

# An Overview of Past National Development Plans in Nigeria (1962-1985)

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**Abstract:** - A critical review of the different eras of development plans revealed that much progress was made in terms of employment generation during the era of fixed medium-term planning in Nigeria. The average GDP growth rate was 5.1% during the First National Development Plan, 8.2% under the Second and 5.0% under the Third which individually exceed the almost 4% average in the pre-independence era. In the same vein the growth rate of capital formation (investment ratio) rose from an average of 14.1% under the First Plan to 26.7% in the Third. This far exceeded the 12.3% average for the pre-independence decade. The eras of the rolling plans and the democratic dispensation were the period unemployment became visible. The main policy lesson to be gleaned from the foregoing discussion is the fact that the worsening incidence of unemployment scenario in Nigeria cannot be entirely attributed to policy failures and ineffectiveness of the employment oriented programmes that were mainstreamed in the successive development plans but to the generality of the entire development plans. What is of fundamental importance at the moment is the adoption of sound monetary and fiscal measures and political will that will engender employment generation in Nigeria. The paper recommends a multi-sector approach to planning and implementation of public sector programmes, and harmonization of planning initiatives in order to reduce the problem associated with plan implementation.

**Keywords:** National, Development plan, Growth rate, Nigeria.

## I. INTRODUCTION

The problem of economic and social progress has been a major concern of many nations in both the developed and developing countries of the world. Thus, different nations adopt varied strategies in achieving economic and social progress (Omuta and Onokerhoraye, 1995). Development planning has been a consistent phenomenon in Nigeria since 1946. The Nigerian government has aspired to achieve development through the use of various types of plans, namely short term (Annual budget), medium and long term plans. The National Economic Empowerment and Development Strategy (NEEDS) which is the country's poverty reduction strategy paper (PRSP) is the latest in the history of medium term plans for the country and promises to surmount some of the problems that marred the success of previous plans (Marcellus, 2009).

The Nigerian pre-independent economy was essentially a dependent colonial economy, a surrogate of the

British economy (Yesufu, 1996). The outputs of the country were wholly primary products and mainly agricultural. These included Cotton, Groundnut, Rubber, Palm Oil, Tin, Columbite and Coal. The bulk of these were exported to Britain while the country with its vast land area and teeming population provided a virile market for British goods. Planning exercises in Nigeria bear strong relationship to changes in the political structure of the country and to consequential changes in the planning machinery. The planning process consists of different frameworks namely perspective plan framework, medium-term planning framework and strategic planning framework or programming (Ayoola, 2018). The perspective plan takes a long-term view of the agricultural sector, ten years or more, while the medium-term plans take shorter horizons of the four or five years in most cases. On the other hand, strategic planning framework involves design and formulation of programmes and projects to be implemented in meeting the plan or policy objectives.

In Nigeria, agricultural planning is generally subsumed in the microeconomic planning of the country. The first attempt at the development planning for the country was the 'Ten-Year-Plan of Development and Welfare for Nigeria (1945-1955)' introduced at the instance of colonial office in London in 1945. This was launched as a result of the need to rehabilitate the British metropolitan industries after the Second World War (Ayoola, 2018). The aim of this plan was to strengthen the colonial raw material base, namely groundnut, soybeans, palm kernel, cocoa among others (Ayoola, 2018). The plan has been criticized as being no plan at all. Indeed, it was more of a 'regulatory' plan with welfare ingredients than a development oriented plan. In other words, the plan did not identify the aspirations of the people. Following Richardson constitution in 1954, and with the division of Nigeria into four regions, (Northern, Eastern, Southern and Western regions), the Second Development Plan (1955-1960) was introduced. This was as a consequence of the visit and advice of the World Bank Officers to Nigeria in 1954. Each region was to prepare its own development plan and there was to be a 'federal plan'. No effort was however made at coordinating, integrating the regional plans with the Federal plan. Moreover, there was competition between the regions such that there was enormous duplication of projects

and programmes. The plan fell short of the standards of true perspective planning in that no conscious attempt seem to have been made to accelerate economic growth by laying down national goals and objectives (Yesufu, 1996).

