

INFLUENCE OF ECOLOGY ON PUBLIC ADMINISTRATION IN NIGERIA

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The administrative environment in Nigeria is a complex one that is underlined by its chequered political history. Nigeria's political history influenced the evolution of administrative environment; specifically, is the politicization of ethnic and religious diversity. At independence, the country was deeply fragmented as different ethnic groups jostled for pre-eminence. To accommodate fears of dominance, federalism was adopted in the colonial period and at independence. Public service remained a spoiled system with the excessive abuse of merit. Environment remained the influencing force on public administration. This paper is designed to identify the effect of ecological factors on the public administration in Nigeria. Descriptive method based on literature review was employed. It examined available data on socio-cultural values, political and economic system and its impact on administration and the impact of environmental factors on public administration in Nigeria. Content analysis were also used in the presentation and analysis of related issues. The paper found that federal structure, socio-culture, educational system, language, demography and human relations affect the public administration in the formulation and implementation of government policies. It recommended among others that, good leadership, sound educational system, policy reforms, social mobilization institutions are desirable

Keywords: *Bureaucracy, Public Service, Public Administration, Ecology, Culture*

1.1 Introduction

Nigerian has a rich cultural heritage. Within this culture are beliefs that stratify the society into various classes with some considered superior while others weak. Ethnocentrism is the feeling that one group is superior to the other. The caste system is seen as a system where groups or individual are given limits of mobility and interaction in a society. Administration on the other hand pre-suppose the systematic manipulation of both human and material resources towards a prescribed objective. The essence of administration is to make decision for the purpose of attaining organizational goals and objectives. The scope of administration is so wide and diverse that it is difficult to give it a function that can fully convey it to man and his Society.

Ecology of administration relates with itself internally as well as how it relates with its external environment in terms of politics, social, culture, economy, technology, legal and so on. The focus of ecology is that each living organism has an on-going and continued relationship with other elements that make up their environment. It should be noted that Ecology of Administration has no universal application rather it has to be analyzed within the ecological attributes of each administrative system in which it operates. In other words, Ecology of Administration does not exist in a vacuum but rather exists within a socio-cultural and political environment. Its activities are deeply embedded in that environment. Mac Rae

and Pitt (1980:16) state that ‘the cultural norms and values of society limit the activities of officials, and the methods which they can adopt to pursue their goals’. In effect, though the formal structure of administration in different countries may be the same but their informal and behavioral patterns possess considerable diversities that are conditioned by its environment.

Richardson and Baldwin (1976) corroborate that administrator perceives the problems to be resolved, the alternative possibilities within which choices can be made, the resources to be employed, the support and oppositions to policies and programmes, the client to be served or regulated, the market forces which establishes the cost of goods and services, interest groups that are concerned about what the administrator does, the private and public institutions all form the environment of administration. It is within this environment that the consequences of administration are to be judged right or wrong (Ezeani, 2006). In view of this, administrators should ensure that environmental factors are taken into account when making decisions and ‘that environmental transformations which are occurring by themselves may be modified’(Riggs, 1980).

The environment is constantly changing and exerting influences of various types on the organization. Some of these influences are beneficial while some are detrimental. When ecology is applied to Public Administration, it refers to the origin, importance and impact of Public Administration to Nigerian environment. It means the influences of all natural, historical, political, economic, sociocultural, religious factors and other significant national experiences that in one way or the other influenced the growth and development of Public Administration in Nigeria. This paper is basically on ecology and its influence on Public Administration in Nigeria. The paper will discern how environment ultimately affect the life history characteristics of the citizens within the entire nation. The paper will be vital to keep the citizens informed about administrative environment and the factors that has significant influence over it. Nigerians need to be educated about the historical antecedents of public administration and the factors that shaped its development

1.2 Conceptual Clarification

The word ecology comes from the Greek word “Oikes” meaning dwelling place or home. The Oxford dictionary sees it as the study of the relationship between living organisms and their environment. There are many synonyms of ecology such as environment, variables, circumstance etc. Gordon sees as element. This environment could be economic, social, cultural or political. By environment essentially, we are talking of factors that can enable or disenable the achievement of national development which administration is spiriting. Ecology of administration is the study of administrative actions, events within the environment and how it affects and is affected by the environment. It is an attempt to study how administrative policies impacted on the environment and at the same time, how the environment influence and shape the policy formulation and implementation process of administration.

