards change by many people.

Attempts will be made in the course of this analysis to discuss the effectiveness of methods such as education (adults and children), government propaganda by newspaper, newsletter, radio, and

mobile cinemas, political leaders' speeches of exhortation, citizens' involvement at the planning stage of the Five Year Plans, and Administrative Officers' personal contacts with citizens. Closely related to the last point is also the importance of the Administrative Officer's personal relationship with officials of the Native Authority. This is an important administrative strategy for an Administrative Officer who intends to arouse the co-operation of a Native Authority to which he is attached

The vexed question of political neutrality or political commitment of Administrative Officers will be discussed in the light of many realistic views particularly those of some administrative practitioners in Northern Nigeria.

1. Observations

To conclude this introductory part of this thesis, it is perhaps opportune at this point to make these observations. First, the local cultural differences throughout the Region allows for variation and initiative of Administrative Officers working at the local level. The latitude of initiative, for example, that can be allowed the Administrative Officer working in a Native Authority in Kabba Province or Ilorin Province will vary from that of one working in Sardauna Province. In Kabba or Ilorin Province most of the Native Authorities have elected councils and the councillors want to

to exert their democratic rights of leading their local people. They need the advice of administrators, yet they want to be allowed the freest of hands possible in local self-government. But in Sardauna Province an Administrative Officer may assume virtually the position of an American City Manager who helps to formulate most of the policies of the Council as well as carry them out. Sometimes the reverse happens, such as when elected councils prove recalcitrant with their responsibilities by the misuse of their democratic powers. They, thus, force the Regional Government to "suspend" ¹⁰ them. In such situations, the Regional Government invariably appoints caretaker councils or committees or sole Native Authorities who are usually Administrative Officers for the transition period before new councils are elected to replace the "suspended" ones. Fortunately, suspension of councils which occurred many times in the Region during the 50's has been seldom since 1960.

In addition, the optimum length of time, an Administrative Officer should stay in a local district in order to understand the people and hence give them the best service - this will be discussed

¹⁰ The Regional Government is empowered to suspend any Native Authority which it considers incompetent. It then appoints a caretaker council or sole administrator to take over the functions of the Native Authority until a new one is set up.

in the next chapter - may have to vary in those districts which differ markedly from the general pattern in the Region. Districts in Provinces such as Sokoto, Zaria, Kano, Niger, Katsina, and even Ilorin will vary from culturally different districts in such Provinces as Benue and Kabba.

A second observation is that one should realise that although the developing countries are always grouped into one package, each one, and for that matter, each area of a developing country most usually has a combination of conditions which are peculiar to the area. Sometimes, these conditions are not duplicated anywhere else. In such a case, generalization of remedies may be dangerous and so adaptation of tried out remedies or solutions is very necessary and important. After all, what is good for one developing country may not necessarily be good or practicable for another.

Finally, one should not forget the different perspectives from which various observers are likely to see one and the same problem. In spite of all the research of sociologists, anthropologists, economists, and other professionals into the problem of developing countries, the fears and opinions of developing peoples still need further exploration. It is only when their opinions and their innermost fears are known that a strategy for motivating their participation in development can be adopted. An attempt will be made to consider fully their fears as well as their opinions.

II. ASSIGNING ADMINISTRATIVE OFFICERS TO NATIVE AUTHORITIES

A. 'Freshmen' Administrative Officers

This thesis considers three essential groups of people who are concerned with administrative strategy for motivating participation in economic and social development at the local level in Northern Nigeria. They are the Administrative Officers, the Native Authorities, and the local citizens. But the Administrative Officers are regarded as the central force for it is they who act most conspicuously as the agents of change at the local level.

The first strategy for motivating the participation of local people for development is for the Regional Administration to send capable and dynamic officers to the Provinces. It is such officers who are needed to perform this important function of local motivation.

Every year the Regional Administration absorbs a new crop of Administrative Officers who have obtained their degrees in various universities and colleges, mainly in Nigeria, Great Britain, and the United States of America. As the Northern Nigerian Government cannot prescribe the courses or studies of its graduate applicants when they are in the universities, it must accept those applicants which it feels have the capacity for becoming competent administrators. These university graduates are accepted provisionally to

the post of "Executive Officers" - a post one class lower than the administrative class of the British system. They are assigned to the Premier's Office or to other Ministries that require their temporary services. Then, the Northern Region Public Service Commission calls them for an interview. A candidate who has satisfied the Commission - up till now everyone has been successful - is appointed to the post of Assistant Secretary (Administrative Officer).

The Regional Administration has not formulated a clear cut policy on assignment of its newly recruited Assistant Secretaries - the 'freshmen' Administrative Officers. There was a practice of giving them three months orientation to administrative duties at the Institute of Administration, Zaria. But the practice was abandoned in 1963 after only a few years trial. There was, also, an attempt to assign 'freshmen' Administrative Officers to Ministries in the Regional capital, Kaduna, for a year, at least, before sending them to the Provinces. But in 1963, the practice was broken when one of the 'freshmen' Administrative Officers was posted to Jos in Plateau Province to relieve an Officer going on leave.

Because of a lack of a policy on where to assign newly recruited officers either to the Regional capital, Kaduna, or to the Provinces, original postings has become a pertinent question to

settle as an aspect of administrative strategy. This is why one of the questions in the questionnaire sent to Northern Nigerian Administrative Officers was - "Where do you think a 'freshman' Administrative Officer should start his administrative career, in the Provinces or in the Regional capital?" Before examining the replies, it is pertinent to analyse further the rationale for asking the question in the light of administrative strategy of the Regional Administration.

The Northern Civil Service is one which is still in its early stages of growth and development. Even, after "15th March, 1959 (the date the Regional Government assumed full control over the internal government of the Region)"¹ and the subsequent Independence of the whole country on 1st October, 1960 the Northern Civil Service was staffed predominantly by British Administrative Officers. These expatriate officers are being gradually replaced as soon as well trained and capable Northern Nigerians are available to perform their administrative duties. So, there is an annual intake of young graduates as 'freshmen' Administrative Officers into the

1 Northern Region of Nigeria - Statement of Government Activities in the Northern Region. By His Excellency Sir Gawain Westray Bell, K.C.M.G., C.B.E., Governor of the Northern Region of Nigeria, to the Budget Meeting of the Northern Regional Legislature, 1960.
Government Printer, Kaduna, p. 1.

Northern Civil Service. Consequently, the question arises whether administratively it pays off more to send these new administrators to the Provinces rather than making them begin their career in the Regional capital. This original posting has been a topic of general discussion in the Region among many administrative practitioners. The only definite policy is that the Deputy Secretary to the Premier does the assignment of newly recruited officers. It is he, who takes over after the Public Service Commission has done the interview and the appointment. He assigns the officers to the Ministries in the Regional capital or to the Provinces strictly on the criterion of need. Until the Deputy Secretary does his postings the new officer does not know whether he will be posted to the Ministry of Economic Planning in Kaduna or to Gashaka/Mambilla Native Authority in Sardauna Province. This creates suspense in the mind of the officer. And for the purpose of administrative strategy of the Regional Administration a policy should be made on where he should get his first experience at this formative period.

A little over 75 per cent of Northern Nigerian administrators who answered the questionnaire, agreed that a 'freshman' Administrative Officer should start his career in the Provinces. One Administrative Officer stressing the vast opportunity in the Provinces gave this reason for his preference. In the Regional

capital, one is tied to one particular kind of job, either Finance, Local Government, or judicial work whereas in the Provinces one becomes a Jack-of-all-trades - (who must ~~try~~ to be master of all) - and deals with many administrative duties that come his way, such as touring, report writing, inspection, inspection of Native Courts, inspection of District and Village Councils, land matters, settling of disputes, magisterial duties, coroner, inspection of prisons and security duties. All these together give one wide experience in dealing with the public. Surely, if an Administrative Officer has to perform these diverse duties at the local level, he has the maximum opportunity for contact with the people. Making contact with the people is a priority before any motivation for participation in development can take place in any community.

Another Administrative Officer in his reason for his preference for the Provinces stressed the point of decision making. An Administrative Officer in the Provinces has to think and to take decisions by himself and learn quickly. This reason is attractive for its relevance to the question of administrative effectiveness. The administrative hierarchy in Kaduna under which a 'freshman' Administrative Officer has to work does not give enough opportunity for crucial decision making as in the Provinces. The administrative hierarchy in Kaduna is inhibitive and makes most young administrators

compliant. On the contrary, the comparative top position of the Administrative Officer in the Provinces and the comparative freedom in the Provinces is not only ego-boosting but also initiative-promoting.

One experienced officer in his reason for his preference for the Provinces stressed an entirely different but important point. Administrative Officers in the headquarters in Kaduna appreciate more the problems that exist outside the headquarters offices if they started with Provincial experiences. Another officer put his reason slightly differently thus - "Kaduna is the seat of Government and it is there that policies are formulated and then passed on to the Provincial Staff (and local authorities) for implementation. To be able to advise objectively on the formulation of new policies affecting the Region as a whole, one needs to know the conditions in the Provinces and what problems they face. Undoubtedly, an experience in the Provinces makes an Administrative Officer appreciate more realistically the problems of the Region instead of being a dreamer for the Region". Of course, this is identical with the age-old administrative problem of lack of understanding between the headquarters and field workers whenever there is a lack of adequate communication. Another officer gave a slightly different reason for his preference of the Provinces. He contended that the

officer in the Provinces gets in contact with the public and the places requiring development.

The other side which was less than 25 per cent chose the Regional capital, Kaduna, as the place for newly recruited officers to start their initiation into the profession. One of the officers in this group gave this reason for his choice. If a new officer is a person who knows nothing about clerical work he should start at the headquarters. Another officer made the point that Kaduna gives an Administrative Officer a first hand knowledge of the working of the central (Regional) Administration. Thus he is attuned to Government policy and can tell the Provinces what will not be acceptable to the Government when suggestions emanate from the Divisions.

For the purpose of administrative strategy for development, newly recruited officers should be assigned to the Provinces. Besides the reasons given by the administrative practitioners who are of the same opinion, a few more reasons may be made to buttress this preference.

Perhaps, an early assignment to the Provinces of newly recruited administrators may save the Regional Administration from the bitter complaint of an experienced British field officer -

"The trouble with the Secretariat is that it does not know anything.

I sent in a worked-out scheme and some pip squeak just out of Oxford by the last boat pulls it to pieces." ² One sympathizes with this officer, despite the unprofessional bitterness, particularly when one realizes that many 'freshmen' Administrative Officers in the headquarters lack the knowledge of the real situation in the Provinces. But they bring into the administrative service all the neat, cut and dry ideas learnt in the University. A brief administrative experience on the Provinces at the very early stage will help to bring theory and practice together, thus blending them into a product which is realistic and practicable.

