

**EFFECTIVE PUBLIC SERVICE IN THE ADMINISTRATION OF
DEVELOPMENT PLANS OF THE FEDERAL GOVERNMENT: A CASE
STUDY OF EDO STATE**

BY

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BENIN CITY**

SEPTEMBER, 2023

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**BEING A PROJECT SUBMITTED TO THE DEPARTMENT OF PUBLIC
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CERTIFICATION

This is to certify that this project work was carried out by **Edevu Efe Favour** with Matriculation Number: **SSC1809735** of the Department of Public Administration, Faculty of Social Sciences, University of Benin, Benin City, Edo State, Nigeria.

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DEDICATION

I dedicate this research to God almighty who has brought me this far.

Also to my parents Mr. and Mrs. Felix Edevu.

ACKNOWLEDGEMENT

I want to express my profound gratitude to God Almighty for the gift of life, for His blessings and protections throughout this program.

I also want to express my sincere gratitude to my supervisor and course adviser Dr. Emmanuel I. Okonma for his patience and understanding, Thank you sir.

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TABLE OF CONTENT

Title page	i
Certification	ii
Dedication	iii
Acknowledgement	iv
Table of content	v
Abstract	vii

CHAPTER ONE: INTRODUCTION

1.1	Background of the Study	1
1.2	Statement of the Problem	4
1.3	Objectives of the Study	5
1.4	Formulated Hypotheses	6
1.5	Scope of the Study	6
1.6	Significance of the Study	6
1.7	Organization of the Study	7

CHAPTER TWO: LITERATURE REVIEW

2.1	Concepts of Public Service Defined	8
2.2	Concept of Development Explained	10
2.3	Effective Public Service and the Administration of Federal Government Development Plan in Nigeria	12
2.4	The Role of Public Service in Government	15

- 2.5 Edo State Government Development Efforts
17
- 2.6 Challenges of Public Service in Nigeria
19
- 2.7 Role of Public Service in Nation Building
24
- 2.8 Theoretical Framework
27

CHAPTER THREE: METHODOLOGY

- 3.1 Research Design
29
- 3.2 Sources of Research Data
29
- 3.3 Population Size
30
- 3.4 Sample Size and Sampling Techniques
30
- 3.5 Instrument for Data Collection
31
- 3.6 Method of Data Analysis
31

CHAPTER FOUR: PRESENTATION AND ANALYSIS OF DATA

- 4.1 Introduction
32
- 4.2 Background Information of the Respondents
32
- 4.3 Descriptive Analyses
34
- 4.4 Discussion of Findings
41

CHAPTER FIVE: SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

- 5.1 Introduction
43

5.2	Summary of Findings	43
5.3	Conclusion	44
5.4	Recommendations	46
	References	48
	Appendix	54

ABSTRACT

This study examined effective public service in the administration of development plans of the federal government: a case study of Edo State. The main objectives of the study were to ascertain if there is any relationship between effective public service and administration of development plans of federal government in Edo State, examine the roles that has or should be played by the public service for Nigerians to benefit from good government and national development, and determine the challenges faced by the public service in promoting government policies for effective national development.

The data collected were presented in a tabular form with focus on the major research questions in other to enable the researcher determine the results. The data collected were analyzed using simple percentage. The findings from the study revealed that the structural problem faced by the public service in promoting government policies in Nigeria is personnel regulation; personnel qualification and organizational structure are part of the challenges faced by the public service in promoting national development in Nigeria; the high level of corruption associated with the public service in Nigeria has hampered its role in promoting national development; the Nigerian public service lacks transparency and accountability; and that the ethno-religious hospitalities and the crisis of confidence from the populace compound the problems in the public service.

The study further recommends that if the public service is to attain the desired results of development in Nigeria, far reaching reforms are needed, such as, recruitment and promotion of civil servants should be based on merit system as opposed to spoils system. This is because the enthronement of federal character principle of recruitment and other spoils system have sacrificed efficiency and effectiveness in the Nigerian public service, while rules and regulations are sine qua non for systematic and orderly government, and there is a need for the mental attitudes and believes of the public servants to be reoriented, so that they can cope with the policies of new government.

CHAPTER ONE

INTRODUCTION

1.1 Background of the Study

Development has become the centre of politics of most of developing countries (Hicks & Gullet, 2017). The major agency for development is the public service which is known as bureaucracy in public administration (Abbah, 2010). Every developing country is engaged in upliftment of the socio-economic condition through extensive and intensive developmental programmes and projects, and the public service is known as the backbone of the government as they make policies, implement them and evaluate them. In short it can be said that they are completely responsible for administration of developmental plan of the federal government (Eme & Ugwu, 2018).

The central institutional prerequisite of a developmental state is the public service. The success of a developmental state rests squarely on professionalized and effective public service that feeds into policy formulation and implementation processes efficiently (Eme & Ugwu, 2011). Amuwo (2007) supports this view thus: “without a seasoned and development-oriented public service, state interventionism would, in all probability, amount to little more than the unwitting transfer of public resources to the local capitalist class.” This is in line with the position of Evans (2013) that a developmental state necessitates a stronger and autonomous state enhanced by a powerful, efficient and effective public servants recruited from the best talents available in the state. He further argues that the idea of a developmental state puts robust, competent and effective public

service at the centre of the development matrix (Evans, 2013). Evans and Heller (2018) agrees that a capable and autonomous public service that makes use of the markets and formulates national goals, and one that has the competence and resources to implement these policies, is crucial.

It is important to state that effective public service is a critical instrument for the administration of government's development plans. According to Macogonor and Okodudu (2007) in Ita & David (2018), in every country, the legitimate organ for the valid public interest of the state are the public service institutions". Their functions are performed through the implementation of government policies and programmes effectively and professionally in attaining effective developmental strides. Whether the citizens of a country can live happily and orderly devoid of much conflicts and confusion may be determined to a large extent by good governance exemplified by the public service to the people (Ita & David, 2018). Ezeani (2016) defined public service as service within government departments and ministries, parastatals, police force and the armed forces. To Osawe (2015) public services are all organizations that exist as part of government machinery for implementing policy decisions and delivery of services that are of value to citizens.

The public service in Nigeria comprises the civil service often referred to as the core service consisting of line ministries and extra-ministerial agencies; the public bureaucracy, or the enlarged public service made up of services of the state and national assemblies; the judiciary; the armed forces; the police and other security agencies;

paramilitary services (immigration, customs, correction service, etc); parastatals and agencies-including social services. Commercially-oriented agencies, educational institutions, research institutes, etc (Nwoba & Nwokwu, 2018). From all indications, the public service is the whole scale of services and activities that are organized under government which serve the purpose of ensuring effective and efficient public administration in a given state (Nwachukwu, 2011).

The public service is recognized as being a major influence on a country's development (Ukeje, Ndukwe, Chukwuemeka, Ogbulu & Onele, 2019). The public service is “an essential and vitally important instrument of development”, while the World Bank and the Asian Development Bank have also emphasised this point saying that “the public service is the institution that is charged with transforming government and donor resources into poverty reducing services” and sustainable development (World Bank & Asian Development Bank, 2003). However, the federal and state public services in Nigeria and other countries of the world in view of Oyedele (2015) are usually regarded as the bridge between the citizens and the government. It is the legitimate expectation of all citizens of a country that the public services should concern themselves with the effective organization, management and prompt delivery of public services by implementing various public policies, and fostering the development plans of the federal government for the good of the people. In order to make the public services perform its role of administering of development plans of the federal government, and setting public agenda effectively, the federal character was introduced in Nigeria to bring sanity in the

public service through equal representation across the geo-political zones with the goal to accommodate the diverse linguistic, ethnic, religious and geographic groups in the decision-making, socio-political and economic apparatuses of the country (Hapaziri, 2019).