Biological Sciences definition of ecology is in relation of interactions between living organisms and their natural habitat or environment. The general definition of ecology is the relationship that exists between plant and living organisms to each other and to their environment. Human ecology examines humans and their interactions with their natural environments. Ecology provides greater insight into the evolutionary histories of species and provides contemporary examples of factors that influence historical evolutionary events.

When applied to Public Administration, it means an umbrella term for a variety of projects that involve the origin, importance and impact of Public Administration to the environment in which it operates. In effect, it means the influence of all natural, historical, political, economic, socio-cultural, religious factors and other major national experiences that influenced the growth and development of Public Administration of any nation. It studies the relationship between the society and its natural environment. It is concerned with the study of how different policies in different parts of the world are parts of the global structure through which one polity exploits or complements the other. This is necessary since the world is gradually becoming a global village.

As a concept, ecology of public administration entails the interactions between public administration as an organization and its environment. Ecology of Public Administration in this context is mostly concerned with how the differences in social, cultural and environmental factor coupled with historical experiences affect the way in which public administration is conducted and also how administrative actions affect the society in which it plays a part. There is a general consensus that the very nature, purpose, activities, structure and behavior of public administration is determined or modified by the social, cultural, economic, political, legal, historical and technological factors in the environment. Ecology of public administration further means how Public Administration relates with itself internally as well as how it relates with its external environment in terms of politics, social, culture, economy, and technology, legal and so on. It is the duty of the senior administrators to take advantage of the beneficial factors while counteracting the harmful ones, all aimed for the good of the society.

Bureaucracy is characterized by an internally hierarchical system of authority required to bring its distinctive parts together as part of a unified system of coordination. Bureaucracy is characterized by rules and procedures that govern its internal functions. Bureaucracy as a specific form of organization defined by complexity, division of labour, permanence, professional management, hierarchical coordination and control, strict chain of command, and legal authority. It is distinguished from informal and collegial organizations. In ideal form, bureaucracy is impersonal and rational and based on rules rather than ties of kinship, friendship, or patrimonial or charismatic authority. Bureaucratic organization can be found in both public and private institutions.

Public service is a service rendered in public interest. It is governmental employment especially civil service. A public service is any service intended to address specific needs pertaining to the aggregate members of a community. Public service makes the state visible to its citizens, often forming the principal tangible link between governments and their people. Public services carry and diffuse the values of the new nations and contribute to the bonding between the state and citizens

1.2.1 Evolution of Public Administration in Nigeria

The art of administration connotes the direction, co-ordination and control of man, material and resources to achieve some purposes or objectives. An administrator is one who exercises that art. There are administrators in all human activities. Public Administration is that type of administration that is carried out in any affair that concerns the government. It has a universal application irrespective of the system of government practiced by the country. It is the type of administration that is practiced in all levels of government be it in the central, intermediate or

local levels. Maduabum (2006), posit that the present day public administration has its origin in the amalgamation of the colony and protectorates of the northern and southern Nigeria to form the colony and protectorate of Nigeria in 1914. He equally informed that the Nigeria's colonial experience also laid the foundation for economic and political underdevelopment of the country, (Maduabum, 2008).

Before then, the natives formed clusters which were administered on the basis of village or nomadic communities. Gladden (1972) wrote that some form of administration had existed ever since there had been government. In such communities, people of the same or mixed kindred found themselves living within common or defined geographical boundaries and interact as individuals or groups for their collective wellbeing. They had rule and regulations guiding them and established control measures with the arm of authority vested on their traditional rulers. This was collaborated by Akpan (2008) who traced the evolution of administration back to pre-government period. According to him, since man began to live in groups, even as a hunter, he had to subject himself to some form of administration or another. Such were the system of administration and social control in many parts of Nigeria until the advent of the British who colonized them.

The emergence of the colonial masters brought a different dimension to the native administration. The British rule was fashioned to suit the colonial masters at the expense of the native dwellers. Okigbo (1986) as quoted in Maduabum (ibid) rightly observed that the colonial public service were created and fashioned to suit the peculiar circumstances of ruling the people who were held in contempt by the ruling power, and considered valuable only for what they have to contribute to the metropolitan country. To ensure a smooth administration of the natives, the colonial masters created two forces: a military force to intimidate their subjects and hold them in perpetual fear; and a small cadre of dedicated loyal servants to maintain law and order and instill that fear in the people. The whites dominated the upper and middle positions in the administration, leaving the menial jobs in the lowest reaches for the natives irrespective of their educational qualifications and skills. According to Maduabum (2006) the people were rendered completely passive and highly de-motivated. This informs the non-challant and indifferent attitude to work by the Nigerian public servants as they regard the job as that of the „white-man“ who took all the benefits that accrued from the collective efforts of both of them.

