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## Regionalising Africa Development Administration through New Partnership for Africa's Development (NEPAD): Any Effect on the Nigeria's Human Resource Development?

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### ABSTRACT

The paper focuses on effectiveness of New Partnership for Africa's Development (NEPAD) as a regional development administration initiatives in Africa. The development indexes of most African countries indicate that they require partnership for growth and development. However, there is various previous partnership experiences among African nations, but in reality there are little to show in term of performance. To gain from the opportunity avails by the globalization, African leaders decided to initiate NEPAD as homegrown regional development administration programme. Depending on the available secondary data, the paper examines how far the initiative achieves its objectives. One of the implementation strategies is to prioritise the sectors, which improving human resource development is among. Hence, the paper examines the effect of NEPAD implementation in Nigeria on the parameters indicated in the document for improving human resource development. The finding shows that the strategy performed poorly in Nigeria. Therefore, for the strategies to positively perform, the reorientation of leaders, stable democracy, and improving ease of doing business are recommended.

**Keywords:** Development administration, Development strategy, Human resource development, Partnership

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### 1. INTRODUCTION

The end of the cold war changes the entire international system. It was not only the inter-state or international interactions that were affected, but also the mode of conducting relations and the objectives of states activity. Bipolarity gives way to multi-polarity and issue of arms and defense in relations shifted to economic and social development. It is no longer military assistance for security but food and aids for security. While there was desperate effort to reach out for more allies in the past, now it is inward looking to consolidate for the maximization of gains and minimization of risk of globalization.



Sources of growth and development changed, even strategies for sustenance changed between the developed and developing nations. Policies were affected and politics of development becomes more sophisticated. The strategies and tactics of development require more careful approach and a deliberate intervening policies to position each actor or group of actors in the international system. It is an attempt to convince the global community that Africans can manage their development (Mbeki, 2001). Africa was part of the cold war activities (even if only to be an ally to gain aids and assistance) and to avoid been excluded from the current effort to ensure relevance and survival. Perhaps, decrease in all kinds of aids and unfavourable terms of trade ginger Africa and its government to have a bold initiative to be the owner of the Africa's development initiatives. Apart, the situation demands for a well-articulated plan to extract more commitment from the developed countries.

The Summit of the Organisation of African Unity (OAU) mandated the leaders of the five initiating states (Algeria, Egypt, Nigeria, Senegal and South Africa) to prepare NEPAD strategic framework document, which was adopted at the 37th Summit of the OAU in July 2001. The four major objectives of NEPAD are to promote sustainable growth and development, eliminate poverty, promote empowerment of women, and integration of Africa in the world economy. Part of its responsibility is to coordinate the programmes and projects, mobilise resources and engage the global community, regional economic agencies, and all the members for effective implementation. African Union Development Agency (AUDA) takes over the management and coordination from the initial NEPAD Secretariat in the year 2010 (AUDA-NEPAD, 2022).

Therefore, the objectives of the paper are; to identify the impact of the previous initiatives on the Africa's development; to examine the effectiveness of NEPAD as an enhanced regional development administration initiative; to determine the effect of NEPAD on Nigeria's human resource development as prioritized sector; and identifying the factors militating against the initiative.

## **2. CONCEPTUAL CLARIFICATION**

### **Development Administration**

Development administration as a branch of public administration emerges shortly after the end of Second World War, though, Goswami first coined the term, George Gant, was regarded as the father of development administration for giving the term prominence. Nevertheless, Edward Wiedner was the first to conceptualise development administration (Ghosh, 2021). The development administration as a field, practice and policy concerns the administrative patterns and behaviour in transiting countries. It entails formulating set of guidelines essential to facilitate the transition process and path, basically from rural, agricultural, peasant life, to urban, and industrialised nations.(Najjar, 1974).

Development administrations are those organized efforts initiate to implement programmes or projects planned to achieve development objectives (Riggs, 1971). The key purpose of development administration is to encourage and assist in defining programmes of social and economic progress. As a public apparatus, it facilitates achieving national social and economic objectives. Hence, entailing the four Ps; Policies, Programmes, Projects and Purposes (Ghosh, 2021).