Furthermore, a newly recruited officer is usually a young man fresh from the University. He is full of ideas, drive and enthusiasm for the economic and social development of his country. There are many inhibiting conditions in the Regional capital such as the administrative hierarchy and its paraphanelia. There is the converging of most of the political elite of the Region in the capital. There is also the presence of so many officers who are one's betters

2. Cary, Joyce - The Case for African Freedom and Other Writings on Africa.
University of Texas Press, Austin, 1962.
p.81.

in one way or another. And finally, the high cost of living in the Regional capital and other financial responsibilities it creates for a young man and new officer can be frustrating. All these reasons are sufficient to dampen, at least, some of his dynamism, his enthusiasm and his patriotic fervour to play his part in the developmental process. Conversely, the new officer's relatively high position in the Provincial Administration affords him the opportunity to put into practice some of his determination and ambitious ideas for his country. Most of the 'freshmen' Administrative Officers have pep and drive which can be set to work more in the Provinces than in the Regional capital at the initial stage of their administrative career.

On the basis of the foregoing, one comes to the conclusion that for the purpose of administrative strategy, the Regional Administration should make it a policy of assigning 'freshmen' Administrative Officers to the Provinces at the beginning of their career.

B. Optimum Period of an Assignment

The next important question which arises, is "How long should an Administrative Officer stay in one location?" There should be an optimum length of time for an agent of change such as the Northern Nigerian Administrative Officer working with a Native Authority to be able to give his best performance. Although the Northern Region has cultural diversities yet Islam has a unifying influence in most parts of the Region. Therefore, the optimum period of an assignment to most Native Authorities will only vary slightly.

Below the optimum length of time, an officer may find his stay too short, "to grow into the place and its problems or to look for even small results."³ The length of time for an assignment with a Native Authority is important not only for the establishment of rapport but also for the planning and execution of development projects.

The relationship of an Administrative Officer to his Native Authority and the local people is important to the continuity and progress of a development project particularly in its early stages.

3 Roupp, Philip (ed) - Approaches to Community Development
(A Symposium introductory to Problems and Methods
of Village Welfare in Underdeveloped Areas)
W. Van Hoeve Ltd., The Hague, Bandung, 1953.
p. 214

However, Alex B. Graham in "Approaches to Community Development", warns that "there should be an attempt to shift acceptance of a project from this more personal basis to one of structural and institutional integration of the programmes with the society." ⁴

A person will be more interested in a development project or programme which will fructify in his presence and for which he will be given some credit. This is why an Administrative Officer who knows that the project he is helping to establish will be on firm ground or will start to fructify in his presence, usually gives all his enthusiasm and drive to see that the project is a success. But he is unlikely to show the same enthusiasm and drive to see that the project is a success or even initiate projects if the prospect of a transfer to another location hangs over him all the time.

Conversely, to stay too long in one location may sap an Administrative Officer's drive and enthusiasm and initiative. He may become as apathetic as the local people and even become more versed in the problems of the District than in their solutions. He may become more versed in defending total lethargy against development than in trying to motivate the people to

4 Roupp, Philip (ed) - Ibid p. 214

participate in the developmental projects of the Regional Government. Furthermore, the old adage that "too much familiarity breeds contempt", will affect the officer in his relation with the Native Authority and the people. Too long a stay in one District will make the officer become so familiar with the Native Authority and the people that "he may lose his initial impetus or critical objectivity which must complement his sympathetic identification with the area and its problems." ⁵

Many factors call for variation of the optimum period of assignment to some Native Authorities in the Region. Factors such as, the stage of the District's development; the grade of the Native Authority; the degree of cultural variation of the District from the general cultural pattern of the Region; the nature of the economic, social and political problems of the District; the geographical considerations such as adverse climate, remoteness, the availability of amenities such as medical and educational facilities; and probably the "psychological stamina" and personality of the Administrative Officer. These are variables that need consideration by the Deputy Secretary to the Premier in making first assignments of 'freshmen' Administrative Officers and the Permanent Secretary of the Ministry for Local Government who makes subsequent

⁵ Ibid p. 215

assignments and transfers.

At present, Administrative Officers are transferred too often. Apparently there is little consideration by the Regional Administration for the optimum period necessary for effectiveness in economic development in one location. However, the Regional Administration's frequent transfer of officers is due to such factors as replacements for officers on vacation leave and for officers going on technical training at home and abroad.

During the colonial era, Administrative Officers had three months leave per annum. This vacation leave was taken by the officers any time between March and September, a period of taxing climatic conditions in most parts of Nigeria. Most of the officers went to Europe to spend their vacation leave. The distance between Nigeria and Europe probably played an important factor in determining the length of the vacation leave of the expatriate officers.

After Independence, vacation leave was reduced considerably. 'Freshmen' Administrative Officers are entitled now to 28 days per annum. Senior Officers earn a few more days. The shorter period of vacation leave of a 'freshman' officer does not necessitate the transfer of an officer to replace him while he is away on leave. His Administrative Assistant can deputize for him.

Bearing this and other factors in mind, what is the optimum

period of assignment to a District of the typical type in the Region? In answer to this question, over 65 per cent of the officers who answered the questionnaire, feel that two to three years assignment is the optimum period during which an officer can give his best service to a District. The majority expressed the view that after three years in a District, the interest in going to a new District begins to outweigh that of continuing there.

To help motivate the people as well as carry out development projects to a stage beyond which they are unlikely to be discontinued because of a change in administrators, there must be an optimum period of two to three years assignment to a typical District. But for an out-of-the-way place like Gashaka/Mambilla, or Gwoza, the period may be lowered to one or to two years.

The reason is that an officer is cut off from the outside world and this has an effect of disillusionment on him. It may demoralize him in his work to make him stay too long there. It must be realized that an officer is forced sometimes to keep his family or part of his family (his children attending school) in Kaduna while he completes his assignment in an out-of-the-way District. Many officers accept their assignments to out-of-the-way Districts reluctantly. It is the "Bond" with the Regional

Government that discourages any vocal protest for such an assignment. One of the articles of this "Bond" which an officer signs on acceptance of his appointment is that he is prepared to work in any part of the Region.

Sometimes, officers are prepared to go to such out-of-the-way Districts and are ready to undergo the hardships that exist there. They accept the lack of adequate social life, the lack of good medical facilities and other living amenities, but they are not prepared to allow their families to suffer such hardships. Many officers will be disillusioned most by the lack of adequate educational facilities for their children in such Districts.

At times, the cost of living in such out-of-the-way Districts, despite their remoteness, is higher than in the typical Districts. Most imported products such as gasoline, merchandise and canned foods which the officer uses, cost much more than in most typical Districts. A gallon of gasoline which costs four shillings and eight pence in most Districts costs over six shillings in Mubi and other out-of-the-way Districts. It takes an officer in Mubi a 1,000 miles drive with all the depreciation costs involved to service his car. He has to go to Kano (a distance of about 500 miles) to do the servicing. All these factors make it imperative that an officer in out-of-the-way Districts should be given a

shorter period of assignment if he is not to be disillusioned.

A possible alternative strategy to sustain the enthusiasm of an officer in an out-of-the-way District is for the Regional Administration to have a uniform optimum period of assignment to all Districts but to have a differential bonus or pay for hardship and cost of living. Many governments adopt such differential pay for their foreign services employees. This differential pay reflects an inducement for the hardship endured by such officers.

As there are differences in the hardship and the cost of living between an out-of-the-way District and a typical District, officers should be given an inducement to motivate them to be able to motivate others. The differential bonus or cost of living allowance can boost their morale and make them stay more productive.

The Regional Administration should realize that another bad effect of continuous transfer from one District to another at short intervals is that it is likely to make Native Authorities and the people accept the suggestions and programmes of an officer as merely of temporary importance. A Native Authority may not be bothered by the efforts of an aggressive officer, when they know that he will soon be transferred. Transfers are

necessary but when they are too frequent - such as every year or less - they can be damaging to development efforts of Administrative Officers.

Generally, an officer should be given an optimum period of two or three years to stay in a District for the sake of efficiency and effectiveness. This optimum period is necessary to make an officer emotionally involved in the duties he is performing in a District.

III. ESTABLISHING RAPPORT IN THE DISTRICT

A. Need for Winning Confidence

Before the achievement of independence of many British colonies, including Nigeria, "the primary responsibility for erecting the new structure of responsible local government has fallen on the hierarchy of Administrative Officers, District Commissioners and District Officers. It must be asked how far they were either adequate or appropriate for the task. In one way the officer in the field was ideal: he was close to the people. It is true that the increasing range of government activities and the rapid accumulation of paperwork inseparable from it were tending to make the District Officer a little less accessible than he used to be. In another way also he was slightly losing contact, in that he formerly toured the District on a bicycle or on horseback, while now he covers many miles in his landrover and seldom need spend a night out of station. But if he had ceased to be the 'father of his people' in most territories he still commanded their entire confidence." ¹

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1. Hicks, Ursula K. Development from Below: Local Government and Finance in Developing Countries of the Commonwealth.
Oxford, At the Clarendon Press, 1961
Oxford University Press, Amen House, London. 1964.
p. 17

Perhaps, this is a justifiable tribute. The pre-independence Administrative Officers were expatriate officers. The main objective of most of them was the maintenance of peace through enforcement of law and order so as to perpetuate what they thought to be the summum bonum of Pax Britannica which Rudyard Kipling pompously referred to as the White Man's burden for other races throughout the world. Thus, the British Administrative Officer tended to assume a paternalistic attitude towards the people of the District in which he was serving. After all, he possessed some advantages which the present Nigerian Administrative Officer lacks. He was a foreigner. Administrative Officers, not unlike prophets, are not honoured in their own homes. Perhaps, that is why, as late as the late 50's, the powerful ex-Emir of Kano, Sir Muhammadu Sanusi, was said to prefer still a British Administrative Officer in his Emirate to the young crop of dynamic and competent Northern Nigerians who were gradually entering the administrative cadre of the Regional Civil Service.

A mediocre British administrator was likely to command more respect from Native Authorities and the people, then, than officers of Northern origin now. Probably, another reason for this was that the British Administrative Officer was cloaked, in the eyes of the people, with all the majesty of the British Empire at that time.

Conversely, while the present Administrative Officers have the backing of the Regional Government, the Native Authorities and the local people know that some of the people who run this Government are their own people. And they can always see and talk matters over with them, even behind the backs of Administrative Officers if they think it necessary. Furthermore, one of our social customs of respecting a person's family name rather than a person's individual qualities may make some Native Authorities and some people not take seriously officers who do not have a famous family name to back up their individual, or rather, personal quality and achievement.

And, of course, the Region has developed so considerably that the apparent paternalistic attitude of British Officers of yesterday does not fit the present era. However, what is demanded of our Administrative Officers is rapport with the Native Authorities and the people. Before an Administrative Officer sent to work with a Native Authority can achieve his objective, he must establish good relations and win the confidence not only of the Native Authority but also that of the people.