However, the public service had undergone series of changes and reforms but it is yet to divorce itself of the class structure and the colonial mentality which it inherited from the colonial masters. This mentality has continued to be the bane of the public service in Nigeria. In the words of Maduabum (ibid), „the structural deformities and contradictions inherited in 1960 have continued to militate directly or indirectly against possibilities for growth, stability and development. Political initiatives and regime initiatives have had to contend with structurally determined and conditioned crises and contradictions while making it possible for new problems to emerge and fester. In effect, the post-colonial alignment and realignment of class forces in Nigeria have operated within the overall deformities and distortions introduced and nurtured by the colonial state and the colonial elite.

1.2.2 Factors That Influence Public Administration in Nigeria

As we mentioned earlier, Public Administration is influenced by the factors that operate within the environment. Some of the factors that affect Public Administration in Nigeria includes; Colonialism, political, socio-cultural, economic, legal etc.

Influence of Colonialism

Prior to the advent of the British rule, there was in existence some form of fragmented administration in the colonies before the amalgamation of the Northern and Southern Protectorates of the country in 1914. The salient features of the evolution of the Nigeria Public Administration as listed by Maduabum (2006) are enumerated as follows: a) From 1866 to 1874 the central administration for Lagos, Gold Coast, Gambia and Sierra Leone was transferred to Freetown, Sierra Leone. b) From 1874 to 1886, Lagos Colony was administered from gold Coast. c) In 1886 Moloney was appointed Governor of Lagos. d) In 1889, the Niger Coast Protectorate was merged with the territories of the Royal Niger Company. e) On 1st January, 1900, the protectorate of Southern Nigeria was created along with that of Northern Nigeria. f) In 1906, Lagos Colony was merged with Southern Nigeria. g) In 1914, Lagos Colony plus Southern Protectorate were merged with Northern Protectorate to form an amalgamated territory called Nigeria. Thereafter, a Governor General named Sir Fredrick Lord Lugard was appointed for the amalgamated colony. He was assisted by exclusively appointed all European Executive Council members.

Nigeria inherited a rigid centralized administrative structure that was designed to serve the interest of the colonial masters. It was tailored to guarantee law and order, and to collect taxes and fines. Theirs was mainly materialistic acquisition and not development administration or assimilation as was done by their francophone counterparts. Adamolekun (2000) rightly puts it thus, British colonial rule was an administocracy, a dictatorship, and an authoritarian system of government.

In the area of personnel, the upper and middle levels were pre-dominantly occupied by the whites while the natives were confined to the menial jobs irrespective of their educational background or skills. The people were highly demoralized and this made many of them to leave the public service. Those that remained were very passive and alienated with their jobs which they see as „the white man’s job. This is partly attributed to the fact that the whites took all the benefits that accrued from the job even when they did not work for it, leaving the natives who are the rightful owners as servants and onlookers. This trend continued even after independence. This is a significant legacy left for Nigerians by their colonial masters. The foregoing has a lot of implications on the development of Public Administration in Nigeria, some of which are as follows; a) Native administration system contrasted sharply with the imposed indirect rule system and complex structure of governance. b) The creation of a weak, repressive, and non-hegemonic state was strategy by the colonial rulers to further defraud the natives. c) The Public sector was imposed on the people for the maintenance of law and order. Rules and regulations were to be observed. This was quite novel to the people who were used to their local ways and cultural values. The Public Administration in Nigeria became obsessed with these rules and ensured its compliance but failed to take into consideration the fact that the rules were only to be used as guide to an end. d) The development of indigenous elites and their marginalization in the internal production and exchange system had a negative impact on the psyche of the indigenous elites and the society in general. e) The hierarchical organization

of offices in terms of control and supervision contrasts with the predominant form of traditional authority and its power structure. f) The looting of the resources of Nigeria, discouragement of relevant and comprehensive education, the failure to create useful and democratic institutions, and the failure to build infrastructure that would facilitate mobility and contract amongst people were a huge set back to the development of Nigeria. g) In area of personnel, the „whites“ were the sole occupants of the upper and the middle echelon of the public administration, leaving the menial and lower cadre for the natives irrespective of their academic qualifications and skills. This had a negative influence on the psyche of the natives who felt marginalized and highly demotivated.