Therefore, regardless of the numerous arguments about the concept of development administration in the literature, two perspectives are discernible; first, is the administration of development, which refers to the administration of development programmes, the methods used by large-scale organizations, usually the governments, to implement policies and plans designed to meet their developmental objectives. Second, is the development of administration, this by implication involves the strengthening of administrative capabilities of those involved in development goals and objectives (Riggs, 1970). The essential elements or features of development administration include: action and goal orientation, socio-economic change, client orientation, commitment, devotion and dedication, progressivism, time orientation, ecological orientation, planned and co-ordinated efforts, participation-oriented, responsiveness, creativity and innovativeness, and change in orientation (Duke & Etim, 2019)

The development administration as an administrative instrument can be employed in three interrelated contexts: political context, economic context, and the social context. The political context refers to the bureaucratic process that facilitates or stimulates the achievement of socio-economic progress with the aid of the bureaucrats' expertise (Ohemeng, 2018). On the other hand, the economic context emphasises rise in per capita income, while the social context deals with improvement in the well-being of the people, which in the final analysis is the ultimate goal of development.

Development administration is an outcome of comparative public administration because it is concerned about the application of the theories of public administration in differing context of development or underdevelopment regardless of ethnic, cultural, historical, religious, linguistic, or racial backgrounds (Humaira, 2019). Comparative public administration seeks to study and compare administrative systems in developed as well as developing nations. Development is the centre of politics of the Third World countries in which the governments play a key role in national development through its administrative authority to achieve national development task by formulating, organizing and implementing large-scale action programmes (Chandler & Plano, 1980). Having recognized the importance of Public Administration as an important mechanism in this development process, the instrument of development administration is employed to handle these complex activities of the government.

The role and application of development administration in developed and developing countries differs significantly due to the differences that exist economically, politically, and socially. Thus, the instrumentation of development administration was introduced in the 1960s to strengthen the administrative systems of newly-independent nations (Anyebe, 2017). Development administration has become more relevant today than when it emerged due to its efficacy as one of the perspectives from which scholars can understand the issue of underdevelopment in developing countries of Africa, and what can be done to address the issue. However, development administration has been critiqued for not delivering on its purpose in some developing countries. The administrative system is highly elitist and imitational, rather than indigenous to the society; it has increased state bureaucratic control over individual human beings, which are inconsistent with the liberal democratic values; and an undue concentration of authority at the senior executive levels in the ministries in the developing nations which chips away at the initiative and the drive of the personnel working in the field (Anyebe, 2017).



### 3. NEPAD

The whole issue about NEPAD is development. Development is not static, it changes and will continue as long as living is adjudged to be worthwhile. For instance, if one is asking questions on what has been happening to poverty, unemployment and inequality, indirectly one is asking about the country's development (Todaro: 1975). It is the optimization of the nature and human resources of a nation, for the fostering of political unity, for the efficient production and distribution of goods and services and for the efficient management of the social and economic wellbeing of the people. (Bashorun: 2000). Furthermore, any development strategy must be capable of reversing poorly planned, poorly executed, inefficient social services, poor industrial base, monoculture economy, rampant disease, poor health services, poor infrastructure, inadequate food production and new technological capacity. To Curle, (1970) there must be provision of safety, sufficiency, satisfaction to stimulate and generate development.

This opinion is in concord with Shogbon (2000) four fundamental factors that can provide economic growth and development: population, natural resources, capital formation (internal and foreign) and technology. Odiagbe (2001) added that, development must not only be measured by the Gross Domestic Product (GDP), the accumulation of wealth, and ratio of its distribution, but more significant is the impact of such wealth on the lives of the people. It is all human efforts deliberate or otherwise towards effecting positive or beneficial change in the society. One of such efforts or strategies as postulated earlier is NEPAD.

NEPAD can be described as an intervening strategy to reverse variety of both internal and external determinants, including the issue of leadership and ownership hindering previous effort at executing regional Africans development programme (Chobal, 2002). NEPAD can also be seen as a process. Thus, it is starting point, not a product, an all-embracing idea, incorporating best practices. It facilitates major resource flows, both aid and foreign direct investment development partnership and embracing of good governance in Africa (Waal, 2002). The process involves not only Africa leaders but also the entire Africans. Like any other process it is a long-term project requiring consistent commitment (Whelan, 2002). It is a document that sensitizes Africans on the Africa's predicament and mobilises them for accelerated development to reduce regional marginalisation (Document, paragraph 55).

