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NIGERIAN PUBLIC SERVICE PERFORMANCE IN A DYSFUNCTIONAL ECOLOGY: ISSUES, CHALLENGES AND THE WAY FORWARD

OSAWA, C.O

*Department of Public Administration, Faculty of Management Sciences
Lagos State University, Ojo-Nigeria
osawecyril@gmail.com*

Abstract

The issue of enhancing Nigerian public service performance has been a subject of debate. The framework through which this can be achieved to a large extent depends on the ability of the government to formulate policies capable of promoting effective public service performance. However, this has been a major challenge to policy makers. Despite all reforms geared towards improving the performance of the Nigeria public sector, service delivery has remained poor. Within the framework of Max Weber's bureaucratic theory, the paper adopts a review method in examining the challenges facing the Nigerian public service towards effective service delivery. This paper discovers among others, that federal character principle, favouritism, partisanship, corruption, tribalism, nepotism and other primordial considerations as factors inhibiting effective performance management in the Nigeria public service. The paper concludes that the Nigerian government needs to grow beyond primordial sentiments in the design and implementation of performance enhancement policies, if effective service delivery is to be achieved in the public service.

Keywords: Effectiveness, Efficiency, Bureaucracy, Ecology, Service Delivery

Introduction

The performance of the public service towards national development is no doubt the most tasking challenges that the government of Nigeria is facing today. The Public Service reflects the state of the nation and no nation has been able to advance beyond its Public Service. Studies have shown that no nation can attain sustainable development for the enhancement of the living standard of the people without a properly organized public service to implement government

policies. Public services are seen as so important that for moral reasons, their universal provision should be guaranteed. Nigeria is an endowed nation with material and human resources enough to drive her to socio-political and economic development.

With a population of over 180 million hard working and very resilient Nigerians, a land mass of nearly one million square kilometers that hold great potentials for all forms of agriculture, the 7th largest producer of crude oil, the world's 5th largest proven natural gas reserve and a plethora of solid minerals, Nigeria possess (in potentials) what it takes to be among the world's most prosperous nations (Achimugu, Stephen and Aliyu, 2013).

These potentials and endowment notwithstanding, about 70% of its citizens today live on less than US \$ 1 per day as against 15% in 1960 (Achimugu, 2010). Indeed, this will be better understood within the knowledge that the country has earned well over US \$300 billion in the last three decades from crude oil alone (Wiwa, 2000). Nigeria Health Review (2007) asserted that of all Nigeria's power generation potentials, only 40% of its citizenry have access to electric power supply, which has never been stable, thereby denying majority of its citizenry electrical supply. This led the World Bank (2005) to described Nigeria as a paradox. The San Francisco Chronicle (2007) in giving a clear picture of this Nigerian paradox, posited that "Nigeria is a rich nation floating on oil wealth but almost none of it flows to the people"

For the public service to perform effectively, it operates under some core values such as integrity, meritocracy, discipline, professionalism, patriotism, impartiality and secrecy of government information, except where the information divulged conforms to the Freedom of Information Act. However, for strict compliance to the above core values in the public service, Max Weber in 1947 postulated the rule of "Bureaucracy" which must be adhered by the public service, and this gave birth to the existence of the General Order which sets out the rules and regulations guiding the activities of the public servants in Nigeria. Nevertheless in Nigeria, there is a gross breach of the above standing Bureaucratic rules by the public servants causing poor performance in the public service.

Giving the complexity of the situation where Nigerians are suffering in the midst of many, several questions have been raised on why the public service has thrown away the core values of the public service, neglecting the Bureaucratic rules of the public service, and has not been able to perform effectively towards meeting the needs of the Nigeria citizens? In attempting to find an answer to the above question, many scholars and public stakeholders have argued that the public service has been bedeviled with lots of unfavourable environmental factors such as corruption, favouratism, nepotism, constant political interference and other primordial factors such as geographical, ethnic, cultural and religious affiliation with its constitutional consequence of federal character principle or quota system.

