The Role of Effective Public Administration in the Achievement of Peace and Development in Nigeria.

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Abstract

This study analyzed the role of effective public administration in the achievement of peace and development in Nigeria. The civil service is seen as the power house of government, and it has a dynamic role in the maintenance of peace and stability of the country. Nigeria has been faced with series of conflicts, lack of development and loss of foreign ranking in terms of peaceful coexistence. This necessitates a comprehensive study into the effectiveness of the public administration system in the Nigeria, by assessing its impacts on the overall efforts for peace and development drive in the country. The study adopted the qualitative research methodology in gathering and analyzing data used in the research. Findings made shows that an effective public administrative system, with absolute adherence to the rule of law and good governance, leads to peaceful coexistence of entities in a country. The strengthening and rejuvenation of the Nigerian public administrative system, will help to restore peace, development and tranquility in the country. However, the study recommends that the Nigerian civil society should increase their engagement with the Nigerian public service, in constant demand for efficient public administrative services to the Nigerian people. This is as it

is expected to enhance service delivery, leading to peace and development of the country

Introduction

According to Rothstein (2014), since the late 1990s, economists and political scientists alike have investigated the effects of dysfunctional government institutions on economic and social stability in countries around the world. Nigeria, as a leading country in Africa, with vast amount of resources and thriving population, has been plagued with insecurity, high poverty index, underdevelopment, and to name a few, which are all directly linked to poor governance and public institutions. According to Attahiru (2018), there is much that is desired in Nigeria with regards to human security, governance and electoral integrity. Indeed, the prevalence of corruption, as indicated by the poor ranking of Nigeria on the recently released Transparency International's Corruption Perception Index (CPI), which is 27/100 points, and ranked 148 out of 180 countries, further complicates the issue of bad governance through a massive hemorrhage of resources, which could otherwise have been channeled into meeting citizens' basic needs in human security (Attahiru, 2018). Oviasogie (2013) posit that the leadership structure in Nigeria is poor due to inadequacies in accountability and transparency of public affairs managements in the nation.

The poor global rankings of Nigeria and the multiplicity of developmental issues threatening the stability of Nigeria as highlighted above, calls for thorough investigations into the public administrative system of the country. Despite having high potential and leadership role in Africa, peace, security and sustainable development are still a mirage to the country. This study therefore aims to investigate the effectiveness of Nigeria Public Administration, as it relates to development, peace and security of the country.

Research Methodology

This study adopted the qualitative research design. Data used in the study where generated from secondary materials such as journals, text books, libraries and online resources.

Theoretical Framework

New Public Management Theory

This study is anchored on the New Public Management Theory (NPM). According to Farazmand (2009), the NPM was created in the 1980s, and the term new public management was coined by scholars from UK and Australia, who were working in the in the areas of public administration to make civil service more efficient. To do so, it utilized private-sector management models. Giving local agencies more freedom in how they delivered services to citizens, the theory experimented with using decentralized service delivery models to administer over a large civil populace. Advocates of NPM look to replace the disciplinary, academic, or moral emphasis of traditional public administration with a more "businesslike" perspective. These NPM also provide a foundation for understanding the evolution of public administration and offer insights into effective governance and management strategies.

Conceptual Review

Good Governance

According to Abubakar (2016), good governance is the capacity of the government to design, formulate and implement policies which are development oriented and committed to improvement of quality of life of the people. It also refers to the capacity of government and bureaucracy to cope up with emerging challenges of the society, elimination of mal-governance through the process of rule of law (Abubakar, S2016).

Muhammad (2014) states that good governance implies presence of rule of law, safeguard of human rights, and existence of honest and efficient government, accountability, transparency, predictability and openness. The goal of governance is to develop capacities and create opportunities that are needed to realize development that gives priority to the poor, advances women, sustains the environment and create needed opportunities for employment and other economic benefits (Odock, 2016). According to Muhammed (2015), good governance represents more than a means of providing common good, as it can be related to the government capacity to help their citizens' ability to achieve their aspirations. n another perspective George-Genyi (2012) sees good governance as the complex mechanisms, processes, relationships, and institutions through which

citizens and groups articulate their interest, exercise their rights, obligations and to mediate their differences.