Another perspective is to describe NEPAD as a policy system for development. It recommends lot of actions to be carried out by the participating states. NEPAD document therefore, serves as a policy guide in planning and implementing activities. It is a local initiative and a planned programme for Africa to own its development for accelerated recovery from poverty and conflict (Whelan, 2002). NEPAD is an embodiment of Africa's vision of development, namely poverty eradication, equality, peace and security, democracy and good governance and active participation in the world economy. It is a coalition approach to problem solving, at least at planning or policy formulation level in which all participants pull resources together to plan and possibly to implement and manage.



On a more critical perspective, it is an over ambitious vision loaded with many objectives competing for meagre resources. To this extent, it is not a short-term programme. It is African in planning but supposed to be foreign in terms of resources and implementation. Availability of resources will determine its success but this depends on the donor's interest at stake. Generally, it is a renewed partnership between the beneficiaries (Africa) and the donors (western countries). Hence, it is an independent strategy for African nation's performance appraisal.

### **3.1 Previous Experiences**

As adduced earlier, all the issues in NEPAD revolve around development. For it to achieve these golden objectives there is the need to assess the previous failed experiences. Africa generally and Nigeria in particular as a developing nation is not new in development activities. These interventional activities were at the national, bilateral and multilateral levels in partnership with western donor countries. The recent activities include, proposing regional economic integration through adoption of Lagos plans of action in 1997. Also, Abuja Treaty of 1991 proposing and establishing African Economic Community spreading over 34 years. At sub-regional level, West Africa sub regional integration is being facilitated through adoption of West Africa Monetary Union. The previous initiatives that facilitate the idea of NEPAD are millennium partnership for Africa's Recovery Programme (MAP) propagated by Thabo Mbeki, of South Africa. Abdoulaye Wade of Senegal propagated OMEGA plan for Africa recovery, regional infrastructure, and educational projects. Also, compact for development spearheaded by Amoako, the Executive Secretary of the UN Economic Commission for Africa. (WAAL: 2002). Also, we have Development Assistant Committee (DAC) of the OECD'S 1996 report, 1997 UK government's white paper, and World Bank's comprehensive development framework on development co-operation between the less developed countries and their developed counterpart. In addition, Lome convention and Cotonou convention of June 2000 propagated development through partnership.

At national level, apart from the fact that Nigeria formulated 1<sup>st</sup> National development plan 1970-1974, second National development plan and third National development plan, Nigeria as an African country initiated lot of development activity. Some of them were incorporated together while some were specific policy and programmes. For instance, between 1972 and 1999 Nigeria had about 14 different policies and projects (Idachaba, 2000). Other specific development activity in Nigeria include indigenization programme by Gowon administration; Operation Feed the Nation, Universal Primary Education and new Universal Basic Education. Privitisation and Commercialization by Obasanjo administration, Green Revolution by Shagari administration, Structural Adjustment Programme by Babangida administration are part of previous development administrative initiatives in Nigeria.

What far have they performed? Odiagbe (2001) paints the gloomy failure of Africa effort in general and Nigeria in particular that necessitate NEPAD as follow; 614 million people are living in the 48 countries of the world classified as least developed countries (LDCS). 34 out of the 48 of the world LDCS are Africa. They are poor by per capital income and human development with their present economic growth, one of them will graduate by 2015 and 8 by 2050. With globalization, they still found it difficult attracting private and foreign capital inflow. Nigeria "the giant of Africa" in 1993, out of 174 countries of the world ranked 137<sup>th</sup> with human development index of 0.4000.



### 3.2 NEPAD Experience

It must be emphasized that some of the elements of development incorporated in the NEPAD's document one way or the other exist either in previous national development programmes or multilateral development initiatives; hence, it is the harmonization of previous initiatives with stronger implementation initiatives. For instance, MAP concerns new ways of doing business, OMEGA plan prescribes investment in infrastructure, while ECA's compact document with little support from the major donors depends on self-reliance.