## II. DEVELOPMENT PLANNING: CONCEPTUAL ISSUES

Development simply implies improvement or to become more advanced, more mature, more complete, more organized, more transformed etc. According to Rodney (1972), development simply implies increased skills and capacity, greater freedom, creativity, self-discipline, responsibility and material wellbeing. Todaro (1982) sees development as a multi-dimensional process but gives a definition that it is often considered as the other extreme of emphasis from that of Rodney. He described development as a multi-dimensional process involving the re-organization and re-orientation of the entire economic and social system. This involves in addition to improvement of income and output, radical changes in institutional, social, and administrative structures as well as in popular attitudes, customs and belief (Todaro, 1982). Todaro's definition gives the meaning, which the concept of development assumes whenever it is discussed in relation to countries. Development at this level of conceptualization is often understood in terms of economic development. This does not only signify economic development but as Todaro notes above, it equally implies improving the social, administrative, political, as well as people's cultural attitudes and beliefs that are anti-progress. According to Ibezim (1999) economic development does not only involve physical and financial progress but also improvement in the political and social aspects in the society.

However, this conceptualization has some serious implications for a holistic approach to development planning in developing countries. It promotes the idea and practice of equating development planning with economic planning as the economy is usually regarded as the bedrock for a nation's development. Understood this way, development planning implies deliberate control and direction of the economy by a central authority for the purpose of achieving definite targets and objectives within a specified period of time (Jhingian, 2005). But emphasis on purely economic factors in development planning has not been successful in achieving development in the economic sector talk less of the overall national development in developing countries. In such countries it is noted that the essence of planning is to increase the rate of economic development by increasing the rate of capital formation through raising the levels of income, saving and investment. (Jhingian 2005)

Development planning comprehensively involves predetermining a nation's visions, missions, policies and programmes in all facets of life such as social, human, political, environmental, technological factors etc. and the means of achieving them. Economic visions and programmes cannot be realized without looking at developmental issues holistically, which entails improvement in all human endeavors. In this sense, development surpasses the economic

criteria often measured by economic growth indices and must be conceived of as a multi-dimensional process involving changes in inelastic social structures, destructive popular attitudes and ineffective national institutions as well as the plan for economic growth. Development planning presupposes a formally pre-determined rather than a sporadic action towards achieving specific developmental results. More importantly, it entails direction and control towards achieving planned targets.

## III. HISTORY AND TREND IN DEVELOPMENT PLANNING IN NIGERIA (1962-1985)

Both the regional and Federal Governments in the newly independent Nigeria recognized the need to demonstrate initiative in tackling the country economic problems (Usoro, 1983). The first step towards the realization of this objective was the setting up of the National Economic Council (NEC) in 1958 which was charged with the responsibility of achievement and maintenance of the highest possible rate of increase in the standard of living through Development Planning. Development Planning in Nigeria can be classified under three eras. These are the Era of Fixed Medium-Term Planning (1962-1985), the Era of Rolling Plan (1990-1998), and the New Democratic Dispensation (1999 till date). The Era of Fixed Medium-Term Plan (1962-1985) witnessed four successful plans in Nigeria (Okojie, 2002). The first National Development Plan was introduced in 1962.

### 3.1 The First National Development Plan (1962-1968)

The plan had a proposed capital expenditure of €676.800 million or ₦2, 132 million (Obiekeze and Obi, 2004) Fifty percent of the expenditure which was however to emanate from foreign sources, either in form of firm private investment or direct foreign assistance to the Government. Out of total capital expenditure €143.317 (about 21%) was to go to transportation, €101.74 million (about 15%) to electricity, €91.760 million (about 14%) to primary production, and €69.763 million (about 10%) to education. Other sectors received relatively lower shares (Table 1). The implementation of the plan, however reveal a case of serious under-fulfilment of target (Yesufu, 1966). Public sector capital expenditure under-fulfilment stood at an average of 20.7% at the end of the plan period. More disturbing however is the fact that under-fulfilment in capital expenditure was more pronounced in those sectors that have more direct bearing on the welfare of the citizens. While in areas of public administration such as information judiciary and general administration for example recorded over-fulfilment, under-fulfilment was 34.6% in Education, 63.3% in communication, 42.8% in primary production and 56.3% in health. For the Federal Government, under-fulfilment in water supply was 63.1% (compared to a 31.8% over-fulfilment in the Northern region) and in health a staggering 7.11%. The plan was abruptly terminated in 1967 following the Nigerian Civil War. The years (1967-1970) therefore constitute a vacuum in the planning process.