Giving the complexity of the situation where Nigerians are suffering in the midst of plenty, 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 the administration of development plans of the federal government in the country (Ibietan & Joshua, 2020). It is therefore, in light of this, that this study seeks to examine effective public service on the administration of development plan of the federal government with focus on Edo State.

1.2 Statement of the Problem

Nigeria is facing daunting security challenges ranging from Boko Haram, kidnapping, armed robbery and other insurgency activities especially in the North East Nigeria which has led to the loss of thousands of lives and destruction of properties worth billions of naira including resulting to displacements of hundreds of thousands of people; Fulani Herdsmen-Farmers conflicts, banditry and senseless killings which have continued unabated recently in the southern Kaduna, Zamfara Kastina and other parts of the country. This is coupled with the hardship which results from the naira redesign that has caused a major challenge to funds accessibility. In the face of these socio-economic challenges,

public service in Nigeria are supposed to follow the line of new public service by helping the citizens articulate and meet their shared interest, rather than attempt to control or steer society in new directions.

Adegore (2016) in Ukeje, et al, (2019) laments that despite several reforms especially the new public management instituted by successive governments to improve the overall effectiveness of the public service in Nigeria in terms of productivity, efficiency and effectiveness, the public service is still tradition-bound, operating within a centralized structure and inadequate staff development practices because of the nature of administrative and political leadership ideology. Public service delivery in Nigeria is hardly based on articulated and shared interests of the citizens. This perhaps is the outcome of inability of successive administrations in Nigeria to genuinely involve the citizens in the design and implementation of policies and development programmes aimed at improving their socio-economic wellbeing. In the face of this problem, government seems to face legitimacy crisis and condemnations from the people leading to lack of public confidence on the constituted authorities.

It should be noted therefore that the success of developmental strides is linked to effective public service that makes and implements government policies efficiently in alliance with the elites. But this aspect has been absent in Nigeria as a result of failure of the Nigerian state to act as a frontier of economic prosperity through state-supported private industrial development; provision of a powerful and competent bureaucracy in implementing and negotiating investment decision and corruption. It is in the light of the

above that this study seeks to examine effective public service on the administration of development plan of the federal government, with focus on Edo State.

1.3 Objectives of the Study

The main objective of the study is to evaluate the effectiveness of public service on the administration of development plans of the federal government. The specific objectives are:

1. To ascertain if there is any relationship between effective public service and administration of development plans of federal government in Edo State.
2. To examine the roles that has or should be played by the public service for Nigerians to benefit from good government and national development.
3. To determine the challenges faced by the public service in promoting government policies for effective national development.

1.4 Formulated Hypotheses

The following hypotheses have been formulated in the null form;

1. There is a relationship between effective public service and administration of development plans of the federal government in Edo State.
2. There is a relationship between the role played by public service in promoting government policies for Nigerians to benefit from good governance and national development.

1.5 Scope of the Research Study

The study is focused on effective public service on the administration of development plan of the federal government. It will also involve the analysis of issues associated with public servants and their role in administering the development plan of the federal government. Geographically, the study is restricted to Edo State, since the research cannot cover the entirety of Nigeria due to its large population.

1.6 Significance of the Study

This research study when completed will

1. contribute to knowledge expansion on subject matter.
2. will be useful as a resource academic material of reference.
3. can be used as policy formulation document to achieve policy goals.
4. will help to identify the problems confronting the Nigeria public service in the implementation of decisions and policies of the developmental plans of the federal government of Nigeria in the fourth republic.
5. it will give an insight to the public servants on ways to curb the diverse challenges confronting them, if they are to attain the desired results of national development in Nigeria.
6. will also be significant to the general public because it covers issues on public administration, public service and national development, which is important to every citizen of a nation as it concerns the well-being of the society.

1.7 Organization of the Study

This study is structured into five chapters. Chapter one entails the background to the study, statement of the research problem, research questions, and objectives, hypotheses, scope of the research study, significance of the study, and organization of the study. Chapter two covers the review of relevant and related literature as it pertains to this study. Chapter three entails the methodology of the study, and chapter four is on the presentation and analysis of data gotten from the distributed questionnaire, while chapter five which is the last chapter of the study, considers the summary of findings, conclusion, and relevant recommendations for this study.

CHAPTER TWO

LITERATURE REVIEW

2.1 Concepts of Public Service Defined

There is a diverse literature on the concept of effective public service in the administration of development plan of the federal government. A number of relevant conclusions can be drawn from the review of related literature. Discussion of relevant literatures and scholarly views will be presented from a general view of the concept of effective public service in the administration of development plan of the federal government.

Public service reflects the state of the nation and no nation has been able to advance beyond its public service (Goke, 2015). However, Nasir (2006) in Okechukwu, Ukeje & Ekwunife (2016) refers to the public service as an agglomeration of all organization that exist as part of government machinery, the civil service, the National Assembly, the Judiciary, the Police and other security agencies as Immigration, Custom, Prisons (now correction service), etc including social service, regulatory agencies, educational institutions and research institutes at Federal and State levels.

Ebiziem, Eziagu & Okafor (2018) defined public service as the entire organization of employees of various ranks, talents and training who are in the services of government on regular permanent basis who do not engage in any form of politics while in the service of government.

Nwizu (2019) sees it as the collectivity of public bureaucracy set up by modern governments to administer and execute their policies and programmes. The public service of any country stands out as the major machinery of government for the formulation and implementation of public policies. It does this by translating the plans and programmes of government into concrete public goods and services for the use of the citizenry. Since public service is primarily concerned with public administration, the management of public affairs therefore rests heavily on it. Whatever the system of government in a country, the public service is designed to be prime mover of the social and economic development of a nation (Oyedele, 2020).

The public service is described as the body of men and women employed in a civil capacity and non-political career basis by the federal and state governments primarily to render and faithfully implement and give effect to their decisions (Osborne, 2016). Such career officers normally derive their appointment from the civil service commission, which also exercises power of delegating duties and responsibilities to departments in accordance with laid down rules (Ipinlaye, 2021). In the context of the definitions of the civil service above, the Nigerian constitution has bestowed on government, the duty of promoting the political, economic, social, education, foreign policy and environmental objectives of the Nigerian State. The process of formulating and implementing these objectives is called governance, while the organ employed for such purpose is the civil service (Olagunju, 2020). For this reason, public administration scholars and practitioners

usually describe the public service of any country as the bridge between the citizens of a country and the government of that country.

Public services are the chief instruments for implementation of the will of the state as expressed through public policy (Okorie & Onwe, 2015). They are indispensable to the functioning of the modern state. With the change in the philosophy of the state from laissez faire to social welfare the modern state has taken upon itself multifarious tasks which are performed by the public service (Olaopa, 2022). In terms of its importance as an institution of the state, it is perhaps the most important institution of the Nigerian state affecting the life of citizens daily. It is essential to modern life because of the role it plays. Therefore, the quality of the public service is important to the quality of modern life and the administration of government programmes and policies (Okorie & Onwe, 2015).

2.2 Concept of Development Explained

The problem of development has occupied the attention of scholars, activists, politicians, and development workers, local and international organizations for many years with an increased tempo in the last decade. Even though there are different perspectives to development, there is a general consensus that development will lead to good change manifested in increased capacity of people to have control over material assets.