Adesola (2012) posits the characteristic of good governance to include, popular participation, rule of law, transparency, responsiveness, and economic consensus oriented others are equity and inclusiveness, effectiveness and efficiency and accountability. The question is which of these characteristic or element of good governance can be said to be upholding in the administration of governance in Nigeria. However good governance is that type of government that are responsive to their citizens' needs, provide an avenue for participations in governance process, publicize their activities, uphold the principle of rule of law and show equity and transparency in theory dealings (Adesola, 2012).

Public Administration

According to Denhardt & Denhardt (2009), public administration, or public policy and administration (the academic discipline) is the collective process through which public policy is created and implemented. It is also the subfield of political science that studies this policy process and the structures, functions, and behavior of public institutions and their relationships with a broader society. Denhardt & Denhardt (2009) also noted that public administrators generally take up employment across the public sector and non-profit civic sector, but also have opportunities to work in the for-profit private sector as well, especially in roles related to civil service.

From the postulations of Donald & Fessler (2009), public administration encompasses the execution, oversight, and management of government policies and the management of public affairs. The field involves the organization, operation, and strategic coordination of bureaucratic structures in the public sector. Public administrators play a significant role in devising and executing policies, managing shared resources, and ensuring the efficient functioning of government agencies and programs (Donald & Fessler, 2009).

Empirical Review

The United Nations Department of Economic and Social Affairs (UN-DESA), conducted a study on the vitality of effective public administration for peace and

development in 2010 (United Nations, 2010), while Rwanda and Uganda were used as case study. Findings reached in the study shed light on how to create lasting peace in post-conflict societies. The report stated that setting-up of functional government structures should be the major priority, as a region or country goes into post-conflict periods. The report noted that no progress can be made in promoting peace, development and protection of human rights unless appropriate governance and public administration institutions are established. Therefore, durable peace can only be achieved if a newly-established government can gain the trust of the population and provide essential public services including safety, security, health, education, shelter, access to water, sanitation and job opportunities. Post-conflict reconstruction has been mostly successful in countries with capable leadership and public service. The study recommends that women and minority groups should be engaged in post-conflict governance, especially when ethnic or religious divisions were a contributing factor of athe conflict.

A holistic analysis on the quality of government, theory of impartial government institutions, by Rothstein and Teorell (2008). The study was rooted in the basic norm that characterizes the government system as a whole; and that places premium on the objective interests of the citizens, rather than the narrow interest of ruling cliques. According to Rothstein & Teorell (2008), that basic norm is impartiality in the exercise of public power. These findings expatiated basic norms, the core of good governance, as follows: When implementing laws and policies, government officials should not take anything about the citizen's cases into consideration, cases that are not beforehand stipulated in policy or the law. While good governance is desirable, especially as rooted in the basic norm, as articulated, what is even more desirable is good democratic governance, which is an essential requirement for progress and development of a modern nation-state. The study recommends that good democratic governance should incorporates aspects of efficiency and effectiveness in governance, inclusive and participatory governance, responsible and responsive leadership, as well as the impartiality of the institutions that exercise government authority (Rothstein & Teorell, 2008).

Efficiency in Public Administration

Over the decades, scholars have discussed the topic of efficiency along two major distinctions; also, it has always been subject to how the duties of government are

defined. At one point in time, it was just to increase output; afterward, it was defined along pure business lines; and later on, an element of value was added to cover the expectations of citizens as the most significant part of public goods and services. Schachter (2007) finds efficiency as an intrinsic value in public administration pointing out that its definition is debated among scholars of the field. Hence, there exist two very distinct schools of thoughts on the notion of efficiency in public administration domain. First view is based on the Weberian model of "ideal type" bureaucracy and argues that public organizations are structured as bureaucracies, which provides rational and efficient organization structures to public organizations. Hence, several scholars have associated bureaucracy with efficient organizations (Denhardt, 2000). In contrast, the other school of scholars sees public organizations as pursuing multiple value-based goals in a democratic system (Rutgers & van der Meer, 2010).