There are many factors that accounted for the measurable ‘failure’ of the plan vis- a-vis the objectives. First and most importantly, the dependency of the plan on the foreign allies for 50% its capital expenditure was both a misnomer and contrary to its stated objective. This was noted by Usoro (1983) who stated that the attainment of political independence in 1960 did not in the Nigerian case imply an immediate or sudden change in the management of the country’s economy despite the expectations created by the nationalism of the colonial area. Other factors that constituted draw backs to the accomplishment of the plan objectives

include the fact that: local authorities were not separately brought into the process of the conception and implementation of the plan, the different ministries hardly acknowledge the coordinating role of the ministry of economic development. However, considering the limitations in terms of resources, planning experience and administration capacity, the plan was on balance, measurably successful and a number of important projects such as the Kainji dam, the Niger Bridge, the first oil refinery and a number of roads and industries were completed during the planning period.

Table 1: Public Capital Expenditure Performance under the First National Development Plan

S/N	Sector	Estimate( €m)	Actual €m	Change %	% of Estimate to Total
1	Primary production	91.760	52.531	-42.3	0.14
2	Trade & Industry	90.269	47.537	-47.3	0.13
3	Electricity	101.740	80.686	-20.7	0.15
4	Transport	143.817	121.101	-15.8	0.21
5	Communications	30.000	11.042	-63.2	0.40
6	Water	24.268	24.747	20.0	0.04
7	Health	17.076	7.460	-56.3	0.03
8	Education	69.763	54.654	-34.6	0.10
9	Town & country planning	41.746	10.630	-53.0	0.06
10	Co-operative & Social Welfare	8.662	3.722	-50.0	0.01
11	Information	3.662	4.680	27.7	0.01
12	Judiciary	0.564	1.247	29.4	0.01
13	General Administration	48.098	103.567	115.3	0.07
14	Financial Obligations	3.000	12.883	230.3	0.01
Total		676.00	536.499	-30.7	0.00

Source: Derived From Second National Development Plan (1970-74; Yesufu (1996).

### 3.2 The Second National Development Plan (1970-1974)

This was launched against the background of the need to remove the war effects. It is typified by the adoption of the three ‘Rs’- rehabilitation, reconciliation, and reconstruction. In terms of social goals, the plan aimed at the building of ‘a united, strong and self-reliant nation’, a great dynamic economy, a just and egalitarian society and a free and democratic society (Ayoola, 2018). In particular regard to agriculture, it is the first document to provide for the sectors’ development on the concurrent legislative list, which thereby made it a joint responsibility of the State and Federal Government. The original estimated amount for the plan was ₦2 billion. This was later revised to ₦3.3 billion. Actual expenditure however was ₦2.2 billion, over 10% increase in the original estimate (Egonmwan and Ibodje, 2001). With a single exception, every Government was able to implement well over 50% of the enlarged capital programme while three Governments achieved about 100% financial fulfilment (Yesufu, 1996). The economy generally speaking recorded substantial overall growth. Growth rates of GDP was 18.4%

for 1971-1972, 7.3% for 1972-1973, 9.5% for 1973-1974 and 9.7% for 1974-1975. (Table 2). According to Yesufu, (1996), the drastic fall of GDP, about 7% in absolute terms in 1972-1973 was a result of the drastic fall in agricultural production occasioned by drought.

Such impressive overall growth rates (unmatched ever since was attributed however to the post-war reconstruction programme of the Federal Government and the emergence of the early fortunes of crude oil production and sales (Yesufu 19996). Thus, the plan period witnessed a structured change in the economy as revealed in the emergence of crude oil as a major contributor to GNP and the growing dominance of building and construction as an item of capital formation. The contributions of agriculture and manufacturing fell below expectations due to difficulties in getting feasibility studies completed on time, scarcity of willing and competent technical partners and infrastructural constraints. Other sector of the economy however, maintained their relative GDP positions (Table 3).

In terms of welfare of the citizens, there was a massive rise in primary school enrolment by 28.6% from 3.5 million in 1970 to 4.5 million in 1973 representing an average growth rate of 9%. Secondly enrolment virtually doubled from 343,000 in 1970-71 to about 649,000 in 1973-1974. This when compared with a national population growth rate of 2.6%-3% represented a positive gain. However average growth rate of educational investment during the plan period was 6.8% reflecting a drop in the equality of education (since the growth rate of enrolment exceed the growth in educational facilities). The picture in terms of food production was however gloomy. The agricultural sector witnessed a negative total average growth of 0.4% as compared to a total population growth rate of 8-9%. There was however, improvement in intercity communication systems, even though that had little welfare effect on the average citizen (Yesufu, 1996).