The conception of NEPAD by African leaders incorporates most developmental components. This is evident in the goals and programmes of action, which also features prominently in most of the previous initiatives. Africa intends to achieve the following outcomes from NEPAD implementation; eradication of poverty and gender equality, sustaining economic growth and development, increasing employment opportunities, fostering Africa integration; diversifying the economic base; maintaining peace and security by preventing conflict, enhanced participation and international competitiveness. The prescribed strategies for achieving this initiative include; prescribing condition for sustainable development, prioritizing sectors and resources mobilization. The prioritized sectors are infrastructure including roads, airports, seaports, railways, communication, energy facilities etc. Also, human resource development is another sector to be improved through poverty reduction, accelerated education programme, stemming brain drain syndrome and improving health facility. Other sectors include agriculture, environmental management, science and technology and cultural development.

Resources mobilization is another strategy necessary for the successful implementation of the programme. To achieve sustainable development, 7 percent annual growth is required to reduce by half, Africa's poverty level in 2015. Also US\$ 64 billion is required annually to ameliorate resources inadequacy. These resources will come largely from outside. Domestic source includes national savings by individual and firms, enhanced tax system and reducing public expenditure. The foreign source includes debt relief, private capital flow, market access and aids (NEPAD Document, 2001). While it is easier to propagate this idea at home, a lot needs to be done to remove the obstacles to the realization of previous attempts, before foreign resource inflow can be guaranteed.

Is anything novel about NEPAD? As opined earlier, development initiatives are not new in Africa neither is partnership in development a novelty. But what is new in this initiative is its enhanced approach. It differs from the previous in approach and strategy based on the following features; the partnership is based on Africa ownership. It is not imposed but a programme designed by Africans for themselves, based on careful identification of Africa's need for development. Most previous partnership initiatives were foreign in design, perhaps not adequately addressing the African predicament. Also, the partnership emphasized a committed donor-recipient relationship to enhance mutual coordination in assessment of plans, strategies and review of activities.

Moreover, the partnership have inbuilt accountability system. For instance, there is Africa Peer Review to monitor and eradicate unacceptable practices, though, its effectiveness still remains debatable, despite prescribing joint review between the donor and recipient. The partnership adopts best practices as its principles. This used to be part of the donor conditionality to any recipient of foreign aid to extract commitment from both parties.



Moreover, this is not just partnership but a beneficiary-donor recipient relationship with long-term objectives, to ensure continuity and derived benefit for sustainable development.

#### **4. NEPAD EFFECTS ON HUMAN RESOURCE DEVELOPMENT IN NIGERIA**

The focus of the initiative is to depart from previous strategies with the strong zeal for policy and programme higher performances. However, to determine the impact of the initiative, we need to evaluate the strategies performances. One of the strategies recommended for achieving the initiative's objectives is prioritising sectors, and one of them is improving the human resources development. Thus, how effective is the impact of NEPAD on the human resources development in Nigeria. The document prescribes four determining areas to improve, namely; poverty reduction, reversing brain drain, accelerating educational growth, and healthcare improvement. The findings deduced from relevant secondary data indicate as follow;

##### **Poverty Reduction**

According to a new World Bank report on Poverty Assessment in Nigeria, as many as 4 in 10 Nigerians live below the national poverty line. The report, which brings together the latest evidence on the profile and drivers of poverty in Nigeria shows that jobs do not translate Nigerians' hard work into an exit from poverty, as most workers are engaged in small-scale household farm and non-farm enterprises; just 17 percent of Nigerian workers hold the wage jobs best able to lift people out of poverty (World Bank, 2022). According to the 2022 Multidimensional Poverty Index Survey, Nigeria scored 0.257 which implies that poor people in Nigeria experience at least one-quarter of all possible deprivations. The survey further revealed that 63% of persons living in Nigeria (133 million people) are multi-dimensionally poor- with 65% (86 million) living in the North, and 35% (47 million) living in the South. Poor people found in the rural areas is also significantly higher (72%) than those in the urban areas (42%) (National Bureau of Statistics, 2022).