The inference of the above answer is that the efficiency of the public service is a function of its environment. The ability of the public service to achieve the goal of any nation strongly depends on the ecology under which it operates. The implication of this is that public service can neither be separated from, nor superior to, the environment in which it finds itself and so its environment continually impacts either positively or negatively on it operations. Nigeria has great potentials which her public service should unlock in the quest to improve her service delivery. To achieve this however, the society under which the public service operates must be functional and

conducive for effective performance of the public service. However, the recent experience in the Nigeria public service has suggested that the environment under which it operates is far from being functional and conducive; and this is the main crux of this research work.

In the light of the above, the paper seek to examine the ecological factors that have engulfed the Nigeria public service, with laudable abandonment of the core value of the public service and bureaucratic rules causing it to mal function in the vein of service delivery to the Nigeria citizens, with a view of recommending solutions towards conquering these cancerous factors that has affected the public service adversely.

Methodology

The paper adopts qualitative research design to gain an insight into the ecological factors inhabiting public service performance and service delivery in Nigeria. The study employed descriptive analysis to examine the issues and challenges confronting the Nigerian public servants' performance. The paper which is theoretical in nature draws its argument basically from secondary data which include journal publications, textbooks and internet sources. Statistical data were also used where necessary as empirical evidence to portray our argument. To improve on the reliability and validity of the paper, multiple secondary sources were used to minimize risk of error.

Conceptual clarification

Performance is an accomplishment of a given task measured against preset known standards of accuracy, completeness, cost, and speed. In a contract, performance is deemed to be the fulfillment of an obligation, in a manner that releases the performer from all liabilities under the contract.

Performance is viewed as the implementation of an action or one's ability. Good performance is also related with achieving the quality, quantity, cooperation, dependability and creativity. Employee performance is considered as the measures of the quality of human capital. According to Churchill, Ford and Walker, (1987), the determinants of performance are personal, organizational, environmental, motivation, skill level, aptitudes and role perceptions). What most administrative officers in government agencies including state government are likely to face is the crucial question of what factors influence employee performance in the public service. Job performance becomes the most important focus of administrators and academicians because the performance level will deteriorate if the level of skill of employee drops (Osawe, 2015). Performance is an action that involves a lot of efforts aimed at achieving a purpose. Performance is measured on a given set of standard to determine how well or badly a duty or an activity is carried out. Therefore, performance could be good or poor.

Performance of Nigerian public service has been a major concern to policy makers and researchers as well. This is because despite all measures put in place to arrest the performance failure, the service, it seems, has defied all approaches towards tackling the problem of inefficiency and capacity collapse (Arowolo, 2012). He identified environment as one of the factors responsible for the above situation.

In analyzing the above factors, it should be stressed that the environment under which an employee operates should be considered as it determines the smooth management of the Human

resources in an organization. Human resources is believed to be the “backbone” of the public services with imperative role of ensuring that government policies and programs are implemented effectively and efficiently, hence the environment of the public service should be able to produce quality (skill) employees, work processes and development, a corrupt free environment and leadership devoid of primordial sentiments.

Public Service Public service is a body or department in the executive arm of government with the responsibility of assisting in the planning and implementation of government policies. It is not profit-oriented but an institution established to deliver essential services to the people (Arowolo, 2012).

The coexistence of any group of people anywhere in the world requires some form of governance administration and division of labour in order to maintain the existence of the group. The concept of public good also indicates that there are some services that are utilized by all members, which are efficient and effective when provided for centrally. The provision of these types of services requires the full time attention of some members of the group. This in a nutshell is the basic theory of public services. Public service organizations deliver services to the people. The public service consists of the civil service – career staff whose appointment, promotion and discipline are under the exclusive control of the Civil Service Commission (CSC), at federal, state and local government levels, the national assembly service, the Judiciary, public officers in the military, police and paramilitary services, employees of parastatals, educational and health institutions. From the above, it could be said that the public service and the civil service are clearly different in concept. The public service is a broader concept that encompasses the civil service together with the Armed Forces, the Judiciary, the Police, Government Institutions, Parastatals; Government owned Companies and Statutory Agencies. One cannot discuss the public service without talking about the civil service.