In the past, when the British were running state affairs in the country, a District had no choice in the type of administrator sent to it. Although a District still does not make the

choice now, definitely, it can show the citizens' dislike for an Administrative Officer in very many ways. It is not pertinent to discuss some of these ways here. It is sufficient to say that they have the opportunity. But during the British rule, the officer might have been an individual very destitute of qualities of human relations, yet the Native Authority and the citizens generally tolerated him. He did not need to establish any good relations with anybody in the District. In fairness to British officers, many of them did work closely with the Native Authorities. But many had clashes with the Native Authorities particularly when those Native Authorities were not those run by the powerful First Class Emirs. Really, the more clashes there were between the District Officer and the Native Authority, the more popular the officer became in the eyes of the people. The writer still remembers vividly, one Captain K, the most popular British Officer ever in District X. This was in the middle of the 40's. Incidentally, this Officer is still remembered up until today in that District. He was popular because of the many things he did. Among these was his habit of releasing people thrown into jail by the Native Courts. He also stopped free but compulsory labour rendered to the Chief of the District on his farms by the citizens. In such actions, the British Officer was alienating the Native Authority

which included the Chief. And it was the Native Authority which had to give way whenever there was a clash. This giving way to the District Officer's wishes was generally common in the smaller Districts with their less powerful Native Authorities.

This was possible because the British Officers were representatives of the British Government. And in the minds of Chiefs, particularly the less powerful ones, and their Native Authorities, the British Government was a far away, impersonal but mighty colossus capable of trampling to death anyone who dared to oppose it. At present, a Northern Nigerian Administrative Officer going to any District or Province does not possess, in the eyes of most of the Native Authorities and their people, that aura of someone representing an impersonal, far away, yet mighty Government. They know that he is the employee of 'our Government in Kaduna'. And most of the time, the local people are members of the political party that forms the Regional Government.

Thus, the local people have a feeling of belonging or ownership as the case may be. Consequently, the past attitude of awe for the Government and its Administrative Officers has been reduced tremendously or has virtually ceased to exist with some. While in the past a British District Officer's main technique of getting things done in his District was by issuing orders, now force does

not work as in the past. Force works when there is fear. But nowadays most people and Native Authorities do not fear the Government any longer. Either they like the Government because it is run by those they support and so respect it or they hate and loathe it because it is run by a political party which is anathema to them.

Thus, it is an important strategy for an Administrative Officer to establish good human relations with the people and the Native Authority. However, many administrative practitioners in the Region have expressed opinions to the writer about the dangers and dilemmas involved in trying to establish rapport. An experienced administrator from another part of the world has put it thus:

For the civil servant the maintenance of a correct attitude towards the public is no easy matter. If he enforces decisions strictly, he may make himself unpopular in influential quarters, and yet it will be his duty to be firm. At the same time, if he does not depart from the strict enforcement of the rules, he might be unable to render relief in cases in which he can have no doubt that it is most desired and needed. But if he tries to be 'human' he lays himself open to severe criticism either from his superior officers or from audit authorities. In the conduct of business of Government, procedure and precedents play a vital role, and a civil servant can disregard either or both only in exceptional cases. If, in order to be immune from the pressures of various kinds, he tries to keep aloof from the public, he is said to be standoffish or arrogant, and yet if he mixes freely, his impartiality is immediately challenged by whichever group of people is dissatisfied with his decisions. Whatever his difficulties, it is clear that he

must so manage things that he is always in a position to discharge his duties fairly and honestly and firmly. There can be no uniform set of rules to guide him; circumstances and his own judgement and common sense must determine his course. But he will be helped in his task if the other parties concerned, namely the Government and the public, appreciate and understand these difficulties." 2

One could not agree more with the views of H.M. Patel, be it in India, France, Nigeria or Korea. The administrator in a developing country such as Nigeria still has strong cultural ties with the local people in spite of the officer's Western education. Consequently, he must be very cautious in everything he does, particularly in his relations with the local people. If he fails to do this, he stands more chances of running into trouble than if he is 'aloof and standoffish'.

2. H.M. Patel in The Journal of Public Administration,
Official Organ of the Indian Institute of
Public Administration.
Volume VI No. 2. April-June 1960.
pp. 128-129

B. Political Commitment or Neutrality

In the brave new world of Northern Nigeria with the new disposition, an indigeneous Administrative Officer going to any District, therefore, has to play his cards to win the confidence of the people irrespective of their predominant political leaning. How does he play his cards, or why should he play any cards to win the confidence of the Native Authority and the people? Because a District which is politically committed to the party in power in the Region will be suspicious of an Administrative Officer who shows off his administrative ethics or political neutrality or rather talks about it. He may not be trusted by most people in the District. His advice may not even be listened to as it normally should. It is, therefore, advisable, perhaps, for the Administrative Officer to make political neutrality an 'inward grace' rather than an 'outward sign'.

Conversely, a District which is in political opposition to the Regional Government because of party politics, will hardly tolerate an Administrative Officer who is politically committed to the party in power in the Regional Government. If the officer expects to perform his duties well, particularly in helping the District to get development projects underway, he must not make

his political commitment-a conspicuous commodity to be displayed to the people of the District. If he does this, his advice may be rejected and his stay in the District may be virtually a storm in a teacup.

What is the significance of this topic of political commitment or neutrality of Administrative Officers going into the Provinces? This is important because the writer feels strongly that 'stereotyped' practice in developed countries may not work or be the best practice in a culturally different developing country wishing to undergo a fast economic and social change. Happily, some Western observers are beginning to realize that Western practices cannot always be transplanted to culturally different countries and be expected to work smoothly. One such Western intellectual and administrative theoretician, Fred W. Riggs, has observed that "in the developing countries the extent of bureaucratic involvement in politics is exceptionally high."³ He does not seem to have any objection to such a state of affairs but goes further to advocate that "it might be that, by judicious selection, a range of positions, a 'schedule C', could be declared

3. LaPalombara, Joseph (ed) Bureaucracy and Political Development - Princeton University Press, Princeton, New Jersey, 1963. p. 121

open for political appointment with a counterpart provision that they should be filled only by persons who meet requirements for service to a winning party." ⁴ This practice has already started in Northern Nigeria by the creation of Provincial Commissioners who are political appointees to politico-administrative posts.

But coming back to the vexed question of political commitment or neutrality of an administrator, it is our view that the administrative ethics of political neutrality when carried to Western limits may not promote the administrator's capacity for motivating participation for development at the many local levels in Northern Nigeria. For the purpose of exemplification we shall examine the situation in District Y in Northern Nigeria. This District has a powerful Native Authority, a Grade A.

In the writer's one year assignment in District Y, though not as an administrator but as a senior government officer and a keen observer, there were many occasions for political party get-togethers. It was a social occasion for the dominant political party which was also the party in power in the Region. To these social gatherings, almost all senior government officials were

4. Ibid p. 129

invited. The Administrative Officer was one of those important personalities invited. Probably he was the first on the list of invitees. Surely, he was expected to attend and possibly donate something. It would have been foolhardy for the Administrative Officer to reject the invitation on the grounds of the political neutrality of bureaucrats. Probably, he could have excused himself once or twice but not always. If he did it always, the consequence would probably be disastrous for his rapport with the Native Authority and the citizens.

Furthermore, if he continued to discountenance their invitation, word would probably go round the District that the Government had employed an anti-Government man. The people would not separate the dominant political party from the Government. And so rumours would spread about his disloyalty to the Government. His stay in the District would be made uneasy for him both officially and privately. Definitely, his official life would not be productive because the people would not trust him. And this is all because the Administrative Officer overstretched political neutrality in the wrong District by failing to attend political social functions.

On the other hand, an Administrative Officer who is suspected of being politically committed to the Government party will

achieve nothing particularly as regards motivating participation in a District which is anti-Government for political party reasons. There was a case of a Native Authority which was rejecting even the good advice of its Administrative Officer because it felt the officer was too much in favour of the Government and the Government was equated with the ruling political party. It conjured up in its mind its political opponents.

To take a hypothetical case; if the Northern Government sent Hassan Sokoto to Gboko in Tiv Division as an Administrative Officer, he might be able to perform some routine official duties. But he would find it almost impossible or at least difficult to perform other administrative functions involving personal relations; such as making contact with the people of the District and advising the people on community development projects. This is because the mere name Hassan Sokoto conjures up in the mind of the people of this District someone whom they think supports their political opponents. So it would not be strategic to make such an assignment.

Many people may object to my views on political commitment of Administrators. In fact almost every Northern Nigerian Administrative Officer questioned on the topic answered that an Administrative Officer who is politically neutral is most likely to perform his duties smoothly (without problems of obstruction and non-

co-operation) in a District. One of the officers even went further to express the view that 'an Administrative Officer is entitled to his own private views about the politics of his own country, but in the execution of his public duties he must be essentially neutral in open and party politics or else he cannot be expected to win the confidence and respect of all the people in the District. He is supposed to be for all the people'.

Generally, the foregoing view of the officer is the best position for an Administrative Officer. But as has been exemplified earlier, political neutrality must not be made to look like being against the political party in power in the eyes of the people. We must not follow Western bureaucratic practice too rigidly.

What we should realize is that political commitment does not preclude impartiality in performance of official duties. Political commitment does not mean the possession of a political party's membership card. Neither does it mean campaigning for the party nor doing other overt acts. It means among other things an attitude of mind favourably geared to helping a ruling political party carry out the good part of its manifestos, pledges or programmes rather than bogging them down with bureaucratic delays. It is sympathy towards the party in power in what it is trying to achieve.

It means guiding them aright in their programmes. Political neutrality is a term which can be interpreted into actions that are indifferent and apathetic towards the endeavours of the people in power in the Government. In such a case political neutrality becomes disastrous to economic progress and the political socialization of the people.

In conclusion, it is perhaps necessary to stress again the importance of the Administrative Officer having rapport with the Native Authority and the people of his District. This is his first important strategy. There is no doubt that there are dangers in having good relations but an Administrative Officer should know the limits that would promote his efficiency rather than impair it.

Perhaps it is not unsound to recommend the advice of Sir Harold Scott in 'Your Obedient Servant' that

" If a wide general knowledge is useful, even more valuable is knowledge of people. It is very important that the young administrator should not retire into his shell when he leaves his office but should mix with all kinds and conditions of people. From them he will learn things that are not in the files. Sooner or later, if he reaches his rank it will be his job to help his Minister to choose people for all kinds of work and the wider his knowledge of men and affairs the more valuable his advice will be. " 5

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5. Quoted in The Indian Journal of Public Administration
 Official organ of the Indian Institute of Public
 Administration.
 Volume VI No.1 Jan.-March 1960 p.4

IV. ESTABLISHING ADMINISTRATIVE LEADERSHIP

A. Meaning of Administrative Leadership

An Administrative Officer who has established rapport and won the confidence of the Native Authority and the people still has an important task ahead of him. He must establish administrative leadership in his District before he can expect to influence the people. One guarantee that his advice will be sought and probably taken, is his establishment of himself as an administrative leader in the eyes of the people. Leadership does not mean "dictatorship". It is only a very few Native Authorities which will take dictation from any Administrative Officer nowadays. At least, Grade A Native Authorities such as Katsina, Kano, Sokoto, Zaria, Bornu, Bida and Ilorin will not. This is because they have efficient and sophisticated administrative personnel. Furthermore, they have pride in producing the present political leaders.