In terms of fiscal policy, there was reasonable economic and price stability witnessed during the plan period.

Inflation fell from 12.8% in 1971/1972 to 9.0% in 1973/1974 due to the following factors such as a post-Adebo wage freeze, import liberalization, price control, rent control through Government's edicts and special rent tribunals. It was indeed an era state-regulated economy. On the monetary side, credit guidelines of the Central Bank of Nigeria led to the achievement of the following: maintenance of confidence in the Nigerian currency, support for increasing levels of agricultural and industrial output, as well as supplementing Government's revenues and provision of deficit finance. Several institutions were established during this plan period notably: The Central Planning Office, the Joint Planning Board, the National Economic Advisory Council, the Nigerian Agricultural Bank, the Nigerian National Oil Corporation, and the National Electric Power Authority amongst others. In sum, the Second National Development Plan was a watershed in the economic planning history of the country.

Table 2: Percentage Distribution of GDP by Sectors 1970/71 (At Constant 1974-75 Prices)

S/N	Sector	1970-71	1971-72	1972-73	1973-74	1974-75	Average
1	Agriculture	36.0	32.0	27.9	24.0	23.4	28.7
2	Mining & Quarrying	33.1	39.3	43.4	45.1	45.4	41.3
3	Manufacturing & Craft	5.9	4.1	4.8	4.8	4.7	4.9
4	Electricity & Water	0.3	0.3	0.1	0.4	0.4	0.4
5	Building & Construction	3.5	4.1	4.7	5.4	5.7	4.7
6	Distribution	9.1	8.1	7.4	6.9	6.7	7.6
7	Transport & Communication	1.8	1.9	2.1	2.1	2.3	2.1
8	General Government	6.3	5.5	4.6	5.8	6.3	5.7
9	Education	2.7	2.6	2.5	2.3	2.6	2.5
10	Health	0.8	0.6	0.8	0.8	0.9	0.8
11	Other Services	1.4	1.4	1.4	1.5	1.5	1.5
	Total	100.00	100.00	100.00	100.00	100.00	

Source: Third National Development Plan 1975-1980 (Yesufu, 1996).

Table 3: Comparative GDP Growth Rate (%) At Constant 1974-75 Prices (1971-1975)

S/N	Sector	1971-72	1972-73	1973-74	1974-75	Average
1	Agriculture	5.2	-6.3	-3.2	3.9	-0.1
2	Mining & Quarrying	40.4	18.4	13.9	10.5	20.8
3	Manufacturing & Craft	3.1	23.9	9.9	9.2	11.5
4	Electricity & Water	20.6	18.8	22.6	12.9	18.7
5	Building & Construction	41.2	23.2	25.3	15.6	26.3
6	Distribution	6.2	-2.7	3.2	6.7	3.35
7	Transport & Communication	21.8	23.0	8.0	16.8	17.4
8	General Government	3.8	-10.3	38.6	18.0	12.4
9	Education	15.0	2.0	3.4	20.4	10.2
10	Health	3.3	24.4	19.1	20.2	16.8
11	Other Services	13.8	13.8	13.7	9.4	12.7
	Total	18.4	7.3	9.5	9.7	11.2

Source: Third National Development Plan 1975-1980 (Yesufu, 1996).



### 3.3 The Third National Development Plan (1975-1980)

This was essentially a continuation of the development process and policies begun in the preceding plan. Comprehensive list of approved projects highlighting the physical targets as well as associated financial allocations was prepared and 'efforts were made to identify the sectors with direct effect on welfare of the citizen i.e. housing, water supplies, health facilities, education, rural electrification and community development'. The aim was that by the end of the plan period, every Nigerian should experience "definite improvement in his overall welfare" (Yesufu, 1996). The specific short-term objectives of the plan include: increase in per capita income, reduction in the level of unemployment, increase in the supply of high level manpower as well as diversification of the economy.