Civil service usually refers to the functionaries of state who are appointed to their government jobs through non-elective process (Ayeni, 1987). These functionaries work in the main government Ministries and Extra-Ministerial Departments. The Extra-Ministerial Organizations are headed by Chairmen and not Ministers. Okereke (2003) reinforced this when he notes that civil service refers to government ministries and departments that are charged with the responsibilities of implementing policies. They are those in the service of federal, state and local government services primarily responsible for policy implementation and making inputs available for policy formulation. The federal government of Nigeria (1997), defined the civil service as “a body or organ which enjoys continuity of existence. Its members unlike members of the National Assembly are not limited to a short term office at the end of which they may not be returned to office When a civil servant relinquishes his office for whatever reason, his place is taken by another person who similarly enjoys security of employment”

The sense of a service provided by the state is certainly one of the senses of 'public' when applied to services, but there are many others: services to the public; services on behalf of the public; services providing public goods; services accountable to the public; and so on. It can indeed be 'difficult to determine in what sense precisely the service in question was originally called public'. The public service is a catalyst for national development. It provides the required human and material resources needed to accelerate the growth and development.

The public servants are responsible for the provision of safety and welfare to the members of the public, and have regard for the environment. They are accountable for their own professional practice, for the professional practice of those under their supervision, and for their profession generally as part of their service to the society. This public-interest bias must take precedence over self-interest, protecting the public from unethical and/or incompetent.

Public service is the agency of government saddled with the responsibility of implementing the community will. Arowolo (2012) argued that if delivery of social services is the chief reason why there is public service, and development is a function of amount of social services that a state can provide for its citizens, then public service is the tool by which development is attained. Therefore, development is tied to public service. However achieving development in public service is a function of the environment which the public service finds itself-ecosystem.

Theoretical Analysis

The researcher anchored the study on Webber's theory of bureaucracy which was propounded by Max Weber on the assumptions the man is naturally lazy to work, yet he is materialistic in his approach. This assumption agrees with Douglas McGregor's theory X of motivation. As such, man is portrayed as lacking self-discipline, highly deficient in the sense of responsibility and has the natural tendency to be controlled (Olufayo, 2000). In effect, Weber believed that man needs uniformity and "order" (Haralambos and Head, 1980) for him to do things right. It was in agreement with the above assertion that Arowolo (2012) posits that bureaucratic ethics are designed to regulate the behavior of employees in a work place. Weber believes that man pursues economic gain selfishly and competes, mostly in an unfair manner (Olatunji, 2013).

Max Weber inferred that man who naturally dislikes work but wants economic reward must be regulated by a set of rules in his work place hence he designed the ideal bureaucracy, suggesting that the use of coercive authority would enhance efficient performance in organizations. He opined that the increasing level of rationalization in the society necessitates legal rational domination. It is designed to accomplish large-scale administrative tasks by coordinating the work of large numbers of persons in a systematic manner (Salawu, 2000) as in the public service.

Weber (1947) argued that the effectiveness of an organization should be base on a system of Legal-rational rules that are impersonal. The above assertion implies that these rules are legally derived from the law of the land, and employees should obey the law and not individuals in the office. That is obeying the law regulating the office and not the office holder. This system of rules sets the standard operational procedure and norms that will be used to regulate the behaviour of the employees in an organization. In Nigeria public service, most employees tend to pay their loyalty to their boss and not the job which is in most cases guided by primordial sentiment. Another Weber's postulation in his theory is that, the authority in an organization is derived from position of the office holder. Here Max Weber opined that the authority which an employee exercise is restricted to the level of the office such employee occupied.

Max Weber further argued that positions (recruitment, promotion, transfer and even retirement) in an organization should be based on merit – Qualification, competence and performance. Many social critics, scholars and public stakeholders have identified the Nigeria Public Service as not

giving a total attention to the above Weber postulation due to the influence of ecological factors (social network, personal contact and connection) on the public bureaucracy, “**who you know and not what you know**” has become the other of the day in the Nigeria public service.