Todaro and Smith (2005) see development as a multidimensional process involving the reorganization of the entire economic and social system. This involves, in addition to improvement of income and output, radical changes in institutional, social and

administrative structure as well as in popular attitudes, customs and belief. In his contribution on the meaning of development, Seers (2016) argued that: the question to ask about a country's development is therefore what has been happening to poverty? What has been happening to unemployment? What has been happening to inequality?. If all three of these central problems have been declined from higher level, then beyond doubt this has been a period of development for the country concerned. If one or two of these central problems have been growing worse, especially if all three have, it would be strange to call the result development, even if per capita income doubled (Seers, 2016). Development in human society today is not a one-sided process but rather a multi-sided issue. Some individuals perceive development as increase in their skill and ability; others view it as maximum freedom, the ability to create responsibility and so on (Schumpeter, 2020).

Dudley (2007) defined development on the basis of human well-being. For him, development does not mean only capital accumulation and economic growth but also the condition in which people in a country have adequate food and job and income inequality among them is greatly reduced. It is a process of bringing about fundamental and sustainable changes in society through bureaucracy. It encompasses growth, embraces such aspects of the quality of life as social justice, equality of all citizens, equitable distribution of income and the demonstration of the development process (Lawal, 2017; Egharevba, 2017).

Rodney (2018) conceived development whether economic, political or social to imply both increase in output and changes in the technical and institutional arrangement by which it is produced. In other words, development as a multi-dimensional concept is basically about the process of changes which lies around the spheres of societal life (Rodney, 2018). From the foregoing, it becomes obvious that development involves the capacity of a society, government or social system to manage resources efficiently to improve the well-being of the citizens. This fact, therefore, demand the institutionalization of good governance element such as adherence to rule of law, accountability and growth with equity, in which the poor and the rich both benefit as well (Oktoni, 2020).

It is the absence of these processes that creates room for the existence of corrupt tendencies where those who control political power and their allies (the bureaucrats) begin to circumvent the laws and appropriate the wealth of the nation for their personal interest and aggrandizement through treasury looting, abuse of office, power, and position (Khon 2018). It is this occurrence of political corruption that impedes development, erodes governmental legitimacy and minimizes the ability of government to reduce poverty, provide essential social services and infrastructure which influence people's freedom to live a better life (Khon, 2018).

2.3 Effective Public Service and the Administration of Federal Government Development Plan in Nigeria

The public service is the machinery used by the state and federal government to execute plans, policies and programmes (Ewubare & Okpani, 2018). It is utilised as the indispensable instrument of change and development in developing countries such as Nigeria, with the urgent and pressing need to bring about rapid fundamental socioeconomic transformation. Since Nigeria attained independence in 1960, various administrative reforms have been carried out by previous national governments with the aim of increasing the administrative capacity of the public service to implement development programmes and achieve national development goals (Ewubare & Okpani, 2018). The success of these reforms in repositioning and strengthening the public service as a veritable instrument for national development is, however, doubtful (Adebayo, 2018). Hence, every organisation is established or exists to realise certain objectives and essentially undertakes some core activities toward the discharge of its mandate (Okoye, 2017). In response to the demands of environmental dynamics, organisations strive to cope with or manage change. To work better or achieve better results, organisations embark on reorganisation to improve their mode of operations (Okoye, 2017). In developing countries like Nigeria with an urgent and pressing need to bring about accelerated or rapid socioeconomic development, public service have become imperative as public administration is only effective to the extent that it can respond swiftly and

efficiently to the ever-changing demands from its environment. Public service have primarily been driven by the quest to strengthen or enhance the capacity of public administration to achieve national development goals (Aladegbola & Jaiyeola 2016).

Public service plays an indispensable role in the administration of development plan of the federal government. As a developing country, Nigeria's public service is expected to function as an instrument of social change and development in terms of advancing human welfare and bringing about accelerated socioeconomic progress. According to Naidu (2015), 'in the developing countries the people, especially the poor, look to public service to improve their lot and alleviate their misery'. Naidu (2015) further stated that public service must act as the engine of development as various development activities are undertaken by the government to reduce, if not eliminate, poverty and unemployment and bring about improvement in the lives of the people.

The traditional role of public service is to execute the development programmes and policies of the federal governments (Rodee, James, Carl & Christol, 2020). Once those who are constitutionally empowered to formulate the state policy decide on and commit to a specific policy or programme. It is incumbent on the public service to ensure the faithful implementation and the attainment of the policy objectives. The public service activities broadly fall into four main categories, namely protectional, promotional, proprietary and regulatory (Rodee et al. 2000).

The public service also has the vital duty of maintaining law and order, as peace is an important precondition for the development and progress of society because there can be no development without peace (Ukwandu, 2014). Moreover, public service is saddled with the onerous task of protecting the life and property of citizens and other residents. Citizens must be alive and well before they can make meaningful contributions to the development of society. In a sense, public service not only serves but also protects (Ukwandu, 2018). In essence, this means that the overriding mandate of public service is the maintenance of order and stability. Peace and stability are the first goal before public servants delve into other aspects of public service like provision of basic amenities, such as water, electricity and housing (Ukwandu, 2018).

Furthermore, the public service plays a vital role in administration of development plans. It can aptly be described as the handmaid of socio-economic and politico-cultural growth and development (Ighodalo, 2018). Public service is one of the essential components of a developmental state. It has a pivotal role to play in a developmental state because it is the engine of governmental activities aimed at achieving the common good. This is in tandem with the position of Adegoroye (2015), who states that no nation has been able to advance beyond its public service. Therefore, the effectiveness of any nation is predominantly determined by the efficiency of the public service (Kwaghga, 2020). Gyimah-Boadi (2014) submits that “enquiries into the factors inhibiting the emergence of developmental states in Africa have come to identify the public service as a critical missing element.”

2.4 The Role of Public Service in Government

The success of government rests as much on the way the public service functions. An efficient and neutral public service is a sine-qua-non to a healthy democratic system, and a healthy democratic system is critical to efficient and effective public service. Though, to some, bureaucratic and democratic institutions are two antithetical poles, with different objectives (Blaulee, 2019). The public service had significant role to play in the administration of government whether autocratic or democratic. However, the role of public service may vary significantly under each of the systems. From the foregoing, we can summarise the role of public service as coordination of federal ministries, advising the political officials, formulation and implementation of government policies, gathering and supplying of data for policy makers, ensuring continuity of services and public relations service (Blaulee, 2019).

The public service is entrusted with the public property. “The public entrusted the ministers with the government of the country and the ministers in turn entrust the civil service with the property of the public” (Baner, 2020). The public property may be either tangible or intangible. The tangible property among others include cash, stationary, building equipment, vehicles, furniture, stores, etc the civil servants are responsible not only for their safe custody and maintenance, but also their proper and effective utilization. All the roles highlighted above are so crucial to the smooth running of any administration that will foster the development of Nigeria. Underscoring the importance of public

service, Anthony Downs (2017) stated that: it is ironic that the public service is primarily a term of scorn, in reality, bureaus are among the most important institutions in every part of the world not only do they provide employment for a very significant fraction of the world's population, but they also make critical decisions that shape the economic, educational, political, social, moral and even religious lives of nearly everyone on earth (Foldama, 2017).

