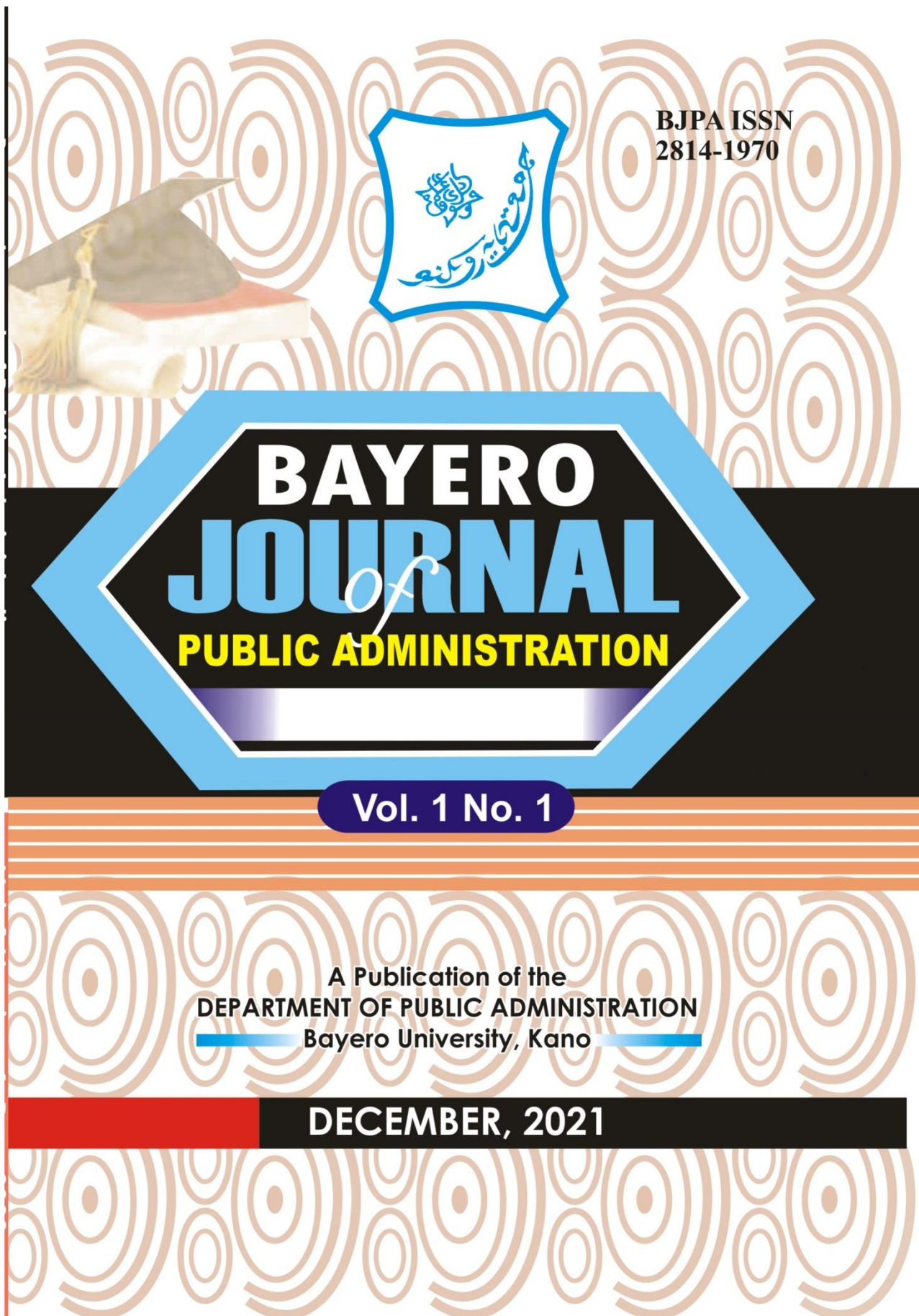




STRUCTURAL CONGRUENCY AND THE BANE OF ADMINISTRATIVE REFORMS IN NIGERIA

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Abstract

The length and the bread of the interaction between Administrative institution and ecological forces operating within its ambience is a topic which has generated a considerable amount of empirical inquiries and theoretical speculations within the field of Public Administration, where number of models and frameworks were advanced by scholars in attempt to established a sound theoretical footing to that aspect of Public Administration. One of such models is the Gabriel Almond and Sidney Verba's Structural Congruent model which asserted that the development of an Administrative system is dictated by its own history, economic structure, beliefs pattern and political system. The Structural Congruent model explain changes in bureaucratic evolvement in terms of changes in political culture. The model therefore, explores the unique features of bureaucracy in developing nations and its suitability in understanding variations in administrative behavior across nation-states in the sense that each society has its own social and cultural qualities which individually and collectively influenced and shaped its administrative systems. This paper attempt to analyze the conceptual relevance of the Structural Congruent model in explaining the predicaments of the Public Administration reforms in Nigeria. The paper argued that the bane of Public Administration reforms in Nigeria is premised on the fact that the forces emanating from the environments such as norms, values, sectarianism, ethnicity and schism plays greater role on bureaucratic institutions than the ideas generated from manpower training and development efforts of the successive government in the country. Therefore, administrative behaviour in Nigeria is a product of the Public official's environment not the school or training he/she received.

Keywords: Administrative Reform, Structural Congruency, Bureaucracy, Nigeria

1.1 Introduction

Public Administration and its environment influence each other and the understanding of the dynamics of this reciprocal process is necessary in unveiling the intricacies and the structural encumbrances affecting

the success of administrative reforms across the globe (Gogu, 2016). Public bureaucracy is a social institution which is continuously interacting with the economic, political and socio-cultural sub systems of a society. Bureaucracy is not only affected by these environmental systems but also affects them in turn (Siswoyo, 2020). Thus, the understanding of the interdependence of public bureaucracy and its environment becomes crucial in unveiling the structural hindrances that may negatively affect the workability public service reform in the sense that, the outputs of public institutions are shaped by their social, economic, cultural and political environment (Abbo & Madu, 2020). Therefore, in order to understand better the real nature, operations and behaviour of a particular administrative system, one should identify and understand deeply the various environmental factors influencing it (Abbo & Kura, 2016). The structural congruent approach therefore becomes useful in understanding the success or otherwise of administrative reform since environmental forces determines how an administrative system operates in practice.