Specification of job responsibility is another factor in Weber idea type of bureaucracy. Weber believed that for a successful operation of an organization, there should be division of labour, clarifying job holders’ responsibility and expectation. This in essence will help to eliminate conflict and overlapping of duties among employees in an organization.

Max Weber in his theory also posited that an organization should be structured and related hierarchically. Authority can only be exercised effectively if positions are arranged hierarchically so that employees can know whom to report to, and who should report to him in order to avoid conflict. However in the Nigeria public service we see cases where junior staff boycott their immediate senior to relate officially with their top management whom they have primordial relationship with, hence in the Nigeria public service, the syndrome of “**oga say**” abounds.

The Weber theory has been criticized for not being empirical rather was more of mental constructs and that it was postulated based on his environment without considering the practicability of its ideal type of bureaucracy in other political settings. However its application is still relevant in the life of public service in many political settings like Nigeria.

The bureaucratic theory as put by Max Weber has been viewed as the best mechanism for effective performance in any organization. Weber’s ideal was conceived in a society that adhered strictly to the rule of law, least to say in a democratic society. To him any organization that should be effective in performance must have its structure graded, rules guiding the conduct of the staff, recruitment and promotion of staff based on merit, and staff specialization with proper division of labour.

Bureaucracy is a system of administration distinguished by its clear hierarchical structure of authority, rigid division of labour, written and flexible rules, regulation and procedures, and impersonal relationship (Business Dictionary, 2004). It is an administration of government chiefly through bureau (office) staffed with non-elected officers. Max Weber in 1947, defined bureaucracy as a rational organization of persons with varying authority in an organization. It then means that in an organization, personnel (staff) should relate according to the administrative authority (position) bestowed upon them. Stillman (1987) viewed bureaucracy as the structure and personnel of an organization, rooted in law that collectively functions as the core system of government and that both determine and carry out public policies using a high degree of specialized expertise. By this definition, bureaucracy in any political setting should have the backing of the law of that society and more so it is the main system through which the government determine and implement the public policies. It is the most visible branch of the executive arm of the government. Inferentially, bureaucracy operates in the public service and other major large organization that functions towards actualization of the government objectives. Adebayo (2001) asserted that the following amongst others are the reason for bureaucracy: complexity of the modern state; Accountability; Size of the organization; and the need for specialization in the organization. The Nigeria Public service is a large organization operating in a modern state. Their activities are accountable for, and also operate in a specialized form; hence bureaucracy is relevant in the public service.

The Weber's theory is relevant to this study on the ground that bureaucracy is the principle that guides the setting and operation of Nigeria public administration which has been affected by primordial factors (environment) in Nigeria.

Ecology of Nigeria Public Service

Ecology refers to the study of the relationship of a system to its total environment. The concept of ecology has been popularized for a long time in the study of public service in. This has grown in acceptability as many scholars recognized its importance to the understanding of public service in a political society. The ecology of Nigeria public service involves study of the relationship of the public service and its total environment, which includes physical, cultural and social components. These are considered to have a great significance for the performance of the public services in Nigeria. In emphasizing the impact of ecology on public service, it should be noted that public service is like colourless water that adapt the colour of its container. This means that public service is a product of the specific political settings from where it is originated. For instance, Weber's bureaucracy is associated with the Protestant ethic and the German tradition and orientation. It is therefore interesting to note that bureaucracy has its socio-cultural dimensions...There are certain ways in which the culture of a society determines the type of bureaucracy that emerges within the society. This has been aptly demonstrated in Crozier's (1964) study of the French bureaucracy...Crozier found some uniqueness and some traits of cultural values traceable to the French people in the French bureaucracy... It is clear that bureaucracy cannot be rigidly divorced or separated from the immediate socio-cultural environment

Contemporary ecological issues of inhabiting performance of the Nigeria public service

Nigerian public administration has over the years been engulfed by a number of environmental factors which continue to adversely affect its role as an instrument for national development. In the course of this study, the researcher discovered some of these factors as:

