KWARA STATE UNIVERSITY, MALETE, NIGERIA

The Green University for Community Development and Entrepreneurship

THE EIGHTH (8TH) INAUGURAL LECTURE

Administration and Governance at the Brink of Collapse: A Search for the Root Cause and Ways to Reposition the System

BY

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Ladies and Gentlemen.

1. Preamble

In the name of Allah, the only master of the universe. I stand before you to present the 8th in the series of inaugural lectures of the Kwara State University, Malete; the Green University for Community Development and Entrepreneurship. I give thanks to Allah for His guidance over my existence. I have passed through so many storms and He rescued and sustained me in His infinite mercies and unfailing love and protection. All my adoration goes to Him for making today's inaugural lecture possible for me. I remain His true servant until the Day of Judgment!

Vice Chancellor Sir, my career as a political scientist with specialization in administration and governance is not by accident, but as a result of my closeness to my father, Alhaji Imam Ambali Sanusi, who had administered people's affairs ranging from those of his disciples to the general community of Ogbondoroko, as the Chief Imam. May his soul remained blessed with mercy of Allah. His advice was instrumental in my decision to pursue a degree in religious jurisprudence and politics at International Islamic University, Malaysia (IIUM), where I passed out with a first class. When opportunity came to specialize in a field of study, I opted for Administration and Governance out of the four specializations available in Political Science (Administration and Governance; Political Thoughts; Comparative Politics and International Relations). My interest in Administration and Governance System encouraged me to pursue Master's and Ph.D. degrees, both of which were funded by IQRA Scholarship Award in Political Science on the basis of my outstanding performance.

Honourable Vice Chancellor, I began my teaching career as a Graduate Assistant at IIUM while I was pursuing my master's degree of which I made a distinction. I continued in the same pace for my Ph.D. in the same university in 2005. I joined the service of University Technology Mara (UiTM), passed through several cadres and rose to the rank of Associate Professor in 2010. I inspired many students both at undergraduate and postgraduate levels. I supervised forty-five M.Sc. and Ph.D. students, many of whom today are academics and administrators in different institutions and government agencies, both in Nigeria and Malaysia. I have won several research grants worth millions of US Dollars nationally and internationally. These

include grants on cutting edge issues on resource governance, administrative decay, election administration and management, policy reform and implementation, e-democracy, digital administration and digital divide, e-voting, leadership, culture and ethnic relations, leading to improved administration and governance system.

I was appointed as a Professor at Kwara State University (KWASU) on the 31st March, 2016. I am grateful to the former Vice Chancellor, Professor AbdulRasheed Na'Allah and the entire management. Following my assumption of duty at KWASU in June 2014, I developed curriculum for the postgraduate studies in Political Science and Public Administration. With my experience and expertise in postgraduate studies in Malaysia, I was appointed as the Deputy Dean of Postgraduate Studies in 2016. Since I assumed the responsibility of Director, Academic Planning of this University, we have been achieving full accreditation of all our programmes by the NUC. I have impacted on many communities both in Malaysia and Nigeria through my research and community outreach activities among the rural dwellers.

Vice Chancellor, Sir, this lecture **"Administration and Governance at the Brink of Collapse: A Search for the Root Cause and Ways to Reposition the System"** is to reflect on some of my contributions to the field of administration and governance system in political science. My quest to explore "the brink of collapse" in administration and governance was out of the curiosity to identify the root causes of the problem. I continued in my research journey searching for the best way to proffer solutions and to reposition administration and governance with bias for the Nigerian situation. I have been able to establish many roots of the collapse as well as recommend alternative ways of rethinking administration and governance system for effective service delivery to the people.

2. Introduction

Governance in administration lies at the centre of modern system of government and perhaps, the *heart* of all societies of the developed and developing world. This is because administration and governance encompasses and affects the lives of people right from the 'womb to the tomb,' given the fact that it is dealing and grappling with problems in governing and administering public affairs. Public administration serves as the basis of government because no government can ever exist without effective administrative machinery in place. Thus, administration had served as the instrument of governing ancient empires, monarchies, democracies and dictatorships of both developed and developing nations of the world. Administration should be conceived as a purely neutral instrument of government activities which cuts across different political ideologies, be it capitalism or socialism, democratic, autocratic, confucianism, etc. To buttress the foregoing assertion is to establish the fact that public administration serves as an instrument for implementing the laws and policies of governments at all levels (federal, state and local governments). It is often believed that the ideas and objectives of government may be very popular and buoyant, the plans for national development may be extremely progressive with high aspirations, and the national resources of a country like Nigeria may be very abundant, but without an efficient and committed administrative apparatus, nothing can be achieved. It means that the objectives of the best policies and laws of a government will remain as mere and ordinary paper declarations of intent, if the administrative machinery does not function honestly and efficiently as expected. In other words, public administration is expected to translate government plans, laws and policies into reality for the betterment of the people (Ambali, 2004). This is in line with the views and remarks of a popular civil servant journalist of repute in India (Gorwala, 1924), who observed that in a democracy there can be no successful planning without a clear, efficient and impartial administration or governance.

Vice-Chancellor Sir, and distinguished guests, I would like to crave your indulgence to state that in this modern world, there is no doubt that bureaucrats or administrators are the chief

policy-makers in government because they are the sources of facts, figures, experience as well as ideas and solutions to public problems. This is an undeniable fact since public administrators participate in policy making by giving advice to ministers and providing them the necessary information relevant to policy formulation. That is, they are the officials involved in the formulation and implementation of government policies and plans, executing and monitoring them. The inadequacy of administrative practices in many developing countries is now recognized as a major obstacle to development, perhaps more serious than the lack of capital or foreign aid. Wheare (1963), a notable scholar in the field of public administration, estimates that 80 per cent of the plans of the world are incapable of being fulfilled because of administration and governance fallacies.

The significance of this inaugural lecture is targeted at the past, present and future administrations of governments. It is important for the past administrators to reflect on the failures recorded during the tenures of those administrations while the present administration, should learn from the mistakes of the past. The importance for future administration is to guide them to take precautionary measures against the failures of both the past and present administrations, to secure better services to the people and sustainable development of the country. Ladies and gentlemen, the justification here lies in the fact that public administration provides continuity when leadership and government change. While governments may come and go and ministers rise and fall, the administration of a country through the leadership-followership in the agencies and institutions is one that is perpetually going-on. The fact that governments all around the world must fulfil promises, engage citizens and reach them through public machinery, this inaugural lecture will remain relevant document for different administrations not only in Nigeria but elsewhere in the world. It is a proven fact of history that administration and governance help government to provide a large and wide variety of services for the people. The only way by which good governance can be maximally achieved is for a country to follow the global trend by changing the ways its institutions or agencies work or operate to a modern approach via electronic government and/or administration. The more I wrote about government and public affairs, the more I come to understand that different policy choices can be made to work effectively. This is possible if the policies are designed with the reality of context in mind as well as if they are administered with the aim to serve the people as against enriching the administrators. This is because public policy successes and governance failures cannot be understood outside the management processes that convert them into actions. I have come to believe that the path to better and smarter government starts with getting the details right; from the bottom up as against the common top-down approach. Those details often reside at the fuzzy border between governance, policy and administration, where policy designers and programme administrators work together to solve real problems in societies.

2.1 Conceptual Clarifications

Vice Chancellor, there is no way to understand and appreciate this lecture without first providing the audience with some fundamental clarifications of the concepts that form its basis.

Administration

The word, administration is derived from a combination of two Latin words, "*ad*" and "*ministrare*" with the connotations to serve, direct and manage affairs. According to Wilson (1987), one of the renowned scholars in Political Science, the word administration is to care for, or look after people and manage their affairs. As such, I conceive administration as a determined action taken in pursuit of conscious purpose. This means that administration is a rational human activity in any organized public or private sphere. To buttress this view, Balogun (1983) conceptualizes administration as any action that is directed to the analysis of

policies, identification of options and implementation of programmes as well as efficient allocation of resources. Perhaps, such understanding has taken into consideration the African condition or Nigerian condition in particular, which may make administration different from what should be the case in other parts of the world (Balogun, 1983). It follows that administration must be understood conceptually as a process with a continued set of rational action in tandem with development and change mind-sets, that is, a set of actions performed to attain some identifiable and realistic results. I see it to be a process because the expected functions of an administration are endless, ranging from planning, directing, monitoring and supervising programmes and/or activities to the implementation of government policies. It is a process, which involves utilization of human and technical skills to achieve societal growth and development. Hence, it is proper to assert that administration is the key to stability and enduring power of governance by good leaders and followers in any society throughout the world (Ambali, 2002).

Governance

The word, "governance" is conceptually controversial to define in one sentence. Scholars have made several efforts to redefine governance with their individual ideological lens. According to Dimock (1956), governance is "*what*" on one hand and "*how*" of government on the other hand. The "*what*" being the subject matter or technical knowledge which enables an administrator to perform his or her tasks effectively, while the "*how*" refers to principles by which governmental programmes or policies are carried out to attain maximum success by the leaders and followers. Hence, "what and how" of government forms the synthesis called governance. It is based on the foregoing that I perceived administration and governance as all operations of government with purpose towards the fulfilment or enforcement of public policies. Adamolekun (1983) is of the view that administration and/or governance refers to activities concerned with both the management of government business and the study of such activities. His conceptualization of the term combines both the practices and knowledge aspects respectively. In the same vein, Ambali (2002) defines governance as machinery and processes in which the government performs its functions to fulfil the needs of the people.

From the conceptual understanding of the terms administration and governance among scholars, several issues are to be resolved. One of the primary issues is the confusion about whether administration is limited only to government activities or other aspect of government's roles in terms of laws and regulations. Vice Chancellor Sir, my contribution to such issues was clearly spelt out in one of my books titled: *Seminar in Public Management* (2010b), where I highlighted that administration and governance embrace cooperative towards efforts and implementation of specific policies to accomplish certain goals through effective leader-followership approach. In fact, administration is the government in action and governance is all operations of government with the purpose of implementation of public policies and enforcement of laws and regulations for the interest of the nation (Ambali, 2008c). In a nutshell, administration is the institution of public bureaucracy within a country, which forms the basis of public policy decision making and implementation that can result to good governance. Hence, it is an establishment and means by which public services are delivered to the people to acquire quality life.