Against the above background, it is imperative to note that modern governments have witnessed a major shift in their roles and responsibilities in recent years where the role of Public Administration in fulfilling the government's objectives is more important within the changed context (Boin, & Lodge, 2016). Consequently, it has become more important to understand the structural barriers that may likely impinge on the effectiveness of public service reform.

To this end, studies have shown that many reforms have been carried out in the Nigerian public administrative system. However, the desired changes have not been achieved despite the barrage of reforms conducted on different aspects of the service, and the amount of the resources expended on them. This necessitates the need to address the challenges of reform implementation in the Nigerian civil service. In any situation of reform, there are certain issues and factors that play significant roles in determining the success or failure of the implementation process. These factors are described differently by different writers. Corkery et al (1998) for instance, described them as success factors but for Olaopa (2011) they are treated under the general description of landmine and pressure points in reform implementation.

However, in this paper we conceptualized these factors within the structural congruent dynamism in the sense that each society's development is dictated by its own history, economic structure, beliefs, political system, and so on. Ideas and institutions are influenced by the characteristics of their social structure and its physical environment; since a plant is unable to develop in another environment, institutions are unable to survive in a different social environment (Liu & Mao, 2017). Therefore, in order to understand the rationale behind the failure of administrative reforms in Nigeria, an understanding of the nature and configuration of the country's workforce is important.

2.0 Conceptual Explication

2.1 The Concept of Administrative reform

Administrative reform refers to a political, administrative, economic, social, cultural, and voluntary effort aimed at bringing about positive fundamental changes in behavior, systems, relationships, methods, and tools in order to develop the administrative apparatus' capabilities and capabilities in a way that ensures a high degree of efficiency and effectiveness in achieving its objectives (Kononova et al. 2019:9-10). Massive changes in administrative systems have occurred around the world over the last thirty years, but the literature has yet to develop a consensus on how to successfully execute administrative reforms (Greve, Ejersbo, Lægreid, & Rykkja2020).