Federal character in Nigeria

In addressing our diversities as a nation, the 1979 constitution of Nigeria and subsequent ones have continued to provide for a fair representation of all ethnic groups – regions/states in the federal public service. This is referred to as the Federal Character Principle. The aim is to ensure that every sector of the polity is represented in the public service. As laudable as this may look, the application of the federal character undermines democracy and excellence in the public service. It means that the best can be left out of the service and the worst picked. This system has continued to weaken Nigerian public administration, making the processes of service delivery towards national development more challenging than it could otherwise have been. One of the manifestations of the implementation of implementation of the federal character is poor employee procurement practice which resulted in unethical behavior among public sector workers. In support of the above, Daniel and Jide (2013) argued that the introduction of the federal character principle and its implementation has failed to bring into the Nigerian public service, competent and motivated workforce that could support administrative effectiveness for enhanced performance in the implementation of government policies for sustainable development;

Influence of Colonial master Ake (2000) noted that the denigrating effect of the colonial language (western viewpoint) and the theory of knowledge of what the public service are in Africa. According to him, there are two publics that exist generally in Africa public service: the civic which is amoral and the primordial which is moral. A clear view of Nigeria sees this existing and has affected the operation of the public service. These two publics in the Nigeria public service can be described: the central-formal political system; and the informal alternative politics based on region, primary loyalty, sub-nationalities (Ake, 2000). In view of the above, Olatunji (2013) pointed out that, on one point is the public realm in which the primordial grouping, ties, and sentimental influence determining the individual behaviour in public service while on the other hand is a public realm which is historically associated with the colonial administration and which has identified with the popular politics of post-colonial Nigeria. A critical view of the above can be seen as a contradiction to Max Weber impersonal approach to public service.

Culture Another ecological factor that has influenced the character of public servants in Nigeria is the culture of the people. Culture defines the total ways of life of a people. It is a “design for living” (Kluckhorn, 1951) while Haralambos and Head (1980) posits that culture “directs people actions and defines their outlook on life”). In Nigeria the culture for an extreme respect for an elder, un-common loyalty, brotherly love etc are issues that have snow-bow into Nigerians’ way of life. This has however affected service delivery in the public service. We have sees situations where an employee cannot effectively be corrected - discipline in his wrong doings because of his age, religious or ethnic affiliation. Personal and primordial loyalties outweigh the demands of technical supremacy of the public service. Another area where loyalty and respect has been observed playing its negative role in the life of Nigeria public service is the issue of paying loyalty to individual in an office rather than the public service itself. Most public servants are seen wasting greater part of their working/productive (official) time rendering services to their boss and their boss relatives at the expense of the public service. It is not uncommon to see many Nigerian employees attending social functions, domestic activities even during their official hours just to please their boss, and to earn unmerited favour. In Nigeria, there is also the belief among the public servants that the service is bounded with too many protocols and that the public service is nobody’s affairs, and as such they give it nonchalant attitude.

Ethnicity and Nepotism These are primordial relations which underscore everything in the Nigeria public service. Ethnic and tribal sentiments, has disintegrate the national identity, loyalty is more to ethnic affiliation than to the Nation. The merit system index under human resource management is supposed to be objectively practiced and be the guiding principle in appointments and promotion in the service. This has not been applicable. Appointments, promotion and other privileges in the service are determined by lots of primordial considerations. The ethnic groups are all interested in who becomes the head of service, permanent secretary, director and other key positions. Co-operation or lack of it in the service depends on the ethnic origin of the officials. Co-operation is guaranteed among the immediate subordinates if they are from the same ethnic bloc with the superior, while it is denied if the contrary is the case. The service is also marked with favoritism. Administrative favors are extended to ethnic bloc members, friends, relations and those generally known, while others are denied of the service needed out rightly, unless they can bribe their ways out. Favoritism violates the principles of impartiality and impersonality of the public service (Ayo, 1998, and Ajayi, 2001). All these have affected the

performance of the public service. In many cases, the employees so appointed on the platform of these primordial factors, are mediocre who are incompetence and ineffective in the performance of their job