The important roles of the public service discussed above, notwithstanding, experience has shown in Nigeria that many government laudable policies that would have contributed to the development of the country have been marred by poor implementation strategies (i.e. bureaucratic procedures) adopted by the civil service, charged for the implementation (Blaulee, 2019). Development in its most basic, to meet basic needs have eluded Nigerians. Basic utilities are generally lacking. Even when such utilities are budgeted for, the twin evils of public service and corruption contrive to deny the people sorely needed infrastructures. Salawo (2020) in his work revealed that, there are stories of trunk roads that have received budgetary allocations for over ten years but have not been built. There are cases of over-invoicing. There are cases of poverty alleviation schemes which impacts do not reach those at the grass roots level because they are hijacked by the elite group through the public service (the bureaucracy). The public service has a way of putting obstacles in the way of policies formulated by the political officials, especially those policies on which they hold divergent opinions. Various tactics are employed “to thwart implementation of policies about which they are skeptical “ranging from

procrastination, “discovering” insurmountable obstacles effecting unworkable solution etc. (Greenworld & Wilson, 2019; Oktoni, 2020).

2.5 Edo State Government Development Efforts

From being a perceived political novice in 2016, the present governor of Edo State has become a great administrator in public office. He mounted the saddle of leadership in Edo State over six years ago by taking advantage of Public Private Partnerships (PPP) to push socio-economic growth, chart a new course to promote positive change and reposition the state as the nation’s heartbeat. Over half a decade of steering the Dennis Osadebay’s ship with his unprecedented approach to governance and resolve to actualise a sustainable future for Edo residents, the governor has obviously defied the unfavourable prevailing wind swirling around the air and he is navigating the state away from the shores of the bottlenecks impeding progress.

Beyond reorganising the city centre, showcasing its rich cultural heritage and masterpiece of artworks for a tourist-driven economic recovery, the governor is building an economic future for generations unborn by bridging the gap with the private sector to drive the state’s economy and exhibiting numerous investment opportunities to business owners with a view to rekindling hopes for an estimated population of over three million inhabitants. The governor, fondly called “Wake and See” a nickname derived from surprise developments that hit residents every morning they wake up from sleep, has been blazing the trail in the corridors of power since 2019, when he led the Edo State

economic and strategy team – the think tank office – that initiated many policy reforms in different sectors across the state which was aimed at improving the standard of living of its citizenry. Following his assumption of office for the first and second terms, November 12, 2016, and November 12, 2020, his eyes have always been fixated on putting Edo State on the path of progress, prosperity and ensuring it becomes a point of reference for other states across Nigeria. The governor has been commitment to enriching the lives of Edo people by creating a conducive environment for businesses to thrive and for burgeoning investors to harness the rich business potentials of the state as well as bequeathing lasting legacies for successive generations birthed the annual Edo State investment summit dubbed, “Alaghodaro”.

Alaghodaro, a Benin slogan, that connotes progress, is a yearly event where experts, manufacturers, business leaders and other industry stakeholders converge, forge ideas and strategies to support the economic, social and development plans of the state government. It also serves as a platform to mark the anniversary of the governor and review the impacts of the numerous programmes, reforms and initiatives by the Obaseki-led administration with a view to improving and sustaining the achievements previously recorded. During one of the investment summits, the governor launched the state’s 30-year development plan and unveiled eight centres for the state’s economic transformation which include the Benin river port, the proposed airport in Edo North senatorial district, Edo State Oil Palm Programme (ESOPP), Victor Uwaifo creative hub, Edo Production Centre, the Edo tech park, Innovation Centers across the state and various oil palm

projects in Edo. The Obaseki-led government had earlier unveiled the Making Edo Great Again (MEGA) vision to the United Nations Country Team (UNCT) in Nigeria, outlining the government's audacious plan to make Edo State one of the 20 top economies in terms of Gross Domestic Product (GDP) in Africa by 2050.

2.6 Challenges of Public Service in Nigeria

Public service in Nigeria is beset with a number of problems that have hampered its effective role in the governance of the country. The important roles of public service notwithstanding, experience has shown in Nigeria that many of government laudable policies have been marred by poor implementation strategies (that is to say, bureaucratic procedures) adopted by the civil service, charged for the implementation. The civil service has a way of putting obstacles in the way of policies formulated by the political officials, especially those policies on which they hold divergent opinions. Various tactics are employed to frustrate implementation of policies about which they are skeptical, ranging from procrastination, discovering insurmountable obstacles or effecting unworkable solutions, and many others (Greenwood and Wilson, 2019, Okafor and Bode-Okunade (2014).

One major challenge confronting the Nigerian public service is high level of corruption associated with the public service in Nigeria. A World Bank (2010) report states that, "Nigeria's public service lacks transparency and accountability". This is further confirmed by a publication in transparency international which rated Nigeria as the

second most corrupt nation in the world (Nigerian Tribune 3 June, 2002). In addition, a World Bank (2010) report identified the causes of corruption among public officials:” it is no secret that inadequate salaries direct public officials into unprofessional forms of behaviour. When senior jobs produce opportunities to collect bribes, to evade income-inhibiting restrictions on private trade, to win government contract for one’s family or association, or to misappropriate public funds, incentives are created to do one’s job in ways that are inconsistent with the public interest.”

Adebayo (2011) adds that as regards personal qualifications, employees entering the public services through the use of spoils system might lack the required technical skills for their positions. Moreover, on-the-job training programmes are weak and ineffective. The fallout of this process is the emphasis on filling slot rather than matching employees’ skills with the needs of the position. Furthermore, a political neutral, professional core of senior administrators is rare in Nigeria. (Ejiofor & Analogu, 2018; Okoh (2018) and Okafor (2015) provided reasons that account for this practice. First, political leaders in Nigeria are under intense pressure to reward their supporters. Second, few political leaders accept the premise of a neutral civil/public service. Third, incoming political leaders, would want to shape the ideological direction (if any) of the public service for their easy control (Okoh, 2018).

The ethno-religious hostilities in Nigeria and the crisis of confidence from the populace tend to reinforce and compound the problems of Nigerian public bureaucracies. As

identified by Okafor (2015) while quoting Soleye (2019) “public service, regardless of their dedication to national goals and the norms of professionalism, tend to be viewed as biased and self-serving by the masses” (Okafor, 2015). Nnoli (2018) adds “the masses tend to make the basic proposition that bureaucrats are influenced by religious, ethnic and other parochial considerations and act accordingly. Other problems that are associated with public service, the world over are its rigidity, resistance to change, lack of innovation, impersonality, and “excessive aloofness, ritualistic attachment to routines and procedures” (Kramer, 2017). This capsule is what some refers to as red-tapism that hinders quick action and effective communication among public servants. The problem of rigidity and resistance to change by bureaucracy has contributed to the failure of many public service reforms in Nigeria right from colonial times till date (Nnoli, 2018).

According to Nnoli (2018), Adebayo (2011) and Yusufu (2012) who posited that the structural problems besetting public service in Nigeria fall roughly into four basic categories, namely, personnel regulations, personnel qualifications, organizational structure, and work environment. Each plays its role in diminishing the administrative capacity in public service. The personnel regulations state requirements for entry into the public service as well as procedures for promotion and dismissal. Public service in Nigeria stipulates a checklist of requirements for entry, including federal character. Theoretically, positions are supposed to be filled on the basis of merit. However, political, family, ethnic and religious factors are relevant considerations in achieving bureaucratic appointments (Adebayo, 2011).

Okafor (2015) asserts that once ensconced in a bureaucratic position, officials are promoted primarily on the bases of seniority. Rules for promotion fail to differentiate between productive and non-productive workers. Dismissal is rare except during the mass purge of Murtala –Obasanjo administration in 1975-1976. It is hard to lose a government job in Nigeria (Okafor, 2005).