In whatever grade of Native Authority an Administrative Officer is involved, the establishment of leadership is a sine qua non if he wishes to possess effectiveness. This administrative leadership has been highlighted by many practitioners and students of public administration. An Administrative Officer must possess that

"quality of behaviour of individuals whereby he guides people or their activities in organized effort." ¹ Another writer explains that his leadership role involves his "contribution to group effectiveness, mediated through the direct efforts of others rather than through himself." ² An Administrative Officer to fulfil his leadership role must also possess that quality which Elton Mayo referred to as 'social skill'. This "Social skill shows itself as a capacity to receive communication from others, to respond to the attitudes and ideas of others in such fashion as to promote congenial participation in a common task." ³

In the words of another writer, one may safely say that an Administrative Officer must establish

"that quality in an individual which enables him to affect the intentions and voluntary actions of another The best leadership comes out of a contributive pattern which

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1. Bernard, Chester - Quoted in Trecker Harleigh B. Quoted in New Understandings of Public Administration. Association Press, New York, 1961, p.101
 2. Campbell, Donald T. - Quoted in New Understandings of Public Administration. Association Press, New York, 1961, p. 101
 3. Mayo, Elton - Quoted in Trecker Harleigh B. New Understandings of Public Administration. Association Press, New York, 1961, p. 101

encourages and provides opportunities for a contribution of each individual; decisions are fashioned out of the combined thinking of the group affected.... Once decisions have been made on the basis of intelligent interaction of the individuals in the group, then the leaders have the responsibility of implementation, reinterpretation and administration." 4

The problem is, how does the Northern Nigerian Administrative Officer build up these leadership roles. After establishing confidence and rapport, he must show the Native Authority that he is a knowledgeable administrator with a welter of administrative skills. He should be able, for example, to talk reasonably with the contractor building the new government office. He should be able to understand the explanation of the Surveyor Assistant doing the survey of the new road linking the District headquarters with the neighbouring District a few miles away. He should be able to give some sensible objections to the work of the not-too-competent Health Assistant in the District. These are only a few of the qualities of versatility which the Administrative Officer must display or learn very quickly to display on his arrival in the District. With the deconcentration of various departmental officials in the District, he is expected to perform the role of

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4. Leadership at Work (Washington D.C.) National Education Association, 1942. p. 21. Quoted in Trecker, Harleigh B. New Understandings of Public Administration. Association Press, New York, 1961. p. 101.

"Chief Executive" among them. This is why he must be a person who is quick at learning. This also makes him capable of perceiving quickly the set-up of the Native Authority.

But however knowledgeable or versatile he might be, he must not show arrogance. Although most people in the District will generally respect his knowledge, yet they are more likely to despise him if he is arrogant. Youth is not normally respected in most African societies including Northern Nigeria. It is age that matters more. Happily, knowledge and experience are respected in the Moslem culture of Northern Nigeria. So the youthful administrator must display his versatile knowledge in his administrative capacity but without arrogance in accompaniment.

B. Encouraging Participation

The Administrative Officer should realize that he can achieve much by encouraging maximum participation in his decision making from his subordinate associates who are directly employed by the Native Authority. This does not mean the surrender of his responsibility. It means that as a leader he

"emphasizes goals and subgoals; he explains conditions and helps group members to plan and organize the steps to be taken. He outlines the methods to be used to reach the goals. He invites others to participate in developing the methods to be used. He evaluates results in terms of the work-centered objectives appropriate to the total situation. He motivates by stressing his followers' goals; the project is 'we' oriented rather than 'I' oriented." 5

Such an approach and relationship with the Native Authority is essential for the administrator's effectiveness. This is because officials of a Native Authority, although sub-ordinate to the Administrative Officer, can frustrate his efforts if there is no cordial working association. They know his stay in the District is temporary whereas they are permanent. Even in minor Native Authorities where the executive powers of the Administrative Officer are still very strong, he should show this consultative, participative leadership approach.

5. Trecker, Harleigh B. - New Understandings of Public Administration. Association Press, New York, 1961. p. 102

It allows him to make "the full use of creative abilities of subordinates with a better understanding of an insight into problems facing the group as a whole. It ensures adequate guidance and support by the leader. It offers opportunities for ego-gratification through participation. It serves to reduce internal friction by providing outlets for **it**, keeping frustration at a minimum and giving sub-ordinates an awareness of common goals." ⁶

6. McMurry, Robert N. - Man-Hunt for Top Executives
 Harvard Business Review; Jan.-Feb., 1954.
 Quoted in Trecker, Harleigh B. - New Understandings of Public Administration.
 Association Press, New York, 1961. pp. 103-104.

C. Importance of Communication

Before an Administrative Officer can get the Native Authority and its staff involved in his ideas, he must be able to communicate with them. It is not unusual for an Administrative Officer to have all other requisite qualities to provide leadership and yet fail to realize his objective fully for the simple fact that he fails to communicate well with the people. People should be able to understand clearly what he is conveying to them. Lack of communication may lead to misunderstanding which could be avoided.

An example of such misunderstanding was the difficulty encountered in District Z during the colonial era in getting people to stop burying corpses in their homes. It was not hygienic the Authorities said. But they were not communicating to the general public because most people could not understand how a dead person buried under some feet of earth could be dangerous to their health. They, after all, had been doing so from time immemorial. It was left to schools to explain in hygiene lessons on "sources of good water" how the remains of corpses buried could be washed down to the reservoir to contaminate the tap water which everyone drank. The school children understood and when they grew up there was a general understanding of why it was necessary to bury corpses in the cemetery far away from the waterfront of the reservoir. It was only then that there was no need for invigilation so that no one buried

his famous relative at home instead of the public cemetery. Until there was such a general understanding of the reason for the Native Authority order of non-burial at home, there were people who played such gimmicks as burying their dead relatives at home while they confined logs of wood dressed corpselike, and buried them in the public graveyard - a camouflage to escape detection.

Lack of communication can therefore be detrimental to the effectiveness of the leadership acquired by an administrator in a District. The administrator in an out-of-the-way District may permit some unnecessary ignorance to prevail when he fails to communicate with the Native Authority and the people. Time was, when people in remote communities carried about fantastic stories about the District Officer's intentions or objectives. Perhaps that was excusable then because it was the time when most colonial administrators spoke to the people through interpreters, some of whom were not competent for such a job. Today, there is at least a common language in most cases for the people and the Administrative Officer. There is no excuse for the sad misinterpretation that used to occur then. In those times, it was not uncommon for an interpreter for fear of the District Officer and his entourage, deliberately misinterpreting what a local community wished to tell the officer. Sometimes, the interpreter tried to frighten the local

community by interpreting in harsh tones what a District Officer was saying to the people. He thought he was doing a good service to the District Officer. However, both the District Officer and the people were the losers because there was a faulty communication channel between them. It is therefore a good strategy for an Administrative Officer to be able to speak a common language with the people. Common language does not mean that communication will necessarily exist. But it is an important first step. Fortunately, English and Hausa are both becoming common languages for the people - particularly Native Authority officials - in Northern Nigeria. Hausa is of great significance to all Administrative Officers going to work in most of the Provinces. There is no greater barrier between human beings than the lack of a common language. Without a common language, the communication system, at best, is faulty and, at worst, breaks down, resulting in both cases in misunderstanding. Where there is a lack of understanding between the Administrative Officer and the people of his District, his task of effecting change socially, culturally and economically in the District becomes uneasy.

D. Types of Leadership

By and large, the Administrative Officer must try to assert his leadership. This leadership "is the personal skill by which he meets, in a complementary, exploitative and counteractive move, the observable or anticipated actions or reactions of those with whom he must deal." ⁶ And in this context, "the leader is the instrument of the strategy necessary to protect and activate the group. Considered in the light of the strategy which it must exercise, leadership becomes, then, a matter of more than the possession of a list of attributes. It becomes gamesmanship in which the right means, techniques and devices are understood and used at the right place and time. This, though, is not to imply a shallow mechanistic view of the leader. It is intended rather as a basic recognition of the fact that social skills should be great in those who assume the leadership role with its three specific goals of membership maintenance, objective attainment and group inter-action." ⁷

In Northern Nigerian context, the Administrative Officer with the traditional qualities of leadership has an edge above others.

6. Hardwick, C.T. & Landuyt, B.F. - Administrative Strategy
Simmons-Boardman Publishing Corporation, New York, 1961.
p. 24

7. Ibid pp. 24-25

the type of strategic leadership needed in the Provinces to motivate the participation of the people for development. This is no longer an age for law and order administrators, men who sanctify the General Orders as if it were the Bible, the Koran or the Talmud. These were men who were more interested only in peace and stability forgetting that society must progress or else it stagnates. The dynamic leader does not allow General Orders to pin him down. He knows the strategy to use to get over General Orders.

It is this sort of Administrative Officer who is capable of using his leadership role for the economic and social development of the Region that Sir Ahmadu Bello praised in his Autobiography My Life.

"I was one of those old critics who fought hard in their Emirates with the Administrative Officers. I did not fight because they were trying to take powers from my NA, I fought because I thought they were not doing much towards the development of my area. On the other hand I congratulated some Administrative Officers who served in my Province before I became Minister of Works, but when I took the chance of touring the Plateau Province, I said I did not thank them(again). I saw what an Administrative Officer had been doing there and everybody - any member of this House (Northern Nigeria House of Assembly)- who goes there and is shown what Administrative Officers have done (there), would retain their services for years." 10

No one is better qualified to express his views on the type of administrators wanted in the Region than the Premier of the

10. Bello, Sir Ahmadu - op. cit. p. 90

Region. His appreciation of the efforts of the dynamic and bridge-building Administrative Officer in Plateau Province shows that Administrative Officers are no longer expected to be 'law and order men'. Our Administrative Officers particularly those going to the Provinces must play the role of administrative leaders, capable of directing change.

The Administrative Officer in a developing area where the majority of the society does not see that a better way of life could be achieved by their own efforts must be more than a bureaucrat. He should play the role of a statesman. In this role, he should constantly show that "the leader is an agent of institutionalization, offering a guiding hand to a process that would otherwise occur more haphazardly, more readily subject to the accidents of circumstance and history. This is not to say that the leader is free to do as he wishes, to mould the organization according to his heart's desire, restrained only by the quality of his imagination and the strength of his will. Self knowledge means knowledge of limits as well as of potentialities." ¹¹

11. Selznick, Philip - Leadership in Administration
A Sociological Interpretation
 Harper & Row, publishers, New York, Evanston, and
 London, 1957. p. 27

V. MOTIVATIONAL STRATEGIES

A. Methods

In the preceding chapter an attempt was made to discuss the importance of an Administrative Officer establishing leadership in the District particularly in the performance of his official duties. Such a move makes him more capable of getting the local people, particularly the Native Authority involved in his efforts to make them participate, and perhaps seriously, in the challenge of economic and social development.

It is only when the Administrative Officer has won the confidence of the people that he is capable of influencing the thinking and opinions of the local people. And, basically, he can use three methods for getting the people to do what he wants.