Governments have been willing to treat reforms as a response to failures, it turns out. As a result, there is very little systematic evidence of administrative reforms' success or failure in Africa (Klemsdal, & Kjekshus, 2021). Despite this range of experiences, capacity has emerged as a global focus for management change, especially in emerging African countries (Yukai, 2021). Many researchers are concerned about administrative reform and the development of technological, professional, and administrative capacities, based on the East Asian miracle. These changes aim to improve public service capacity, but to be effective, the process of creating, promoting, and executing administrative reform necessitates a baseline set of skills. These capabilities are understudied, and little study has been done to help policymakers understand how to promote administrative reform, particularly in Africa (Yukai, 2021).

Administrative changes have been underway in both developed and developing countries in recent years with the goal of improving governance (Török, 2020). However, different people interpret the term differently. Various techniques and strategies focused on specific elements, values, and principles have been established. The government's ability to deliver strategic reform on a vision basis in consultation with broader parts of society, as well as good communication with stakeholders and people about the need for and benefits of reform, is critical to administrative reform's success (James, 2012). Administrative reform is a perceived change occurring in a public-sector organization or system with the goal of enhancing its structure, operation, or workforce quality. Because the targeted dimensions of improvement are more complex than those encountered in non-governmental sectors, reform is based on the simple idea that people should not wait for changes to happen naturally, but should instead strive to accelerate improvement in the global system through artificial means (Klemsdal, & Kjekshus, 2021). While all organizations strive to improve their effectiveness (productivity) and efficiency (effectiveness), public sector organizations must also be concerned with the political aspects of management existence. Reforms in government might focus on aims such as eliminating nepotism and corruption, expanding representation, increasing citizen and group engagement, and promoting accountability and transparency.

It is obvious that the public sector reform movement, as well as the content of reforms, are the product of conflicting and competing management principles, which are anchored in people's perceptions of global governance and behavior. In practice, good reform process management provides rational steps that steer change; it is a continuum between planned modifications and the emergent strategy (Klemsdal, & Kjekshus, 2021). Furthermore, administrative reforms highlight the similar components that influence the

reform strategy and process (external pressure, political choice, reform logic, institutional limits, and administrative traditions), regardless of how varied the reform process may be (Yukai, 2021). There is no single universal reform solution that can tackle identical management efficiency and effectiveness issues.

2.1.1. Characteristics of Administrative Reform

The most significant characteristics of administrative reform, according to Kamraju (2018: 21), are:

Changes in people, concepts, and technical means that are radical and unique.

A well-thought-out and well-executed process.

A perpetual motion process that is continuous and renewable.

A comprehensive and integrated management process that incorporates all management components and phases.

A team-oriented procedure, such as a collaborative team process.

A process that is influenced by external factors such as diverse environmental factors such as the influence of customs, traditions, and values.

2.1.2 The Dimensions of Administrative Reform

According to Anderson, (2013), there are three important dimensions that are of paramount importance to achieving administrative reform which will be clarified as follows:

The partial and comprehensive dimensions: the partial principle of reform is to evaluate and improve the administrative apparatus as a process of rebuilding the administrative machinery' components, and that adopting the cumulative principle will eventually lead to the reform and development of the administrative apparatus as a whole, in addition to the fact that administrative reform is the result of a necessity that imposes itself on parts of the administrative apparatus. While the holistic concept of administrative reform as described expresses the processes of total change in the administrative system, whether in terms of material, functional or behavioral within the overall structure of society.

The substantive dimension and procedure: Because measuring administrative reform and judging its results based on agreed-upon objective and quantitative criteria is difficult, and because administrative reform is a value-normative process that includes political and social factors that are difficult to put under the objective microscope, administrators' efforts have been directed to finding useful formulas and models for judging the ability to do so. This disparity prompted a group of academic practitioners to look for independent institutions interested in the reform process and its essence, as well as defining the ways, means, and procedures for management, resulting in the establishment of administrative institutes that focus on administrative development through training, consulting, and research. for a government agency.