Influence of the Nigerianization Policy

Before the First World War, the colonialists avoided appointing Nigerians to positions of authority based on racial discrimination but by the end of the First World War, the structure of administration had been sufficiently established. The Second World War gave a great boost to the Nigerianization of the Public service. During this period, Nigerians agitated for more appointments in the senior cadres which were hitherto denied them. As a way of compensating Nigerians for supporting Britain in their war campaign, the Foot Commission of Inquiry was established in 1948, to ascertain the possibility of indigenizing or Nigrianizing the civil service. The report of this commission paved way for the indigenization or rather Nigerianization of the public service. This policy later spread to the Eastern and Western regions of the country. The Northern regions were later to tow the same part. The north introduced nepotism and ethnicity into the administrative system. Nigeria gained her independence in 1960 and by 1961, the Public service of Nigeria had been fully Nigerianized.

The Political Influence

The political environment consists of the attitudes and actions of political and government leaders and legislators, which affect all kinds of organizations and individuals. The policies the political class made affect virtually every aspect of life so do the implementation of such policies by the Public Administrators. Nigeria gained independence from British colonial rule in 1st October, 1960 and since then she had experienced both democratic and military administrations. Twenty-three years out of the Sixty-two years of independence have been under democratic government, while the rest had been under the military administration. Nigeria operates a federal system of government with three tiers system of governance; federal government, the State and the Local governments.

Economic Influence

Public Administration of a country is influenced by the Economic policies of the government in power for instance the privatization and commercialization policy of the Federal government which has influenced the prices of goods and weakened the purchasing power of the currency. Nigeria operates a mixed economy whereby government invests in certain enterprises owned by the state such as PHCN, Nigerian Ports Authority (NPA), Defence etc. These are known as Statutory Corporations or Parastatals. The workers who work in these corporations are known as public servants. The corporations are managed like private organizations except that the management and board members are appointed by the government.

1.3 Methodology

This Paper is a descriptive study based on literature review. It examined available data on socio-cultural values, administrative environment, political and economic system and its impact on administration in Nigeria. The impact of environmental factors on public administration in Nigeria were also highlighted. The work relies on Books, Journals, commentaries and National Dailies as the source of information. As descriptive method, concepts and process of application were reviewed. Content analysis was used in the presentation and analysis of related issues.

1.4 Results and Discussion

Here discussion and analysis will be based on socio-cultural values, the nature of the administrative environment in Nigeria, political and economic system and its impact on administration. The impact of environmental factors on public administration in Nigeria was also discussed

1.4.1 Socio-Cultural Values in Nigeria

Socio-cultural variables that exist in a country can constitute a hindrance or prompting for development. According to Riggs: "The relative continuity' of traits is a mark of culture". If there is a practice that is not continuous, then it is not a culture. A culture must be continuous. In order to understand a society, it is important to know its social structure named; family structure, religious section, political parties, business corporations and social classes because these parameters affect and are affected by the prevailing system of administration. Such understanding points to the fact that administration cannot occur in a socio-cultural vacuum: Administrative efforts are relevant only in a specific cultural setting/context and one must appreciate the structure and social process of the society in which the changes occur because these changes affects, values, behaviors, social structure, economic organization and political process.

In essence, therefore knowledge of the peoples' culture is required to effect any meaningful change. The objective of administration is to bring about change and modify culture to serve its purpose but the question is: can we change a culture before effecting change so as to avoid collision with the people. Programmes like family planning and the extended programmes on immunization failed due to this. Thus, the clue or key to the management of change is the meaningfulness of events to human being and so the frame of reference involve in the identification and interpretation involve in human being should be noted.

1.4.2 Nature of the Administrative Environment in Nigeria

The nature of administrative environment in Nigeria is characterized by the following factors: Dearth of trained administrators with development skills, technical knowledge, industrial and commercial knowledge. The exodus of experience officials due to the conditions of service in the civil service has contribute greatly to the inefficiency experience in our public service. The Brain. drain syndrome has also affected the private sector where experienced hands have find greater pasture abroad. Enormous increase in the size of the public service. One anomaly in Nigeria is that everybody wants to have a share in the national cake. This they employ more people and create or duplicate more structures. This leads to redundancy. The span of control is also difficult do to the size of public service. The present administration is however addressing the issue through rationalization and mergers for an efficient and results oriented

civil service. The dearth of facts and figures due to inability to conduct an accurate population census e.g. in Nigeria since the 2006 census which was considered inaccurate, government has found it difficult to conduct another census and there is no alternative method to it, that will have organized all the demographic information. Thus, affecting our attempt at planning for development. Closely related to that is Language problem-communication through the medium of English language is advocated in the civil service however, the average Nigerian finds it difficult to communicate. This detracts from administrative activities. There is also frequent political instability within the system. This involves conflict between the arms and levels of government.