The second issue surrounding the conceptualization of the terms administration and governance, has to do with whether it is an academic discipline. Vice Chancellor, in another book titled *Public Policy* (Ambali, 2008c), it was made clear that the term administration or governance is an academic discipline, which understudies the theory of leader-followership, governance and ideal practices of administration through institutional description, evaluation and policy analysis. Finally, Vice Chancellor, and distinguished members of audience, it is a field with both mother and foster parents. The mother parent is political science, which gives

birth to administration and governance while the foster parent is management. No wonder why you will find in some universities the public administration programme domiciled in the Department of Political Science while some are domiciled in Management Science. Well, I leave the judgement to academics about the right domiciliation of Public Administration and Governance. But I know very well that KWASU has appropriately domiciled the public administration programme with its mother parent of Political Science.

3. My Contributions on Administration and Governance at the Brink of Collapse

Given the importance of administration and governance in the field of Political Science, I have concentrated my research on administrations that are on the brink of collapse from the perspectives of failures of administration and governance at the: (i) federal level (ii) service sectors (iii) local government and (iv) rural development.

3.1 *Evidence of Brink of Collapse in Administration and Governance at the Federal Level*

Vice-Chancellor Sir, ladies and gentlemen, the condition of the administration of governments in Nigeria is evidently decayed. The governance failure, decay and unbearable conditions had long been observed by many past leaders. Some of the leaders have evidently highlighted the level of such decay and used it as sole agitation to legitimate their own leadership position during their inaugurations. For example, Major Nzeogwu, who led the first military coup in 1966 said:

> *Our enemies are the political profiteers, the swindlers, the men in high and low places that seek bribes and demand 10 percent; those that seek to keep the country divided permanently so that they can remain in office as minister or VIP at least, the tribalists, the nepotists, those that make country look for nothing before international circles, those that have corrupted our society and put the Nigerian political calendar back by their words and deeds. Like good soldiers we are not promising anything miraculous or spectacular. But what we do promise every law abiding citizen is freedom from fear and all forms of oppression…freedom to live and strive in every field of human endeavours, both nationally and internationally. We promise that you will no more be ashamed to say that you are a Nigeria* (Ambali, 2002).

I must draw your attention to the above statement that presently, Nigeria's administrative and general condition is worse than what Major Nzeogwu pointed out in 1966 (Ambali, 2002). Many Nigerians are ashamed to claim that they are from Nigeria. The faulty socio-economic and political system which led to this emanated from failed administration and governance. The failure and lack of trust have made many Nigerians flee to other countries of the world. The average Nigerians prefers other nations because they will have access to better quality of life and social amenities (Ambali, 2002; 2004). Also, when General Ibrahim Babangida overthrew the administration of the then General Buhari military regime, he justified the legitimacy of his own administration based on the following assertions:

> *Let me at this point attempt to make you understand the premise upon which it became necessary to change the leadership. The principles of discussions, consultation and cooperation which should have guided decision-making process of the Supreme Military Council and Federal Executive Council were disregarded soon after the government settled down in 1984. Where some of us thought it appropriate to give a little more time, anticipating a conducive atmosphere that would develop, in which affairs of state could be attended to with greater sense of responsibilities, it became increasingly clear that such expectations could not be fulfilled... We have had our share of social upheavals, political instability, religious intolerance and economic hardship* (Ambali, 2006b).

The above quotation reveals to us that the primary expectations of the people for putting their daily affairs in the hands of government have been jeopardized (Ambali, 2006b). Since independence about 61 years ago, Nigerians have not gotten any one of the major sectors (i.e., social, economic and political system) adequately right in the country or provide better services to the people. Thus, my findings have shown that what used to be the glory for the nation during the colonial administration and early age of independence has become a thing of the past or a mere story!

To further buttress this discussion on the administrative and governance failure, I would like to crave your indulgence to quote the assertion made by the late General Sani Abacha upon assumption of power in 1993:

> *The events of the past months, starting from the annulment of the June 12 presidential election, culminating in the appointment of the former Head of State, Chief Ernest Shonekan, who unfortunately resigned…., are well known to you. The economic downturn has undoubtedly been aggravated by the ongoing political crisis.... Nigeria today is a country where too many things do not work, as they should; our development schemes have not improved the quality of life as much as they should. Villages are without sufficient water, electricity, health care and roads. The cities are overcrowded, housing is inadequate and poor. Job opportunities are diminishing; yet we have planned and re-planned. We have purged and re-purged. We have reformed and re-reformed; but at the end of it all, contentment still eludes us* (Ambali, 2002).

When Nigeria bypassed the era of military administration and transited to the democratic system of government in 1999, with the second experiment of democracy. Nigerians thought that the lost glory would be brought back in terms of better administration and governance system with better conditions of living for the people. However, the reverse was the case due to mismanagement of natural resources endowed by Almighty Allah. In fact, President Obasanjo pointed to this during his inaugural address to the nation on May 29, 1999 that:

> *Nigeria is wonderfully endowed by the Almighty with human and other resources. It does no credit either to us or the entire black race if we fail in managing our resources for quick improvement in the quality of life of our people. Instead of progress and development, which we are entitled to expect from those who governed us, we experienced in the last decade and a half, particularly in the last regime but one, persistent deterioration in the quality of our governance, leading to instability and the weakening of all public institutions... our infrastructures- NEPA, NITEL, Roads, Railways, Education, Housing and other social services were allowed to decay and collapsed* (Ambali, 2005a).

3.2 ***Evidence of Brink of Collapse in Administration and Governance at the Service Sector***

The primary objective of establishing public enterprises is to adequately deliver services to the people nationally and internationally. However, in no way have the people had the opportunity to satisfactorily enjoy such services. Evidently speaking, public service organizations in Nigeria are grossly inefficient with majority of them rendering epileptic and unsatisfactory services to the people. Despite huge amount of money and resources that the federal government has committed to most of these sectors to make them operate appropriately, the then NEPA, for example, only serves 12 percent of the entire Nigeria's population with an average of six hours of electricity daily. To buttress the point, President Olusegun Obasanjo lamented that:

> *It is conservatively estimated that the nation may have lost about 800 million US dollars due to unreliable power supply by NEPA; and another 440 million dollars through inadequate and inefficient fuel distribution. And figures like this do not even tell the*

> *whole story. They cannot for example, capture the scope of human suffering and even loss of lives caused by shortage of petroleum products. That is not to mention the frustration and debilitation of the informal sector where business centers, repair workshops, hairdressing salons, etc. depend on steady supply of electricity to function* (Ambali, 2002).

Some years back, the then NITEL as a public service enterprise, was expected to provide Nigerians with uninterrupted telephone network, but there were only a paltry 400, 000 working lines (Ambali, 2007). The Vice-Chancellor, ladies and gentlemen, with the privatization of NITEL after about three decades, the operation of MTN, Econet, intercellular and hand-phones have within two years added several million lines to our phone network without a single kobo taken out from the treasury account of the federal government of Nigeria. Though, the policy thrust of privatizing this sector has helped the federal government to increase its revenue through licence fees, various levies and taxes it has however put many poor Nigerians, who cannot afford the price at a big disadvantage. The primary services that are supposed to be provided at a low price to the citizens is presently being delivered at high charges that are unaffordable to the average and less privileged persons in the country (Ambali, 2006a; Ambali, 2021). My findings show that the leadership decay and wrong policy approach contributed to retrogressing of the service sector in Nigeria and made them act as drain pipes on the entire economy of the nation. The failure in the service sector is not only peculiar to power or electrification, but the failures are also recorded in water reticulations to rural villages as well as other basic units of life for the people (Ambali, 2002; Ambali, 2008c, Ambali & Ahmad, 2011).

3.3 ***Evidence of Brink of Collapse in Administration and Governance at the Local Government***

Vice Chancellor Sir, Nigeria's political system is built on federalism. According to Wheare, (1963), federalism is defined as a political arrangement whereby two levels of government, the central and the regional, both work directly to serve the people. These two levels of government are interdependent and co-ordinate together. In the distribution of power between them, issues of national concern are assigned to the central government while issues of local interest are left to the states. In general, the characteristics of the federal system of government are *inter-alia* the separateness and interdependent of each level of government and mutual non-interference in the distribution of power. The 1976 local government reform in Nigeria made the local government the third tier of government. This is evident in Section 7(9) of the 1999 constitution, which provides that the legislative power of local governments shall be vested in the local government councils. This implies that local governments have legislative powers just like the federal and state governments (Ambali, 2002, Ambali, 2004). Decentralization and autonomy bring about sound, efficient and effective public administration that characterized good governance. I have observed that autonomy is preferred in most nation-states in order to promote rapid development of the country. This manifests in the establishment of local governments. Available evidence has shown that local government as the closest government to the people is not totally autonomous in Nigeria. Its autonomy in relation to other tiers of government has been quite complex and sometimes controversial. There have been concerted and sustained arguments that the 774 local government areas in Nigeria are contributing too little to national development. Overtime, many of our local councils do not bother about the statutory responsibilities as contained in the fourth schedule of the Nigerian 1999 constitution. This is a failure of administration and governance, when the leaders and followers in administrative setting cannot follow the constitutional rules and regulations as laid down! (Ambali & Murana, 2020).

Vice Chancellor Sir, this is contrary to what is obtainable in the developed and developing countries like United States of America, Britain, Malaysia, among others, where a strong democratic tradition like the local government is allowed to operate on a greater autonomy. Local governments are governed by the state laws in the USA rather than national laws. State governments have direct control over the counties which operate as agencies of the state to enforce state laws. In Malaysia, my findings have shown that local governments are respected by the state without much interference in its affairs because of their democratic tradition. Sometimes, local governments act like big governments by virtue of what they deliver and they are also the pillars of Malaysian democracy. From the perspective of good governance in countries such as Malaysia and USA, local governments build and maintain roads, independently create jobs and bring government closer to the people (Murana & Ambali, 2019). Thus, local governments involve philosophical commitment to democratic participation in the governing process at the grassroots level. This implies legal and administrative decentralization of authority, power and personnel, by a higher level of government to a community with a *will* of its own, performing specific functions as within the wider national framework. A local government is, at the grassroots level of administration, meant for meeting the peculiar needs of the people (Wilson, 1976; Ambali, 2004; Ambali & Murana, 2020). The creation of the local government in many countries stems from the need to facilitate development at the grassroots and to decongest the functions and burden of the central and the state governments to bring about democratic governance that provide valuable political education and provide basic socio-economic services that aid rapid development as well as maintain law and order (Murana & Ambali, 2019).