Dimensions of stasis and movement: the administrative reform process entails ongoing transformation and development in order to keep up with changes in the external environment. As a result, it can't be thought of as static or progressive. The success of this model's implementations in the Arab experience of administrative reform was dependent on the individual efforts of specific leaders and administrative institutions. Administrative reform in most Arab nations appears to have extracted the technical aspects of the administrative process, such as systems, structural and procedural procedures, from the administrative process.

2.1.3 Objectives of Administrative Reform

Researchers in the field of public administration and public policy have a difficult time defining the goals and objectives of administrative reform because of the disparities in approach among the parties involved political, social, and economic forces and the disparities in goals in terms of what administrative reform entails and its objectives. However, a researcher defines administrative reform as "a combination of political and administrative activities targeted at advancing the wheel of growth and development by repairing the flaws in the work of administrative and government agencies in order to raise their efficiency and effectiveness" (Sangita, 2002). While (Omar, 2019:16) argued that we can move forward in the process of formulating administrative reform objectives by identifying common points between the parties involved in the reform process, and that the administrative reform process is considered participatory by multiple elements and forces in society, thus being subject to the effects of a variety of factors. Economic, political, and social factors are all evaluated on a regular basis. Of course, these aspects have a big impact on the process' goals, and it is worth noting that administrative reform is a process that takes time and planning. That's why it's crucial to set realistic goals within a defined time period that correspond with measurable and evaluable development plans.

2.1.4 Strategies for Administrative Reform

In terms of the competitive environment, strategies are no longer limited to one discipline or another, but have expanded to include administrative, economic, political, and security sciences, as well as all other facets of life. (Fulmer et al., 2009:3). Organizations have administrative reform and development strategies through which they strive to strengthen their national capability, and the strategy has progressed from restricted to comprehensive and from ambiguity to clarity. Administrative reform strategies revolve around two basic ideas: partial or comprehensive change, and implementation from within the administrative body, where the administrative body performs it itself as a result of a sense of need, or from outside, where the administrative body is imposed by external variables that put pressure on the organization until it recognizes the need for administrative reform. As rightly observed by Dror, (1976), Administrative reform strategies address topics such as the general goals of administrative reforms, their limitations, time preferences, risk acceptance, the option between more progressive and inventive changes, and a preference for more balanced reforms over realism-oriented reforms. Many emerging countries, according to Cheung (2005), have embarked on administrative reforms of a different kind, and have engaged in a discourse that echoed global models of understanding Asian administrative

reforms in the context of international influence, policy diffusion, local politics, institutional dynamics, and administrative traditions and legacies. It is impossible to characterize the complete range of administrative reforms inside any neat and tidy developing country's model, in the sense that the reforms strategies in most of the developing countries have been found to address a variety of problems and failures, reflecting a variety of reasons and resulting to a variety of outcomes.

To this end, administrative reform is essentially changing the way public institutions does its work in view of current or anticipated reality or a desired state. It must be geared towards the achievement of national objectives. In fact, reform has an incredible power to serve as a vehicle for social change. Administrative reform can be described as a mechanism for institution transformation or change, transfusion of innovation, political control and achievement of efficiency and economy. Administrative reforms provide opportunity for a reexamination of the structure, processes, techniques and management practices in use in an organization. They are designed to breathe fresh air into the system with a view to revitalizing it. They are intended to make it more efficient in resource provision and utilization. Administrative reforms are therefore occasions for the general review of the entire organization and for prescribing necessary remedial measures

Gabriel Almond and Sidney Verba's "Structural Congruent model" is one of the most important theories in understanding the relationship between political culture and political/administrative structure. The model attempts to explain changes in bureaucratic evolution in terms of changes in political culture. The model therefore, explores the unique features of bureaucracy in developing nations and it is suitable for understanding variations in administrative behavior across nation-states in the sense that each society has its own social and cultural qualities which individually and collectively influenced and shaped its administrative systems. To this end, this work will examine the assumptions of Gabriel Almond and Sidney Verba's and its relevance to the failure of the Public administrative reforms in Nigeria.

