

Public Sector Management in Nigeria: Setting an Effective and Efficient Pace Amid Challenges and Prognosis

by

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Abstract

Recently, there has been calls to resuscitate the machinery of Nigerian public sector administration and governance to make it conform to global standard or best practices, and in such a manner that national development can be achieved. Thus, this paper advocates a need for a result-oriented reforms in the public sector. Utilising a combination of desktop research and secondary data analysis, this study observed that certain ill-conceived reforms and personnel behaviour and practices have combined to constrain effective administration in government businesses in Nigeria and these include: poor governance, inefficiency in resource allocation or utility, inadequate revenue mobilisation and allocation, lack of continuity in policy making and implementation, poor information asymmetry, downed morale, incompetent and inadequate human skills and capacity among others. The paper therefore, recommends that to set the pace for administrative efficiency and effectiveness in the nation's public sector, certain strategies must be considered: first there must be good governance and reorientation of government, secondly the ecological analysis of national administrative machineries is necessary in order to examine their relevance and efficacy in modern public sector practice; application of market-based management principles in public service delivery should be keyed into, standard ethical behaviours must be entrenched into the public service, human development and capacity building must take precedence in any reform agenda in the public sector; procedures and standards must be redefined or reoriented, effectiveness and efficiency in resource allocation is imperative, and the application of the principles of the new public management paradigm into the public sector can be enhanced so as to facilitate effectiveness, efficiency, profitability and optimality in the public sector.

Key words: *Setting, pace, effectiveness, efficiency, public sector, management, challenges, prognosis.*

Introduction

The problem before us is a timely one owing to the understanding that public administration is the pivot or fulcrum on which effective service delivery, good governance and sustainable development revolves. Administration is central to all organised societies and their

institutions. Whether one thinks of the state or government, religious organisations, the family or community, private enterprises, or non-governmental organisations; all things that are ever done and those to be done are usually through the instrument of administration (see Simon, Smithburg & Thompson, 1950; White, 1955; Sapru, 2009; Ogwola, 2011; Sharma, Sadana & Kaur, 2012). The emphasis is that society or nation cannot be ordered or moved towards greater heights without the application of the art or science of administration in human activities. In space exploration, administration of law, laboratory experiment, field survey, solid mineral extraction, construction activity, armed combat or defence, and governance; there is always some element of administrative utility. What this means is that administration is the basis of human cooperation and by extension human development and sustainability.

In this 21st century, Nigeria's experience in public sector management shows that the country's bureaucracy is wobbling and merely striving to survive or achieve sustainability due to bad governance, declining professionalism and discipline among bureaucrats or technocrats etc. This observation lends credence to the view that Nigeria public service is all too omnibus and lacking professionalism and standard public service ethos (Ihonvbere, 2011; Abdulsalami, 2007). Inefficiency and ineffectiveness are common features in government services across Nigeria, and this should not be so. Corruption is at its peak; and prebendalism, nepotism, rentierism, and other ills have become cancerous worms predated devastatingly into the fibres of the public sector at both the individual and state levels. Bad governance has constituted itself into a dreaded monster, and unprofessional conducts had continuously spat its monstrous venoms into the fabrics of the services. This must not be allowed to continue unabated; concerted effort is required to nip these trending ills in the service at the bud. It is in recognition of this clarion call that we are propelled to do this study with the expectation to point out the danger looming ahead and therefore forecloses any further harm to our national service. This has become imperative because our present and future well-being depend on the quality of our national services; for they are responsible for the education we received, the health care services we utilised, the security we enjoyed, the social insurance we obtained, the homes we lay our heads, the science and technology we accessed, the diplomatic relations we tapped into and others too numerous to mention here. This call is most timely, and we should have every sense of duty and patriotism to fathom concrete and evidence-based solutions and what we can do to revise or assuage this profligacy characterising public administration in our country, Nigeria.