Speaking from good governance perspective, findings have shown that the Nigerian local government system, however, has derailed from its primary responsibility of bringing government and dividends of democracy closer to the people in the states. This has created serious problem, and has continually hindered good governance for development at the grassroots. Thus, there is dare need to curtail this situation so that local governments can fulfil the purpose for which they were established. It was found that local governments generate financial resources to meet their obligations in the course of discharging their constitutional functions and duties. The two major sources of local government finance in Nigeria, namely, internally generated revenue (IGR) and the external source of revenues are inadequate. The internal sources consist of local tax or community tax, poll tax or tenement rates, user fees and loans. These sources are largely exclusive preserves of the local governments in Nigeria. However, most of, if not all, the local governments in Nigeria generate less than 7% of their total revenue from IGR; and externally generated revenue outside the local government area are not adequately given by the state government (Ambali & Murana 2017; Murana *et al* , 2017; Ambali, & Ahmad, 2013a). Thus, failures began to emanate largely when some states have taken over the IGR financial collections (Ambali, 2004; Murana & Ambali 2019). This has made Nigerian local governments to be financially dependent on state and federal governments respectively.

Vice Chancellor Sir, the debates and arguments are based on the findings of my research on local government autonomy. However, what powers and functions should the central or state government grant to the local units within the political system? Within the Nigerian context, the 1976 Local Government Reform (LGR) only gave the basic rudiments of financial autonomy. The 1976 reform gave specific power to the local government to be independent of the state through the Representative Council, established by law within defined areas (Murana & Ambali, 2017, Alabi & Ambali, 2019). These powers allow the council a substantial control over local affairs, staff, local institutions, and financial autonomy to initiate and direct the provision of services. It also allows the council to determine and execute projects and implement policy programmes or activities in their areas. My findings have shown that many

local governments are impaired in their duties by the state governments and there is no effective grassroot participation in the local initiatives to meet the needs of the people. The most important finding in these researches is lack of legal framework for local government autonomy from the state government in the country, which led me to make some recommendation as solution to the problem.

Our research revealed and recommended five important key elements of bringing autonomy to the local governments: *first*, in a real sense, the local government unit should have a legal personality distinct from the state and federal governments. *Second*, the local government ought to have some specified powers and functions distinct from the state and federal governments. *Third*, the local government has to operate independently from the state and federal governments and should not be an appendage of the state government as presently defined in the constitution with several caveats. *Fourth*, a local government ought to have the ability to make its own laws, rules and regulations. *Fifth*, a local government should have the ability to formulate and execute its own policies and the right to recruit, promote, develop and discipline its own staff. It is important to note that there has never been a time that local governments in Nigeria were granted the kind of autonomy expounded in the five areas of good governance. Furthermore, we did not lose sight on the fact that the kind of autonomy that the central or state governments will entrust to the local governments will depend largely on the nature and character of state politics. For instance, in the United States of America, the degree of autonomy granted to local authorities is derived from ideals and values such as liberty, equality, individualism, unity and diversity. Such ideals are at the very core of their national identity and they shape the nature and character of state politics. As rightly observed, (Murana & Ambali, 2019; Ambali & Letswa, 2020), it also shapes the vision which Americans have over the world. These perennial principles, which are an important part of the American psyche, have greatly influenced the way public policies and laws are made in the United States of America to achieve good governance in services delivery to the people (Marhaini & Ambali, 2015).

It was noted that there is no political system where the local governments operate completely independent of the central or regional or state government, but certain autonomy has been granted to them. In an intergovernmental context (Abdullahi & Ambali, 2018; Murana & Ambali, 2019), there are a variety of ways in which federal and state governments might contribute to the fiscal sustainability of the local governments. For example, in older federations like the United States of America and Switzerland, the federal and state governments do interfere in the activities of the local councils through grant-in-aid and other intervention programmes, to ensure that they meet their obligations to the citizens as the third tier of government (Eissa & Ambali, 2012). In this case, the interference is a positive one because it does not generate any negative controversy about the local governments. The point being made here is that the federal and state governments' interferences in the activities of the local governments has to be positive for achieving good governance at the grass-root. It is negative when such interference impedes on the capacity of the local governments in carrying out their statutory functions and vice versa (Ambali, 2004). At present, the negative kinds of interference are predominant in the Nigerian political system, which is nothing but an indication of failure.

Vice Chancellor Sir, the source of this problem has also been traced back to the flaws in the 1999 Constitution as amended by the Obasanjo Administration. The 1999 Constitution of Federal Republic of Nigeria made provision for the operation of Joint Account System for state and local government councils. To be more specific, Section 7(1) states that:

> *Section 7(6B) makes provision for statutory allocation of revenue to the Local Government Councils in a State, from the Federation Account. Furthermore, Section 162(6) establishes the State Joint Local government Account System "into which shall be paid all Allocations to the Local Government Councils of the State from Federation Account and Revenue from the State Grant. Section 162(7) stipulates clearly that "Each State shall pay to Local Government Councils in its area of Jurisdiction such proportion of its total revenue on such manner as may be prescribed by National Assembly." Section 162(8) states that" the amount standing to the credit of local Government Councils of a State shall be distributed among the Local Government Councils of that State on such terms and in such manner as may be prescribed by the House of Assembly of the State.*

My argument is evident from the above sections of the Nigeria's 1999 constitution, where the essence of the above constitutional provisions is to make the local government council a tool for rural development in Nigeria, since it is very close to the grassroots. The state governments are supposed to be supervising the activities of the local government councils in their various areas of jurisdictions, to ensure probity and accountability in the management of local government revenue for effective rural development and transformation. This, if effectively done, is expected to drive Nigeria's economy towards the achievements of her Vision. The extent to which lofty goals has been realized since Nigeria came back into democratic administration in 1999 is still debatable. My findings have revealed another failure of administration and governance at the local government level through the Joint Account. It is palpable that the practice of "Joint Account" in Nigeria has created leakages for corruption and looting of public funds. This poses a great challenge to sustainable development of the rural areas. The operation of state and local government joint account system as provided by the 1999 constitution leaves much to be desired, as the state leaderships in Nigeria have seen this as an opportunity for diverting the local government statutory allocations from federation account into their own use, carefully hidden under special deductions. Instead of acting as a check to the efficient management of the funds accruing to the local government councils from the federation account, the states are rather deducting local government council funds recklessly through the Joint Allocation Account Committee (JAAC) system. According to the Nigerian Union of Local Government Employees (NULGE), in their Memorandum to the National Assembly Constitutional Review Committee (2012):

> *Section 7 of the 1999 Constitution is full of contradictions. It is under this ambiguity that State Governments hide to manipulate the Local government councils by aborting democratic government through the suspension of elections and imposing Care-Taker administration, thereby usurping the statutory functions of the local government council, as well as plundering and tampering with the statutory allocation due the local government from the federation Account, to the extent that only 20-25 per cent of Statutory Allocation gets to the local government councils, due to illegal and sundry deductions by state government.*

This constitutes a major challenge and problem to rural development in Nigeria. The Nigerian local government leans mainly on the federal statutory allocation for performance and lacks the capacity to internally generate revenue (IGR). The inability of the councils therefore to generate revenue meant for its continued functioning and operation had largely contributed to its total reliance and dependence upon the federal statutory allocation to remain relevant as the 3rd tier of government in the Nigeria federal system (Ambali, 2004, Abdullahi & Ambali, 2018). The implication of local government state joint account is that there is denial of funds to explore the potentials of these local government areas and their natural resources to ignite

the development which they yearn for (Ambali, 2011b). Being the government that has the most direct and immediate impact on the people, it stands to reason that adequate funding should ordinarily be guaranteed to push development efforts to the promised land for the rural dwellers (Ambali & Letswa, 2020; Abdullahi & Ambali, 2018).

Vice Chancellor, Sir, to address this lacuna in the governance of joint account, three bills seeking local governments autonomy, sponsored by two members of the House of Representatives and a senator have passed second reading and have been referred to the National Assembly ad-hoc committees on constitutional review. The bills seek to make provision for political and financial independence for local government administration in the country and correct the ambiguity in certain Sections of the Constitution (Ambali, and Letswa, 2016). The Chairman of Revenue Mobilisation Allocation and Fiscal Commission (RMAFC), recommended the abolition of state and local government joint accounts in states. This is to ensure the sovereignty, transparency and accountability of local government administration in the country, to strengthen and enhance equity and equality in the revenue allocation among the three tiers of government. It would also achieve effective administration and good governance. For an agency such as RMAFC to come out boldly to call for the scrapping of state and local government joint account shows that the account is fraudulently operated or it is not addressing the intended purpose of its inclusion in the constitution (Ambali, 2008a).

3.4 ***Evidence of Failure of Administration and Governance in Rural Development***

From the perspective of administration and governance, the issue of rural development is a failure on the part of government at all levels. The failure has been creating a lot of concern in most of the third world countries. This is because of the glaring gap between the rural and urban areas in terms of infrastructure, resource distribution, human resources development and employment (Ambali, 2005b; Ambali, 2008a). This imbalance has subjected the rural areas to more disadvantaged economic position. Honourable Vice Chancellor, it is a failure because it has induced rural-urban migration, thereby increasing unemployment situation in the urban areas while simultaneously depriving the rural areas of their agricultural workforce. This situation does not seem to improve remarkably in most developing countries, especially Nigeria. According to Ambali (2010b), rural development means improving the living standards of the masses of low income residing in rural areas and making the process of their development self-sustaining. I see rural development as a venture towards urbanizing the rural environment by way of encouraging rural dwellers to participate in activities that will promote economic and social development and enhance their living standards (Ambali, 2005a, Marhaini & Ambali, 2015). In terms of financial capability, it involves extending the benefit of development to the poorest among those who seek a livelihood in the rural areas (Ambali, 2012, Ujo, 2014). On a wider understanding, many other scholars (Ambali, 2004; Ambali & Letswa, 2016) believed that the essence of rural development is the all-round development of the rural areas or villages with the efforts and participation of the people. Ambali and Letswa (2016) contended that the need for citizen participation as characterized by good governance and administration in policy plan, formulation and implementation processes has been repeatedly stated by international bodies such as World Bank, IMF and United Nations as the gateway to bringing about social, economic and political development in the rural areas.