2.2 An overview of administrative reforms in Nigeria

The concept of administrative reform in Nigeria had generally implied periodic reviews of a part or the whole of the machinery of government. Such review always produces a blueprint that is the basis of a white paper. Reform could however be simply a management maintenance intervention, or organizational health check, while it could also be a turn-around maintenance to reengineer the structure, management and functioning of the administrative system, with improved service delivery as the overall objective.

Reformers usually ask such questions as "what features of our current structures, culture, system, processes or skill set, get in the way of what we are trying to achieve?" Conversely, the same question can be restated as "what sort of strategy do we need to take advantage of, in order to be able to exploit our existing strengths and opportunities?" This had been approached through the setting up of commissions, review teams or panels or study groups to review the structure, management and methods of government operations with a view to making recommendations for improvement as might be appropriate. Between 1934 and 2020, not less than twenty-five reforms have been carried out in Nigeria

civil service. They included the Hunt Commission (1934), the Harragin Commission (1946), the Foot Commission (1948), Philipson Adebo Commission (1954), the Gorsuch Commission (1954) and Mbanefo Commission (1959), others were: the Morgan Commission (1963), the Elwood Commission (1966), the Adebo Commission (1971), the Udoji Commission (1974), the Dotun Philips Commission (1988), the Allison Ayida Commission (1995) the Obasanjo reform (1999-2007), the Yar'Adua reform (2008-2010), the Jonathan reform (2011- 2015) and the current *Economic Recovery and Growth Plan* (2015 to date).

Conducting administrative reforms in any civil service is a common practice all over the world. Reform is really not about investing more resources, but building institutional capabilities and workforce capacity in the public service to mobilize and manage available resources to ensure increased investment results in better services and improved outcomes (Olaopa, 2008).

As a reform instrumentality, the civil service Commissions/Panels/Committees are utilized by the political leadership to evaluate the public service for a desired change, which may be comprehensive, radical or incremental. The final decision on the acceptance or rejection of recommendations in the form of a white paper is that of Government and therefore is political. If the political leadership is not committed, then, little or nothing will be achieved. Many reforms have been implemented in Nigeria and are examined in this study.

The Harragin Commission (1946) was established the senior and junior services categories and set up terms and conditions of service for the two categories. This was followed by the Gorsuch Commission (1955) introduced the dichotomy in the civil service relating to the administrative and professional cadres. It also set up a five grade service structure which essentially constituted the basis of the federal civil service. It further dealt with a revised salary structure scheme, organization, methods and levels of authority. Its terms were: (a) To enquire into the structure and remuneration of the civil service with special references to problems arising from constitutional changes proposed at the conference of Nigeria's constitution. The outcome of the commission was that the civil service was a stratified one with the fact that the top stratum was extensively occupied by Europeans while the bottom stratum was taken by Nigerians.

The submission of the commission was that the structure of the organization was not in harmony with normal organization. (b) To establish another commission that will look into salary and wages review. The Newns Report (1959) was primarily concerned with the administrative machinery for the control of government expenditure, including the role and function of permanent secretaries. The Mbanefo Committee (1959) reviewed salaries and wages and the effect of increase in the cost of living on salaries of public servants. The Morgan Report (1963) primarily examined wages and salaries and conditions of service of junior employees, but recommended a regarding of all levels and a permanent body for the review of wages for future adjustments. The Elwood Report (1966) attempted a nationalization of posts within the Gorsuch structure, but pointed out the disparity of wages within the public service as a whole.

The Adebo Commission (1971) was primarily set up to review wages and salaries. It recommended a more comprehensive look at the organization as well as the grading structure within the public services. It was this recommendation that led to the setting up of the Udoji Review Commission by the Federal Government in September, 1972. The Udoji Report (1972) amongst other things, attempted to solve three main problems. (a) providing the concept of a “New Style Service” (b) Revising the salaries, within the framework of a comprehensive, but manageable, compensation scheme, and (c) Creating machinery for making continuous wage adjustments possible in the future. The Dotun Philips Commission (1988), was set up based largely on the report of a study carried out in 1988 to restore the civil service of the glorious past by reinventing those factors that facilitated its effective performance. It was reform to redress negative forces in the service, including the low morale in the service, the problem of coordination and accountability and the abolition of the post of the head of civil service and the pooling system. It was already obvious, in spite of the spirited attempt by Professor Philips’ seminar reviews to redress the gaps in the 1988 reform, that the reform had not brought the required change in the administrative system. This led to the institution of the Allison Ayida Commission in 1995 to examine the service as the 1988 reform restructured it, and to restore the civil service of the glorious past by reinventing those factors that facilitated its effective performance. It was a reform to redress the negative forces in the service and to deal with the problem of coordination and accountability.