Statement of the Problem

In a functional democracy, the public sector is pivot for good governance and national development. Over the years, Nigerian governments (national, state, and local) have grappled

relentlessly with the problem of administrative inefficiency, especially in public service delivery or governance. Thus, measures upon measures have been devised to improve performance and raise the bar of efficiency in the delivery of services to the people, but all to no avail. What is constantly experienced is maladministration of one kind or the other. Despite government huge investments in public sector reforms, little is on the ground to show or justify the public expenditure. The question then is, what can the Nigerian public authority do to set the necessary pace for administrative efficiency, particularly in the public sector governance and service delivery? This paper shall attempt to proffer the relevant answers to the above question. Specifically, questions this study would like to address are: (1) what are the prerequisites for an effective public service administration in Nigeria? (2) What are the challenges confronting efficiency in public sector administration in Nigeria? (3) What is the way forward for an efficient public service administration?

Conceptual clarification

Administration: This is the force, which lays down the objective standards for which an *organisation* and its *management* strive and the broad policies under which they operate. It involves the effort undertaken to mobilise men and material towards the accomplishment of the desired outcome.

Organisation: An organisation is a combination of human beings and other materials brought together in a systematic and effective coordination in order to accomplish some desired objectives. It is also used to depict the structure of relationship characterising an institution.

Management: This is the organ that leads, guides, and directs an organization towards the accomplishment of pre-determined objectives. As such, management is often used to describe the process of planning, organising, leading, and controlling an organisation's human and material resources towards the accomplishment of desired objectives.

Public Sector: Refers to the whole gamut or fabric of services organised around the state; that is the entire state services. In the context of Nigeria, the public sector consists of the *upstream* core ministries and central agencies, including the military and paramilitary bodies. It also consists of the *downstream* sub-national governments and decentralised administrative entities such as the state, local government, and their respective agencies.

Effectiveness: An administrative system is effective if the process results in the accomplishment of declared objectives. It could also mean doing things right.

Efficiency: Efficiency is determined by optimal use of resources (inputs) to achieve maximum outputs. It is often defined as the act of doing the right thing.

Method

This paper is essentially a policy advocacy paper. It, therefore, utilises a combination of desktop research and secondary data analysis. Data for the study are sourced from both primary and secondary sources; the data collected for the study were analysed using the qualitative approach including thematic, graphical, and textual presentations and analysis.

Conceptual Framework

The figure below illustrates the relationship between the variables of the study; and also indicate how they impact each other. Each variable, as could be seen in figure 1 below, has some sets of indicators that explains the issues around which this discourse or analysis is based.

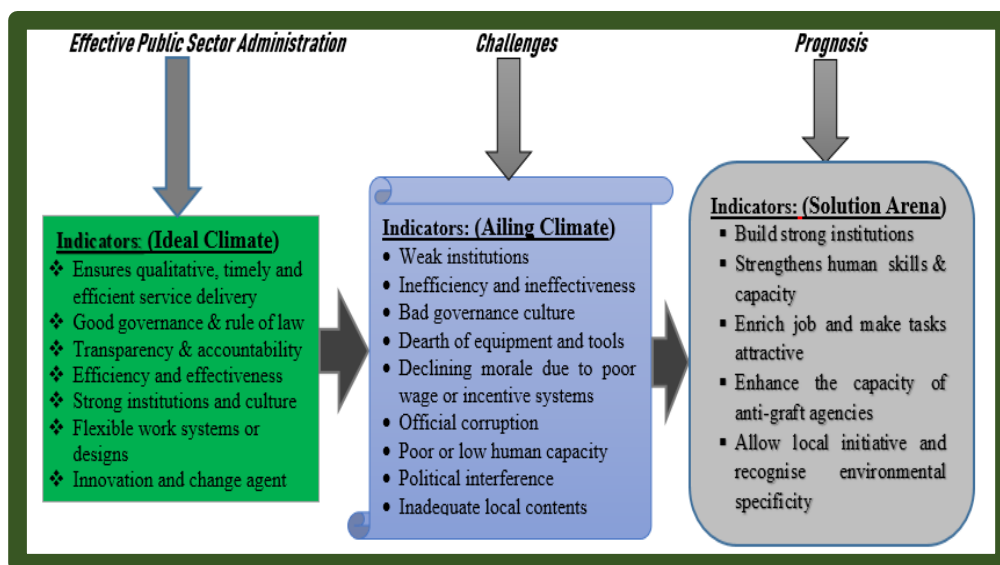


Figure 1: A model conceptual framework

Source: Authors' Generated.