According to the Nigerian constitution (1999), other concurrent roles of good governance, if well-articulated and performed by local government, include the provision and maintenance of primary, adult and vocational education institutions, the development of agricultural and natural resources other than exploitation of minerals. However, Vice Chancellor sir, there is a clear failure because what happens in practice throughout the federation is that the actions of

state governments contradict the objectives set for local governments in the constitution in terms of effective administration and good governance for rural development. These actions include among others, the appointment of caretaker committees solely on partisan basis, proliferation of local governments, hijacking of local governments' funds and failure to allow them to participate in all aspects of work specified in the constitution (Ambali & Letswa, 2016). The irony of it all is that, the monies that actually got into the coffers of local governments were not spent on the needs of the people at the local government. This is in addition to the attitude of most State Governors who, without consultation, dip into the local government monthly allocations and give whatever is left to the Councils for their operations.

Vice Chancellor Sir, the federal government is not helping matters as some of the federal government agencies located in the local governments' premises are directed to collect funds from their host councils for their up-keep and conduct of state and national programmes. The unfortunate thing about the spending of the money allocated legally to the local government councils in Nigeria is that it is the same money meant for the development of rural areas that the higher tiers of government (state and federal) take back in a disguised manner (Ambali, 2004). The Association of Local Governments of Nigeria (ALGON), which is an umbrella body of all local governments in Nigeria, is just a toothless bulldog that cannot bark or protest against such undue interventions. That is the more reason why an individual can penetrate any local government council and get away with a reasonable amount of money after merely intimidating the chairman of the council (Ambali & Letswa, 2016). The foregoing findings are testimonies of failure of administration and governance in the rural development policy programmes. Vice Chancellor Sir, our findings have shown that the over-reliance and over-dependence on the federation account expose financial weaknesses of many local government administrations in Nigeria.

My Contributions towards Searching for the Root of Brink of Collapse in Administration and Governance

4. Identification of the Root of Administration and Governance Failures

Honourable Vice Chancellor, ladies and gentlemen, in the course of my research activities, three cogent factors were revealed as fundamental sources of failure so far. They are: (i) inclination to ethnic sentiment; (ii) systemic failure by leaders; and (iii) administrative corruption, which are further discussed in the subsequent sections of this lecture.

4.1 Ethnic Factionalism or Sentiment

Despite the rising importance of nationalist movements in the past and in contemporary times, there has been relatively little research on the socio-economic and political factors associated with national identity or ethnic attachment among multi-ethnic countries such as Nigeria. I attempted to fill the gap by exploring the factors of ethnic identity rather than national attachment in Nigeria. While ethnic factionalism has a negative impact on economic development and political stability of a country, national identity has been proposed as a mechanism for integration among races (Ambali, 2004; Ambali, 2005b). Rethinking nation building concept is a policy that promotes attachment to nation over ethnic belonging. The question is, what makes people think along their ethnic belonging instead of their nation? We examined the influence of socio-economic and political status of people on their attachments to both ethnic groups and the nation they belong to. In addition, we examined the extent to which both ethnic and national sentiments can affect efforts of the country towards good governance.

Nation building is a fashionable term that has been used in different contexts among political scientists since 1950s. Effective administration and governance was historically and primarily theorized to describe the notion of national integration and consolidation that aimed at establishing modern nation states as opposed to the traditional feudal, ethnic feelings and royal dynastic states. Good administration and governance, in its broader sense, when used by political scientists covers all socio-economic and political strategies initiated by a leader to change and integrate the society for better (Ambali, 2006a; 2008b). To political scientists, the concept of "national-identity" became what "an industrialization" represents in social economy. It is an indispensable tool for detecting and analysing the socio-political and economical dynamics that have produced the modern state today. Therefore, national identity and/or absence of ethnic-feeling is a process that can be understood as a state-led process of evoking sense of belonging to promote unity and social cohesion among its people. However, the state-led institutions and political systems alone cannot accomplish this without emphasis on the roles of integrated communities within the process (Ambali *et al*., 2014). Vice Chancellor sir, ladies and gentlemen, our findings identified four potential factors which promote ethnic belonging which is detrimental to administrative and governance efficiency in any country including Nigeria.

Social factor is one key feeling towards ethnic identification. It is the degree of social relation and cohesion among the diverse groups of people in the society. It can be viewed as a unique attribute of a society to establish relationships between various individuals, groups, associations as well as territorial units. This can be achieved when diverse groups work towards the well-being of all the members in administration and organization, minimizing disparities and avoiding marginalization. It therefore democratically means a mutually supportive society and system of governance that ensures the welfare of its individual members. This can only be achieved by formulating and implementing policies that minimize disparities among people as well as avoid polarizations among ethnic groups. In this context, it was lamented that a society which lacks good social relation will results into social disorder and low levels of social interaction between and within communities and of course low level sense of national belonging (Ambali, 2004). Thus, good policies derived from governance produce meaningful social action that engrosses positions for individuals according to their disposition and knowledge in society. However, when the implementation of some policies is in favour of some ethnic groups in the country, where other groups felt marginalized, the result is ethnic inclination (Ambali and Murana, 2017).

Political factor is the lack of effective participation by the members of an ethnic group at different levels of societal affairs. It is a key factor of forming ethnic cleavage and feeling of social exclusion from a state. In governance, the national sense of belonging as processes towards better administration has been jeopardized when some ethnic groups are marginalized or not fully engaged in active political participation. The feeling of ethnic marginalization among certain groups in a multi-ethnic society can be conceived as ethnic inequality for political opportunity, which could create a vicious problem such as political mobilization of ethnic group, social unrest and uprising that can lead to civic indifference. Thus, there is a common notion among political scientists that political factor works on the principle of providing avenues for individual members of society to equally participate in economic, socio-political and cultural life more effectively. As a result, it can be considered as an expression of the equal distribution of various rights to all members of society regardless of their ethnic groups, when the governance system is working towards people's expectations and hopes. It is arguable that politics of inclusion should recognize the differences with respect to ethnicity, gender, and age and then, transform these differences into not only stable but flexible coalitions operating on different levels of state governance apparatus in the country.

Economic factor is considered to be a ground issue that could make people in society feel the sense of belonging to nation or parochial ethnic groups. From social capital perspective, the economic status of individuals can contribute to national inclination and feeling of belonging to a particular ethnic group depending on where his or her economic means of living is established the most. It works and sustains on the principle of socio-economic norms and structure to achieve effective mutual communication or cooperation among social agents (Ambali, *et al*. 2020). In this context, a famous American sociologist, Coleman (1999) links economic factor to social structure in terms of goals that could not be possible for individuals or groups to achieve without it. Hence, economic factor embraces social structure that makes actions of individual members of a society work within the structure or class. However, we have demonstrated two principal dimensions of economic factor with regards to structural aspect of communal relations among ethnic groups. While the first perspective focuses on direct interconnections that individual social actor maintains with each other actors within the group. The second perspective is devoted to individual relative position within the given economic network in society. Both of them can significantly reinforce the network among people through the shared resources across certain ethnic group to other groups, if there is a good administrative and governance structural system in place (Ambali & Ahmad, 2013c).

Social integration theorists like Wilson (1989) have argued that the establishment of national sentiment and/or nation building is grounded in the notion of collective identity policy agenda driven by good governance. Collective identity refers to the situation where each active member of society defines him or herself to be affiliated to social sphere rather than specific ethnic background. Achieving a collective identity among different ethnic groups in a multiracial country like Nigeria is only possible when the government adopt policies that focus on national inclusion as opposed to exclusion and recognition as opposed to a sense of rejection. According to Wilson (1987), this is where the government redirects public policies to focus on collective loyalties and use them to replace all forms of ethnic identifications. In addition, this is where each individual member of a community, locality and state feels a sense of belonging to nation as a whole rather than ones' own ethnic group that is ruining the efforts of the governing system. Instead of better administration and good governance, failures do occur where normal politics and redistribution of socio-economic means of life disappear (Ambali & Ahmad, 2013a; Ambali *et al.*, 2014).

4.2. Evidence of Systemic Failure as the Root of Collapse

The root of failure was manifested in terms of the declining capacity of political leaders to find lasting solutions to systemic decay ranging from election fraud, terrorist attacks, and herder-farmer conflict. Of recent, the manifestations of failure have also shown up in armed banditry activities in Nigerian villages, towns and urban areas. It is obvious that in the current system of governance, leadership and other administrative positions are attained through bribery, intimidation and violence (Ambali *et al.,* 2014). In addition, Vice Chancellor Sir, our findings show that the declining living conditions in Africa, with special reference to Nigeria, calls for a change from authoritarian regimes to more democratic governance. Thus, the so called "*democracy*" has almost changed from its original meaning to what I called "*demon-cracy* or *devilcracy*", which is opposed to an acceptable democratic governance system (Ambali, *et al*. 2014; Ambali, 2015). The root of the failure was traced back to 1999, when democratic and leadership positions were occupied by political elites, who consistently up till today continue to violate the four fundamental principles of a normal and popular representative democracy in Nigeria. In other words, principles such as competitive elections, the rule of law, political freedom and respect for human rights are no longer adhered to in the administration and governance activities of the states. For example, the findings of Ambali, (2015) and Ambali

(2012) have shown that most of gubernatorial and presidential elections to put the right people into leadership positions in Nigeria had eroded public trust in the ability of the independent electoral commission to organize free and fair elections in the country (Aliyu and Ambali, 2021; Adekola and Ambali, 2019). Hence, there is a need for what I called "epistocratic" system of governance (Ambali, 2021), which is founded on the pedigree of its political leaders that are servants to their people as well as the high level education of its voters.

Findings have also shown that exploiting poverty and illiteracy are the new weapons used by the political elite in Nigeria to rob the voters or electorates in governance system. This is obvious and successfully done through distribution of food items such as rice and money. The food items are strategically packed with the *image* of political candidates and parties represented. In other words, Nigerians give their votes to leaders and politicians who influence them with food and money, rather than to those that bring them messages of hope in their manifesto. This new trend of mobilizing voters by the politicians is commonly described as "*stomach infrastructure*", which arose from the 2015 election in Ekiti state, where the gubernatorial candidate Ayodele Fayosi defeated his opponent Kayode Fayemi. On this note, it is undeniable that the Nigerian political culture rewards incompetent leaders over many informed-minded leaders and followers, who demonstrate the intellectualism and problem-solving capabilities needed to adequately address systemic issues of poverty and inequality in the country (Ambali, 2021).