The Obasanjo civil service renewal programme that ran from 1999 to 2007 was the next. The federal executive council under the new democratic dispensation decided that the Ayida Reform and its proposed manning levels consigned reform to the “hardware” of operations rather than to the “software” of system rejuvenation. The Ayida Reform did what the government dictated by re-inventing the pre-1988 system. It did this without taking the benefit of new thinking on public sector management reform as a global phenomenon. The panel’s composition suggested that the government did not have a better agenda than to dismantle the 1988 reform and bring back a non-professionally-oriented new generation of civil servants already infected by an undemocratic military tradition. Indeed, the reform was an attempt to refurbish a system that had become dysfunctional. Consequently, by the time the military handed power over to civilians in 1999, bureaucracy had become a clog in the wheel of progress, which required urgent and careful attention. This situation made the Obasanjo’s civil service renewal programme inevitable. The Yar’Adua civil service Reform (2008-2010) builds on the foundation laid by the Obasanjo’s administration.

As the president himself acknowledged in his inaugural address, when he said that: “Over the past eight years, Nigerians have reached a national consensus in at least four areas; to deepen democracy and the rule of law; build an economy driven primarily by the private sector, not government; display zero tolerance for corruption in all its forms and finally, restructure and staff our government to ensure efficiency and good governance. I commit myself to these tasks”. Pursuing this commitment, the administration made a commitment to a 7- point agenda to serve as the compass to guide its activities. The 7- point agenda should best be seen as ‘an articulation of policy priorities that will strengthen the reforms and build the economy; so that the gains of the reforms are felt widely by citizens across the

country.’ The Jonathan Transformation Agenda of 2011-2015 bears the markings of reform continuity, especially as regards the national economic transformation plan and its civil service reform component. In spite of its own difference as implicitly implied by the nomenclature – “The Transformation Agenda” is actually a continuation of the vision 20: 2020 – derived from Obasanjo’s vision 2020 and developed under the Yar’adua administration.

The ERGP is an economic plan initiated by the current Buhari administration and incorporates the projected annual budgets from 2017 to 2020. It is an expenditure framework and growth strategy for the medium term. After recognizing the socio-economic index issue in virtually all areas of Nigerian national welfare, the medium-term development plan was launched in 2016. The plan is supposed to pull the economy out of the recession and position it on a course or stage of sustainable development. The ERGP aims to invest in Nigerian citizens by raising their living standards by providing economically downtrodden people with support, job creation, improving accessibility and affordability of quality healthcare across the country, and ensuring improved human resources (capital) by ensuring that they have access to quality basic education for all.

In spite of the above laudable reforms initiatives by successive Governments, the Nigeria, public institutions continue to suffer numbers of setbacks because of their multiple service delivery issues. The bureaucratic institutions responsible for the delivery of public goods and services have lost public’s trust. The civil service has continued to exhibit weak institutional frameworks, inefficient administrative processes, negative attitude to work, and the insatiable appetite of individuals for wealth at all costs, resulting in low productivity (Umoh, 2016).

The position of this paper is that the socio-cultural variables existing in the country constituted the most devastating hindrance to the development of public institutions which resulted to the above quagmire this is because as argued by Riggs (1998), “the relative continuity of ‘traits’ is a mark of culture”. In order to understand any society, it is therefore important to know its social structures namely; family structure, religious sects, political parties, business corporations and even social classes. These parameters seriously affect systems of administration.