Review of Related Literature

Administration

A fastidious search through extant literature shows that administration enjoys a plethora of definitions; we also observed that the concept is highly eclectic. The word 'administration' is derived from the Latin word *administere*, which means to care for or to look after people, or to manage affairs (usually that of a group, organisation, or state). Sequel to the foregoing, administration is defined as a group activity that involves cooperation and

coordination of efforts to achieve desired goals or objectives. Nevertheless, and for this analysis, we have confounded our focus to the following few postulations: “In its broadest sense, administration can be defined as the activities of group cooperating to accomplish common goals (Simon, Smithburg & Thompson, 1950). According to Nigro (1965) administration is the organisation and use of men and materials to accomplish a purpose. Furthermore, administration is the organisation and direction of human and material resources to achieve desired ends (Pfiffner & Prestus, 1960). The art of administration is the direction, coordination, and control of many persons to achieve some purpose or objective (White, 1955).

Furthermore, administration is determined action taken in pursuit of a conscious purpose. It is the systematic ordering of affairs and the calculated use of resources, aimed at making those things happen which one wants to happen and foretelling everything to the country (Marx, 1964). In addition, Apeh (2003) asserts that there must be co-ordination, direction, and supervision in such a co-operative action, which of course, might have made the co-operation successful. A cursory look at the above conceptualisations reveals that the subject-matter of administration has two main strands of idea or elements which run through its intellectual periscope. These elements are (a) cooperative effort, and (b) pursuits of common purpose or objective.

Looking at the views of administration given above, one thing we must understand and take cognizance of is that administration is an all-embracing phenomenon, as it cuts across almost all facets of human life. The simple act of a man and his wife to work together to bring up responsible children involves a form of administration (hence we may talk of family administration). Furthermore, if we take the analysis farther, that is, to the complex socio-cultural, political, and economic relationships of a given Nation-State such as Nigeria, anything ever done and those yet to be done, would have to be via administration (Ogwola, 2011, p.3).

Public Administration

Having examined the concept of administration, we would as well want to look at the subject matter of public administration; this is imperative because our topic emphasises on the public sector which falls directly within the purview of public administration. Accordingly, public administration and its conceptual underpinnings have been a subject of intense debate among scholars, practitioners, or laypersons. The different views expressed in terms of the conceptualisations of public administration are categorised into: (a) the integral or broad view and, (b) the managerial or narrow view respectively. On the integral view, the following

definitions are canvassed. According to Woodrow Wilson (1945) “public administration is detailed and systematic application of law...” Another scholar opined that public administration consists of all those operations having as their purpose the fulfilment or enforcement of public policy”. As White observed, this definition covers a multitude of operations in many fields such as in the delivery of a letter, the sale of public land, the negotiation of a treaty, the award of compensation to an injured workman, the quarantine of a sick *person* [italics our], the removal of litter from a park or refuse dumps, the manufacturing of uranium, and licensing of the use of atomic energy. It also includes military as well as civil affairs; much of the work of courts, and all the special fields of government activity including the police, education, health, and construction of public works, conservation or management of wildlife, social security, amongst others (White, 1955).

Public administration consists of getting the work of government done by coordinating the efforts of people so that they can work together to accomplish set tasks” (Pfiffner & Presthus, 1960). It is the administrative system or practice related to the operations of government whether central or local (McQueen, in Sharma, Sadana & Kaur, 2012). According to Willoughby (1927), public administration deals with the function of administering the law as declared by the legislative council and interpreted by the judicial branch of government. A Nigerian scholar, Adebayo (2000) remarked that when administration is qualified by the word public, it simply refers to administration in a particular sphere of society – the public sector. Thus, public administration is governmental administration. It is what the executive does to give effect to the laws.

On the managerial views of public administration, the following conceptualisations are documented. According to Ogwola (2011), the work of those persons engaged in the performance of managerial activities (particularly those in the executive branch of government) constitutes public administration. Still, on the managerial view, Corson and Harris (1969) see the concept as:

the decision making, planning the work to be done, formulating objectives and goals...establishing and reviewing organisation, directing and supervising employee...exercising controls and other functions performed by the government executives and supervisors. It is the action part of government; the means by which the purposes and goals of government are realised.