Political factor This is another issue that has impeded effective performance in the public service. It is a critical fact that the Nigeria public service operates under ineffective and corrupt political leadership. The leadership of corruption and ineptitude, that has affects the content and quality of policy at formulation stage with the consequent implementation of such policy by the public administrators. For instance, policies are, more often than not, made for purposes of the selfish and egoistic interest of the political leaders and sometimes only to attract public acclaim and attention with less regard to their appropriateness in addressing given problems or the possibility of their effective practical implementation by the public bureaucracy (Ikechuckwu and Chukwemeke, 2013). Indeed, most policy making goals in Nigeria are subordinated to the personal rewards and interests of the political leaders and their colleagues with the result that a policy is judged more on its political merits with the real development need rarely factored into consideration. For these, most policies in Nigeria are either inappropriate or lack well defined objectives and programmes for their effective implementation, hence they (public servants) perform poorly in Nigeria. It is perhaps for this, that Okoli and Onah (2002) state that implementation of policies in Nigeria take the form of “learning process” or “trial and error”. In this context, policies or programmes are haphazardly implemented and even sometimes abandoned or dismantled midway because the basis for formulating the policy was not, in the first instance, predicated on existing data, realities or need. Indeed, in Nigeria there are usually no comprehensive policy standards and objectives to guide the bureaucracy in its policy implementation activities and procedures. (Makinde cited in Ikechukwu and Chukwemeke, 2013).

Most political office holders without administrative direction intrude into the administration of the public service with their obnoxious policies, influencing undue promotion of public servants, using the public servants to siphon the public funds.

Corruption This is a more cancerous ecological factor that has engulfed the public service depriving her of the desired effective performance to the Nigeria citizens. A country’s public service is efficient at service delivery, because its environment is efficient and corruption-free. The implication of this is that public service can neither be separated from, nor superior to, the environment in which it finds itself and so its environment continually impacts either positively or negatively on it operations. Nigeria as a country has been rate high in the corruption leather by Transparency International. The public service is a macro unit of the Nigeria society that has been infected with the corrupt practice of its parents. Corruption has so much permeated the Nigerian public service that most of its officers occupying sensitive positions take advantage of such offices to corruptly enrich themselves. It is an open secret that many of the public servants live above their means despite complaints of poor remunerations. For a fact, no political office holder can successfully engage in corrupt practices without the active connivance of public servants. Public service in Nigeria is today viewed as an avenue for sharing the national cake among the major ethnic groups. Hence, the unending demand for fragmentation of governmental structure i.e. (units, ministers, division of major departures etc) Ezeani (2005).

There is multiplication of the above fragments just to accommodate different ethnic group opportunity to steal from the public purse. The situation is further accelerated by the public perception that the public service is amoral realm that is to be plundered to sustain individual, community and ethnic survival or other primordial grouping (Achimugu, Stephen and Aliyu, 2013).

Poor Remuneration of Public Servants

The wages and salaries of the public servants in Nigeria is obviously low and has in fact continued to decline over the years majorly due to a high rate of inflation and other causes. When compared with the private sector and the public services of other countries in sub-Saharan African, Nigeria's public service remuneration continues to trail behind others (Achimugun, Stephen and Aliyu, 2013). Many attempts have been made to increase public sector salary in Nigeria. As it is today, President Goodluck Jonathan before leaving the office, increased public sector Minimum wage to #18,000 per month. These entire attempts never made efforts to compensate the wage erosion and starvation of many years. Besides, efforts at such wage increases could achieve little or nothing because they soon get eroded by very high inflation, and worse still they were most times beyond the budget of state governments, who are more often than not unable to pay workers at the new minimum wage, resulting in conflict between labour unions and the state governors (Salisu, 2001) which many states in Nigeria is experiencing today. This situation leaves the average Nigerian public servant demoralized, angry and ready to indulge in corrupt/ sharp practices at the slightest opportunity as their take home pay is not really taking them home. Consequently, this affects the performance of the public service.