The estimated capital expenditure under the plan was ₦30 billion (over thirteen times the actual expenditure under the preceding plan) (Osifo-Whiskey, 1987). Shortly after the launching of the plan however, certain events of considerable national importance made a review of the plan inevitable. These included the change of Government in July 1975, the creation of new States in February 1976 and the decline in the level of oil production and its price during the 1975/1976 fiscal year. With the change of Government in July, 1975 came also a reappraisal of the nation's priorities so as to make them reflect more adequately the philosophy of the 'new military administration'. Greater emphasis was placed on water supply, health, agriculture and cooperative. These by their very nature have a direct bearing on the welfare of the common man as against prestigious projects of doubtful social relevance. The creation of seven new States in February 1976 and the decision to move the Federal Capital to Abuja made the original plan grossly inadequate. To be able to function, the new States needed infrastructural facilities. These meant increased capital expenditure to accommodate the essential requirements of the new State and Capital. The Federal Capital Territory Abuja was voted ₦500 million during the plan implementation period (Osifo-Whiskey, 1987).

The major source of finance for the plan was based on oil earnings. The industry however began to suffer substantial decline in production and posted price. The crude oil output fell from a peak of 2.3 million barrels per day in October 1974 to 1.5 million barrels per day on May 1975, while the posted price also fell from \$14.661 to \$12.633 in April 1975 (Yesufu 1999). This unexpected sudden development coming just after the launching of the plan had serious implications for plan implementation and invariably called for a realistic review. On account of the above contradicting factors, following the Federal Military Government directive in October 1975, the plan was reviewed and the revised normal capital expenditure stood at ₦43.314 billion (an increase of above 43%) (Osifo-Whiskey, 1987). The Shagari administration later extended the life span of the

plan to December 1980 in line with the structure of the changed fiscal year (from January to December instead of March to April each year).

The performance ratio of the plan was 68%. In other words, ₦29.43 billion was actually spent instead of the proposed ₦43.31 billion. The plan however performed well by reference to its expected results at current prices. Although the absolute level of the GDP fell short of forecast by ₦409.5 million, the recorded growth rate at current prices was higher than the plan range of 8.5% (Table 4). Again, the mining sectors contribution to GDP came to about 21% below forecast, the sector remained the dominant sector. The total value of exports stood at ₦6, 742.5 million (about 81% of plan forecast) while import value was ₦5, 125.5 million against the ₦3, 061.8 million that was planned (an excess of about 67.4%). Out of a projected figure of ₦5, 295.9 million only ₦1, 271.5 million or 24% was realized as the balance on merchandise trade. A deficit of ₦219.9 million was recorded.

In terms of effect on the standard of living, total expenditure on agriculture with its allied sub-sector amounted to only ₦2.1 billion or 7.1% of total capital expenditure, while health accounted for only 2%. Housing accounted for 4.1%. Using constant prices (1977-1978) the GDP growth rate fell below the projected growth rate while agriculture stagnated (Table 5). The Table also revealed that GDP at 1977-1978 factor cost had a negative growth rate in 1975-1976; (Usoro, 1983). The highest growth rate was recorded for 1976-1980 (Tables 4 and 5). This was attributed to the usual scramble in the last year of a plan for releases of funds ahead of performances. To sustain ongoing projects much of the releases being merely committed and not utilized until later (Yesufu, 1996) In all, there were wide fluctuations in the annual growth rate of GDP (Tables 4 and 5) which could be attributed to the indifferent standards of implementation by the various State Governments, bureaucratic bottleneck even at Federal level and the absence of executive capacity on the part of the Federal Government. Despite the drawbacks of the plan, the immediate achievements of the plan includes establishment of over 147 farm center in the country, completion of cement projects, the pulp and paper projects at Jebba, Calabar, petroleum refineries at Warri and Kaduna, steel plant at Ajaokuta and Aladja as well as steel rolling mills at Katsina, Jos and Oshogbo. Also over 10,000km of roads were built or rehabilitated, new airports were built, the Universal Primary Education (UPE) was launched during which period school enrolment increased. The number of Universities was also increased from 6-13 during the plan period. The performance of the Nigerian during the first two decades after independence (1962-80) was generally more impressive than in the pre-independence period. The average GDP growth rate was 5.1% during the First National Development Plan, 8.2% under the Second and 5.0% under the Third which individually exceed the almost 4% average in the pre-independence era (Table 6)