4.3 ***Administrative Corruption as the Fundamental Brink of Collapse***

Vice Chancellor Sir, it is sometimes unpleasant to write and discuss about frustrating and shameful issues such as corruption. At the same time in the academic circles, truth must be said and causes must be identified in order to arrive at concrete solutions and minimize a damaging situation. A good number of scholarly works have been produced by local and international scholars who diagnosed the problem of corrupt practices in administration and prescribed solutions to control the menace. Still, there is hardly any sign of improvement most especially in Nigeria. Corruption with all its manifestations remains an unabated issue in society and polity. Corruption is not merely a problem of law and administration; it has to do with social and economic life of a community. The problem of corruption within or across nations is not a recent phenomenon, nor is it exclusively a Third-world concern. Corruption is a pervasive phenomenon that can be found in countries of widely varying ideologies, economic conditions and social development. Although, some societies may be more vulnerable than others and may suffer more from its devastating effects, no country in the world today is immune from corruption's corrosive influence (Ambali, 2005a; Ambali, 2008b). Corruption has devastating consequences on families, friends, morality, communities, public and private services, public institutions, the economy, and on all other facets of life. It has created a lot of difficulties for innocent citizens and has caused a psychological depression for the people either in their places of work or institutions. It is not uncommon to read newspapers or listen to news on the television and radio without coming across reports of corruption in any of its forms committed by some unscrupulous citizens of their respective nations. Corruption became the principal means of wealth accumulation today; in the absence of other means, it came to shape political activity in the country. In many countries of the world, particularly Nigeria, all arms of government have been pervaded by corruption. It has resulted in a combination of scandalous wealth among the ruling class with growing poverty, low pay, misery and moral degradation among the people. Corruption has thus become a way of life in many countries, especially the third world with special references to Nigeria and Africa at large. Thus corruption is the most important problematic root leading to all other problems of inequality and underdevelopment (Ambali, 2008a).

Honourable Vice Chancellor, the word, corruption is too elusive and denotes many things. Corruption structurally entails different pictures in terms of what actually characterizes its nature. Corruption can be viewed in several distinct forms such as: autogenic, defensive, extortive, investive, nepotistic, supportive, and transactive. *Autogenic corruption* is self-generating and typically involves only the perpetrator. A good example would be what happens in cases of insider trading. A person learns of some vital information that may influence stocks in a company and either quickly buys or gets rid of large amounts of stocks before the consequences arising from this information come to pass. *Defensive corruption* involves situations where a person who needs a critical service is compelled to bribe in order to prevent unpleasant consequences being inflicted on his interests. For example, a person who wants to travel abroad within a certain time frame needs a passport in order to undertake the journey but is made to pay bribes or forfeit the trip. This person's corruption is in self-defence. *Extortive corruption* is the behaviour of a person demanding personal compensation in exchange for services, while *investitures corruption* entails the offer of goods or services without a direct link to any particular favour at the present, but in anticipation of future situations, when the favour may be required. *Nepotistic corruption* refers to the preferential treatment of, or unjustified appointment of friends or relations to public office, in violation of the accepted guidelines. The *supportive* type usually does not involve money or immediate gains, but involves actions taken to protect or strengthen the existing corruption. For example, a corrupt official may try to prevent the election or appointment of an honest person or government for fear that the individual or the regime might be probed by the successor(s). Finally, *transactive corruption* refers to situations where the two parties are mutual and willing participants in the corrupt practice to the advantage of both parties. For example, a corrupt business person may willingly bribe a corrupt government official and administrator in order to win a tender for a certain contract (Ambali, 2006a; Ambali, 2008b).

It must be declared that all forms of the above mentioned corruption, characterise most of the public administrative officers in the world and Nigeria with no exception. From the perspective of administration and governance failure, all forms of corruption appear to be the offshoot of the following three fundamental types of advantages in which leaders and followers at the helm of affairs do enjoy. For example, most complaints about corruption in Nigeria relate to the unfair advantages given to friends and relations over others in the process of appointments, awards of contracts to non-qualified people and so forth. In addition, the extortive practices of those in charge of vital services and the collusion between corrupt private individuals, companies and public officials to deprive ordinary citizens of a fair chance at competing for goods and services. Moreover, other types such as supportive corruption arise as a protective shield to cover or defend the existing corruption. Also, there would be no defensive corruption in the absence of the extortive type (Ambali, 2008a; Ambali, 2009c).

Based on the above understanding, corruption has been described as a universal phenomenon of human life that can be found in every society, developed or underdeveloped, democratic or authoritarian in system of governance. No matter what the volume of information about moral turpitude is in a particular society, the general assumption is that all societies irrespective of the nature of their ideologies are susceptible to corruption if the administration and governance system is decaying (Ambali, 2008a). Some authors such as Shaukat (1985) apply a historical approach to their explanations about the universality of corruption. This is done by studying history and analysing the incidence of corruption in different societies from the pre-enlightenment period up to modern times. Some of the authors in this category study corrupt practices in different societies, and draw case studies from both developed and underdeveloped countries. Shaukat (1985) observe that corruption is an unquestionable fact of history that no

society is immunized from. David (1991) is among those who compare corrupt practices in developed countries and underdeveloped countries. In his work, '*Administrative Corruption: Incidence, Causes and Remedial Strategies',* David analysed the nature, incidence and effects of administrative corruption on economic, social and political development. He argues that to think public morality in America and Europe is better and untainted is to say the least of a false assumption. He has traced incidence of corruption to public morality. David concludes that corruption in developing countries is highlighted because of their underdevelopment. The inequality of incomes among various sections of the population is very wide. The independent earning capacity of a politician is very limited and political office is the only source by which they can become wealthy. Since modernization has unhinged moral and social values, which has plunged the new states into a gruesome moral crisis, the weakness of the enforcement machinery and absence of national consciousness also are contributory factors in this matter (Ambali, 2010; Garuba & Ambali, 2019).

Kpundeh (1999) has attributed incidence of corruption in the third world countries to traditional structure of those societies. Kpundeh (1995), combines extensive analytical knowledge of the nation with survey evidence gathered from interviews with Sierra Leoneans to provide a rich and subtle account of how they view government, politics, corruption, and social life. I have argued that corruption in underdeveloped countries cannot be disconnected from their weak political institutions and structures. However, he concluded that corruption exists everywhere whether the country is developed or underdeveloped. It may be more prevalent in some cultures than others and in most cases. It seems to be prevalent during the most intense phase of policy implementation for modernization and development programmes. Therefore, corruption by those holding public offices has to do with the refusal to separate the holding of public office from the private accumulation of wealth. Findings have revealed a surprising dearth of psychological variables in the discussion of the factors involved in corruption (Ambali & Ahmad, 2013c).

Vice Chancellor Sir, I have studied the phenomenon of corruption in administration and governance from a psychological perspective and applied Maslow's concept of hierarchy of needs and Bandura's perspective of social learning theory to analyse physical and psychological conditions of corruption that tend to have predictable effects on behaviour-induced corrupt practices among the public office holders (Ambali, 2008a; Ambali, 2013). The argument was that overlooking the psychological aspect of a man with regards to temptation is a major reason why current attempts at tackling corruption have failed in governance system around the world and Nigeria in particular. Using Maslow's theory of hierarchy of needs, we came to explain why corruption and its current proliferation are pandemic in many societies leading to failure, especially in Nigeria. Furthermore, the increasingly worsening economic situation has led to a corresponding decrease in the standard of living of most Nigerians. I noted that the situation in Nigeria, coupled with the increased uncertainty about jobs and anxiety in many people about their inability to feed themselves and their families have contributed to the present escalation of corruption in the country (Ambali, 2008a; Ambali, 2011a). It was also found that the roots of corruption go to materialism and a political fragmentation which are products of governance failure in the country. Therefore, inappropriate development of a vital differentiated private economy with a broader, better and more patriotic elite are leading to corruption in Nigeria. It remains sceptical about who will come to power and enforce the tough anti-corruption laws already available with anti-corruption Agencies, such as ICPC and EFCC in Nigeria (Ambali, 2008a).

Occurrence of administrative corruption in public offices has been traced back to the *humanistic, materialistic, systemic failure, level of societal tolerance, and low pay* in administrative institutions and organizations. The foregoing variables have formed the basis of our conceptual framework in the study. Taking the framework into perspective, the humanistic factor has been used to underpin the personal qualities of human-beings who are prone to act irrationally and contrary to the laid down rules and regulations in administration that is operating under a weak governance system. It holds that corruption is simply a part of human nature subject to greed and engagement in corrupt practices for rationalizing their gains in public offices. Corruption and any other vices are inherently embedded in human nature if not well controlled. Hence, in good governance, policy makers must accept corruption as inevitable and, at best, make an attempt to limit manifestations of being greedy by reducing opportunities for corruption among public office holders through strong internal mechanisms put in place (Garba & Ambali, 2019).

The systemic factor variable helps describe corruption as a fundamental and deep-seated problem rather than a merely few bad individuals within the system. Most institutional corruption can be attributed to structural problems of administration such as inefficient auditing procedures or uncertain communication among the sections of large governmental organizations. Institutional fraud occurs when a pattern of private gain in goods and funds operate in a public institution where the system is not properly put in place (Ambali, 2008a). Therefore, where there is *lack of system* that can suppress or stand-above individual powerful heads, the tendency for corruption is highly expected. It is a fact that major scandal and commission of inquiry reports of many countries in the world, especially Nigeria, has shown that there is a common system of channelling government funds for private use due to weak system (Ambali, 2008a; Garba & Ambali, 2019).

Vice Chancellor Sir, the level of societal tolerance in our research framework is considering the situation where wrong-doings such as bribery, has become the new normal and acceptable standard behaviour necessary to accomplish one's goals in Nigeria. In this case, trust has become an exception and not the rule. Thus, people in position of trust do engage in economic sabotage, or orchestrate means to channel government funds to personal accounts within and outside the country, which eventually led to bad governance which we experience in Nigeria today. Research findings have shown that people in the Nigerian society had tolerated and accepted brown envelops as an inevitable part of doing transactions and/or receiving certain services from the public office holders (Ambali, 2006a). Thus, before the office holder asks them, people already prepared the envelopes!

It was also found that when wage (low pay) scale fails to provide the average civil servants with the means of feeding household and clothing their family, it results to involvement in corruption for survival's sake. This often become a crucial factor where there is a heavy gap or gross inequalities between the top level officers and their subordinates in terms of monthly pay. Finally, materialistic factor is an insatiable appetite for material wealth. It was noted that material wealth effect corrupt practice in administration and governance, especially when it becomes an obsession; people generally tend to indulge in forms of irregularities in administration (Ambali, 2008b).