Fred Riggs (1976) expresses this negative aspect in this way: Public servants tended to use their effective control to safeguard their expedient bureaucratic interests – tenure, seniority, rights, fringe benefits, toleration of poor performance, the right to violate official norms rather than to advance the achievement of programme goals. Hence the career (bureaucracy) in developing countries fails not only to accomplish the administrative goals set for it but also stands in the way of political growth (Riggs, 1976).

Adebayo (2011) and Otobo (2012) added that as regards personnel qualifications, employees entering the public services through the use of spoils system might lack the required technical skills for their positions. Moreover, on-the-job training programmes are weak and ineffective. The fallout of this process is the emphasis on filing slot rather than matching employees' skills with the needs of the position. In addition to the above factor, most public servants are poorly paid and as a result resort to multiple job-holding in the informal sector thereby impacting negatively on their attitude and commitment to work, (Onyeonuru, 2014; Okoh 2018) and Okafor (2015).

Ejiofor and Anagolu (2014) Ejiofor (2007), Onyeonuru, (2014) and Okafor (2015) added that the attitudes and behaviour of public servants in Nigeria are not conducive to the efficient administration of the affairs of their government organizations. This is because most bureaucrats are overly concerned about the security of their positions and as such are not inclined to the initiative thus, more concerned with status since authority breeds status.

Moreover, petty corruption or “black market” bureaucracy continues to flourish in Nigeria’s public service and other counter-productive attitudes also continue to flourish. For example, the work habit and motivational levels of most junior and medium level bureaucrats are substandard. Ejiofor (2017) concludes that as a result of the above, the performance of public bureaucrats tends to be sluggish, their coffee breaks prolonged, and their need for supervision constant.

In other words, there is a problem between public service and political leadership. In Nigeria, for instance, there has been a certain amount of frictional resistance between the ministers, commissioners and the executive departments under them due to difficulty of reconciling their respective spheres of responsibility. The career civil servants tend to assume an air of superiority and self-relevance and often have contempt for the politicians many of whom appointed lack academic background which some of the career civil servants possesses (Ejiofor, 2017).

2.7 Role of Public Service in Nation Building

The post-independence period in the 1960s in Nigeria witnessed an enormous expansion, of government intervention in national economies when the public sector was seen as a major contributor to economic growth and socio-political stability. Thus the civil servants inherited from the colonial rulers in the 1960s the Weberian bureaucratic model (Ademolekun 2016), which provides relevant data for understanding the challenges that, new ideas have to be overcome to truly become innovations and best practices. This justified the role of bureaucracy in the intervention of the nations' development, inherited from the colonial masters (Ademolekun, 2016).

Public service were then seen as enabling the state to carry out activities that private entrepreneur could not perform and also to reduce the dominance of foreign investment. In other words, there was need to understand the function, structure, orientation and organizational culture as well as challenges facing public servants in nation building and the quest for good governance (Lawal & Abe, 2011). Public servants have basically evolved in developed countries with stable democratic political systems and competitive markets, the application of the concept of good governance to developing countries that are at different development stages may have unintended and serious consequences for the citizens especially the poor (Lawal & Abe, 2011). Developing countries are being asked to do everything which works in developed countries and consequently the good

governance agenda in the developing world has grown long over the years. Recognizing this problem, Grindle (2019) has recently argued for *good governance*, for poverty reduction and reform in developing countries, that the concept of ‘good enough governance’, though still in its infancy, represents a strong case for contextualizing or indigenizing the notion of good governance in the developing world to set realistic and achievable reform objectives for each country.

In Nigeria the public service structures which were based on the bureaucratic model led to inefficient organizations, excessive red tape and structural arrangements that impeded as much or more than serve the implementation of public policy to a formidable outcome. Policy outcomes were intended or unintended consequences of policies that flow from action or inaction by government. Analysts of public administration have always pointed out that for any policy to redistribute existing resources away from privileged groups, it is bound to attract more bureaucratic and social oppositions (Lowi 2014; Thomas & Grindle, 2020). Thus, policy is adopted, adapted and drifts, morphs and mutates through the implementation process. The extent of drift and mutation depends on a myriad of variables, only some of which can be controlled by policy makers (Oaikhena & Osawe, 2022).

Basically, the role public service must play should be in the area of collective effort towards equitation and morale productivity. This means that bureaucrats should develop a conscious attitude, realizing the existence of principles related to the matter at hand;

developing a responsible attitude, deciding which will be adopted and acted upon; and developing an experimental attitude, and experimenting and watching results (Oaikhena & Osawe, 2022). By so doing optimum capacity will be achieved in the establishment as these would go a long way in ensuring that sufficient, motivated and competent workforce remains in the civil service to help take the service to the next level of capacity building and development of the society (Oaikhena & Osawe, 2022).

According to Hope et al. (2010) the role of building a society presupposes the following functions and behavioural traits of public service, these are, (a) adequate measures should be put in place for policy implementation; (b) achievement oriented behavior should be encouraged; (c) judicious use of authority is necessary; (d) pursuit of happiness for the people should be paramount; (e) use of reason and experience as the basis of decisions is a criteria; (f) uprightness, friendliness and firmness of devotion in dealing with others; (g) improving bureaucratic functions by way of simplification of rules, regulations and procedures of work; (h) civil servants should be open and transparent in their working environment (i) civil servants should be instruments for a responsive and accountable administration; (j) mobilizing the society to support the system of rule of law; (k) putting an end to the system of patronage and nepotism from government organizations; (l) civil servants should focus on economic, social and political development; and (m) civil servants should work within a value system that determines the conduct of their actions. Values, that consists of opinion of colleagues and cultural values of the society. In other words, the populace would be rest assured that good governance will not be a mirage but

attainable and sustainable. The study noted that, modest beginning towards developing a full scale public service for good governance, and indeed specific models will enable the people recognize and realize their goals and objectives towards nation building, hence it is a collective effort. Thus the greatest waste in any establishment is the failure to recognize and use the abilities of people, and to recognize that it is people who produce the strategy, structure, and systems of the establishment (Oaikhena, Agara & Idehen, 2013).

2.8 Theoretical Framework

This paper adopts Henri Fayol's (1930) organizational theory as its theoretical framework of analysis. According to Pugh (1966), organizational theory underscores the study of the structure and functioning of organizations and the behaviour of groups and individuals within them. The theory holds that any organization, whether small or large, should be designed in accordance with some principles which include hierarchical structure, order, established rules and regulations, impersonality of interpersonal relations, clarity and orderliness of purpose, defined objectives, among others. These constitute the hallmark of bureaucracy as advocated by Max Weber (1957) in his ideal type construct. The stability of the public service administration is promoted by deliberate design of the political class. Paradoxically, while the bureaucracy or the civil service is set up and sustained by the political leadership, the latter is more often than not survived by the bureaucracy itself. However, in conventional administrative thought, the civil service (bureaucracy) is an

instrument both for policy advice and for the implementation of the will of the state as determined by legitimate political institutions to which the service must be both subordinate and subservient (Olugbemi, 2009). This precipitated the clamour for subordination of the bureaucracy to political control for good governance, which often creates confusion in administrative procedure and tangled the people-centred approach to development of most democratic governments for good governance.

It is on the strength of the above argument that organizational theory is deemed appropriate as a theoretical framework in the analysis of effective public service in the administration of development plan of the federal government in Nigeria.