Rutgers & van der Meer (2010) trace the origins of efficiency back to Aristotle's work on the nature of knowledge, specifically "four aspects of causation" from which his followers derive the notion of efficiency. They further assert that Aristotle's efficiency was directed toward the achievement of some goals or objectives as in "substantive sense of efficiency. However, they find that after Aristotle, the term found some limited use in the 19th century; for example, Jeremy Bentham (1817) used the term in a broader meaning and connected it to the efficiency of the oath. However, they see Bentham's use of efficiency in terms of the contribution to purposes, not as an economic relation between resources and effects. However, afterward, they find that Bentham used a slightly different notion of efficiency in his Manual of Political Economy (1843) where efficiency is used as means of comparison within the context of "creating wealth." While in Europe, Johan Rudolf Thorbecke, a Dutch statesman who framed the constitution in 1848, saw collegial organizations as more efficient in terms of specific functions such as judicial matters and the balancing of interests as compared with bureaus, without any comparison of the associated costs. Whereas, Rutgers and van der Meer cite John Stuart Mill (1859) as he cautioned against an efficient bureaucracy as a danger to the democratic values of the government because it gave uncontrollable power to it.

While tracing the use of the term efficiency in economic thought, Rutgers and van der Meer (2010) narrate that the term efficiency in economic sense was introduced by W. J. M. Rankine (1855) as a performance ratio for engines. From this point on, efficiency made a place as an economic measure. Mandl, Dierx, & Ilzkovitz (2008) article not only defines but also gives detailed explanation of various forms of efficiency in the economic context, for example, "price efficiency and technical efficiency." He identifies the limitations in the use of the term "price efficiency" as instability which is prone to multiple interpretations. Over the years, economics has elaborated on the concept of efficiency by adding "allocative efficiency" that pertains to the allocation of resources. Scientific management as propagated by Fredrick Winslow Taylor on one hand placed emphasis on quantity of output with time and motion study, and finding one best way of doing the job. On the other hand, it also called for dividing the responsibilities between management and workers. Hence, Rutgers and van der Meer regard scientific management as "paradigmatic call for efficiency," further emphasizing its impact on public administration in the form of "New Public Management (NPM) as Neo-Taylorism." Scientific management had a great influence on the municipal reform movement in the early part of the 19th century by introducing its principles to the work of government. However, efficiency was not seen as a vital component of scientific management because scientific management emphasized on finding "one best way" (as cited in Rutgers & van der Meer, 2010). This point is further elaborated by Taylor's testimony to Congress where he stated that scientific management is neither an efficiency tool nor is it used for "securing efficiency.

Schreurs (2000) argues that Taylor equates productivity with efficiency as a "capacity to produce. Scheer (2010) also finds that the cities were under pressure because of increasing population due to immigration and industrialization, which attracted masses from rural areas and other countries. This rapid expansion in the population of cities made huge demands on the government apparatus for protection and provision of basic utilities, schools, and hospitals. Municipal governments struggled to find ways to cater to the needs of the citizens. At that time, politicians provided leadership to solve problems; however, this led to "graft and cronyism." However, later on, citizens and academia took on those bosses in what became as the start of the progressive reform movement. An integral part of the movement was to improve the government services along with social and

political reform; under these conditions, citizens established Bureaus of Municipal reforms that focused on improving the work of Municipal governments. Scheer (2010) goes further to give details on this topic from Mordecai Lee's (2008) book titled "Bureaus of Efficiency: Reforming Local Government in the Progressive Era." She states that the main theme of this book is to study and evaluate four bureaus for efficiency that emerged in the wake of the New York Bureau of Municipal Research. Lee studied Milwaukee's Bureau of Economy and Efficiency, 1910-1912; Milwaukee Citizen's Bureau of Municipal efficiency, 1913-1921; the Chicago Civil Service Commission's Efficiency Division, 1910-1916; and the Chicago Bureau of Public Efficiency, 1910-1932. This article narrates few vital points in the following paragraphs from Lee (2008) and Scheer (2010) because of the impact of efficiency in bureaus on public administration.