Seen from the lenses of the above scholars, we could decipher that the field of public administration is all-encompassing and ever evolving. Public administration is thus governmental administration; it is what the executive does to give effect to the law. It concerns

the application of the principles of management to statecraft. It focuses on the activities of the executive arm of government about what it does in the realisation of public policies. It is a vehicle, through which the society or nation is planned, organised, ordered, and developed. It is through public administration that the nation or government is facilitated. Private administration depends on public administration for direction and focus.

Good governance

Good governance is necessary for service delivery because of the values it would ingrain into national development affairs. The effectiveness of public administration has the potential to decrease corruption, accountability promotes good and ethical government; it equally promotes public investments and facilitates democracy (Umana, 2018). As enumerated by Transparency International (TI), the following are indicators of good governance:

Openness, Transparency and Accountability; Fairness and Equity in dealing with citizens; Efficient and Effective service provision; clear and transparent laws and regulations; consistency and coherence in policy formulation; respect for rule of law; and high standard of ethical behaviour (Uwhejevwe-togbolo, Egware & Ese, 2016).

Democracy involves popular representation and accountability, electoral competition and legitimacy, constitutionalism, the rule of law, and others. Therefore, an honest government should be transparent and incorruptible. Albeit, ironically, several regimes, particularly those in sub-Saharan and North Africa, South Asia and the Middle East, the Caribbean, some countries in the Pacific, and the Latin Americas are said to be highly corrupt (Transparency International, 2018). This development does support efficiency and development. To set the space for efficiency in public administration, there must be a well-tailored culture of good governance. Work should be done according to the rules or standards set by extant regulations or Acts. And evaluation must be conducted in conformity with lay down conventions or standards. Good governance, therefore, involves possessing quality leadership, devising the right strategies, plans, policies, and projects with the view to realising the aspirations of the people and keep society on the path of sustainable development (Uwhejevwe-togbolo, Egware and Ese, 2016; Waziri, 2009).

Accountability and Transparency

These two interconnected concepts or principles are very critical for achieving effectiveness in public sector administration. Let us examine what scholars have to say about them.

Accountability

The principle of accountability denotes answerability or rendering of accounts of stewardship (Olowu, 2011). Public businesses and resources are held in trust; therefore, there must be a need to render account to the public on whose behalf the trust is held. As a process, accountability involves setting objective standards for evaluating performance and in terms of how public trust is held and discharged. Deriving from popular applications, accountability is determined by three important elements: a clearly defined responsibility, a specified or marked reporting standards, and a systematised procedure for conducting evaluation, reviews, rewards, and sanctions (Olowu, 2011). It is important to note that accountability needs be enforced, particularly as it concerns human organisation. Amongst the measures for enforcing accountability include the parliament, courts, Ombudsmen or Public Complaint Commission (PCC), designated law enforcement agencies, public enlightenment campaign and through moral suasions.

Transparency

Transparency entails honesty and openness with which government operations or resources are expended (See Henry, 2009). The effectiveness of government operations, as it concerns service delivery, must conform to honesty and openness in the activities of the state or government. Critical to achieving an effective administration and effective service delivery is the nature of information asymmetry between the government and the governed (Olowu, 2011). There must be regular access to information that borders on government transactions or activities. Transparency is a function of accountability. This is possible because an open government is subject to scrutiny, assessment, and evaluation.

Public Productivity

Productivity is commonly understood to mean the ratio of output to input. It is thus defined as the effectiveness or efficiency in individual employee or organisational performance (Wehrich, Cannice & Koontz, 2008; Henry, 2009). Public productivity in this case is a function of how effective or efficient government functionaries or agencies performed in terms of inputs and outputs analysis, arising essentially from the utilisation of human and material resources. It is often determined based on effectiveness and efficiency measures. The highlight of these two is given below.

Effectiveness

Effectiveness is the successful accomplishment of declared objectives. If an individual or organisational objectives are met as expected, it is said that the individual or the organisation is effective. Also worthy of mention is another view that seems to suggest that an individual or

organisation (including any part of its units) is effective to the extent that it is “doing things right”. Perhaps this obtains where or when the individual or organisation concerned can achieve expected results with a given number of resources.