##### **Brain Drain**

With a fast-growing population of nearly 240 million people, the burden of high level unemployment further persists in Nigeria. In 2021, the youth unemployment rate was at an all-time high of 19.61% (Statista, 2022). Brain drain remains a clog in the wheel of Nigeria's sustainable development as the country is ranked 60<sup>th</sup> among countries experiencing brain drain. The country is currently experiencing a critical brain drain dilemma in which the highly-sought professionals in key sectors are leaving the country en masse in search of greener pastures which ultimately affects labour productivity. Of the 80,000 medical doctors registered with the Medical and Dental Council of Nigeria, only 35,000 doctors were practicing in Nigeria as at June, 2021 (Business Day, 2021).

##### **Accelerated Education**

The Federal Government launched the Accelerated Basic Education Programme (ABEP) in order to promote access to quality education to drastically reduce the high level of over aged and out-of-school children who are disadvantaged and marginalized. The programme was launched under the auspices of the Nigerian Educational Research and Development Council (NERDC) through funding gained from the European Union and Plan International Nigeria (Daily Trust, 2022).



According to the Commonwealth Secretariat triennial rankings report which measured youth development in 181 countries, Nigeria is ranked 161st on the 2020 Global Youth Development Index which measures the status of young people based on indicators including youth education and employment (The Punch, 2021). Nigeria continuously makes up for the highest number of out-of-school children annually. In 2021, about 10.5 million Nigerian children were unable to attend school (VOA News, 2022). By 2022, UNESCO announced that Nigeria accounted for 20 million out-of-school children, 60% of whom are girls (Alabi, 2022).

### **Improving Healthcare**

In spite of the modest improvements, Nigeria's health outcome indicators remain unacceptably high. According to the 2021 Global Health Security Index, Nigeria ranked 86<sup>th</sup> of the 195 countries with an index score of 38.0 out of 100 points. In terms of healthcare indicators such as Capacity in clinics, hospitals and healthcare centres, and the Access to healthcare, Nigeria ranked 130<sup>th</sup> out of 195 countries with scorepoints of 18.8 and 53.4 respectively (GHS Index, 2021). Although, the Nigerian National Health Act stipulates the provision of equitable access to health for every Nigerian, it ranks poorly in terms of access to healthcare and the quality of healthcare services. The situation is worse in the rural areas where there is no adequately functioning Primary Health Centres (PHCs), and there is an inadequate cost-sharing scheme due to the corrupt practices in the health sector (McKing et al, 2021). Effective Healthcare service delivery in Nigeria has been dented by a lack of infrastructure and resources. Nigeria currently has roughly 1.4 healthcare facilities per 10,000 people. Of these facilities, about 85.3% of these facilities are Primary Healthcare Facilities (PHCs), of which 28,036 are publicly owned. Most of the public-owned PHCs operated on a limited budget that is insufficient for their operational expenses. An estimated 30-40 percent of these PHCs are functional, and 40% of them have to function without access to electricity (SEforAll, 2022).

## **5. WHY THE STRATEGY'S POOR PERFORMANCES**

The findings reveal poor performance of NEPAD strategies on human resource development in Nigeria and why the performance of the NEPAD may not significantly differ from the previous initiatives. The first challenge is Africa political system: in the opinion of Chabal (2002), there are three characteristics of Africa political system; majorly informal, "retraditionalizing" and not enhancing development. Secondly, its operation does not allow for good or effective government because of its dependent on client-patron political approach. . Political accountability is measured by the fulfillment of expectation of the followers by the patrons. This system is traditional because it differs from western political system.

For patrons to sustain political legitimacy they depend on government resources that were abundant immediately after independence. They turn to fraudulent and dubious loans from western creditors. Perhaps the burden of debt gingers the leaders to look for alternative source of resources. This harbors corruption, inefficiency, lack of credibility (from western partners) and inability to exercise strong political will required by such development programmes. Another hindrance is Africa poor resource base. This is characterized by inadequate economic diversification, low level industrialization and low human development. Export is dominated by primary product with prices determined by the international market. Inadequate resources to implement the United Nations agenda for the development of Africa explain its failure (Mbeki, 2002).