1.4.3 Political and Economic System and Its Impact on Administration

The political system of a country is the basis upon which it is run. The Nigerian political system is a child of colonial administration. Its founding fathers and structures were colonial creations. The entity called Nigerian as itself given birth to by the colonial administration in 1914. Since independence in 1960, Nigeria has experimented with the various political systems in the world. The country operated the parliamentary system between 1960-1966 under Alhaji Tafawa Balewa as Prime Minister and Dr. Nnamdi Azikiwe as President. The Military Government under Major General Aguiyi Ironsi January 1966 - July 1966, 1 October, 1979, where the presidential system of administration was introduced under the leadership of Alhaji Shehu Usman Shagari as the first elected executive president. Despite intermittent Military intervention in the body politics of Nigeria, the country has now transited to Democracy with the regime of President Olusegun Obasanjo, Umaru Musa Yar'adua, Jonathan, Buhari and Bola Tinubu.

There is no doubt that the whole idea of governance is to champion the interest of the population. Political system provide platform for the provision of effective leadership and services delivery for the people. However, the system of governance has affected administration greatly both in military and civilian administration. The civil service has undergone various reform measures and participated actively in government under the military than politicians. The higher civil servant now saw itself as partners in progress with the Military as against the politicians thus derailing on the impartiality and discipline of the Civil Service. Overnight the higher civil servant now became super rich and powerful as they participated in the looting of the state treasury. Nigeria today is practicing the mixed economy system of production whereby the government and private individuals participate in the production process. The Nigerian economy is shaped along three interrelated lines.

The primary sector which is basically dealing with the extractive industries, agricultural goods, fishing, quarrying and basic raw materials. However, the Nigerian primary sector is greatly labor intensive as against capital-intensive method of production. Here also, the prices of the produce are determined by the international environment e.g. prices of cocoa, rubber, groundnut, coffee, etc. Thus, this sector provides less money for administration to utilize for development purposes.

The secondary sector - which involves the transformation process. Here, basic raw material is converted into finished goods and services, e.g. limestone cement, cotton clothes, etc. The problem here also is that the market is dominated by foreigners. Most of the locally established industries depend on foreign investors as technical partners and/or for foreign machineries and spare-parts. This has greater impact on administration especially in the

discharge of its functions. This could be in the area of provision of employment, management of the economy and policy formulation and implementation process.

The tertiary sector: This involves the rendering of services in the economy. Services like communication, insurance, banking, shipping falls under this category. Here, the empowerment needed is lacking to sustain the economy'. Couple with these, the Nigerian economic system is bedeviled with the subsistent native agriculture; vicious income circle of poverty; mono-cultural economy; concentration of wealth in few hands; unemployment; unfavorable economic relationship between developing and developed countries; high importation of industrial products; conspicuous imbalance in industrial base among others. All these are challenges to the administration to devise policies that will address and ameliorate the aforementioned problems in our march towards development.

1.4.4 Impact of Environmental Factors on Public Administration in Nigeria

There are some environmental factors that impede the development of public administration. These factors are not peculiar to Nigerian environment alone as they are also found in other developing countries. Some of these are discussed below:

1.4.4.1 Social Factor

One problem that is so deeply rooted in the Nigerian Public Administrative system that has refused to go is nepotism. In this situation, the loyalty to family, friends, local, state, and ethnic groups take precedence over loyalty to the nation. This makes policy making, implementation, supervision and control difficult to succeed. It breeds corruption and mediocrity as merit is not the yardstick for appointment to public office or the award of contracts. The Public Sector is also viewed as a faceless entity or as 'national cake' which should be sliced and eaten by those who are fortunate to get close to it. The bigger your slice, the smarter you are viewed by the society. The same society regards those who have been to the corridors of power but have nothing to show for it as very foolish. They are scorned and despised even by their own families. The result is looting of the public treasury by public officers, politicians, the military et cetera. This have impoverished the country and made the Transparency International to rate Nigeria as one of the most corrupt nations in the world despite the acclaimed fight against corruption in Nigeria. For instance, the establishment of Cattle Ranches in the southern part of the country suffer as a result of social factors. Also the National Policy on immunization, Universal Basic Education and National policy on adolescence health all suffer from the same socio-cultural factors in the north. The contemporary almajiri issue has also taken a socio-cultural and political dimension. These policies and programmes were affected by the socio-cultural factors.