Efficiency

Efficiency on the other hand implies the accomplishment of results or ends with the least number of resources (Wehrich, Cannice & Koontz, 2008). It is the minimisation of input and maximisation of benefits. A public officer or agency is considered efficient to the extent that it achieves the stated objectives with the least expenditure of resources. In another sense, it is also defined as “doing the right thing”. According to the encyclopaedia of the social sciences, efficiency is the ratio of input to output, efforts and results, expenditure and income, cost, and benefit... (Adebayo, 2000).

Theoretical Underpinnings

This study is rooted in the three theoretical foundations: the *contribution–satisfaction equilibrium* postulated by Chester Barnard (1938) cited in Wehrich, Cannice & Koontz (2008); and the theory of *public choice* encapsulated in the new public management paradigm. While the third is the theory of *fiscal efficiency*. First, let us look at the theory of *contribution-satisfaction*. Chester Barnard reasoned that an individual who has some freedom of choice does give his contribution to those things that give him the greatest return in form of personal satisfaction. Therefore, he argues that the existence of an organisation depends on the maintenance of equilibrium between contributions and personal satisfactions. While contributions are the work of the individual, satisfactions on the other hand relates to the inducements or incentives which the individual derives in exchange for his contribution (Sapru, 2009). Individual citizens or the employees of the state tend to support government policies and programmes when they perceived that there are personal benefits to be achieved. To move the machinery of public administration forward, they usually take rational stock of the accruable benefits. Consequently, the ability to balance between contributions and satisfaction is a key force propelling the officers towards attaining administrative effectiveness. Conversely, the less the satisfaction the little the contributions. Public officers are known to support any government policy or programme which yield for them some handsome returns or benefits. The higher the benefits, the higher the contributions, and vice-versa.

On the public choice theory, the argument is that the bureaucrats and politicians are merely motivated by the quest for personal rewards or interests as against public interest. Downs (1967) assumes that decision making in bureaucracy is informed by the pursuit of self-interest. Niskanen (1971) argues in a similar tone when he stated that those who work in

bureaucracies or *bureaux* do so to maximise their budgets. He further contends that it is only by increasing the size of the budget that they can optimise their self-interest. Buchanan (1988) also expresses a corroborative view as he argues thus: “as is the case with efficiency, persons are not likely to express interest in abstract distributional ideals for the society in general when making political decisions. They are instead, likely to seek to further their self-defined interests.”

The import of the above postulations and their application to this discourse is better appreciated when we understand the theoretical relevance of the public choice model. Ideally, government, in tandem with the letter and spirit of democracy, is expected to dispense public goods and services equitably to meet the aspirations of the citizenry. The appropriation of the public goods or services should then correlate, or at least seem to tally with the dominant perception of the citizens. This is especially gleaned from the voting behaviour and public policy acceptability by the citizens. The efficiency of an administration is therefore gauged on the barometer of public acceptance of the government’s policy options and actions. An administration is therefore rated as effective to the extent that its actions are aligned to the choice of the public in matters of development or welfare packages.

The third is the theory of fiscal efficiency. The theory of *economic efficiency* has its base in the work of an Italian economist, engineer, sociologist, political scientist and philosopher, Vilfredo Federico Damaso Pareto (1848 – 1923). According to Pareto, a given economic arrangement is efficient insofar as there can be no rearrangement which would leave someone else better off without worsening the condition of the others (Musgrave & Musgrave, 2006). Fiscal efficiency, therefore, involves prudent and equitable use of public funds to procure and promote public good. It further connotes a minimal use of resources to achieve maximum satisfaction. In the context of our study, therefore, we regard this theory as relevant in the sense that fiscal inefficiency characterised the socio-economic activities of several public managers in Nigeria. This unwholesome practice is partly, if not largely, responsible for the ineffectiveness pervading public sector administration in the country in recent years.