The 1991-2000 economic growth indicates that Africa has \$10 billion financial gaps. 2.1 per cent economic growths to 2.8 per cent population growth (WAAL, 2002). It requires an inbuilt review mechanism to satisfy the accountability requirement. As asserted earlier, political system in Africa does not enhance accountability. It aids corrupt practices of diverting resources to personal use of the patron or political leaders. In most cases, government aid. Some of the assistance and aids meant for development were conditional. To this extent, the adequacy of the programme or policy without ownership will hinder efficiency. Furthermore, misplaced priorities impede the realization of previous attempts. Some of the previous programmes were misplaced priority, while the pressing ones were ignored, perhaps, those processes will not give room for rent. Over bloated public services is one area of misplaced priority. The worst of the factors was conflict and insecurity arising from struggle for resources, unbridled ambition and inability to equilibrate the disparity between demand and supply of resources. Ethnicity and religious crises are rampant, since they serve the purpose of the patrons to ensure political legitimacy.

The issue of peer review is not totally addressed in the NEPAD document. Not enough was prescribed concerning the independent body to carry out the review and at the same time no contractual relationship with the overseas development assistants to compel obligations. At the African level, the programme encourages exclusion of those countries without best practices or good governance. This is in the recognition of the fact that some of the African leaders are not ready to abide by 'not business as usual'. Unacceptable practices which make fraudulent loans possible threatens the hope for short and long term resources expected from foreign trade, capital inflow and outflow. In fact, activities of the multinationals or supranational are not properly addressed. This is urgent because of the effect of globalization with increase in capital flight from developing nations to developed countries.

Impact of aids and conditional aid assistance as being experienced also threaten NEPAD. As Foster and Leavy asserts each circumstance influences the modalities for aids and assistance. Budget support through programme aid when recipient policy and governance are good but project aid or aid through NGOs when not. However this is not true in most cases. As controverted by Momoh (2002) most beneficiary of the US Aid in Africa between 1988 - 2000 were all dictators, hence, more food aid went to politically nurtured countries. Also, US allies receive political to confront the dictators. This consideration is going to determine the success or otherwise of NEPAD. This goes to demonstrate the influence of nationalism and national interest in partnership. To support this, the three leading major donor US, Japan and EU reluctantly embraced the principles of enhanced partnership.

The most controversial of it is the condition for sustainable development in the document that bothers on democratic or good governance, corporate governance, and peace, stability and conflict free environment. Corporate governance has to be subjected to the politics of Africa Union. Conflict in Africa has external dimension in which corrupt leaders easily attract foreign support for legitimacy, because of resources and national interest. Attempt to gain legitimacy and recognition as determine by the western donors usually encourages electoral manipulation. Chabal views it this way "the new political dispensation has not led to a renewal of elites nor perhaps, realistically, could it.



In most Africa countries, except where power is seized by force of arms, those competing for high offices are part of a relatively narrow circle that has been at the political apex for decades" The condition like this will hinder effectively, the political will to implement the programme

Although, the demise of cold war reduces the scramble for allies, it reappears in various other forms. The partnership depends heavily on foreign resources. There is no any acceptable formula to determine the size of aids and resource inflow into respective countries. This may create opportunity for lobby and all kinds of fraudulent negotiation that may threaten, on the long run, the expected outcome of NEPAD. It is in the light of this that Chabal (2002) concludes that NEPAD is a deliberate measure on the part of the Africa elites to present reliable document that can guarantee transfer of resources to Africa, to improve human development in general.

## 6. CONCLUSION

It is certain that the new or enhanced partnership is a right initiative in a right context at the right time. But a critical examination of the previous donor-recipient relationship and analysis of the present international or globalization system reveals that Africa need to do more than planning, documentation and the informal rhetorical presentation of the initiative at any available forum. Expected outcomes as well as components are not totally different from previous attempts and the factors that enhanced failure of those efforts are not totally displaced presently. Findings on the effects of the initiative on Nigeria in respect of improving human resource development as one of the strategies also allude to the conclusion. Therefore, if the new initiative will achieve beyond the level of the previous, concerted effort must be made individually and collectively to remove these threats.

## 7. RECOMMENDATIONS

The following are recommendations that can assist in realizing the objectives of NEPAD by the African states:

1. There must be comprehensive and intensive leadership reorientation among African leaders to engender good governance, which is precondition for public policy performance.
2. Ease of doing business must be addressed, to attract foreign direct investment
3. Performance appraisal must be given priority to facilitate impactful peer review exercise.
4. There must be effort to sustain democratic stability and security for continuity in governance.

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