The Nexus between Public Administration and Peace-building

According to Stivers (2000), there is strong linkages between peace movement and public administration. However, the link between early public administration and the peace movement was severed at the onset of the First World War as it buried the active peace movement by painting peace activists as enemy sympathizers (Stone, 2004). The success of organization and management principles in the war effort of the Second World War further cemented public administration as a function of supporting the political course of an elected government rather than a mission of building peace domestically and internationally. Some degree of resonance between the two areas reemerged in the movement to consider equity in public administration (Wooldridge & Gooden, 2009).

The focus along socially relevant demarcation lines like gender, race, and class echoes the evolution of peace theory to include a broader and more diverse range of stakeholders in defining problems and seeking solutions. More recently, Spicer (2010) called for a value pluralist perspective and an accompanying appreciation for politics as a process for surfacing and transforming conflicts over competing values aligns with the necessity of recognizing positive peace as essentially contested as a concept, but also an opportunity for surfacing competing values and creating contextualized priorities among them. Similar to the central importance of relationships found in concepts like Ubuntu and Addams's peace- weaving.

Harmon & McSwite (2011) argue that an "ethic of relationship" requires participants to recognize "that people are not whole when they are existing as individuals." (Harmon & McSwite, 2011). Likewise, Farmer (2005) calls for "authentic hesitation" in making justice claims, a position that allows simultaneous recognition and respect of other's claims. This call, alongside others for public administration to adapt to an increasingly multicultural and globalized context. Klinger (2015) also echoes the nature of positive peace as a key goal in every culture. These points of resonance inform the ensuing discussion of how positive peace may be more concretely helpful for public administration theory and practice.

It is pertinent focus on identifying what difference an ongoing use of positive peace concepts and skills might make in public administration. There are potential gains for public administration at the conceptual and practical levels from confronting key challenges in the discipline with a greater use of positive peace (Box, 2012). These challenges and gains are explored in each element in greater depth. First, peace is a high-level normative vision of the type that and Stillman (2015) have characterized as missing in public administration. Second, as we explain in more detail below, the concept of positive peace, as developed over the years in the discipline of peace studies/conflict transformation, is multidimensional, providing nuances that are often missed when peace is used simply to signify the absence of violent conflict and which can help public administration hold the tensions between the disciplines pillars of efficiency effectiveness, equity, and economy. Third, because peace is a concept with deep (though often diverse) meaning in many cultures, it may be a touchstone that can provide a common reference point in supporting discourse in an increasingly globalized discipline without privileging European/American cultural assumptions (Klinger, 2015).

Finally, peace is a goal that must also be recognized as an essentially contested concept which requires active discourse to define. Because of this, peace is also a touchstone with potential for balancing the tension between positivist (administration as science) and humanist (administration as artistry) worldviews within public administration (Spicer, 2010). This, in turn, could provide the discipline with a greater resistance to value monism.

Beyond these conceptual benefits, peace-building as a discipline may be a positive well of skill development for public administrators in an increasingly complex twenty-first-century context. The editors of the recently published third edition of the Handbook of Public Administration note in their introduction to a section on "Sharpening the Public Administrator's Skill Set" that a gradual shift from traditional hierarchical government to emergent, broad-based and collaborative governance places a premium on skill sets that allow public administrators to translate knowledge into effective practice (Perry & Christensen, 2015). The five chapters in the section delve into collective leadership, negotiation skills for the public good, effective collaboration, effective communication, and intra-personal (e.g., self-awareness and -reflection) skills.

Research by O'Leary (2015) found that there is a strong parallel between these concepts and skills and those that make up a typical peace-building curriculum. For collaboration the most essential qualities are personal attributes such as open-mindedness and patience, interpersonal skills such as listening and clear communication, and group process skills (O'Leary, 2015). While public administration programs also cover other significant skill sets (finance, human resources management, program evaluation, and so on), one potential benefit of incorporating positive peace back into public administration includes the skillsets that could be drawn from peace-building.