Table 4: Gross Domestic (GDP) 1975/76 -1979/80 at Current Prices

S/N	Sector	1975-76	1976-77	1977-78	1978-79	1979-80
1	Agriculture & Allied	5,730.0	6,426.4	7,473.8	7,854.2	8,425.0
2	Mining & Quarrying	4,668.4	6,767.3	7,905.0	6874.3	10,903.9
3	Manufacturing	1,170.4	1,464.3	1,555.0	2,212.9	2,746.5
4	Utilities	57.9	72.1	98.7	121.7	133.3
5	Building, Housing and Construction	2,685.9	3,616.5	6,771.7	6,282.7	7,585.2
6	Wholesale & Retail Trade	4,329.2	5,501.8	6771.7	6,282.7	7,585.2
7	Transport & Communication	673.6	852.2	1,038.2	1,277.7	1,617.0
8	Producers of Government Services	1,352.9	1,492.3	226.8	1,968.0	2,236.3
9	Other Services	658.6	733.4	859.6	1,980.1	4,219.7
	Total	21,326.9	26,956.3	31,992.0	31,120.0	40,436.3
	Annual Growth Rate (%)	14.9	26.4	18.7	-2.7	-29.9

Source: Fourth National Development Plan 1981-1985, (Yesufu, 1996).

Table 5: Gross Domestic Product (GDP) 1975/80 (At 1977-78 Factor Cost) (₦m)

S/N	Sector	1975-76	1976-77	1977-78	1978-79	1979-80
1	Agriculture & Allied	7,465.0	7,206.0	7,473.2	7,271.0	7,450.1
2	Mining & Quarrying	6,275.1	7,694.7	7,905.0	7,466.9	8,836.5
3	Manufacturing	1,532.0	1,554.5	1,555.0	1,923.8	2,076.4
4	Utilities	77.8	79.9	98.7	105.8	100.8
5	Building, Housing & Construction	2,979.6	3,625.8	4,072.2	4,684.2	5,582.5
6	Wholesale & Retail Trade	5,718.9	633.6	6,771.7	6,896.9	7,039.0
7	Transport & Communication	963.0	1,007.1	1,039.2	1,033.0	1,129.2
8	Producer of Government Services	1,612.6	1,673.0	2,216.8	2,044.3	1,895.8
9	Other Services	739.2	770.7	859.6	941.0	1,106.2
	Total	27,364.7	29,746.2	32,992.0	32,347.7	35,196.4
	Annual Growth Rate (%)	-1.3	8.7	7.5	1.1	8.8

Source: Fourth National Development Plan, (Yesufu, 1996).

Table 6: Annual Growth Rate of GDP and Investment Ratio (1963-1975)

Year	GDP (%)	Investment Ratio (%)
1963	6.7	12.6
1964	3.8	13.4
1965	5.7	15.8
1966	4.2	15.4
1971	18.4	14.8
1972	7.3	17.2
1973	9.5	19.2
1974	9.7	19.6
1975	-1.3	23.3
1976	8.7	29.7
1977	7.5	29.1
1978	1.1	25.7
1979	8.8	28.5

Source: Usoro, (1983). NB: The years 1960-62 and 1967-70 were excluded.

### 3.4 The Fourth National Development Plan (1981-1985)

The objectives of the Fourth National Development Plan were to promote economic growth and development, price stability and social equity. The general rate of increase in the price

level was to be kept below 10% while the plan was to induce an economic growth rate of 7.2% per annum and a 25% increase in per capita GDP from N427 to N525 (Okojie, 2002). Estimated capital expenditure under the plan was N70.5 billion (an increase of over 230% over the actual expenditure in the preceding plan). 56.74% (N40 billion) of this was to be borne by the Federal Government, 39.72% (N28 billion) by the State Governments and 3.5% (N2.5 billion) was to be fulfilled by Federal Capital Development Authority. 24.2% of the estimated public expenditure was to come from loans. Private sector expenditure was estimated to be N11.5 billion. The plan accorded priority status to Agriculture, then education, manpower development, infrastructure, housing and health (Okojie, 2002).