5. My Contributions on the Repositioning Administration and Governance System

Vice Chancellor sir, at one stage of my research, I concentrated on proffering remedies to administration and governance failure with special references to Nigeria. The areas of focus in the research include: (i) rethinking and repositioning leader-followership; (ii) functional roles

of leader-followership in administration and governance; and (iii) the adoption of digital administration as policy to re-engineer how administration works and should be working in terms of services deliveries to the masses.

5.1 Rethinking and Repositioning Leader-Followership

Vice Chancellor sir, there is no human institution, administration, organization and society that operates in vacuum! There must be leaders and followers directing the affairs for impactful success of both the people and the organization at large. Hence, leadership has become a point of reference for research and discussion over a long period of time in both developing and developed countries of the world when it comes to administration and governance failures. The importance and impact of leader-followership on organizational and societal development has now reached a sophisticated level for rethinking about the types or the styles that befit any form of society as well as effective administration and governance. For academics, practitioners and those affected by leadership failure, there is a need for a deeper understanding of this new thinking in relation to the world we live in. Leadership philosophy and practice existing alongside all profoundness of human thoughts and behaviour encompasses the depth of my research work in different attempts to proffering solution to governance failure (Ambali & Bakar, 2011; Ambali & Bakar, 2015). The study of leadership and how it changes the behaviour for followers working under the leadership of another person is one of the most debated areas of administration and governance studies. From the Greek thinkers to modern times of technological advancement and innovation; and from the pagan gods of Olympus to all important revealed religions, the leader-follower has always caught attention because what leaders and the followers do matters to the people in both administration and society (Ambali, 2005b). Broadly speaking different schools of thought on leadership from the 1990s up to the present times have been studying the leader- followership and what and how they affect the organization or society. Scholars have studied leadership theories in relations to the organization from different angles and purposes and from these vantage points they have come up with varying approaches to address the phenomenon, (Ambali, 2008b, Ambali & Ahmad, 2013b). Leadership scholars categorize them into six general types (Ambali, 2009a). The trait approach, the behavioural approach, the power approach, influence approach, the situational approach and the integrative approach. Therefore, leadership research in general is encapsulated with the study of organizational and societal development, the followers and the characteristics of leaders that affect them in any way. Since any organization is unthinkable without leaders-followers and how they direct resources and public affairs for the positive development of the society, the quest for leader characteristics takes my research focus to a relatively new area within administrative theory related to servant leader-followership as contributions to the body of literatures. Thus, my research findings have shown that there is a dare need to rethinking the conception and meaning of leadership or followership in the mind of individuals at both organization and societal levels. It follows that assumption of a position by a person should not be conceived to be power but huge responsibility to serve people as in line with what servant leadership-followership denotes! (Ambali & Zahara, 2013).

The philosophy of servant leader-followership insists that a leader or follower's first responsibility is to serve the organization or the people being led. One of the western pioneers in this field, Greenleaf (1977; 1996), had ascertained that the great leader or follower is seen as servant first, and that is the key to greatness in any given society of all kinds in relations to governing and administrative system. In addition, a servant leader is respected by his followers and society because he/she is proven as a trusted person whose authority is well accepted and freely granted by others in the state. Thus, leadership-followership studies have clearly moved away from most notably transformational leadership towards a stronger emphasis on a shared

and relational perspective where the interactions between leaders and followers are key elements of serving and governing the society (Ambali & Ahmad, 2012; Ambali *et al.*, 2014).

Vice Chancellor sir, servant leader-followership in administration and governance system is value-driven in which people's behaviour reflect a sense of servanthood. That is, an attitudinal behaviour toward the responsibilities of a person in administration worthy of emulation. The concept is most often presented and understood in juxtaposition to autocratic or hierarchical styles of leadership-followership. Being just a service-oriented person, in the traditional notion of servanthood, does not qualify one as a servant in real sense. In this understanding, a servant leader or follower could be defined as a person whose primary purpose for leading is to serve others by investing in their development and well-being for the benefit of accomplishing tasks and goals for common good of the administration and society. Hence, servant leadership-followership cannot be equated with self-serving motives to please the people or to satisfy one's needs for accepting and assuming a position. Perhaps, this is because at the very heart of servant leadership-followership is the genuine desire and intention to serve others for the common good of the society. In servant leadership-followership where the focus is on the goodness of others gives way to collective human development in both administration and society at large. The behaviour of a servant leader-followership is value laden, which include: *God-fearing*; *integrity or; trustworthiness*; *wisdom*; *justice* and *compassion* (Ambali *et al*., 2012; Ambali & Zahara, 2013).

5.2 ***Functional Roles of Leader-Followership in Administration and Governance***

From the findings of my research in public policy perspective, governance can be understood from two dimensions which are: governing society through *decision-making* (policy formulation) and *implementation and evaluation of such decision to the benefits of the people*. While decision-making is the process by which a person or group of people, guided by socio-economic and political structures to arrive at a decision concerning either the individual and communal needs, implementation is the process that logically follows the decision for the actualization of the decision or the plan of action. Governance is not just decision-making because decision without implementation is self-defeating. Thus, the two dimensions necessarily go hand-in-hand and are constitutive of governance in any country of the world (Ambali, 2009a, Amin, *et al*, 2011).

The analysis of the actors and structures involved in this lecture becomes imperative in understanding the two dimensions of governance. Actors are different groups, or institutions that participate in the process of decision making and the implementation of such decision. Structures are mechanisms that formally or informally guide the decision and set into motion the apparatuses in implementation process. The government is always the main actor in governance to meet the growing demands of development and the needs of the people. To cope with such growing demands, the public sector called government, must tie-up with private sectors. Vice Chancellor Sir, let me crave your indulgence by saying that as we have formal actors so also the informal actors do exist. Informal actors are those like organized crime syndicates and powerful individuals or groups that always attempt to influence decision-making and mode of governing in favour of themselves. Ambali (2021) made it known that their influence in governance are usually felt in local governments, in rural and urban areas. These kinds of actors are destroyers of government objectives for their own private interests. Thus, they manipulate government officials and agencies and cause widespread violence in the communities. If given the chance to fully operate, these organized crime syndicates use public offices and public funds for personal aggrandizement resulting into *bad governance*. There is no doubt that international aids from financial institutions are increasingly basing their deals

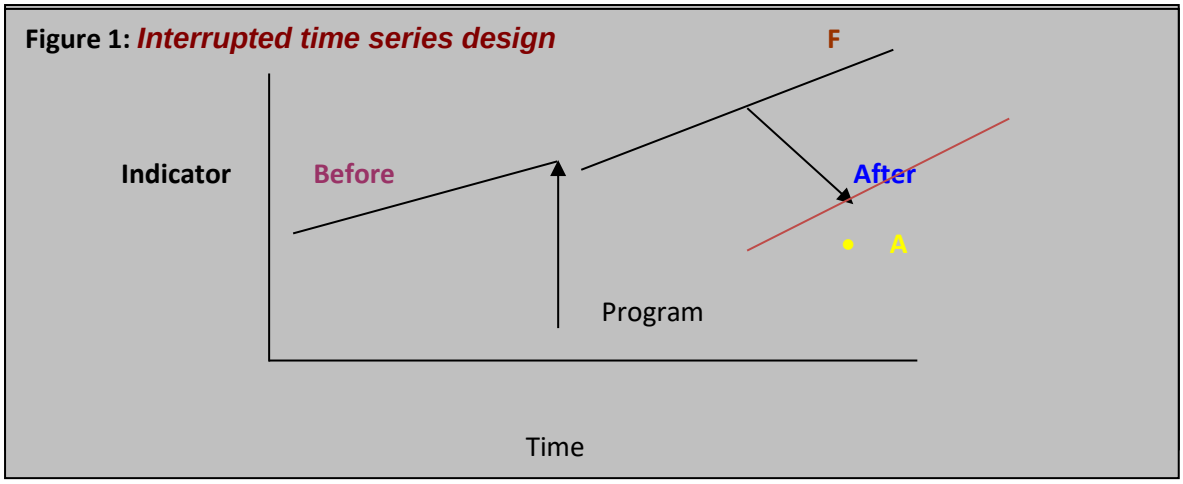
and aids on the condition of reform that ensures good governance (Ambali, 2021). An ideal-type of rational planning and decision-making should be based on a comprehensive analysis of problem identification and goals of policies to be achieved in governing system (Ambali, 2008c). This can only be done through collection and analysis of information and a search for the best alternative course of action to achieve the target goals. Along the line, analysis of costs and benefits of the different alternative policy options in effective governance system should be the basis for final selection of the course of action to be adopted by the government and its agencies in addressing societal problems (Ambali, 2011; Amin *et al.,* 2011).

The findings of our further research in the area of policy process as a key role of true servant leaders and followers in administration has shown that this new developmental argument is congruent with basic democratic understanding of any elected politicians taking decision that is being carried out by the public servants. Our research in this area have moved beyond the formal analysis of looking at single institutions that dominated the field of traditional public administration by focusing on both contributions as well as interactions among different actors, who are potential players during the policy processes and implementations in governance system. This allows us to see the input-side of the political system. Considering the political system as a continuous process of policy-making in governance allows us to assess the cumulative effects of various forces of actors and institutions that do interacts in the process, which eventually shapes the outcomes of the governance system. For example, Ambali, (2010b) shows that the role played by both administrative and bureaucratic actors at the various stages of the policy process in governance provides an innovative, analytical and useful contribution compared to the traditional model. The findings have also shown that policy-making must be conceived as stage-evolving in a chronological order of problem definition, which will be advanced to agenda setting stage for possible development of policy solution, adopted and implemented later. The performance of the policy developed is then assessed on the basis of its effectiveness and efficiency, which eventually determine the sustenance of the policy or termination as the case may be. Vice Chancellor, our findings reflect some issues of unintended consequences of policy implementation through the feedback because the environments that policies seek to influence are typically complex adaptive systems, making a policy to have counterintuitive results (Ambali & Abdulwahab, 2021). Therefore, policy implementation is a fundamental aspect of administration and governance system. However, the success rests on the cooperation and collaboration among key stakeholders in the governance circuits. They can be members of parliament, political appointees, career government executives, and leaders of mid-level manager associations, union leaders, academics, and technology communities (Ambali, 2012). It all depends on the types of issues or problems proposed to be resolved in the society by the government (Eissa & Ambali 2012). The mission of agencies and authorities charged with the implementation of the policies in the governance system should be sharply and unambiguously defined.