Religious groupings

Also categorized as part of civil society that should be identified are religious bodies such as the Christian Association of Nigeria (CAN) and the National Supreme Council on Islamic Affairs (NSCIA). Given the fact that conflicts in Nigeria have often been triggered by disagreements among religious adherents. Many public officials have tried to court friendship of these leaders. Witness for instance shows most of the governors of the northern states moved to adopt Sharia because they feared the sanction of the religious clerics. Somehow, the Nigerian political elite mostly believe it is politically wise to be religious and to be an adherent of the dominant religion in their immediate constituency. They are therefore

amenable to the influence of religious leaders. The importance of religious organizations and leaders in policy making is further buttressed by their role in education and in influencing public opinion. For instance, CAN and NSCIA are the major determinants of government policies on ethno-religious activities like Shari'a, HIV education etc. We have also seen the involvement of CAN and JNI in an effort to see the release of shia'a leader. Many State governors also claimed to have consulted the religious leaders prior to lockdown in March 2020. The implication here is that the formal institutions and structures were neglected. Merit is also violated as these religious bodies have more concern on the promotion and protection of their associations than the national interest.

Ethno-political and cultural organizations

The intensity of identity politics in Nigeria since the 1990s has led to the proliferation of ethno-political and cultural organizations. These groups draw their support from members of their ethnic groups and regions. In moments of national crisis, the government has often invited them to mediate or offer advice. The groups have flourished in the Niger Delta region where they have been at the forefront of the struggles against multinational corporations, environmental degradation and marginalization and exploitation of minorities. They include the Movement for the Survival of Ogoni People (MOSOP), Ijaw Youth Council (IYC), Ijaw National Congress (INC), Oron National Forum, Urhobo Progressive Union, Afenifere, etc.

Most of these groups have been able to earn the support of some of the state governors of the Niger Delta states. The resource control struggle which was initiated by the groups has been embraced by the governors. Their struggles also influenced the government's decision to establish the NDDC and have changed the approach of oil companies to community development. Some of them like MOSOP have received logistic and financial support from the international community and prominent international NGOs. In other parts of the country, ethno-political associations such as the Odua Peoples Congress, the Arewa Consultative Forum, Ohanaeze Ndi Igbo, Middle Belt Forum, etc. have been canvassing for a fundamental restructuring of the Nigerian state to make it truly federal. In some cases, these groups have attempted to build common platforms to engage the government. Worthy of note here is the All Nationalities Conference on the Sagamu Crisis convened by the OPC. Such common platforms strengthen the appeal of the groups.

The rising popularity and relevance of such ethnic organizations, who have sometimes taken over the functions of a decrepit state by providing services, is probably responsible for the fact that both the National Assembly and the President seem not to be interested in discussing the bill on the ban of the groups which the government describes as ethnic militias. For instance, during Covid-19 lockdown, the Minister of Education directed that schools should remain closed in December, 2020. The Afenifere are calling for the impeachment of the Minister of Education regarding the school resumption while the Northern Governors Forum are showing their support to the Minister's decision. This explains that political and ethnic consideration determine the policy support from the stakeholders at the expense of rationality.

1.4.4.2 Human Relations Factor

There is lack of cooperation and team spirit in the public sector. Undue animosity, jealousy and bickering are strife in the system. The superiors in most cases are very reluctant to delegate responsibilities and authority to their subordinates. The subordinates, on the other hand, are often reluctant to accept responsibilities from their superiors. The decision-making

is usually concentrated at the topmost levels with the resultant inefficient use of the talents of both the superiors and the subordinates. Mduabum (2008:295) contends that this uncooperative attitude snowballs into an aggression which is misplaced and transferred to the unfortunate public thereby resulting in poor public relations with its attendant consequences of inefficiency, ineffectiveness, poor performance and poor service delivery.

Language

Nigeria is a populous country with over 365 different languages (Adoyi, 2016). There is no indigenous acceptable lingua franca for the nation with the result that most people are conducting their business in different languages. This has adverse effect on productivity as well as on government business because, in most cases, it is hard to communicate or execute instruction effectively. We have seen the use of pidgin in some southern State Assemblies and Hausa in some Northern Assemblies as against the National language. Failure to use the acceptable national language in government businesses undermine the teaching, learning and use of English as official language.