Whether one speaks from the public choice angle or the contribution-satisfaction theory, the point we wish to make is that to set the necessary pace for effective administration in the public sector, there is the need to understand the forces or dynamism involved in the choice of action the people make in matters of public policy. The Nigerian public sector administration is dominated by people seeking to further their interest as against the collective aspirations of the citizens. Consequentially, setting the pace for an effective administration implies the entrenchment of the culture of good governance. Good governance involves

human freedom, access to information, accountability, responsibility and responsiveness, and transparency. It emphasises faithful devotion to and implementation of standardised ethical codes or prescriptions as against self-seeking administrative behaviour

Discussions and analysis of contending issues in public sector management in Nigeria

This section is devoted to examining the issues which the major variables in this discourse. The analysis is presented as follow.

Causes of Administrative Ineffectiveness in Nigeria's Public Sector

Evidence has shown that the public sector administration in Nigeria is characterised by ineffectiveness which is a function of various factors, these include poor governance, weak institutions, official corruption, low personnel morale, unnecessary political interference, ecological variants and insufficient local contents in policy choices and strategies, inefficiency in resource allocation or utility, inadequate revenue mobilisation and allocation, poor human capital skills development, lack of continuity in policymaking and implementation by successive political regimes amongst other factors. The above highlights are further examined in the next sub-heading below. We do not intend to delve deep into details on these issues because there is sufficient literature to satisfy any curious mind about this subject-matter. A vivid elaboration on some of the factors above is given below.

(a) *Poor governance*: Evidence on the ground shows that Nigeria's governance index – which includes her corruption perceptions index (CPI) ranking - is below the global standards. Out of 180 countries surveyed in 2019, Nigeria occupied 146 positions on the global CPI index ranking (see Transparency International (TI) CPI for 2019). The above claim seems to corroborate the submission of the National Planning Commission as observed below:

Past governments in Nigeria, instead of focusing on delivery of essential services, assumed control of major sources of national income. In the process corruption strived in public service and gained a strong foothold on Nigerian society (see National Economic Empowerment and Development Strategy - NEEDS, 2004, p. 20)

Since the post-independence days till now, the country has been engulfed in one form of leadership crisis or the other. Bad governance culture in Nigeria is manifest in such unethical behaviour like official corruption, suppression of popular will for class interest or cronyism, electoral controversies and manipulations, financial and economic sabotage, bribery and embezzlement among public and government officials, sterile rule of law, desecration of the constitution and contempt of the courts among other myriads of ills. Amidst all of these, development is marginalised and starved in favour of parochial leadership or party

interest. National development only existed on papers; it is never really on the agendas of the successive administrations (Ake, 1996).

(b) *Weak Public service institutions:* National, state, and local governments’ political or administrative institutions in Nigeria are generally weak and sterile. Public service institutions are considered weak because they are not able to function effectively and efficiently. This bill is bequeathed on the system because of the many years of military rule and preponderant rise of authoritarian civil administrations. Rules, regulations, and due process are encroached upon giving way to undue political interference. Inappropriate staffing practice which emphasizes quota or patronage recruitment system further compounded the sterility of these public service organisations. Skills are lacking, innovativeness is seen as a threat while parochial loyalty is rewarded as against hard work and merit.

(c) *Poor policy implementation:* It is sensible to argue that poor implementation framework is one of the main albatrosses to effective governance and development in Nigeria, if not the continent of Africa as a whole. Fantastic policies are developed but implementation is usually paid only lip-service. Consider the history of Nigeria’s development plans; they have usually come with lots of pomp and pageantry, but only to disappear before the end of the prevailing regimes. To further cement this argument, see the table below:

Regime (s)	Period Covered	Nature of Development Policy/Plan
First Republic/Military Rule (Alhaji Abubakar, Tafawa Balewa)/ Major General Aguiyi-Ironsi/General Yakubu Gowon	1962-1968 (Originally scheduled to end in 1966 but extended due to the first military coup d’état in January 1968)	First National Development Plan Export promotion Import substitution
Military Era I (General Yakubu Gowon)	1968-1970 1970-1974 (plan later extended 1975)	Civil war era Second National Development Plan. This plan embodies the 3Rs: Reconstruction Rehabilitation Reconciliation
Military Era II (Gens. Murtala Muhammed & Olusegun Obasanjo)	1975-1979	Third national Development Plan Indigenisation policy Land Use Decree