CHAPTER THREE

METHODOLOGY

3.1 Research Design

This study is aimed at examining effective public service in the administration of development plan of the federal government with focus on Edo State. The method adopted for this study is the descriptive research design utilizing the primary and secondary sources of data. The method of data generating and collection instrument is the questionnaire, and data generated will be analyzed using the simple percentage technique. The research design used in this study is descriptive design which seek to describe the existing status of what is being investigated and it will also help the researcher to know where the variable are gotten and how the objectives could be achieved. This descriptive approach involves the normal gathering analysis and interpretations or a set of data so as to explain the underling factors that surround the problems that prompted the research.

3.2 Sources of Research Data

The researcher used two basic sources of data collection in the process of conducting this research, the researcher used both primary and secondary sources of data collection.

Primary Source

Primary source of data collection are information that are generated specifically for the purpose of this research work. In this study, data will be collected from personal observation, interview and responses on the questionnaire. The questionnaire will be a well-structured one, which enable the respondents to answer (Agreed, Strongly agreed,

disagreed, strongly disagreed, and undecided). The questions will be designed in the closed ended manner in order to ensure accurate statistical evaluation.

Secondary Source

The secondary sources of data were gotten from existing information that are already written, published and unpublished that are related to the topic which includes textbooks, journals newspaper, international financial publication towards development.

3.3 Population Size

Population is the number of respondents, the researcher is investigating. This is also known as the wholeness of respondents the study covers. The population under study consists of 200 respondents from Egor local government council, Edo State.

3.4 Sample Size and Sampling Techniques

In determining the sample size for the study, the researcher used a 5% level of significance, the sample size was derived using Yaro Yamnane formular;

$$n = \frac{N}{1+N(e)^2}$$

Where

n = sample size

N = Population of the study

e = level of significance/Error estimate at 5%

1 = Constant

$$n = \frac{200}{1+200(0.05)^2}$$

$$n = \frac{200}{1+200(0.0025)}$$

$$n = \frac{200}{1+0.05}$$

$$n = 200 = \frac{133.33}{1.5} = 133$$

However, the sample size of this study as determined from the calculation above is 133. Therefore, one hundred and thirty-three (133) structured questionnaire will be distributed to the respondents. The sampling technique employed in this study is the simple random sampling technique.

3.5 Instrument for Data Collection

The instrument that will be used for data collection for this study will be the questionnaire and direct interview. The questionnaire will be generated in line with the research questions in a simple and clear grammar to enable the respondent understand and respond to the research questions. In this study, the researcher will also employ other instruments for data collection like personal observation and interview.

3.6 Method of Data Analysis

The data collected will be presented in a tabular form with focus on the major research questions in other to enable the researcher determine the results. The data collected will be analyzed using simple percentage.

CHAPTER FOUR

PRESENTATION AND ANALYSIS OF DATA

4.1 Introduction

This chapter is on the presentation and analysis of data gotten from distributed questionnaires. The variables analyzed for this study is on effective public service in the administration of development plan of the federal government: a case study of Edo State. Out of the one hundred and thirty three questionnaire distributed, one hundred and thirty were retrieved and found valid for the analysis.

4.2 Background Information of the Respondents

Table 4.1: Frequency Table showing the distribution of age of the respondent

AGE	FREQUENCY	PERCENTAGE (%)
Below 25 years	27	20.8
25-35 years	42	32.3
36 years and above	61	46.9
Total	130	100

Source Field Survey, 2023

Table 4.1 shows the analysis of Ages of respondents. Where 27 respondents, which accounts for 20.8% of the respondents are below 25yrs., 42 respondents, representing 33.3% are between the ages of 25-35yrs, and the remaining 61 respondents, accounting for 46.9% are 36 years and above. This shows that the majority of the respondents are matured.

Table 4.2: Frequency Table showing the distribution of sex of the respondent

Sex	FREQUENCY	PERCENTAGE (%)
Male	79	60.8
Female	51	39.2
Total	130	100%

Source: Field Survey, 2023

Table 4.2 shows the gender distribution of respondents of which 79 respondents, which accounts for 60.8% are male, while the remaining 51 respondents, which accounts for 39.2% are females respectively. This therefore shows that both gender was well captured in the study.

Table 4.3: Frequency Table showing the distribution of the educational attainment of the respondent

EDUCATIONAL QUALIFICATION	FREQUENCY	PERCENTAGE
SSCE	8	6.2
OND	23	17.7
HND	33	25.4
B.Sc. and above	66	50.8
TOTAL	130	100%

Source: Field Survey, 2023

Table 4.3 shows the analysis of educational attainment of the 130 respondents who returned usable copies of the questionnaire distributed. Out of which, 8 (6.2%) of the respondents falls within the education qualification of Secondary School Certificate Education Level, while 23 (17.7%) of the respondents fall within the Ordinary National

Diploma Level and 33(25.4%) of the respondents fall within the High Diploma Degree Level while 66 (50.8%) of the respondents fall within the B.Sc. and higher degree educational attainment. This shows that majority of the respondents were educated enough.

4.3 Descriptive Analyses

In this section, the responses to the questions were analyzed using Likert-Scale point.

SECTION B

SA = Strongly Agree

A = Agree

SD = Strongly Disagreed

D = Disagree

UN = Undecided

Table 4.4: Relationship between effective public service and administration of development plans of the federal government in Edo State

S/N	Description	SA	A	SD	D	UN	TOTAL
1	The public service is the machinery used by government to execute policies for national development.	63 (48.5)	62 (47.7)	0 (0.0)	0 (0.0)	5 (3.8)	130 100%
2	The traditional role of public service is to execute the developmental programmes of the federal government.	78 (60.0)	49 (37.7)	3 (2.3)	0 (0)	0 (0)	130 100%

3	If the public service lacks the capacity to implement government policies, those policies will not be executed in an effective manner.	47 (36.2)	78 (60.0)	- (-)	- (-)	5 (3.8)	130 100%
4	The role of the public service is critical to all areas of national development process.	63 (48.5)	50 (38.5)	11 (8.5)	0 (0.0)	9 (6.9)	130 100%
5	The public service is one of the essential components of a developmental state.	60 (46.2)	57 (43.8)	0 (0.0)	0 (0.0)	13 (10.0)	130 100%

Source: Field Survey, 2023

From the table 4.4 above, 63 respondents strongly agreed, and 62 respondents agree that the public service is the machinery used by government to execute policies for national development. Then none of the respondents disagreed, while 5 respondents were undecided with the issue raised. Thus, due to the level of responses, it can therefore be concluded that the public service is the machinery used by government to execute policies for national development.

From item 2, majority of the respondents, which are 78 strongly agreed, and 49 respondents agreed that the traditional role of public service is to execute the developmental programmes of the federal government. Then, 3 respondents strongly disagreed, while none of the respondent disagreed, and none were undecided. Thus, it can be concluded that the traditional role of public service is to execute the developmental programmes of the federal government.

In statement 3, 47 respondents strongly agreed, and 78 respondents agreed that if the public service lacks the capacity to implement government policies, those policies will not be executed in an effective manner. Then, none of the respondent disagreed with the term, but 5 respondents were undecided. Therefore, it can be concluded that if the public service lacks the capacity to implement government policies, those policies will not be executed in an effective manner.

For statement 4, respondents were asked whether the role of the public service is critical to all areas of national development process. In response to the question, 63 respondents strongly agreed, and 50 respondents agreed that the role of the public service is critical to all areas of national development process. Then, 11 respondents strongly disagreed, while 9 respondents were undecided. Hence, it can be deduced that the role of the public service is critical to all areas of national development process.