1.4.4.3 The Educational System

The educational system handed over to the nation by the colonial masters was superficial. It was not really meant to educate the indigenes rather to serve the purpose of interpreting their language to the natives, hence the emphasis on reading and writing as against science and technology. This state of affairs was responsible for the emphasis on paper qualifications rather than acquisition of skills. The paper qualification is tailored towards acquisition of 'white colour' jobs which is evident in the majority of the nation's elites opting for generalists as against specialists' professions. This has adverse effects on the quality of public administrators. It is a factor responsible for the growth of forged certificates as found in many MDAs like National Board for Arabic and Islamic Studies (NBAIS) (2021), Federal Ministry of Education and some States like Katsina during 2008 staff audit (Adoyi, 2016).

1.4.4.4 Time and Number

Nigerian Public Servants are noted for lack of time consciousness. They have this mindset that their job is a white man's own where one is prone to stroll in and out as one wishes. There is total disrespect of time which they nicknamed, 'African-time'. There is lack of result-oriented attitude to their duties. Our government is very good in churning out good policies or projects but find it difficult to define how or when these projects will be completed. They are always not serious in tagging time to each project and follow it up with strict compliance. To be result-oriented, according to Maduabum (ibid), the organs of government should also be time-oriented and number-oriented. For instance, poor punctuality involving absence without leave, late coming and closing before closing hours has been recorded in the service sectors like Ministry of Health, Education, Justice, Defence, Police affairs and NBAIS (Adoyi, 2019). This issue of African time has also greatly undermine the provision of such services that requires prompt timing.

1.4.4.5 Climatic Condition

Nigeria is situated in the tropics with hot and harsh climate which is not conducive for high productivity in the work place. This is a natural phenomenon which can be resolved by making sure that the offices are highly ventilated or furnished with good air conditioners. This of course will suffice if there is uninterrupted power supply in the country. Added to the

above is, as posited by Maduabum (ibid), to cope with it by establishing a positive relationship between climatic and working conditions, especially in terms of hours of work, rest periods, and recreational facilities. This undermine the quality of goods and services provided by public administration.

1.4.4.6 Copy-Catism

Nigerian administrative system relies much on the styles borrowed from the European system of administration as against the African system or styles. And because these foreign administrative systems have different cultural background which does not conform to our cultural values, there is bound to be conflicts in most of the policy issues raised by the government and this will, without doubt, be counterproductive in the public sector. For instance, curriculum that is ought to be environmental based came from UNESCO with global focus not Nigerian. Also the Public Service Rules, Constitution, Financial Regulations and Administrative Law are mostly inherited from the imperial masters and they did not suit our environment. This is what Riggs (1964) calla imitative rather than indigenous.

1.4.4.7 Federalism

Federalism, suggest tiers of government, the Federal structure beliefs that it takes care of the ethnic and tribal wrangling among the population. Federalism attempts to satisfy the component units in terms of provision of facilities and services through the application of Federal character and quota system principle. These are terms that are not healthy for us towards development. These are stop - gap measures to prevent crises. Administration suffer the worst for it. For instance, the recruitment in to federal institutions does not take care of federal character principles. The case of federal polytechnic Anambra with recruitment of 1 person from Kano and 865 from Anambra State is a clear example. The case of NBAIS, Federal University Dutsinma are also example of neglecting the quota system. The implication here is that, people that were employed have more loyalty to the factors that determine their employability than the national interest. Recruitment, Promotion, Discipline and transfers are determined by the primordial factors against the due process. Public administration has to sacrificed merit in order to accommodate the ecological peculiarities. This also affects the discipline of employees in the public service which make public administration suffer the worst.

1.4.4.8 Lack of Innovation in the Administration

Public administration is bedeviled by the used of outdated methods, techniques, theories and rule of thumb. There is no innovation in the system. Some of the theories and techniques used are over 100 years old. For instance, the alphabetical method of filling documents (1902), the traditional Bureaucratic Structure of Max Weber (1926), the Scientific Management Theory of F.W Taylor (1916) and the Motivational Theory of Abraham Maslow (1943) remained the most active framework guiding our administration. The Public Service Rules, Financial Regulations and Administrative Adjudications are over hundred years old reflecting the provision of foreign services and colonial subject relationship. These keeps appearing as the legal framework guiding the public sector organization in Nigeria. The environment found it difficult to embrace changes through theoretical framework of Agency, Public choice or New Public Management theories. The outdated theories with the emphasis on master servant relationship, centralization and socio-political rationality remained counterproductive to the

development of public administration. Closely related to this is the use of civic and classic administrative culture which also hinder the effectiveness of public administration.