First, he can use the authoritarian method of command; that is, he can put pressure on them or virtually compel them to do what he requires of them. An Administrative Officer, with the backing of the Regional Government, is capable of forcing the most recalcitrant Native Authority in many factors. He only needs to remind the Native Authority that he will invoke the Regional Government sanctions, and then he gets compliance. If, for example, (and this is an empirical example), the Government wishes to make

the citizens start using dug-out latrines, the Administrative Officer can force the people to dig the latrines. But force is not the best method because it usually does not make things work as well as desired. It is easy to see the physical object of a latrine. But when it comes to the hard part of its usage, many people may build latrines simply to escape the wrath and the income-deducting action of the Government, which will take place if the people fail to comply with the Government order.

It needs more than orders to make people understand the importance of digging a latrine and using it. The people ought to understand the hygienic effects of using a latrine properly. A change from the traditional style of defecating in the bush to using the dug-out latrine properly is an important leap forward which may overlooked. It entails many difficulties for those who undergo such transition. Therefore, the effective method is probably not through command or order from a Government official.

In this independence era, when there are attempts by many political leaders and other enlightened elite groups of the society to make the democratic process work, Government officials should desist from using commands or orders as a method for economic and social change unless it is justifiably necessary. In cases such as the control of contagious diseases and the eradication of insect

pests, an Administrative Officer may use the method of command or force. Even in such desperate situations, command or force may not have a lasting effect on the people.

Another method which is probably more lasting is persuasion. There are many cases in which this method will work well for the good of the community and in very many aspects. In the first place, the method of persuasion does not jeopardize the democratic process. It permits the agent of change to hear the difficulties and objections of his clients. His reasons for advocating a change will then take care of their difficulties and objections during this process of persuasion. In the second place, people who are persuaded to do something are usually convinced before doing it. When convinced, they usually carry it out, at least more conscientiously than people who are merely forced to do the same thing.

In the third place, it is a different approach from the authoritarian method of the colonial era. For the Government to continually use the command approach is to build fear in the minds of the people. On the other hand, it is ego-boosting to someone who is persuaded rather than forced to do something. It does not detract anything from the awe or reverence which the people hold for the Government or the Government official, particularly the Administrative Officer.

Thus, persuasion is probably a very good method to use for the people and the Native Authorities, at times. Take for instance, the case where subdistricts of the same Native Authority are clamouring for or at war with each other to get the new government facility, such as, a maternity centre, a dispensary, an extension to the junior primary school or even a community hall, the best method to get anything worthwhile done is through persuasion. The people need the most neutral man around to give a rational opinion about the best location for such a new government facility.

An Administrative Officer can also use persuasion "to change or neutralize hostile opinions, to crystalize unformed or latent opinions in his favour or to conserve favourable opinions."¹ This is a task easier said than done. But by hard work, a courteous way of dealing with people as well as good human relations of the officer, he can achieve much.

Sometimes the Administrative Officer may use the promise of compensation to get the local District involved in certain projects that are for the good of the community. Most Districts regard the Regional Government as very powerful and of unlimited monetary

1. Cutlip, S.M. & Center, A.M. - Effective Public Relations.
Prentice-Hall Inc., Englewood Cliffs, New Jersey. 1964
p. 68

resources. That is why most Native Authorities expect the Regional Government to do almost everything for them. Take the simple aspect of sending students for training abroad. There are very few Native Authorities which have by their own initiative sent people abroad. The initiative usually comes from the Regional Government. But Administrative Officers should start inducing the Native Authorities to take some initiative. The promise of some compensation by the Regional Government to a Native Authority which extends its public service to new dimensions can act as an effective motivational strategy.

B. Strategic Elements of Methods

The strategic part of these methods is for the Administrative Officer to find out who are the strategic people to approach. He should always bear in mind the importance of public opinion. He has the greater chance of getting his ideas accepted if he tries to influence the opinions of those people in the Native Authority who are the public opinion-makers in the District. Such people know their importance in their community and they have to be informally consulted or notified on measures or projects before they are publicized.

Getting the people involved in economic development should not be on the official level alone but also on the private level. This latter involvement which is generally referred to as community development is acutely lacking in most parts of Northern Nigeria. This is partly due to the fact that people have become accustomed to getting almost everything in public service provided for them by the various levels of government - Federal, Regional and Local. It is also partly because the 1950's upsurge of clan and tribal unions which spread across many parts of West Africa was essentially unpatronized by most 'tribes' of Northern Nigeria.

Such tribal associations played significant parts in community

development in many areas in West Africa including Southern Nigeria. It provided at least the first essential ingredient of community development - a corporate spirit of self-help. This corporate spirit of self-help is generally lacking in many parts of Northern Nigeria. It is very hard to explain fully this general lack of corporate self-help, but it may have something to do with religious influence among other factors.

In other parts of Nigeria where there are churches, church members form themselves into guilds which carry out some community development projects for the benefit of their own communities. Even in the Southern part of the Northern Region such church member guilds exist. Some of the community projects carried out by church guilds include building a High School, a Maternity Dispensary, a Civic Centre for the people. Yagba, a subdistrict in Kabba Province with the highest percentage of children of school-age attending school (over 80 per cent) and regarded as the most progressive educationally in Northern Nigeria owes much of its progress to its corporate spirit of self help. This is mainly the product of the popularity of church member guilds in the area.

In some villages in Western Nigeria the communities have been so inspired by communal effort that they have set up communal farms for the production of quick-cash-yielding crops which provide money

for such community development projects as may strike their fancy. This idea of communal farms has extended to some villages in the southern-most part of Northern Nigeria. But in the northern part where the majority of the people live, communal efforts for development are still generally lacking.

It is in this part of the Region that an Administrative Officer has to look to his strategy in order to motivate the dormant communal effort for development. The strategy will call for his high leadership potential which includes such "traits as tact, intelligence, judgement, cooperativeness, emotional stability and persuasiveness." ² These traits, of course, should include his "ability to plan, to supervise, to administer, to make decisions, and to make a favourable impression." ³

Making a favourable impression ought to be maintained throughout the stay of an administrator in the District, particularly in the powerful or major District. In the major District it is only the very capable administrator that can make his presence felt. Probably the best way of making a favourable impression and perpetuating it is for the administrator to display

2. Shartle, Carroll L. - Executive Performance and Leadership. Prentice-Hall, Inc., Englewood Cliffs, N.J. 1956, p. 130

3. Ibid p. 130

the kind of personal behaviour that is acceptable to, at least, some influential members of the Native Authority and the people.

First, he should realize that many people will be impressed if he shows that he is a person of dynamic personality who is capable of expressing his views with clarity. Secondly, he should show capacity for diplomacy in his actions. Diplomacy is usually a better strategy than bluntness. An officer who is diplomatic is capable of winning over local personalities to his side without creating opposition from people who matter most in the District. The idea of not creating opposition, according to an experienced administrative practitioner, is a controversial one. He claims that it is sometimes impossible for an Administrative Officer to be effective without opposition of a type. It keeps him on edge and at his best. And sometimes his efficiency simply creates opposition for him.

Perhaps the important thing for an Administrative Officer is to strive to win the people to his side without compromising his views, which are most often based on rational grounds as opposed to the views of most local personalities which are most often based on limited and particularistic interests. An effective Administrator will, in the long run, be admired even if he is dis-

liked initially. But getting himself disliked is a very disadvantageous position for the effectiveness of any administrator. (4)

C. Private Contacts

An Administrative Officer who fails to show interests outside his normal activities cannot hope to motivate the interests of the people in the District towards economic and social change. It is from his leadership role or merely his participation in outside activities that he gets to know the people, their thoughts and their worries. It also leads the people to know him and admire him. It is such contact that builds up the image of the administrator in the minds of the people. This is why, in the discussion of political neutrality, the point was stressed that the political neutrality of administrators needs redefinition in some Districts of Northern Nigeria. If the dominant political party provides the social occasions for the community and the administrator in the name of political neutrality boycotts all such important occasions where he is most likely to be invited, he runs the chances of creating alienation between him and the local personalities in the District.

Participation in interests outside his official duties involve more than attending social functions. In large towns, where there are associations such as St. John Ambulance Association, Debating Societies, Junior Reading Club, Historical Society, Adult Literacy

Classes, the involvement of the administrator by his concrete interest would surely impress the community and would probably win their admiration or affection. Such concrete interests in the community's social affairs gives the people the feeling that their Administrative Officer identifies himself with the community. The reaction of the community to an administrator who is continually neglecting everything else outside his official duties is not likely to be as favourable as that of the administrator who combines his official duties with some outside activities. Through outside activities, an Administrative Officer not only learns a lot about the community and their priority needs for change but also learns to motivate the citizens towards his official objectives for the community.

VI. INVOLVING THE CITIZENS IN THE PLANNING STAGE

A. Informing the People

To involve the local authorities as well as the people in the planning stage is a strategy that may prove effective for motivating their participation in economic and social development. Definitely, it is not strategic for the Governments of Nigeria to spend much time, money and energy on formulating plans for economic development without large proportions of the population getting a faint idea about these efforts. This gives rise to the prevailing situation in which the Governments are preoccupied with the ambition of fulfilling the objectives of their Development Plans while the mass of people trudge the path of old ways. And so they do not know in what ways they can contribute their quota towards the achievement of their Governments' objectives.

Northern Nigeria is still predominantly agricultural and is likely to continue to be so for very many years in spite of all the efforts of industrialization. A significant proportion, £5,205,100 out of the £98,803,494 for capital requirements of the 1962-68 Development Plan is devoted to Agricultural expansion of the Northern Region. ¹ But many of the farmers in the Region are not

1. Government of Northern Nigeria - Development Plan 1962-68
Ministry of Economic Planning, Kaduna.
Printed by the Government Printer, Kaduna. 1962. p. 91

aware of the great efforts that are being made towards modernizing the agricultural system. There is every likelihood that when the farmers are made aware they will be more likely to open their minds to accept some of the aspects of modernization. This can be done through the arrangement of visits of farmers to government model farms such as Osara, Samaru and Kafin Soli.

Mobile cinemas showing films on the progress made in agricultural modernization and other economic progress should be sent round to rural areas. Films depicting the use of simple but efficient farm implements are likely to influence the farmers to accept their use. Farmers should be made to see by example what the government means by its insistence on increased productivity. Farmers should be induced to use more efficient implements instead of the hoe and the cutlass. A simple plough has been adopted in the northern part of the Northern Region but it is taking some time to spread southwards.

It is very difficult to expect the citizenry to participate when they do not know what great efforts the Government is making and what objectives are expected. The Governments should not only rely on informing the people of what they are trying to achieve for the people but also should try to involve the people in the Development Plans.

Development is not an abstract thing that the people cannot understand. Almost everyone knows the difference between two meals a day and three meals a day. Parents understand the importance of being assured of jobs for their children when they graduate from school. Economic development is not so difficult to understand and participate in by the mass of the people as constitutional development. Yet as far back as 1950, the people were involved in the constitutional process of the country.

The Administrative Officer, as the chief organ of change in a District, is responsible for overseeing all that goes on in the District. It is mainly through the various councils that official information about government objectives are passed on to the people. It may be agriculture, commerce or health, the Administrative Officer plays an important role as an overseer and a catalyst. This is achieved mainly through his advisory role to the councils on all subjects.