As for statement 5, out of the 130 respondents, 60 of them strongly agreed, and 57 agreed that the public service is one of the essential components of a developmental state. Then, none of the respondents disagreed, while 13 respondents were undecided. Thus, it can construed in line with the responses that the public service is one of the essential components of a developmental state.

Table 4.5: The role played by the public service for Nigerians to benefit from good governance and national development

S/N	Description	SA	A	SD	D	UN	TOTAL
1	The public service has significant role to play in	62 (47.7)	59 (45.4)	0 (0.0)	0 (0.0)	9 (6.9)	130 100%

	the administration of government developmental plans.						
2	An effective public service ensures the continuity of government programmes on national development.	72 (55.4)	56 (43.1)	0 (0.0)	0 (0.0)	2 (1.5)	130 100%
3	The success of government rests as much on the way the public service function.	56 (43.1)	42 (32.3)	8 (6.2)	11 (8.5)	13 (10.0)	130 100%
4	The public service have a significant role to play in the administration of government whether autocratic or democratic.	39 (30.0)	39 (30.0)	19 (14.6)	27 (20.8)	6 (4.6)	130 100%
5	An effective public service is a critical independent variable for establishing a capable government.	49 (37.7)	74 (56.9)	0 (0.0)	0 (0.0)	7 (5.4)	130 100%

Source: Field Survey, 2023.

From the table 4.5 above, in items 1, it can be seen that 62 respondents strongly agreed that the public service has significant role to play in the administration of government developmental plans. Also, 59 respondents agree, while none of the respondents disagreed, the remaining 9 were undecided. Hence, it can be concluded that the public service has significant role to play in the administration of government developmental plans.

In item 2, majority of the respondents, which accounts for 72 respondents strongly agreed, and 56 respondents agreed that an effective public service ensures the continuity of government programmes on national development. Then, none of the respondents

disagreed with the question asked, while 2 were undecided with the term respectively. Thus, it can be concluded that an effective public service ensures the continuity of government programmes on national development.

Statement 3 shows that 56 respondents strongly agreed, and 42 respondents agreed that the success of government rests as much on the way the public service function. Then 8 of the respondent strongly agreed, and 11 disagreed with the question. While 13 of the respondents were undecided. Therefore, it can be concluded that the success of government rests as much on the way the public service function.

For statement 4, 39 respondents strongly agreed, and 39 respondents agreed that the public service have a significant role to play in the administration of government whether autocratic or democratic. Then, 19 of the respondents strongly disagreed, and 27 respondents disagreed with the term; while 6 respondents were undecided respectively. Thus, it can be taken that the public service have a significant role to play in the administration of government whether autocratic or democratic.

Furthermore, in statement 5, out of the 130 respondents, 49 strongly agreed, and 74 respondents were of the view that an effective public service is a critical independent variable for establishing a capable government. Then none of the respondents disagreed; while 7 respondents were undecided. Therefore, it can be said that an effective public service is a critical independent variable for establishing a capable government.

Table 4.6: Challenges faced by the public service in promoting government policies for effective national development.

S/N	Description	SA	A	SD	D	UN	TOTAL
1	The structural problem faced by the public service in promoting government policies in Nigeria is personnel regulation.	63 (48.5)	24 (18.5)	14 (10.8)	21 (16.2)	8 (6.2)	130 100%
2	Personnel qualification and organizational structure are part of the challenges faced by the public service in promoting national development in Nigeria.	41 (31.5)	35 (26.9)	20 (15.4)	29 (22.3)	5 (3.8)	130 100%
3	The high level of corruption associated with the public service in Nigeria has hampered its role in promoting national development.	57 (43.8)	61 (46.9)	6 (4.6)	3 (2.3)	3 (2.3)	130 100%
4	The Nigerian public service lacks transparency and accountability.	43 (33.1)	41 (31.5)	21 (16.2)	18 (13.8)	7 (5.4)	130 100%
5	The ethno-religious hostilities and the crisis of confidence from the populace compound the problems in the public service.	53 (40.8)	44 (33.8)	12 (9.2)	15 (11.5)	6 (4.6)	130 100%

Source: Field Survey, 2023.

From the table 4.6 above, in items 1, 63 respondents strongly agreed that the structural problem facing by the public service in promoting government policies in Nigeria is personnel regulation, and 24 agree also with the term, while 14 respondents strongly disagreed and 21 respondents disagreed with the term, and 8 respondents were undecided. Hence, it can be concluded that the structural problem faced by the public service in promoting government policies in Nigeria is personnel regulation.

In item 2, 41 respondents strongly agreed that personnel qualification and organizational structure are part of the challenges faced by the public service in promoting national development in Nigeria, and 35 respondents agreed as well with the issue raised. Then, 20 respondents strongly disagreed and 29 respondents disagreed with the question asked, while 5 respondents were undecided. Thus, it can be concluded that personnel qualification and organizational structure are part of the challenges faced by the public service in promoting national development in Nigeria.

Statement 3 shows that 57 respondents strongly agreed that the high level of corruption associated with the public service in Nigeria has hampered its role in promoting national development, and 61 respondents agreed with the term also. But 3 respondents were undecided, while 9 respondents disagreed with the issue raised. Therefore, it can be said that the high level of corruption associated with the public service in Nigeria has hampered its role in promoting national development.

For statement 4, 43 respondents strongly agreed, and 41 respondents agreed that the Nigerian public service lacks transparency and accountability. While 21 respondents strongly disagreed and 18 respondents disagreed with the issue raised and 7 respondents were undecided. Thus, it can be concluded that the Nigerian public service lacks transparency and accountability.

Finally, in statement 5, out of the 130 respondents, 53 strongly agreed, and 44 agreed that the ethno-religious hostilities and the crisis of confidence from the populace compound the problems in the public service. Then, 6 respondents were undecided, 15 disagreed, and 12 of the respondents strongly disagreed. Therefore, it can be supported that the ethno-religious hostilities and the crisis of confidence from the populace compound the problems in the public service.

4.4 Discussion of Findings

From the analysis in the study above, it was revealed that the public service is the machinery used by government to execute policies for national development; the traditional role of public service is to execute the developmental programmes of the federal government; if the public service lacks the capacity to implement government policies, those policies will not be executed in an effective manner; the role of the public service is critical to all areas of national development process; the public service is one of the essential components of a developmental state; the public service has significant role to play in the administration of government developmental plans; an effective public service ensures the continuity of government programmes on national development; the

success of government rests as much on the way the public service function; the public service have a significant role to play in the administration of government whether autocratic or democratic; an effective public service is a critical independent variable for establishing a capable government.

Furthermore, the findings from the study revealed that the structural problem faced by the public service in promoting government policies in Nigeria is personnel regulation; personnel qualification and organizational structure are part of the challenges faced by the public service in promoting national development in Nigeria; the high level of corruption associated with the public service in Nigeria has hampered its role in promoting national development; the Nigerian public service lacks transparency and accountability; and that the ethno-religious hostilities and the crisis of confidence from the populace compound the problems in the public service.

CHAPTER FIVE

SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter considers the summary of findings, conclusion and recommendations for this research work which premise on effective public service in the administration of development plan of the federal government: a case study of Edo State.