The State and Peace-building

Irrespective of the process of State formation, it is the responsibility of the State to ensure the maintenance of law and order in society. In a situation of violent conflict, the government has the primary non-partisan function of ensuring the return of peace and normalcy. This may require enforcement of law and order through the use of force but more importantly too, is to ensure the maintenance of peace through diplomatic and persuasive means (Abdulrahman & Tar, 2008). In managing the diversity of human needs and putting in place mechanism for managing disputes, the State function as a conflict manager. Aside from governance structures, the State also formulates policies and programmes aimed at facilitating peaceful coexistence among its diverse citizens. In situation of violent conflict, the State responsibility goes beyond just the stoppage of violence, to executing initiatives aimed at the resolution of the conflict issue(s) among the

disputants. In practice, this is often not the case in most developing States like Nigeria where governments take superficial short-terms steps to stop conflict without any long term steps to avoid future occurrence.

A number of empirical examples exist in Nigeria where the government has had to be engaged in peacekeeping activity to avoid a relapse into violence again after a stoppage of a violent conflict. In doing this, the police as the peace enforcement unit for internal security are often deployed to contain the violence; this has been the case in a number of religious and communal conflicts since the advent of the civilian regime in May 1999. In a number of instances, the military had to be deployed to either take over the operation or provide a back-up towards restoring law and order. These developments have often witnessed a gross abuse of human rights and the use of excessive force. Also, State officials and dominant political interests that they represent often conspire to compound and/or prolong conflict. Best & AbdulRahman (2004) recognize that conflicts in Nigeria are mostly politically motivated, and that ethnicity and religion were employed to further fuel the conflict. According Best & AbdulRahman (2004), this assertion was proven when the former Governor of Plateau State, Mr. Joshua C. Dariye confirmed, during a courtesy call to the Nigerian Senate Committee on Assessment in 2006, that State elites were behind the protracted conflicts in some States in the country. In line with this development, a number of programmes and policy were developed by the Nigerian government with a view to managing potential conflict amongst groups seeking access to the State resources and power.

Abdulrahman & Tar (2008) asserted that in managing conflict, it is important to understand the complementary and contradictory role of, and relationships between, State and non-State actors. The challenge of designing and implementing strategic action plan for peace in Africa has a lot to do with the key actors not collaborating in the work of peace and security. Thought leadership must come from the government in providing enabling working environment for coordination and collaboration with all stakeholders, NGOs are included as partners in progress. To achieve a sustainable plan for peace to be effective, there must be a carefully designed early warning and early response mechanism that will be comprehensive, holistic and inclusive of all actors, both state and non-state. It is important to acknowledge the support of the international communities in

sustaining the efforts of the NGOs that provided the avenue for the experts to show case their expertise and experience (Abdulrahman & Tar, 2008).

Darren (2021) also found that State entities offers the potential for bringing conflict resolution initiatives to the community level, and helping to address disputes at their source before they spread and ignite larger ethnic, religious, and political powder kegs across the States. However, despite the short tenure of these State peace institutions, certain identifiable challenges emerged. Challenges such as the entrenchment of the State peace-building architectures within the office of the governors, which led to unsustainability in the advent of governor's exit from office. There were also severe budgetary constraints that limit the State peace-building mechanisms ability to exercise their mandates (Darren, 2021). These and other identified factors led to the inefficiency of the institutions on preventing conflicts in the States.

Conclusion

This study analyzed the concept of effective public administration and its relationship to peace and development. From the appraised literatures and studies above, it could be seen that an effective public administration leads to development, and on the long-run, peace and security. A government that is supported by an efficient public administration and civil service, upholding the principles of good governance which are accountability, responsiveness, transparency, equity, rule of law and inclusiveness, will surely take its constituents and citizens to economic development, peace and prosperity. The rejuvenation and realignment of the Nigerian civil service, providing efficient and best practices in public administration, will be able to restore confidence, law and order, due processes,

Recommendations

Based on the findings made in the study, the following recommendations appear necessary:

- The Nigerian government should provide efficient and effective public administrative services to its citizens, so as to be able to instill peace and security on the country.

- The civil service commission of Nigeria should be realigned to meet with best practices, and provide services that will develope the country.
- Government should embark on mass enlightenment of the employees on the negative consequences poor service delivery and its direct relationship with conflict and insecurity.
- The principle of rule of law should be entrenched in all aspects of public service delivery in Nigeria.
- Civil societies should step up their demand for better services from the government, as it will help to ensure public administrators are monitored on service delivery for peaceful coexistence.

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