B. A Constitutional Precedent

The Government of Northern Nigeria can arouse the interest of the people for economic and social development as was done for the whole country from 1949 to 1951 for its political and constitutional development. Interest was aroused mainly by involving the people in the evolutionary stage of the constitutional revision which came to be called the Macpherson Constitution. During the preparatory stage to set up a Select Committee of the then Legislative Council to review the Richards Constitution of 1946, the Chief Secretary of Nigeria, Mr. Foot (later Sir Hugh Foot) proposed the various ways in which the people could be involved and their opinions sought. In his speech about setting up a Select Committee he made these crucial remarks.

"There is some inclination to believe that all that is necessary is to send a Committee like Moses on the Mountain and that all they need to do is to watch and pray - pray that the Committee will in due course return from the clouds with the perfect constitution that will last forever, written on tablets of stone. No one can hand over his responsibility in this matter to others. Every Nigerian has a stake in his own country and it is for him by means of village meetings and divisional meetings throughout the country and through the organizations of which he is a member to make his view known." 2

The Chief Secretary hit on a strategy which later proved to

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2. Speech of the Chief Secretary, Legislative Council Debate, March 11, 1949, p. 320. Quoted in Ezera, Kalo: Constitutional Development in Nigeria, Cambridge University Press, 1960. p. 106

be of prodigious advantage. It aroused the political participation of people who were erstwhile unaware of any constitutional or political rights. It is doubtful if there would have been such response had the strategy not been adopted. The Select Committee which included all the Nigerian members of the Legislative Council and who were to study the procedure for reviewing the Richards Constitution unanimously recommended that the Chief Secretary's suggestions be adopted.

Although most village inhabitants, at that time, could understand little of constitutional matters, yet Village Meetings were made the base for discussion of the revision of the constitution. This was to permit democracy to function at the grassroots. There was much preparatory publicity as political leaders toured the various parts of the country explaining constitutional matters to the people. At the Village Meetings, there was actually no discussion of constitutional questions, as such, but they served as the lowest electoral base for election of representatives to the District Meetings. Most villages elected retired workers, school teachers, and literate and outspoken members of their communities to represent them in the District Meetings.

The District Meetings, in turn, elected representatives to take part in a larger conference embracing all the Districts of a

Division. It was at this Divisional Conference that constitutional issues began to be introduced to the people for their opinions. The Divisional Officer (Administrative Officer) played the important role of explaining these issues mainly concerning the Divisions. The Divisional Conference elected representatives to the Provincial Conference.

At the Provincial Conference broader constitutional issues were discussed. Constitutional issues concerning the whole Province were considered. The Native Authorities in each Province participated in the Provincial Conference. These were the functions of the Conference. First, they had to give preliminary consideration to the constitutional issues discussed by the Divisional Conference. Secondly, the Provincial Conference had to elect some representatives to the Regional Conference.

The Regional Conferences were each composed of all the members of the Regional House in that Region, in addition to the representatives elected by the Provincial Conference of that Region. One of the functions was to give further consideration to the question of constitutional advance after studying the opinions expressed in the Provincial Conferences. Each Regional Conference had to elect three of its members as representatives in a small Drafting Committee on the Constitutional Proposals. In

addition, the Regional Conferences sent representatives in greater numbers to the General Conference.

There was a Lagos and Colony Conference which was a semi-Region by itself. It also sent representatives to the General Conference.

The Drafting Committee did the spade work of setting out the draft recommendations for constitutional changes based on the views of the Regional and Lagos-Colony Conferences.

The General Conference had the functions of studying the recommendations of the Drafting Committee. It suggested changes or amendments in the Richards Constitution. The General Conference was in no way a supreme or final body. It submitted its recommended constitutional reforms for debate in the Regional Houses and the Legislative Council.

One important factor regarding the involvement of the people was the carefully prepared guide in the form of questions by which the various levels of conferences worked. These questions were the brainwork of the Chief Secretary, Sir Hugh Foot. They dealt with specific aspects of the Constitution and the specific hierarchy in the political organization of the country. As regards towns, for example, it was asked whether any of them should be given the right of direct representation in the Legislative Council as Lagos

and Calabar were represented then, or whether they should be represented in the Regional House. There was the question, for example, of regional differences. It was asked whether the new Constitution should be uniform in all the Regions or whether each Region should be given freedom to decide on modifications to suit its peculiar needs. These are only two examples of how the people were given directions to guide them in a new development in their constitution. ³

3. Ezera, Kalu - Ibid pp. 106-107

C. Effects of Involving the People

The lesson of this political and constitutional precedent is that by careful guidance, ideas can be put into the minds of the people. This precedent of involving the citizens at the planning or evolutionary stage of a constitution had the effect of creating participation of the people at the functioning stage of the new constitution. The whole country was aroused politically with the formation of political parties, tribal societies and religious associations, all endeavouring to participate in the first elections held to promulgate the new constitution. This was made possible mainly by the way the evolution of the Macpherson Constitution was publicized and the people made to participate in its development.

One of the benefits of the strategy was that it made the people conscious for the first time of the meaning of constitutional development and its importance to them. Another benefit was that it helped to lay the groundwork for democratic process in the modern form. This has probably contributed largely to the attachment of Nigeria to democracy. The mass of the people were given the opportunity to speak their minds. They continue to take advantage of such a right.

If people could be made politically conscious by such strategy

as the peoples' involvement in the evolutionary stage of constitution, why can't such a strategy of involving the people at the planning stage be adopted for economic and social development? The 1962-68 Development Plan is in its fourth year and yet very many citizens in the rural areas have not heard about it. Although there are government campaigns for public savings to provide funds for the capital to carry out the Development projects, yet many people don't understand how their little savings given as loans to the government could be of importance. Many people do not understand how the government which could tax and print or mint money at will could be asking them for loans. Many people are simply apathetic about what the government is doing.

Perhaps such ignorance and apathy will not be so prevalent

"if the planning body can induce an awareness of need for change and these include various means of propaganda for the dissemination of information about the proposed development, explanation through posters, films, public address equipment of the need for a change; and the use of community development officers whose personal approach to the individual is so essential. Wherever possible, the taxpayer should be an active participant in selecting the projects which are to be undertaken in the community. In this way he will feel that he is obtaining the maximum benefit from his contributions and the project is one of benefit to him personally." 4

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4. Campbell, M.J. - Report of the Conference on Attitudes in Development - Planning in Local Government.
Institute of Administration, Zaria, N.Nigeria, in Corporation with G.S.P.I.A., University of Pittsburgh.

Definitely, it will be an effective strategy to involve the citizens in the planning stage of the Five Year Plans. Involving the citizens along similar lines as those adopted in the constitutional precedent elaborated above, is an effective approach to motivating participation.

D. A Proposal for a Planning Experiment

There should be two sets of planning at the lowest levels which may have to be co-ordinated but not necessarily integrated. The first set of planning should be an informal plan for Community Development. The Community Development Plan should be a programme for voluntary self-help by all the levels of local government areas in the Region.

At the base is the village where there should be a Village Community Development Body. It should be the avenue by which the village community meets to discuss what they can plan to do for themselves by voluntary self-help in the next period of two or five years. It should also elect representatives to the next level, the District Community Development Body. The traditional leaders in the village, the village councillors and the village school-master, should be the moving spirit of the Village Community Development Body.

The District Community Development Body should plan the communal efforts for the villages and towns of the District as an entity. The Body should elect representatives to the Divisional Community Development Body.

The Divisional Community Development Body should plan the communal self-help projects within a Division. This may be the

highest Community Development Body. The essence of community development is self-help and the planning body must be within the area. The Divisional Body may not follow strictly the official boundary lines. This is because it is sometimes possible to have a better and more coherent area for community development formed from sections of contiguous Divisions than one formed within a Division.

Community development projects are springing up in many parts of 'Southern' Nigeria. Several areas have combined to build roads by communal self-help. Ogori in Kabba Province of the Northern Region has combined with Lampese in Auchi Province, Mid-West Region, in building a road through communal self-help. In many parts of the Northern Region where communal self-help is lacking, an Administrative Officer can play a great part. He can give the people of his District the idea of communal self-help. He can prod the councillors to urge the community to do something through self-help.

The second set of planning bodies should be sponsored by the Government of the Region or by each Provincial Administration. These planning bodies should be able to suggest to the Regional Government what they feel should be the priorities for development. They should be capable of indicating what part of the priorities

their levels of government can finance. They would only be voicing their opinions, as the final Development Plan is the prerogative of the Government, which can take a more comprehensive view of things than the planning bodies. The planning bodies would also be making known their choices from alternative the Government presents to them.

The base for the involvement of the people should be in the District Planning Body. This should include the District Council Members, representatives of Village Councils and other notable people in the District mainly for the purpose of the plan. The Government should provide alternative projects from which the Body can make its choice for the District. The District Planning Body should deal mainly with economic and social needs of the District. It should discuss ways to urge people to desire change.

Above the District Planning Body, there should be a Divisional Planning Body for the Division. It should have representatives of the District Planning Body and some members of the Divisional Council. One of the functions of the Divisional Planning Body would be to pull together the opinions of the District Planning Bodies. From these opinions, the Body would be aided in making a comprehensive plan for the whole Division. This plan should include all the projects which the Division has to carry out by itself, as well as those in which the Division expects the other levels to participate.

The next level should be the Provincial Planning Board. The Board should be composed of representatives of the Divisional Planning Bodies, members of the Provincial Council and some officials of the Provincial Administration. Its function should be to formulate projects for the Province in the light of the resources that are likely to be available and projects supported by the Divisional Planning Bodies. The Board should also try to find ways by which Divisions could co-operate to limit costs in some of their projects.

On top of the Provincial Planning Board, there should be a Regional Planning Committee. It should be composed of representatives of the Provincial Planning Boards, representatives of both Houses, Officials of the Ministry of Economic Planning and the Northern Regional Development Corporation. At this level, there should be a clear-cut division of the development projects into Regional Government-sponsored projects, Regional Government and Local Government-sponsored projects and Local Government-sponsored projects. It would be the Regional Planning Committee that would eliminate superfluous projects. But it could allow a project to be financed locally if a particular local government body felt strongly about its cancellation. It would also try to recommend projects that could be jointly sponsored by two or more local

government bodies. An agricultural project, for example, could be jointly sponsored by Ilorin and Niger Provinces.

For the purpose of this thesis, the Regional Planning Committee is a logical level to stop in this proposal for a planning experiment. But involvement of the people in the planning stage could be extended to the national level just as the evolution of the Macpherson constitution was in 1949-50.

Such citizen-involvement at the planning stages has these prospects. First, significant spadework would be performed for the Five Year Plan what emerges later. A great deal of publicity would be done by involving leaders of communities in the planning stages. This would have the likely effect of eliciting a favourable response to the Plan that finally emerges. At least, most people who participate at the planning stage are likely to show an interest in making the Plan work. The citizens' participation would put the whole nation in the mood of economic and social development just as the 50's were known to be years of political progress in Nigeria. The benefit of 1949-50 involvement of the people is still tremendous. Many Nigerians are very conscious now of the need to participate in the government of their country. Similarly, the involvement of the people at the planning stages is likely to kill the apathy that is so prevalent among them as re-

gards economic development and social change.