		Operation Feed the Nation (OFN)
Second Republic (Alhaji Shehu Sagari)	1979-1983	Fourth National Development Plans Green Revolution
Military Era III (Gen. Muhammadu Buhari)	1983-1985	War Against Indiscipline (WAI)
Military Era IV (Gen. Ibrahim Badamasi Babangida- aka IBB)	1985-1989	Structural Adjustment Programme (SAP): SAP was a Bretton Woods economic recovery policy
Military/Interim Government Era (IBB/ Chief Ernest Shonekan)	1990-1992 1992-1995	Three years National Rolling Plans following the suspension of SAP First National Rolling Plan 1990-1992 Second National Rolling Plan 1992-1995
Military Era V (Gen. Sani Abacha)	1996-1998	Vision 2010
Fourth Republic 1 (Chief Olusegun Obasanjo)	1999-2007	Streams of economic development programmes/ strategies: Poverty Eradication Programme (PAP) National Poverty Eradication Programme (NAPEP) National Economic Empowerment and Development Strategies (NEEDS) and its complementary implementations organs:

		States Economic Empowerment and Development Strategies (SEEDS) Local Economic Empowerment and development strategies (LEEDS)
Fouth Republic 2 (Alhaji Umaru Yar' Adua/Goodluck Ebele Jonathan)	2007-2015	Seven-Point Agenda Vision 20:20-20 Sure-P and a number of other development programmes.
Fourth Republic 3 (President Muhammadu Buhari)	2017- 2021	Nigeria Economic Recovery and Growth Plan (N-ERGP) National Social Investment Programmes (NSIPs) Financial reform programmes such as IPPIS, Treasury Single Account Policy and others.

Source: Omorogbe & Odigie (2017).

A cursory look at the table above gives an on-the-spot assessment of the trends or dimensions of public policy formulation and implementation in Nigeria, with particular emphasis on national development planning. As illustrated in the table above, we could see that development planning or public policymaking in Nigeria, over the years under review, has been highly inconsistent and *non-incremental* in terms of formulation and implementation.

Strategic Imperatives for Attaining Administrative Effectiveness and Efficiency in Nigeria's Public Sector

On the strategies for attaining administrative effectiveness and efficiency, some options have been canvassed and on which there is a broad consensus. First, there is a need for good governance and reorientation of administration. A World Bank study of sub-Saharan Africa (SSA) in 1998 stated that “underlying the litany of Africa’s development problems is the crisis of governance.” Governance as viewed by Adamolekun (2011), is the exercise of political power to manage a nation’s affairs. According to Henry (2009), a good government is honest, competent, and able. The core elements of good governance on which there is a broad consensus include rule of law, freedom of expression and association, accountability and transparency, electoral legitimacy, and development-oriented leadership. In addition to the above, there is the need to glocalise governance by way of decentralising governance to involve the local citizens, both at policy-making level and implementation. Glocalism is a way of looking at governance with two visual lenses. It requires that we adhere to global best practices while looking inward and drawing initiatives from local best practices; it is a way of thinking “globally while acting locally”. It is a blend of international practices with local contents. Where the governance orientation is effective and the leadership is committed to meeting targeted objectives, there would be a better administration and by extension accomplishment of national development. Especially in the fourth republic, the reorientation of government is pursued in various reforms taking place in the public sector including privatisation, commercialisation, public-private partnership (PPP), downsizing or rightsizing of the public service, financial reforms (the Treasury Single Account and the Integrated Payroll and Personnel Information System – IPPIS) among others.

The second strategy involves an ecological reforms and reorientation of administrative behaviour and conduct, and as well as cultural peculiarity. Riggs (1959) in Rumki (2004) constructed his typology of fused-prismatic-diffracted society’s theory to categorise developed societies from transitional societies. On the theory of comparative and development administrations, Riggs (1959) was quick to point out the importance of ecological specificity in administrative practices in various societies. Societies are highly differentiated in terms of their value orientations and development paradigms. But a comparative study would, in the final analysis, ensure that administrative principles or science applicable in all cultures might emerge, but it is sometimes not the case. Initiating country specific reforms will help to enhance the administrative system suitable for every culture (Sundaram & Clark, 2015). Taken note of national specifics, the ecological approach would help to streamline or synergise the

practice of public administration across national boundaries while maintaining effective local systems. This no doubt may promote the much-admired administrative effectiveness.