5.2 Summary of Findings

The functions of the public service cannot be totally isolated from the factors enumerated in the study. Except these problems are addressed, the problem of its survival is dicey. In the final analysis, the vitality of democracy depends on the capacity of government to deliver essential services and to resolve the problems that confront the society and the world. And this, in turn, depends very largely on the competence, integrity and motivation of professionals in government services (the public service). Finally, the public service being one of the longest standing institutions in Nigeria, will continue to be relevant to governance, its shortcomings notwithstanding. The findings therefore indicate that;

1. Effective public service is a vital element of the development process and an engine room for good governance and the success of government rests as much on the way the public service functions.
2. An efficient and neutral public service is a sine-qua-non to a healthy democratic system and development and the public service had significant role to play in the

administration of government developmental plan whether autocratic or democratic and an effective public service is a critical independent variable for establishing a capable government.

3. The structural problem facing the public service in Nigeria is personnel regulation and personnel qualification and organizational structure are part of the challenges faced by the public service in administering the development plan of the federal government and promoting good governance in Nigeria.
4. The high level of corruption associated with the public service in Nigeria has hampered its role in promoting even development in the country.

5.3 Conclusion

The existence of formal patterns of administering the people in terms of the provision of socio-economic and socio-political development and the willingness to cooperate with the citizens cannot be overemphasized as clearly revealed by the theory relating to structural functionalism in this paper. The study also revealed that little attention has been paid to one of the most critical relationships in democratic governance, that is, the relationship between public service and political office holders, as they succinctly failed to promote professionalism in the discharge of their duties. This lack of synergy the study observed, had led to slow development, lack of integrity and accountability. To a certain extent therefore, there is a neat distinction of the original public administration thinkers, whereby politicians make policy, civil servants implement policy, and the issues are often time, always more theoretical than real. Good governance starts with a quality

relationship between the permanent government and political leaders. In order words for good governance to be achieved and developed through the various machinery of implementation of governmental policies, there must be a synergy between political office holders and the civil servants. The role of bureaucrats in this regard is therefore to work for the common objectives of ensuring interdependence and good inter personnel relationship with those in the domain of governance. In relations to these the civil servants in Nigeria must ensure that what has been gained through Nigerian's Independence since 1960, in terms of economic growth, technology and human development, must be sustained.

In a nutshell public office holders charged with the responsibility of using public resources to obtain results for the good of the public must meet public policy objectives in terms of socioeconomic development. Bureaucracy may be slow in its response to development in national life and may appear to be resistant to change, but this must not be portrayed wholly in bad light. The peculiarity of bureaucracy does not allow reformers, revolutionaries and tyrants to trample upon the rights and ways of life of the people with ease and impunity. The core challenge lies in developing a governance model that fits the nation's current economic and political conditions, and this challenge should be tackled head long by political office holders and the civil servants in a combined effort.

However, modern government has had a way of eroding whatever truth there was to this distinction, hence there is a breakdown in trust and cooperation between those who occupy the permanent government (civil servants) and their political masters. The civil

servants feel that their advice is not heeded while the politicians feel that the permanent government undermines them with poor performance and with disloyalty. The paper concludes that there is a need for the public service to continue to play the indispensable role of stabilizing and preserving government and civilization, as this would reduce disenchantment and sluggishness in bureaucracy, and offer a comforting dependability of a formalized structure built on a constitutional and statutory foundation.

5.4 Recommendations

Based on the present study, the following recommendations are made. There is the need for government support of private initiatives through:

1. If the public service is to attain the desired results of development in Nigeria, far reaching reforms are needed, such as, recruitment and promotion of civil servants should be based on merit system as opposed to spoils system. This is because the entronement of federal character principle of recruitment and other spoils system have sacrificed efficiency and effectiveness in the Nigerian public service, while rules and regulations are sine qua non for systematic and orderly government.
2. There is a need for the mental attitudes and believes of the public servants to be reoriented, so that they can cope with the policies of new government.
3. There is need for strong political elites, who are able to articulate political goals and to establish and maintain a framework of both political and legal institutions.
4. Nigeria equally needs a public service that is characterized by a high degree of deconcentration and decentralization of the decision-making process, a public

service in which there is effective communication and coordination appreciates the thoughts and feelings of the people when formulating and implementing policies.

5. Corrupt officials should be sacked, the behaviour of public service personnel must change, they must be trained and retrained to embrace the spirit of achievement, and prudent use of materials and human resources instead of the waste that have characterized public servants over the years.
6. Finally, adequate incentives and motivation must be provided for public servants, which will not only attract talented people to the service, but also make them to perform effectively and honestly. Beyond this, Nigeria as a society should begin to change its value. In a decent society, money is not everything, but in Nigeria where money is considered to be everything, people can go to any length and use any means to acquire wealth. Our value and priority must change. Integrity, honour and good name must be preferred above ill-gotten wealth that is when we can create a decent new society.

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APPENDIX

DEPARTMENT OF PUBLIC ADMINISTRATION
FACULTY OF SOCIAL SCIENCES
UNIVERSITY OF BENIN
BENIN CITY

QUESTIONNAIRE

Dear Respondent,

I am a final year student in the above department. As part of the requirements for my B.Sc. Degree programme, I am conducting a research on *Effective Public Service in the Administration of Development Plans of the Federal Government: A Case Study of Edo State.*

Please kindly respond to the items by ticking your response in the spaces provided below.

Your responses will be treated in strict confidence and used for this research purpose only.

Thanks for your anticipated cooperation.

Yours faithfully,

Edevu Efe Favour
Researcher

This questionnaire is divided into two (2) sections; A and B. Section A focuses on personal information about the respondent, while section B contains study related questions.

SECTION A: PERSONAL INFORMATION

Please tick (√) where appropriate or comment.

1. Age: Below 25yrs [], 25-35yrs [], 36 and above [].
2. Sex: Male [], Female [].
3. Academic Qualifications: SSCE [], OND [], HND [], B.Sc. and above [].

SECTION B: FIELD QUESTIONS

Please indicate by ticking [√] in the appropriate box where available and provide concise answers where appropriate in the available box.

Keys:

- Strongly Agree** = **SA**
Agree = **A**
Strongly Disagree = **SD**
Disagree = **D**
Undecided = **UN**

Relationship between effective public service and administration of development plans of the federal government in Edo State

S/N	Item	SA	A	UN	SD	D
4	The public service is the machinery used by government to execute policies for national development.					
5	The traditional role of public service is to execute the developmental programmes of the federal government.					
6	If the public service lacks the capacity to implement government policies, those policies will not be executed in an effective manner.					
7	The role of the public service is critical to all areas of					

	national development process.					
8	The public service is one of the essential components of a developmental state.					

The role played by the public service for Nigerians to benefit from good governance and national development

S/N	Item	SA	A	UN	SD	D
9	The public service has significant role to play in the administration of government developmental plans.					
10	An effective public service ensures the continuity of government programmes on national development.					
11	The success of government rests as much on the way the public service function.					
12	The public service have a significant role to play in the administration of government whether autocratic or democratic.					
13	An effective public service is a critical independent variable for establishing a capable government.					

Challenges faced by the public service in promoting government policies for effective national development

S/N	Item	SA	A	UN	SD	D
14	The structural problem faced by the public service in promoting government policies in Nigeria is personnel regulation.					
15	Personnel qualification and organizational structure are part of the challenges faced by the public service in promoting national development in Nigeria.					
16	The high level of corruption associated with the public service in Nigeria has hampered its role in promoting national development.					
17	The Nigerian public service lacks transparency and accountability.					
18	The ethno-religious hospitalities and the crisis of confidence from the populace compound the problems in the public service.					