This proposal for an experiment in the planning stage could be sponsored by the Regional Government or the Provincial Administration. In either case, the success of it would depend mainly on the leadership of the Administrative Officers in the Native Authorities and the Provincial Administrations. The officers would be the 'overseers' of the various planning bodies within their areas. During the experiment with the evolution of the Macpherson constitution, administrators played a significant role of overseeing various levels of constitutional meetings. They explained the issues to the people. Now Northern Nigerian Administrative Officers would do the same in involving the people in the planning stage if the proposal is adopted. It would be an effective strategy for motivating the Native Authorities and the people to participate in development.

CHAPTER VII

ADDITIONAL STRATEGIES

A. Combating Vested Interests

An Administrative Officer has an important role to play in the organization of the various planning bodies. To establish citizens' planning bodies requires his administrative leadership, just as he guides the people to discuss relevant matters in local councils. Without his guidance, many councillors tend to squabble over unimportant projects which strike the selfish interests of some local leaders.

There are other problems which an officer is likely to encounter in his District no matter how much he tries to show administrative leadership, effectiveness in local affairs and participation in communal efforts.

First, there are some local personalities who are antagonistic to outsiders coming to their locality. Probably such local characters are jealous of an outside agent of change coming to do for their localities what they, themselves, cannot do. This group of people criticizes the agent of change, highlighting any of his mistakes to the community. An Administrative Officer keeps on his

guard for such people in his District. He scouts for them and tries to win them to his side. If he fails to win them over to his side, he plans a strategy to combat their opposition to his efforts in the locality.

A common strategy adopted by many officers to combat such opposition is to cultivate friendship with the opposite type of personalities. This means winning the support of the local people who are pleased with strangers, particularly, the agents of change. These groups of people who are pleased with strangers are generally people who have travelled and seen places outside. They are usually the local business people, the teachers and particularly the headmasters, local authority personnel and also parents who have their children away from home either attending schools or learning some trade or working.

These groups of people are generally happy to help agents of change from outside. They appreciate the efforts of people coming to devote their time for the uplift of their community. Opposition from the jealous people is likely to be pitched against the acceptance of the appreciative type of people. These two sets of people usually argue things out among themselves in the councils and other community gatherings. Consequently, the Administrative Officer is left alone to continue the performance of his duties for the community.

An Administrative Officer always tries to have vocal people in his District to support his programmes and suggestions. Whenever he fails to have such vocal people it is then that his programmes and suggestions are in trouble. They are either rejected in the council, or altered drastically. Sometimes, they are accepted apathetically. Most programmes which are accepted apathetically usually have the fate of becoming dead letters when the initiator has left the scene.

A second problem which an Administrative Officer is usually faced with, is local opposition to his programmes by people who fear that the administrative programmes will involve a downward change in their status or economic welfare within the community. An example of such opposition is the case of the local dignitary who opposes the development administrative project of moving the town market to a new site with more open space for expansion. But this local dignitary makes much money because the market is near his house.

The Officer who, in the name of better planning for the town, recommends the plan to set up the town's market in a more open space is unknowingly courting the local dignitary's opposition. His opposition is due mainly to the economic effects he will suffer because his Krola booth will no longer be the beehive of the

market people who want to quench their thirst. Replanning the town's market takes away his quick money-making business from him. This will affect his status in the community. Technically, he is not opposed to economic and social development per se, but he is definitely opposed to any development that will upset his status quo in the community.

Sometimes opposition from vested interests is on a much larger scale, such as from a whole community. An example which readily comes to mind is the case of Village M which opposes Village O in carrying out a development project in the form of a road to Village L. The construction is being carried out by command effort and token help from the Native Authority. The proposed road is to pass through the communal land of Village M.

The Administrative Officer of the area supports this project. He is the co-ordinator of projects, and adjudicator of disputes. But he is unable to understand the reason for the opposition and the threat to resort to traditional inter-village feuds by Village M. The issue involved the vested interests of Village M. The people of the village have enough land to spare, yet they opposed the use of their land for the road. The real reason for their opposition is the fear that the new road will create two rival routes. These two routes link the divisional headquarters to the

great market town of the area.

Formerly, there has been only one direct route from the Divisional headquarters to the great market town. This route passes through Village M but bypasses Village O by three miles. The economic benefits of this motor road to Village M have always been tremendous. Motorists stopped to pick up passengers from Village M to the market and to the Divisional headquarters and from there to the village. Passengers in 'mammy wagons' stop to buy fresh fruits and other farm products which Village M has to sell. These economic benefits Village M feels very sensitive of losing by the rivalry of another route.

At times, vested interests play a great part in creating peoples' opposition to development projects. It is, therefore, incumbent on Administrative Officers who aim at motivating participation of people for development to understand the reasons for their opposition. In the two examples cited, an Administrative Officer who hopes for maximum effectiveness in the performance of his duties studies the reasons for such opposition. After he has found out the reasons, he develops a strategy for combating such opposition.

In the case of the local dignitary with his Krola booth which caused his opposition to shifting the site of the market, he

could be given the opportunity to purchase an equivalent strategic position in the new market. This alleviates his opposition. In the case of Village M, the people could be promised that the route from the Divisional headquarters through Village M would continue to be the main route recognized by the Government. An effective administrator uses such palliative strategy to offset opposition to development.

An effective Administrative Officer makes strategic action his modus operandi in the performance of his duties. He knows that without strategy his efforts materialize in his routine duties and not in the dynamic task of creating incentive for development among the local people and the Native Authority.

B. Tours of Development Projects

In regard to the creation of incentive for development among the local authorities, an Administrative Officer does not find the task too difficult. This is because most local authorities are committed to the economic and social development of their communities. The main problem is that these local authorities sometimes lack the knowledge of what should be the priorities of change in the community. Furthermore, some do not know what are the procedures for achieving such priorities when they have been determined. This is the time

when the Administrative Officer has an advantage over the Native Authority and the local people. His superior training gives him the advantage of being able to advise the Native Authority on their priorities. Furthermore, he brings objectivity into the formulation of policies and the making of decisions regarding the choice of priorities for development.

The Administrative Officer achieves this through his advisory role to the various councils in the District. In the councils, he suggests the priorities of development which he feels are most opportune to be undertaken. During his touring duties, he meets and discusses with sub-District and Village Heads as well as other community leaders.

In addition, he receives requests in his office from various leaders of local organizations as to what they expect the government to do for them. In his tours, he receives delegations of village communities asking for one amenity or the other such as an extension of a village school or the provision of a dispensary or a maternity centre. In spite of the council system, many local people - particularly the people in the villages - believe strongly that the Administrative Officer is the only person who initiates all programmes in the District. That is why they prefer to put their requests to him rather than to their councillors.

Another possible strategy for creating incentive among the local authorities and the people is through the promotion of healthy rivalry between local authorities and people of contiguous Districts. This is being done in the Region by the administrative arrangement of visits of local authority and personnel to the Regional Capital, Kaduna and to Districts which have development projects to exhibit as examples to visitors. The Administrative Officer has the duty of urging the local authority in his District to catch up with or outstrip their rivals. Most local authorities are 'patriotic' enough not to allow contiguous areas to outstrip them in development.

Sometimes the inertia of local authorities towards development is mainly due to their ignorance of what others are doing. Therefore, it is very necessary for all local authorities to plan official visits not only to the Regional Capital, Kaduna, but also to other parts of the Region. Happily, the Regional Government is using this strategy of visits extensively to motivate local authorities and citizens to participate in the economic and social change that is taking place in the Region. Every year some members of local authorities and their officials are selected to tour part of the Region. The British Council also provide funds for the tours of local government areas in Britain by Northern Nigeria local

government people - councillors and officials.

It is encouraging that in such overseas tours, the women-folk of the Region are not neglected. Women leaders and potential leaders (such as women in training colleges) have been guests of the British Council in Britain. These tours have the effect of broadening the experiences of such tourists. The advantage is that it gives the people the opportunity of seeing what other societies have done in the way of development. The opportunity throws the tourists the challenge to try to do the same in their own communities.

An Administrative Officer realizes that it is difficult for someone who has not had the experience of seeing what development projects can mean to an area to understand fully the importance of the efforts for economic and social change. That is why he is always pleased to arrange official tours for the people of his District whenever the opportunity exists. That is why he encourages visits by villagers to the District headquarters.

The Regional Government also encourages Annual Farm Festivals all over the Region. This is to encourage farmers to increase their production of food and cash crops. It instills a healthy spirit of rivalry among farmers. After each festival one hears farmers determining to produce the biggest crop (yam, ear of corn, cassava)

ever for the next festival. This rivalry encourages many farmers to adopt some of the modern techniques recommended by the Ministry of Agriculture. In one District, the Administrative Officer virtually campaigns through councillors for the village farmers to take part in the Farm Festival. This is an opportunity for the village farmers in the District to come to the headquarters to see the best products of other farmers.

C. Eliciting Co-operation of Religious Leaders

One elusive problem in Northern Nigeria is the contentment of many people - the masses - with whatever status they have in life. Such contentment does not promote motivation for economic and social development. In what ways can the Administrative Officer as the chief agent of change create a spirit for continuous betterment of life among the people instead of their sheer contentment with their status in life?

When it comes to such a point as the attitude of the people, this borders on religious beliefs. The spirit of contentment is what the main religion preaches. Everything, particularly in a person's economic and social station, is believed to be the dictation of Allah which no human being can change. There is an advantage in this kind of belief; it promotes political stability which in turn is favourable to economic and social change. But it leads

people to underestimate the extent to which human beings are the creators of their own well-being.

An Administrative Officer is not usually on firm ground when it comes to religious beliefs or attitudes based on them. This is true when he does not profess the same faith as the local people of the District where he is located. When he is of the same faith as the local people, they may regard him as unorthodox, or as a person who has debased his religious faith by worldly achievements and too much Western education.

In Northern Nigeria, the chief Imam of an area still has an important influence over most adherents of Islam. Thus, an Administrative Officer, in establishing his personal relationship outside his official duties, should not neglect the Imam. He is a force to reckon with when it comes to the task of persuading people to change their ways. But most Imams are impossible to convince when it comes to the practice of going on pilgrimage to Mecca. They are not willing to dissuade adherents from going to the Holy Land on economic grounds.

People who have the means are enjoined by the Holy Koran to go on pilgrimage at least once in their life-time. But, in Northern Nigeria, going to Mecca and Medina has become almost a status symbol so that even people who have not the means to reach Khartoum in the

A survey of Northern Nigeria will reveal a fantastic number of humble citizens who are building up savings from their humble occupations. These savings are not for building modern homes for their family, nor to send their sons and daughters to school. But they are meant for pilgrimage to the Holy Land for religious supplication.

Behind the religious reasons however, there is also the social importance of the title, Alhaji, earned by pilgrims. This makes going on pilgrimage the first priority of many Moslems who have built up some savings. Perhaps it could be argued that the social importance of the title makes most Alhajis struggle more to improve their status and prestige in their communities through more efforts in their respective occupations and professions.