2.3 Theoretical Framework

In *The Civic Culture*, Gabriel Almond and Sidney Verba noted that: “The relationship between political culture and political structure becomes one of the most significant researchable aspects of the problem of political stability and change” (Almond & Verba 1963). Such research, it was their hypothesis, would “show that the importance of specific learning of orientations to politics and of experience with the political system” had been seriously underestimated, and they employed the term “congruence” to denote the “relationship of affective and evaluative allegiance between culture and structure.” It was argued that “each kind of polity-traditional, authoritarian, and democratic, has one form of culture that is congruent with its own structure”.

In Almond and Verba's conception, congruence is the "fit" between political culture and political/administrative structure. It is strong when the frequencies of positive cognitive, affective, and evaluative orientations of the citizens toward the political structure approach unity (+); it is weak when the political structure "is cognized but the frequency of positive feeling and evaluation approaches indifference or zero." Incongruence between political culture and structure is in place when "the indifference point is passed, and negative affect and evaluation grow in frequency (-)" (1963, 21).

"In general," Almond and Verba believed, "a parochial, subject, or participant culture would be most congruent with, respectively, a traditional political structure, a centralized authoritarian structure, and a democratic political structure" (1963, 20). Each of the three types of political culture can be conceived as an "allegiant" culture when orientations of the individuals and the institutions that are place match, i.e., when there is congruence between culture and structure. By contrast, the culture is one of alienation when attitudes tend to reject political institutions or structures (Ibid., 20-21).

The political culture of a well-functioning democracy, the civic culture, according to Almond and Verba, is a "participant political culture in which the political culture and political structure are congruent" (1963, 30). It is an allegiant participant culture, as individuals are oriented positively toward the input structures and processes (Ibid.). Subject and parochial orientations in a civic culture are combined, rather than replaced by participant orientations, and thus, the civic culture is also a balanced culture conducive to systemic stability.

The mismatch or incongruence between culture and structure, in Almond and Verba's view, may take the form of either a simple rejection of the incumbents, or be an aspect of systemic change, i.e., imply a "shift from a simpler pattern of political culture to a more complex one" (1963, 21). In either case, it creates a tendency toward political instability, and it is the process of political culture change that leads to stabilization, when the point of congruence is reached (Ibid., 22). That is why, according to Almond and Verba, there is a constant move from a situation where attitudes tend to reject political institutions or structures to one in which they match.

Almond and Verba did not explicitly advance and test a theory of congruence, but both a statement of the theory and their assumption with regards to its validity can be discerned in several passages of their work. Among those are, most notably, the following: "A democratic form of participatory political system requires as well a political culture consistent with it" (1963, 3); "Theorists of democracy from Aristotle to Bryce ... tell us what a democratic citizen ought to be like if he is to behave according to the requirements of the system" (Ibid., 9), and (in the context of the problem of the diffusion of democratic culture): "How much of what" must be present in a country before democratic institutions take root in congruent attitudes and expectations" (Ibid., 8). Their assumption on the validity of the theory is that: "Political/Administrative systems change, and we are justified in assuming that culture and structure are often incongruent with each other. Particularly in these decades of rapid cultural change, the most

numerous political systems might be those that have failed to attain congruence or are moving from one form of polity to another” (Ibid., 20).

3.0 Discussion and Analysis

To this end, as advocated by Almond and Verba a democratic form of participatory political system requires a political culture consistent with. However, this is not the case in Nigeria where the interplay between the political culture and politico-administrative structures reveals a tale of incongruences which to a large extent negatively impinged on the administrative development of the country. In Nigeria, the primordial nature of the employees in the Public Administrative system makes it very difficult for them to ameliorate their behavioural patterns in commensuration with the modern public service ethos. This is because the socio-cultural forces emanating from ethnic and sectarian cleavages constitute the most dominant source of knowledge circulating within the system and as conceptualized by Dorsey in his information-energy conversion model the degree of development of a social system is an indication of its levels of energy conversion which relies on the information available, processed and circulating inside the system (Dorsey, 1963: 321).

An average Nigerian public servant is a product of sectarianism with high propensity to hate anything that does not conform with his/her sectarian narrative. The formal system of training i.e. schools, colleges and universities therefore become too weak in transforming the behavioural patterns of public servants as the ideas, knowledge and skills propagated in these institutions failed to work on the psyche of the employees because it has collided vehemently with the sectarian narratives and dispositions that was deeply engraved in their minds.