Nigeria public service in a Dysfunctional environment: The way forward

The challenge of national development and transformation makes it imperative for the machinery of government (public service) responsible for it, to be re-engineered in order to meet up with the core demands of national developments. Hence, there is an urgent need to reposition public service in Nigeria for effective performance, in order to keep the goal of purposeful national development alive. The paper submit that to create a favourable environment for the public service to function effective, the following factors amongst others should be re-activated.

To create a functional environment for better performance in the Nigerian public service, our political leaders should be determined towards their jobs. Lack of determined political leaders with integrity, patriotism and sound knowledge of what to do, when, and how to do it, is one of the main problems facing the public service in the developing countries like Nigeria. In describing the important of leadership in a society, a philosopher according to (Achimugu, Stephen and Aliyu, 2013) once said that "An array of rabbits led by a lion would do better than an array of lions led by a rabbit". The scholars here emphasized that in any political society, the attitude of the leaders determine the effectiveness of the public servants. The government should therefore ensure, (if national development would be achieved), the appointment of women and men of sound integrity to the helm of affairs. For us to have a corrupt free society, the leaders must be committed, dedicated and patriotic.

Another area of concern towards inducing a conducive environment for effective public service performance is a review of the federal character principle. This study advocates constitutional review of the federal character with a view of giving merit, competence and qualification, a huge

opportunity in the selection, recruitment and promotion of workers in the Nigeria public service. Rationality and not political consideration should be the basis of recruitment and advancement of employees in the public service.

Furthermore, the study recommends that empowering institutions of accountability will go a long way in creating a functional environment for effective performance of the public servants in Nigeria.

Nigeria has enormous collection of anti-corruption institutions which includes the following amongst others: The Code of Conduct Bureau; the Independent Corrupt Practices and other related offenses Commission (ICPC), the Public Complaints Commission (PCC) and the Economic and Financial Crime Commission (EFCC). It is ironical that with the institutions, Nigeria is still rated among the most corrupt countries in the world according to Transparency International. In the light of the above, the government needs to strengthen its political will towards the fight against corruption by empowering the above institutions and making them indeed an independent organization committed to that which they are established for. More so, an improved welfare package for Nigerian public servants is advocated for effective performance in the Nigerian public service.

Empirical studies has shown that the take home salary of most Nigeria public workers cannot actually take them home, and as such some has embarked on corrupt means to make ends means while others spent most of their official time doing private business just to survive. These unsatisfied and unmotivated human resources definitely cannot perform effectively in the achievement of the national goal.

This study therefore is of the opinion that this set of workforce (public servants) should be remunerated very well. Their motivation should be of great paramount in the mind of the government which is in line with the position of Lethbridge (2004) that “a vital element in the motivation of human capital is no doubt the quality of remuneration packages” A systematic, steady and reasonable improvement of public sector remuneration would be a huge asset to Nigeria’s quest for national development ((Achimugu, Stephen and Aliyu, 2013).

Lastly, an attitudinal re-orientation of the public servants should be encouraged. There should be a re-orientation of the public servants on the need to perform their task properly as required; instilling into them the sense of public goods without which nothing good can be accomplished. This could happen with series of training and re-training, workshops, seminars, and conferences. Culturally values, ethnicity and other primordial factors should be put aside in hiring and advancement of staff into the public service. The National interest should be above all other interest in the affairs of the public service.

Conclusion

The overall objective of every government is to bring about a qualitative improvement in the standard of living of its citizens and to promote growth and development generally. The realization of these noble objectives entails not only the formulation of policies but also the effective implementation of such formulated policies by the public service. Given the number of policies that have been formulated in Nigeria since independence, public institutions of

development, the human and natural resources the country is blessed with, the nation is supposed to have witnessed tremendous levels of social, economic and political development. The reverse has, however, been the case and this underscores the fact that there has not been effective performance of the public service in the implementation of policies in Nigeria

Any meaningful attempts towards national development however cannot pay a slim attention to the nation's public service because it is the catalyzing factor for sustainable national development. The crux this paper therefore is not just an x-ray of Nigeria's socio-economic, political and cultural factors that has dislocated the public service from effective performance, but to suggest ways of re-activating those ecological factors that will create a conducive environment for repositioning the public service towards effective performance in enhancing national development.

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