The people who need to be dissuaded are those who spend everything they have on the pilgrimage and get stranded and never return or return broke. The Administrative Officer needs the support of religious leaders to change the desire of such people from pilgrimage to development projects such as investing in a transport business or manufacturing business. He also needs their support to change some of the unorthodox beliefs and behaviours of the people, which they have incorporated into their religion.

The Premier of the Region in his public speeches has stressed

that the teachings of Islam required hard work to build a new and better society. As he is the epitome of a political leader to most people, including religious leaders, it is hoped that they will heed his words. Perhaps it will then be easier for an Administrative Officer to motivate the people through the co-operation of religious leaders.

This is not an easy task. An Administrative Officer, through personal contact, may be able to persuade some citizens to put off going on pilgrimage when he is convinced that it will result in insolvency for them. But no Imam or religious leader has agreed to dissuade any potential pilgrim from such an ambition, no matter how ill-equipped the potential pilgrim is. Many administrative practitioners have expressed their doubts on finding an effective strategy to use to make religious leaders co-operate to dissuade people who barely have the means from going to the Holy Land on pilgrimage.

It is hoped that, with more enlightenment, people will know what is required of them in both religious and economic spheres, so that religious fervour and practices no longer jeopardize economic development. The Administrative Officer should take every opportunity to reinforce the idea that religious beliefs should motivate public service and development.

D. Team Spirit

One other strategy which the Administrative Officer adopts in his District is to build up a team spirit among the officials of the Native Authority. To work as a lone wolf in the District is not an effective way to achieve the maximum payoff for one's efforts. Thus, the assistance of a team is a necessity. An officer should heed this observation.

"So often the carefully selected African who has undergone a course of training at the capital or some instructional centre, where he himself - on posting to a locality which has no notion of what he is striving to attain - is quite unable single-handed to convey that vision. Here is where a team can be of inestimable service, 'breaking up the ground' before the individual sower of the seed can effectively get to work, and stimulating and understanding, at least, if not appreciation of what he will aim to achieve." ²

There are differences in the potentialities of an Administrative Officer with all the power and awe of the Regional Government behind him and an official of the Native Authority who is picked for training for the benefit of the District. The latter finds it more difficult to introduce changes which are the product of his vision.

2. Roupp, Philips (ed) op. cit. pp. 233-239

This is because, like a prophet, he is not recognized in his own home, and secondly he finds local prejudices insurmountable because he has lived with them all his life. An effective Administrative Officer brings such a local official into his working team so that he can realize fully his potentialities. The fact of his training puts him in a group of people who are devoted to effecting a change for his community. In any community, there are always "individuals who are prepared to take up a new idea and give it a trial, to adapt themselves if necessary to make alterations in their way of life, even move to new parts of the country." ³ With this point in mind an Administrative Officer as an 'agent of change' can rest assured that his efforts at the local level will elicit favourable response from some people who are always ready to experiment with progressive change. There are such people present in any society.

Summary.

The strategies analysed in this thesis concern not only the Administrative Officer but also the Regional Administration. It is the function of the Regional Administration to carry out the first

3. Arensberg, Conrad N. and Niehoff, Arthur H. Introducing Social Change - A Manual for Americans Overseas, Aldine Publishing Company, Chicago, 1964.
p.220

two strategies while the Administrative Officer has to carry out the rest.

The first strategy is that the Regional Administration should make it a clear-cut policy to send 'freshmen' Administrative Officers to the Provinces in their original posting. This, however, is not meant to preclude posting experienced officers to the Provinces.

The second strategy is that the Regional Administration should declare an optimum period of two to three years assignment in one location before an officer is transferred. There is a general conviction that an officer, as an agent of change, needs sufficient time to know the area and its problems, to understand the people and to initiate projects which will start to fructify before he is due for transfer.

An officer on getting to a District has to establish rapport with the Native Authority and the people. To achieve this, he must win their confidence. Under this strategy of establishing rapport, a pertinent question - political commitment or neutrality - is discussed. By winning the confidence of the people, particularly the Native Authority and the local officials, the officer makes his suggestions attractive and easily acceptable.

Another closely related strategy for an effective administrator is the establishment of administrative leadership in the District.

One way is by exhibiting the capacity to master diverse subjects such as health education, survey and taxation. An officer who fails to establish leadership will be neglected and his advice will not be sought. In such a situation, he is incapable of motivating the people.

The motivational strategies involve using such methods as persuasion and compensatory rewards or inducements instead of force and command. The officer also uses unofficial or private contacts with the people.

There is the proposal of a strategy of involving the people at the planning stage. The idea is based on the precedent of involving Nigerians in the evolutionary process of the Macpherson Constitution.

Additional strategies for motivating participation include ways of combating vested interests and eliciting the co-operation of religious leaders. It includes arranging tours for leading citizens in the community to see development projects in other places. Finally, the officer must work with a team he creates. He must not be a lone wolf.

An intensive use of these strategies by Administrative Officers will help to motivate participation in development at the local level.

Economic development will no longer be the task of the Regional and Federal Governments alone. The local authorities and the people will co-operate when they are motivated to participate.

APPENDIX I

From Northern Nigeria Local Government Year Book 1965, pp. 36-37

Table 9
Grades of Native Treasuries
As at 1st January, 1965

Province and		Province and	
Native Treasury	Grade	Native Treasury	Grade
Adamawa		Bornu	
Adamawa	B(i)	Bedde	A(i)
Muri	C(ii)	Biu	B(i)
Numan	C(ii)	Bornu	A(i)
Bauchi		Fika	A(i)
Bauchi-Das	A(i)	Dikwa	A(i)
Gombe	A(ii)	Ilorin	
Jama'are	B(i)	Borgu	B(i)
Katagum	A(i)	Ilorin	A(ii)
Misau	A(ii)	Lafiagi	B(ii)
Ningi	B(ii)	Pategi	B(ii)
Tangale-Waja	C(i)	Kabba	
Bemue		Igala	A(i)
Idoma	C(i)	Igbirra	B(ii)
Keffi	C(ii)	Kabba	C(i)
Lafia	B(i)	Kwara	C(ii)
Nasarawa	C(i)	Yagba	B(i)
Tiv	B(i)	Kano	
Wukari	C(i)	Gumel	A(i)

Province and Native Treasury	Grade	Province and Native Treasury	Grade
Hadejia	A(i)	Lowland	C(i)
Kano	*	Pankshin	C(ii)
Kazaure	A(i)	Wase	B(i)
Katsina		Yergam Resettlement	B(i)
Daura	A(i)	Sardauna	
Katsina	A(i)	Chamba	C(ii)
Niger		Gashaka-Mambilla	C(i)
Abuja	A(i)	Gwoza	C(i)
Agai	B(ii)	Mubi	C(ii)
Bida	A(i)	United Hills	C(ii)
Gwari	C(i)	Sokoto	
Kamuku	B(i)	Argungu	A(i)
Kontagora	B(i)	Gwandu	C(i)
Lapai	B(i)	Sokoto	A(i)
Zuru	B(i)	Yawuri	B(i)
Plateau		Zaria	
Akwanga	B(i)	Jema'a	B(ii)
Jos	C(i)	Zaria	B(i)
Kanam	C(ii)		

Key

Grade A(i)	Estimates sound	C(i)	Estimates sound
A(ii)	Estimates unsound	C(ii)	Estimates unsound
B(i)	Estimates sound		
B(ii)	Estimates unsound		

* Special relation with Ministry for Local Government since the Muffet Commission.

APPENDIX II

Administrative Strategy for Motivating Participation in
Development at the Local Level in Northern Nigeria.

Questionnaire for Northern Nigerian Administrative Officers.

Time Period of Assignment

How long have you been an Administrative Officer?

How long have you served in the Regional Capital?

How long have you served in the Provinces?

What has been your longest period in one location?

What has been your shortest period in one location?

What do you consider the optimum period of stay
in one location to be able to give the best service?

Where do you think a 'freshman' Administrative
Officer should start his administrative career? (Mark X)

In the Regional Capital (Kaduna)

In the Provinces

Please comment on your above choice:

Duties

The following is a list of administrative duties. Please
rank them in order of importance in your assignment (and
possibly the percentage of your time taken).

advise local authority	.....
direct and guide routine government functions	.....
act as liaison between Local Authority and Regional Government	.....
making contacts with citizens in your district	.....
actually implementing a development project	.....

Hindrance to Development

1. How would you evaluate these problems of economic and social development in your District or any one that you have recently served? (critical; serious; not serious; none at all).

Loss of Local Administrative Officers to Regional Government	.....
Lack of understanding of Regional Government's goals for Development at the Local Level	.....
Lack of co-operation of Local Authority with the Regional Government	.....
Lack of understanding by citizens of the Regional Government goals for Development	.....
Lack of motivation on the part of the citizens	.....
Opposition to Development efforts from vested interests	.....

Political opposition to Regional Government

efforts

Sheer indifference on the part of the

citizens

2. What types of Federal and Regional Development projects exist in your District or the one you have recently served?

In what ways does the Local Authority participate in these Development projects?

Evaluate the 'Enthusiasm' of the Local Authority for these Development projects (great; satisfactory; little; none)

Evaluate the 'Enthusiasm' or interests of citizens of your District or one you have recently served in these Development projects. (great;, satisfactory; little; none)

Project in District

Indicate the Development Projects that are taking place or are planned by the Local Authority in your District or the District that you have recently served

Comment on problems, if any, facing the Local Authority in
operating these Development projects.

Citizens' Participation in Development

The citizens in your District, or the one in which you have served
understand the Federal, Regional and Local Governments Plans for
Development. (Please Mark X)

Fully	To a considerable	Partially	Very little	Not at
100%	extent (75%)	50%	25%	all
.....

How much Community Development (development which is voluntary
and carried out by the citizens) exists in your District or the one
you have recently served? (very good; good; satisfactory;
negligible; none)

What are the Community Development Projects going on in your
District or one you have just served?

What are the cultural habits (religious or traditional customs)
inhibiting Community Development in your District or the one you
have recently served?

Techniques

1. What is your evaluation of these techniques for bringing

information on development to the citizens and the Local Authority of your District or the one you have recently served? (very effective; effective; scarcely effective; not effective)

Education (Adults and Children)
 Government propaganda
 Political leaders' speeches
 Administrative Officers' contacts
 with citizens
 Citizens' involvement in the planning
 stage of development

2. How practical and effective do you consider this suggestion that Development Plans particularly affecting local districts should start like the Macpherson Constitution with a discussion at all levels of government in order to arouse the enthusiasm and participation of Local Authorities and Citizens? (very practical; practical; hardly practical; not practical)

(likely to be very effective; likely to be effective; hardly likely to be effective; likely to be ineffective)

An Administrative Officer's Relationships

How necessary is an Administrative Officer's close personal relationship to the Local Authority to enable him perform his duties effectively and with least problems? (very necessary; necessary; hardly necessary; not necessary)

An Administrative Officer is most likely to perform his duties smoothly (without problems of obstruction, non-cooperation, etc.) in your District or the one you have recently served, if:

He is politically committed to the party in power

He is politically neutral

Personal comments or suggestions

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