Third, the conventional determinants of an effective administrative system are effectiveness and efficiency measures in service delivery. This is often reinforced by the level of efficiency in resource allocation. Public administration at any level of government is essentially concerned about prudent, effective, and efficient resource allocation and service delivery to meet the declared objectives of the government. On this note, the *new public management* approach with its emphasis on profitability or productivity, customer rather than clientele, and decentralised governance system instead of over-centralisation is recommended in order not to only guarantee effectiveness in administration but also facilitate efficiency in resource allocation, and thereby foster administrative effectiveness.

Fourth, there is a need to adopt the *market approach* in the delivery of government services (Olowu, 2011). In private establishments, the market principle has been the medium for delivery of services to prospective customers. The market principle emphasises economic rationality; its major considerations are profit and economic efficiency. The goal of public administration is not only poled towards administrative or societal wellbeing, but also by ensuring efficiency in resource use and service delivery. The public sector can attain high administrative effectiveness, if it could adopt the market approach based on the supply and demand interface. The private sector can partner with the public sector to provide and, where necessary, provide services to meet the demand of the people.

Fifth, no organisation can function adequately without funds; the public sector in Nigeria may have multiple revenue sources, however, this may have to be harnessed prudentially, and in partnership with the private sector. Besides taken part in the mobilisation of public revenue, the private sector can as well participate in the allocation of these funds through technical support services. When this synergy is properly built, administrative efficiency can be easily optimised.

The sixth point is on *ethical* consideration. Ethics involves what is wrong and right. An organisation should be guided by issues bordering on a code of conduct or behaviour. An effective administration should be based on well-established ethical standards, and against which behaviour or action of officers are evaluated or measured. A well-developed work etiquette can foster conformity to rules, standards and procedures in the administrative process, action, or behaviour. A good administration is often anchored on sound public policies. Commitment to whole-scale policy implementation is somewhat a panacea for sustainable development and administrative effectiveness.

At the centre of any organisation is *human capital development*. Every element in an organization is subject to human manipulations, and whether available human resource possesses the capacity to transform policies into concrete outcomes. Human resource or capital is the most strategic resource every organisation strives to acquire before production can take place. It is the human capital that sets the pace and determines the effectiveness of administration in human organisations. Thus, it is expected that the human capital is equipped with the requisite skills and technical know-how suitable for task performance. As part of the strategies for the effective administration of the public sector, the human capital must be constantly trained and retrained through a well-tailored capacity building programme for effective service delivery to happen. There is also a need for human capital accounting; this should entail taking regular stocks of available human capital and the contributions they make towards the success of the firms or the society.

There is an equally more urgent need to foster accountability and transparency in public and corporate governance in Nigeria. This should be accompanied by unrestrained access to information, except those that may concern breach of national security, leaks of business secret and associated consequences. Information asymmetry between the government and the citizens should be further enhanced to pave way for transparency and answerability for questions bordering on the management of the public trust. There is a need to engage the citizens through a regular briefing about state policies and national dialogue. In this way, it is hoped that critical and realistic consensus could be formed to aid the practice of public administration and make it relevant to the realities of modern society.

Finally, there is also the need to engage efforts in building strong institutions. Having strong institutions requires policy revision and structural reconfiguration. Also pertinent is a need for adequate human and material supplies such as skilled manpower, tools, equipment, and reorientation of the administrative organisms. It would also involve reforms of enabling legal instruments, rules, regulations, and procedures for conducting activities, tasks, and performance. Above all, it must enhance professionalism.

Conclusion

Taking cognisance of the above discussion, we conclude that administrative effectiveness is critical to the survival of Nigeria's public service and serves as a panacea for good governance and development. Be that as it may, this paper concludes that to set the pace for administrative efficiency in the nation's public sector, the strategic steps advocated above, in this study, must be adhered to. Reforms are necessary to usher in better alternatives that could transform performance to high standards and productivity in the interest of national development.

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