The growth rate of GDP per annum was only 1.25% (compared to 5.3%, 13.2% and 4.6% under the first three National Development Plans). Only agriculture, government services, real estate and business, and housing sector recorded positive growth rate per annum (Table 7). The percentage

distribution of GDP by sectors at 1984 constant prices is shown in Table 8. The devaluation of the naira increased the imbalance in the external trade and the external reserves stagnated and declined. While money income was falling, the cost of living was escalating corroding further the welfare of the citizen. The composite consumer index rose by 95.5%, an average increase of 23.8%. It was only in agriculture that the plan recorded some success (average annual growth rate of 3.4%). This however, fell below the plan target of 4%. Moreover, the growth rate of agriculture barely match the population growth rate such that the dream of turning the economy into a self-reliant and self-sustaining growth orientated economy never materialized. In spite of the much celebrated Green Revolution Programme, over N800 million was spent on food importation alone within 1981-84. Agriculture however came to dormancy viz-a-viz mining as a contributor to GDP. It was not possible to reduce unemployment level as many enterprises operated below capacity and some had to lay off their staff because of lack of raw material.

Table 7: Planned and Actual GDP Growth Rates by Main Economic Sectors under the Fourth NDP (1981-85) (At 1984 Constant Factor)

S/No	Sector	Growth/Annum (GRPA)	
		Planned	Actual
1	Agriculture, Livestock, Forestry, Fisheries	4.00	3.4
2	Mining & Quarrying	2.00	-0.1
3	Manufacturing	15.0	-3.8
4	Utilities (Electricity & Water	15.0	-0.3
5	Construction and Building	5.0	-1.5
6	Transportation	12.0	-1.5
7	Communication	15.0	-3.1
8	Wholesale and Retail Trade	10.0	-0.6
9	Housing (Dwelling)	8.0	1.10
10	Producers of Government Service	12.0	0.25
11	Other Services	10.0	n.a*
	GDP at Factor Cost	7.2	1.25

Source: NBS, National Account of Nigeria, 1981-1991. ( \*) =Not Available.

Table 8: Percentage Distribution of GDP by Sectors at 1984 Constant Prices

S/N	Sector	1981	1982	1983	1984	1985	Average (%)
1	Agriculture	34.7	35.8	37.7	37.8	40.3	37.3
2	Mining & Quarrying	15.3	13.7	13.8	16.1	15.6	14.9
3	Manufacturing & Craft	9.9	11.2	8.4	7.8	8.5	9.2
4	Utilities (Electricity & Water)	0.7	0.7	0.8	0.8	0.7	0.7
5	Building & Construction	4.7	3.8	3.3	3.0	1.9	3.4
6	Transport & Communication	6.4	5.1	4.7	5.6	5.0	5.4
7	Distribution	10.0	13.6	14.0	13.6	13.0	13.4
8	Hotel & Restaurants	1.1	1.0	0.9	0.8	0.7	0.9
9	Finance and Insurance	3.4	4.3	4.5	3.4	3.4	3.8
10	Real Estate & business services	0.3	0.3	0.3	0.3	0.3	0.3
11	Housing ( Dwelling)	2.6	2.6	2.8	3.0	2.8	2.8
12	Community/Social Services	1.2	1.2	1.2	1.0	0.9	1.1
13	Producers of Govt. Services	6.8	6.8	7.5	7.5	7.0	7.1
	TOTAL GDP	100.0	100.0	100.0	100.0	100.0	100.0

Source: National Accounts of Nigeria.

#### IV. CONCLUSION

Development planning in Nigerian had suffered from lack of coordination and harmonization of programmes/ policies both within the tenure of an administration and those succeeding it. In addition, experience show that this critical task which ought to draw input from critical sectors and be a bottom-up process operates in the reverse. These explain the very poor nature of plan articulation which also negatively affect implementation. The paper concluded that the bad state of social and physical infrastructure, massive unemployment, widespread poverty and insecurity of lives among others,

which successive development plans were targeted at, point to the dismal performance of development planning initiatives in Nigeria. Which is of fundamental importance at the moment is the adoption of sound monetary and fiscal measures and political will that will engender employment generation in Nigeria.

#### V. RECOMMENDATIONS

The paper recommends a multi-sector approach to planning and implementation of Public Sector Programmes and

policies. Through this, the disconnection between planners and beneficiaries can be bridged.

Harmonization of development programmes and initiatives is also seriously advocated to enable plan operate as a whole rather than isolated and scattered ideas which make implementation a herculean task.

The paper canvasses massive re-training and attitudinal re-training for the leadership and governing elites of the country. This will make them imbibe the requisite skills and traits in effective governance and it has the potential of arresting the phenomenon of poor leadership that has been confronting the country

More so, the paper advocates that the requisite Inter-ministerial/departmental and agencies coordinating machinery be strengthened for effective plan monitoring, evaluation of policies and implementation of programmes

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