Vice Chancellor Sir**,** let me say that policy implementation is incomplete in the governance system until a leader or follower is able to carry out an assessment of what has been implemented to ascertain whether it is successful or failed. So, evaluation is the heart of policy evolution in administration and governance system. It is on the outcomes of policy that decisions are normally made so as to know whether to make some changes or terminate an implemented policy. The fact is that, a policy is deemed to be valuable only if it helps to effectively resolve problems at hand and prove to be efficient in the use of resources (Ambali, 2012; Ambali, 2021). Honourable, Vice-Chancellor, I have argued that in evaluation policy researches, two prominent approaches are common: (i) to determine the consequences or impact of policy programme implemented (ii) to judge the success or failure of the policy

according to a set of standard/criteria. It is on the basis of the second task that I defined policy evaluation as the use of scientific method to estimate the successful implementation and resultant outcomes of policy programme of governing system in meeting its objectives set for. From this definition, we noted that evaluation should encompass all phases of policy analysis right from problem stage until the implementation stage. Following this new development in research, our work on policy programme evaluation focused on three substantive perspectives: process, impact and meta-evaluation respectively.

From the perspective of process evaluation, Ambali's (2021), and Eissa and Ambali's, (2012) significant contribution focused on the means by which a policy programme was delivered or the way in which a policy was implemented. The assessment was focused on means of carrying out the programme activities and the level of people's satisfaction with such policy programme. The key question in process evaluation is to ask whether contractual obligation has been met in the policy implementation or not? Vice-Chancellor Sir, in the course of this work, it was observed that there is need for an implementing agency to always carry out process evaluations by itself or at least participates in the process evaluation exercise when it is being outsourced. This is because the main purpose of an evaluation is to correct current performance and decision making at a point in time. Since, it provides feedback to the agency implementing the policy programme (Frederickson, 1994; 2010). As part of contributions to the body of knowledge, the findings made us to reach a conclusion that process evaluation allows the agency to know how services are delivered to the target groups. Hence, process evaluation provides answer to the questions such as what methods and strategies have been followed in poverty alleviation, for example. Here, I must clearly tell you that the focus on target group, as part of process evaluation, would mean to know the amount of benefit being delivered mainly to the targeted group or non-target groups. With this process evaluation, we were able to answer the questions of how effective and efficient the management of the policy programme being implemented is. In doing so, it enables the programme agency to have the opportunity of introducing changes that can bring some sort of improvements in the performance of a policy programme.



Source: Ambali, (2021).

Vice Chancellor Sir, in our research on evaluation of implemented policy programme on poverty alleviation in Malaysia, we made use of another perspective termed impact evaluation approach (Eissa & Ambali, 2012). In the governance system, the findings have shown that this approach is the most useful way of generating valuable information for consideration and providing some lessons to be learnt for future policy planning and implementation of policy programmes (Ambali & Bakar, 2015).

To be more scientific, interrupted time series technique was used in our evaluation. This technique works on the principle of time series and statistical control. In some years back, data was collected on health policy indicators, policy education data at all levels, trade, financial, economic and social indicators over a long period of time. These data were used to project a trend via a regression statistical method for estimating the impacts on the target group. The projected trend served as indicator of the impact of the policy programme that has been well implemented. The indicators were measured after policy implementation and post measurement was then compared to the projected trend. In doing so, it was noted that any calculated difference between post measurement and the trend is attributed to the policy being implemented. In governance system today, this technique has been recognized by many policy analysts as one of the most objective method than the "single group before and after study" that used to be the commonly known method because the trend is used to represent the impact of extraneous variables so that the difference approximates a net outcome of the impacts as shown in figure 1.

Table 1: Estimation of Impact of Policy Intervention on Poverty Reduction Programme

	Yi (1)	Xi (2)	YiXi (3)	Xi^2 (4)	x_d (5)	y_d (6)	x^2_d (7)	$x_d\ y_d$ (8)	$\hat{y}$ (9)	û (residuals) (10)
	72	81	5832	6561	-89	-39	7921	3471	65.23	6.77
	65	99	6435	9801	-71	-46	5041	3266	74.49	-9.49
	90	120	10800	14400	-50	-21	2500	1050	------	4.71
	96	141	13536	19881	-29	-15	225	435	-------	-0.09
	109	159	17331	25281	-11	-2	121	22	105.34	3.66
	114	181	20634	32761	11	3	121	33	116.66	-2.66
	119	201	23919	40401	31	8	961	248	126.94	-7.94
	140	219	30660	47961	49	29	2401	1421	136.20	3.8
	154	240	36960	57600	70	43	4900	3010	147.10	7.1
	151	259	39109	67081	89	40	7921	3560	156.77	-5.77
Sum:	1110	1700	nc	nc	0	0	32112	16516	nc	Σû:0
Mean of Yi:111; Mean of Xi:170;										

Source: Ambali, (2021)

It was noted that time series data, unlike interrupted time series, suffer from secular trends and accumulation of errors due to repeated measurement; a fact which must have an impact on the outcome. A close examination of the figure 1 shows that the regression line before policy implementation period is the trend that serves as the actual observations of indicator data, while the regression line after the launching or implementation of the policy programme is the impact line based on the trend, when the policy has been implemented. For example, affirmative policy

was directly implemented to reduce poverty in Malaysia. In this case, the extended trend line was used to predict that poverty would have been very high at point 'F' if the policy has not been implemented. However, with the implementation of the policy or the intervention of the government policy, the governance system has managed to reduce the problem of poverty level to point 'A'. This position of poverty problem at point 'A' helps us calculate the impact of the implemented policy in minimizing the issue.

The impact of the policy programme is the difference between the forecasted poverty problem before implementation and actual observation and is denoted as (F-A) or the gradient between point 'F' and point 'A' in figure 1. Many analysts such as Anderson (2011) have contended that this technique is quite an objective method if the data is obtained from reliable sources and the statistical methods are used competently. To reach a concrete conclusion in this study the procedure further led the researcher to employ regression analysis technique for the policy evaluation. This technique does not involve any procedural comparison between groups or before and after group designs but rather help us to statistically establish the impacts of policy programme under consideration. The method in its totality is based on mathematical and statistical expression model as shown in table 1 and box 1.

The modality used in this technique is usually involved a number of causal variables that impinge on an indicator of a policy problem. Many policy analysts have employed this technique to examine the impact of economic policy and some other policies on certain public problems including poverty alleviation policy programme. Generally speaking, the technique is designed to work on the principle of aggregating all the causal variables to influence the extent of the poverty problem. In this case, our further work concentrated on Nigeria, using a mathematical model taken the form of: $Y = a + b_1X_1 + b_2X_2 \ldots\ldots + e$ (Ambali, 2008b, 2009a, Table 1). It is worth mentioning that 'a' is the constant or the intercept; 'Y' represents an indicator for the dependent variable (poverty level), terms X_1, X_2 ---,etc. denotes the independent variables (representing the policy programme), while parameters 'b_1' and 'b_2' are the causal values estimated as the independent variables are calculated. Finally, the term 'e' stands for the error-term or probability of error during the estimation of the various parameters.

Box 1: ***Estimating β_1 and β_2***

The estimation of β_2 is given by:

$$\beta_2 = \frac{\Sigma \text{ xd yd}}{\Sigma \text{ x2d}} = \frac{16516}{32112} = 0.5143$$

Thus, $\beta_2 = 0.5143$

For estimating the value of β_1, use the formula: $\beta_1 = Yi - \beta_2$ (Xi *mean*).

This gives you: $\beta_1 = 111 - 0.5143\ (170)$.

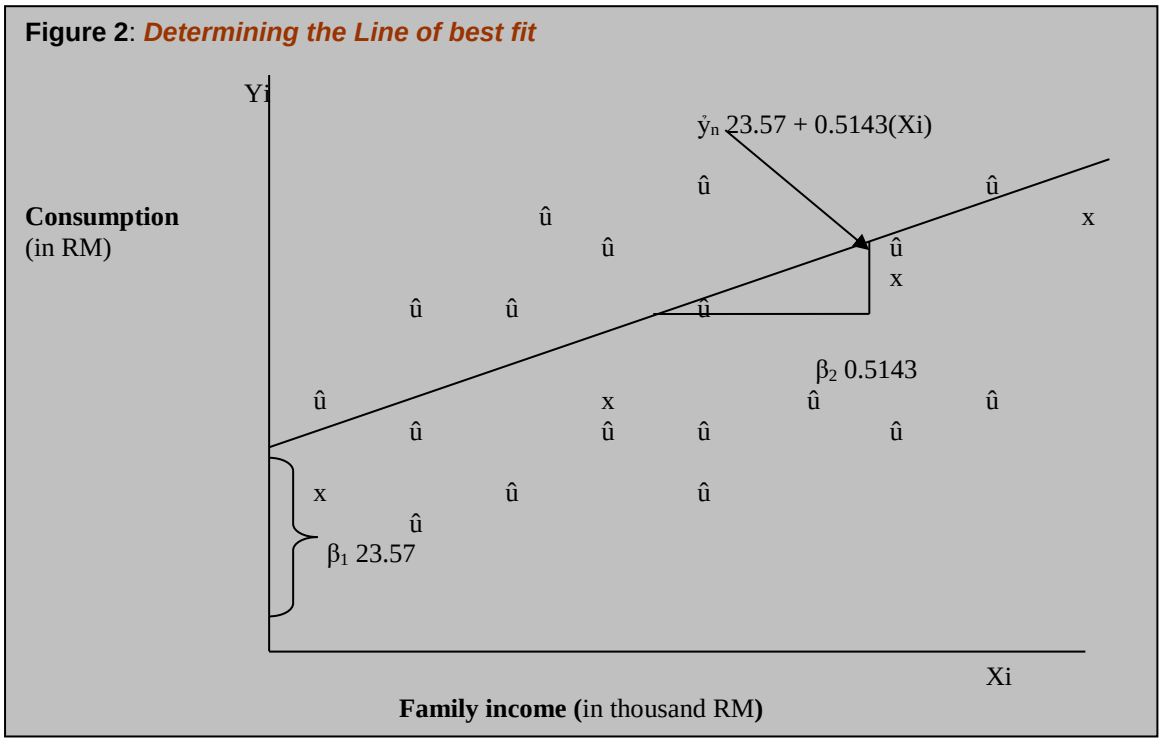
$= 111 - 87.431$

$= 23.57.$

In using this technique for policy evaluation, we have used a multivariate statistical tool to examine the relationship between the independent variables and the dependent variable. However, it is pertinent to mention that the significant values of parameter 'b_1' and 'b_2' are to be tested for asserting the hypotheses put forward about the relationship between variables in the model.