1.4.4.9 Wide Discrepancy Between Form and Reality

There is also wide discrepancy between forms and reality as put it by Riggs (1964). The constitution, budget and other enabling laws advocated for what was never mean reality. There too many things that are only in theory and principles but not meant for compliance. For instance, the National Assembly (NA) have the constitutional mandate to invite any public officer to appear before the house/senate. However, we have seen something different as many public officers like Inspector General of Police, Minister of Finance and Minister of Humanitarian Services refused to honor the invitation from the NASS and nothing has been done. Also we have seen a budget of 9.6 trillion but the actual budget performance was 29.8 percent only.

Public policies are not mean to provide solutions to social problems; as it stands in Nigerian experience. They are just a mere political pronouncement with unrealistic target. For instance, the UBE Act 2004 provided that every child should be able to read and write before completing the circle, but there are many communities without access to Primary schools. These and many other attitudes undermine the thrust in governance which also affects public administration.

1.4.4.10 Institutional Corruption

Corruption is. now a cankerworm in the Nigerian public sector. It took place in various dimension ranging from individuals, organizations and now advanced to institutional (between 2 or more public institutions). In many instances, job seeker has to pay either directly or indirectly to get employed. This happened in many public institutions like the case of Federal University Gusau, Federal Inland Revenue Service (FIRS), Nigerian Police, Nigerian Customs Service etc. where appointment letters were allegedly sold to the job seekers.

The allegation in Federal Inland Revenue Service (FIRS) about the recruitment of staff which claimed that 400 slots were given to the National Assembly and 50 were given to the Senate President before they got approval for recruitment is a case in point (VOA, 26 May, 2019). The implication of this to public administration is that meritocracy is violated at the expense of political rationality. Recruitment, promotion, discipline, transfer and staff development all follow the same process. Employees that were successful under this situation rarely pay loyalty to the system. Their inefficiency, unproductiveness and unethical behaviors will not be penalized. Even at the highest law making body i.e. National Assembly, there is allegation of corruption as some ministerial nominees revealed that, they were asked to pay 50 million Naira each before they get screened in 2003 and 2008 respectively (Adoyi 2019 and Ukoha 2003).

Likewise, corruption has now gone deeply in to the work procedures. Employees in the service sector have to be given gratification before they render services to the client. This is common practice in courts, hospitals, schools, security etc. There is no morality and ethical consideration in administrative practices. This also undermined the success of public administration.

1.5 Conclusion and Recommendations

Public Administrators operate in a complex environment. They affect, and to some extent, influence the environment in which they operate. In playing advisory roles to the political class and also in policy implementation they must consider the internal and external environment. Many governments are making serious efforts to establish an environment that is beneficial to the society. Nigerian government is towing similar line. From the discussion we have seen the influence of environmental factors as it impacts on the practice of public administration in Nigeria. Ecology in Public Administration context explained the differences in social, cultural and environmental factors and how environmental factors and historical experiences affect the way in which administration is conducted. It also shows how administrative actions affect the society in which it plays a part.

In view of this it is recommended that there is need for sound educational policy that will take into consideration our peculiar environment in order to be able to give our children the type of education they need. This has to be from curriculum to embrace environmental factors and indigenous needs. Proper education shape and influence our values, customs and traditions thus imparting greatly on our attitudes towards contemporary issues. Elements of civic culture with more emphasis on performance than paper qualification should be used in the recruitment, promotion and division of work.

Social organizations (e.g. Civil Societies, Community Base) as groups of people in society that have rules and regulation should be established with the national spread to contribute to the development effort of the nation. These could be in the area of mobilization of resources, shaping of public opinion, rendering of community services and providing leadership. This will serve like the Ministry for Guidance on National Ethics. Public sector reform with the national outlook is also desirable to turn our laws and principles into national rather than alien. Corruption can be reduced by recruiting the population in to mass orientation at the so that evil effects will be known at the childhood and grass-root level. New Public Management techniques such as Treasury Single Account (TSA), Contracting Out, use of Think Tank, etc. are also desirable in the fight against corruption. Attitudinal change is also fundamental to revise the mindset of our people on national development through good administration.

Nigeria needs transformational, disciplined, visionary, selfless, and sacrificial leaders who have the ability to transform their goals and visions into reality not minding the cost involved. Nigerian and the civil society groups should develop the right mindset to challenge the government to ensure proper administration that designed and implement policies.

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