The result of this collision lead to perverted administrative behaviour within the Nigerian Public Administrative system where ideals bureaucratic notions such as professionalism, merit, impersonality and formality are overpowered by ethnic and regional loyalties. The significance of this thus goes down to the administrative level where important administrative processes such as recruitment, training, promotion, etc. are influenced by considerations for ethnic representation. This is often attained at the expense of the basic requirements for knowledge, competence, experience and efficiency. This is a departure from the ideal Weberian construct of bureaucracy. The primacy of religion, region, clan, ethnic or primordial attachment over national loyalty underlies the tendency of administrators of public organizations to turn over public offices and resources to themselves or members of their ethnic or religious group.

It is the conception of this paper that of all the factors affecting the workability of public administrative institutions knowledge and culture are the most potent when it comes to administrative behaviour, this is because humans are only capable of making change of sort when they are equip with right knowledge and attitude. So in a situation where the knowledge is distorted by sectarian narratives man becomes destructive of the very system he is supposed to construct. The importance of schools, colleges,

universities and other training institutions as the mechanisms for training and development of manpower is therefore undermined by these sectarian narratives.

It is imperative to note that man is a product of his social environment hence significant portion of his behavioural patterns are structurally determined for him by those in charge of his upbringing, it is therefore not uncommon for a top public official to work against organizational goals and objective in a bid to fulfil his/her ethno-religious yearnings. In Nigeria the type of training and education received by Government officials are just secondary motivating factors when it comes to administrative behaviour, the primary motivating factors are therefore ethnic, regional and religious sentiments (Abbo, & Kura, 2018).

Thus, any radical reform of the Public Administration system will almost certainly cause revolutionary powers to clash with the traditional routine that is deeply ingrained in citizens and if the traditional routine wins (as is always the case) Public Administrative entity will eventually cease to be innovative, goal-setting and problem-solving because sectarianism will prevail in employment, promotion training and high-level workforce growth. Sectarianism in administration is usually thought to generate indiscipline, favoritism, corruption, and decreasing morale (Abbo & Madu, 2020).

4.0 Conclusion

All said and done, the conception of this paper is that the predicaments of Public Administration in Nigeria is premised on the fact that the forces emanating from the environment such as sectarianism, ethnicity and schism plays greater role on its labor force than the formal manpower training and development institutions. Therefore, administrative behaviour in Nigeria is a product of the Public official's environment not the school or training he/she received hence for the personnel in the public sector organizations to be innovative, there is therefore the need for a monitoring or "feedback" system to continually scan the administrative environment in anticipation of environmental variation and make necessary adjustments in the administrative practice to adapt to the prevailing circumstance. This is because the Nigerian Public Administrative system as it is constituted today is very unique in terms of its ecology so any reform strategy that fail to take cognizance of such ecological uniqueness is bound to fail.

5.0 Recommendations

Innovation at individual or organizational level is both a product of the society we live in and a determinant of the environment. It is a sine qua non for a society in search of rapid socio-economic transformation. Because in Nigeria, Public Administrative system is the prime mover of national development process, and the public sector organizations are central to governmental efforts in that direction, innovation in the sector becomes an important determining factor in the ability of government to serve as an effective agent of change, modernization and development. The ability or capacity for innovation depends on various conditions relating to socio-cultural, political, economic and administrative environments; the structure and operational situations of the organizations, the attitudes and orientation of the personnel within the organizations.

The process of acquiring this capacity or ability can be facilitated through careful planning on the part of government and through deliberate efforts to provide conducive atmosphere under which the organizations are made more flexible and forward looking in their structure and in the rules guiding their operations. It is recommended that greater emphasis should be given to the provision of information service and other facilities within governmental administrative machinery as follows:

- a) The organization and re-orientation of the schools of administrative / management with a view to turning out public administrators with a blend of intellectual knowledge and institutional experience, and with proper orientation, attitudes and values most appropriate to the special need of the country.
- b) A system of periodic re-examination and reforms in our political, economic, administrative and legal systems so as to provide the requisite atmosphere for the type of performance-oriented and change-conscious public sector organizations we have all been craving for in this country.

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