This usually involves the use of 'T' statistics, 'F' statistic, and the 'p' value which is compared to the assumed critical level of significance that can be found in any good statistical book. In our comparison, if the significant value we get is lower than that standard level, then, the null hypothesis is to be rejected in favour of the real hypothesis, (Ambali, 2004). Finally, if econometric techniques are used, by testing for violations of assumptions and making the essential corrections in the estimates, our estimation of various parameters ('b_1' and 'b_2'), is more accurate and can be used in future policy designs with reasonable confidence (Ambali, 2008c, Ambali, 2021).

Figure 2: ***Determining the Line of best fit***



Source: Eissa and Ambali (2012).

Vice Chancellor sir, the method used works on the principle of the assumption that the deviation from the mean of the total aggregate of data collected from the population of the target group and the actual values must be equal to zero as shown on table 1. Let the residual be equal to û, which shows the difference between the actual and estimated values. Given n pairs of observations on Yi and Xi, as in table 1, we estimated the best line of fit by adopting the criterion of keeping, as much as possible, the sum of the residuals (i.e., Σû} smaller and/or zero. In table 1, Yi represents the weekly expenditures of a family with given income Xi per week. Calculating the best line of fit is given by a regression equation to estimate $\hat{y}_n = \beta_1 + \beta_2$ (Xi)….equation 1. However, we have estimated the value of β_1 and β_2 first from the parameters in the table 1. This is also illustrated in figure 2 graphically. When we substitute all parameters into equation given in the equation 1 previously put forward, we arrive at:

$\hat{y}_n = 23.57 + 0.5143$ (Xi), where Xi can be any value as in column (2) in table 1 and subscript n indicates each estimated point with respect to each value of Xi…n. The sum of residuals (Σû) as shown in table 1 in the research work is equal to zero following the fundamental criterion that characterized least squares assumption. Thus, adding the whole residuals together will result to zero in the example given (see: column 10, table 1).

Vice Chancellor, ladies and gentlemen, the summary and implications of this work are in tow-folds: (i) there must be competent leaders and followers that are knowledgeable in policy formulation, implementation and evaluation for effective administration and governance system in developing countries; (ii) the accidental administrators, such as those without administration and policy background, and the politicians, who are at the helm of affairs are to collaborate with policy analysts among the academia and practitioners. Primary or secondary certificate holders or B.Sc. certificate holders of our contemporary time cannot do this job. Otherwise, we would continue to be disappointed by them in the governance system, most especially, in Nigeria. I therefore call for synergy and collaboration between the authorities at the helm of affairs and academia in the universities.

6.0 My Contribution to Efficient and Effective Administration and Governance System

Vice Chancellor Sir, in my research journey, I realized that digital administration is the only way by which efficiency, effectiveness, citizens' participation, effective rules of law can be achieved in administration and governance system.

6.1 Digital Administration in Governance System

Vice Chancellor, distinguished guests, my findings have shown that having the right leader-follower in an administration is not enough for efficient and effective governance system until a standard system of delivering services to the people in societies is established. On this note, I have to redirect my focus to digital administration in the trend of e-democracy at one stage of career. E-democracy is a new dimension of normal democratic system of government, where citizens are given opportunity to have their voices and make their opinions heard or make their demands fulfilled via electronic devices. If it is true that democratization system of government is aimed to represent and serve the citizenry, e-democracy is an extension of democracy that serves as an integrative-framework between the government and those being governed (Ambali, 2007b). E-democracy is being practiced in many countries of the world today through the e-governance system.

E-governance is about a process of reforming the way government works to achieve the objective of governance system using digital administration. Through e-system governments around the world today shares information, delivers services through internal as external agent and specifically harnesses information technologies to transform its relations with citizens' businesses and other arms of government within and without. These technologies serve a variety of ends and better delivery of government services to citizens. The experience of COVID-19 is a lesson for adoption of digital administration. The ventures into e-government help government empower citizens through access to information for a more efficient government-citizen management approach (Ambali & Rozali, 2007; Ambali, 2009b). Our findings in this area have shown that e-government helps enhance the convenience, accessibility, and quality of service delivery by the governments to the people and their interactions with the public and businesses at large (Ambali, 2009b; Ambali & Ahmad, 2012). This enables any government to be more responsive to the needs of its citizens. Hence, the principal aim of implementing e-government policy via digital administration in various public sectors is to facilitate the effectiveness of government in delivering services and create a strong relationship between government and its people. As such, several programmes were launched by governments around the world to support the implementation of e-government, which includes e-filing system for taxpayers. In fact, e-filing is a reflection of government commitment to quality and better service delivery to people in many countries today, most especially in Malaysia (Ambali, 2009b).

Vice Chancellor Sir, I want to crave your indulgence to say that revenue collectors do print their personal receipt nowadays and use it for their selfish interest instead of using the local and state governments' authorized receipts. This corrupt practice continues unabated because, people in high positions of administration and governance also benefit from this ugly looting of local and state governments' funds. Beyond the problem of inadequate finance is the critical issue of corruption, particularly at the leader-followership levels and the administrative hierarchy of the local, state and federal governments. One of the best ways to tackle such corrupt attitudinal behaviour in administration and governance system is digital administration (Ambali, 2009a). As far as the Nigerian context is concerned, the individuals seemed to be above the administrative system because of lack of digital system that can effectively track and monitor the activities of the people at the helm of affairs.

It is a known fact that good governance is characterised by different indicators such as: *participation; rule of law; efficiency; transparency; responsiveness; effectiveness and accountability*. Each and every one of these components of good governance is inextricably related to other features. Ambali (2006a; 2008b) argued that without active participation among the various actors in governance, there would be a concomitant lack of responsiveness. In addition, if policy and decision-making is not transparent, there would be no effective participation and accountability. The outcome of good governance through effective policy decision and implementation signifies equitable distribution of wealth, enhancement of individuals' capabilities, and creation of enabling environment to foster people empowerment and citizens' potentials for better life. In doing so, it will bring economic prosperity, poverty reduction and minimize unemployment in a country.

6.2 ***Citizen Participation and Digital Administration***

Ambali (2006b) emphasized that participation in governance is recognition of limits and unlawful effects of a vertical system of governance which does not result to anything better for society. By definition, vertical system of governance is a top-down approach where state government monopolize powers and responsibilities and did not give room for participation of other actors in managing resources (ambali, 2007a). Ambali (2006b) further maintained that while government is still the most potent actor in governance, a horizontal system of governance is essentially needed for the growing demands of the society most especially in the financial sphere of life. A horizontal system means the government works hand-in hand with other actors of society and considers these actors as partners of government with vision and mission to attain developmental goals set-up for the people. Thus, a call for horizontal system of governance is to say no to government monopoly but a management by inter-sectoral participation with a notion of representative democracy in our country. Representative democracy can be direct or indirect. It is indirect where the form of government is based on delegation of powers. This is manifested through public consultations and hearings using digital administration. However, direct participation is usually through elections and referendums through e-voting which is not very common in Africa countries including Nigeria.

Honourable Vice Chancellor, Ambali (2007b) has argued that, in this era of digital economy, management of a complex society such as Nigeria with its ever growing needs requires e-participatory type of governance in terms of power delegation. My findings have shown that citizen's participation is the strength of Malaysia's good governance. As such, the Local Government Act of 1989 was born out of the need for decentralization in governance system of the country. In doing so, it has fostered the relational and inter-sectoral governance and set normative standards for good governance in the country through citizens' participations in government decisions through digital administration system and more specifically, using e-

government flagship. This is an idea of community engagement initiatives that allow citizen participation in decision making and implementation which is inexorably tied to democracy itself (Ambali 2004). However, Ambali (2004) has lamented about a knowledge gap on how e-participation initiatives can contribute to this aspect of good governance in practical sense and reality. As part of quests for this initiative, Ambali (2009a) has suggested that such knowledge gap can be overcome by digitization of decision making where citizens are given opportunity to participate online and other electronic devices. This has been witnessed in Australia, UK and South America. For example in the UK, increasing the involvement of local communities in local government decision making and implementation online is now seen simply as part of good governance and management that enable ordinary citizens in the communities to have a say in issue that affect them the most.

Vice Chancellor sir, a similar research on e-participation was carried out by Ambali (2008). It involved citizens from diverse stakeholders, who participated on a five-year Community Plan Project in Shah Alam, Selangor in Malaysia. The 300 participants were drawn from a variety of demographic backgrounds using a faceless mode approach. As an issue from agenda was raised for decisions and comments, each participant had a couple of minutes to speak and whatever each said was summarized and keyed into the dataset up for analysis. The summary was classified into several themes and sub-themes. This was followed by synthesizing the ideas into communalities and projected into giant screens that can be viewed by all participants in the state. Using personal computerized keypads given to each participant made each ranked priorities among the themes through online-votes. Thus, votes were displayed on the large screens and priority order of the themes was re-set accordingly and a new to ten-themes for objectives emerged for the council as the final policy-decision for implementations. Mr Vice Chancellor, the findings derived from this research by Ambali (2009c) have helped made the following *six* intellectual contributions to knowledge for the council: (i) citizens' participation aspect of good governance gives political voice and links the relatively powerless individuals to societal groups that are involved in decision-making and policy implementation; (ii) it empower citizens to maximize their own potential as social beings and gain sense of belonging; (iii) it also creates a significant new tier of political representation and advancement of civil society; (iv) it helps to develop community servant-leadership; (v) it also promotes connections within the society and builds consensus; and (vi) finally, it helps to develop a thinking-along public spirit among citizens.

6.3 Effective Rule of Law through Digital Administration

One of the most important aspects of good governance in any democratized nation is the rule of law. Vice Chancellor, democracy itself is essentially driven by the rule of law. This is because you cannot democratically maintain good governance without the rule of law in practical sense. It is through the law that people ask for their rights, express their will and sovereignty. The government is expected to exercise good governance where rich and powerful people in society are not above the law, the government itself cannot arbitrarily act in contravention of the law. The findings of Ambali (2005b) show that good democratic governance is fundamentally adherence to the rule of law. The findings also maintained that the people and the civil society must render habitual obedience to the law. The government and the individuals at the helm of affairs must act within the limits of the powers and functions prescribed by the law knowing that the absence of rule of law will lead to anarchy and "*Demoncracy*" instead of Democracy. Ambali (2005b) argues that anarchy occurs when the people or government act to disregard the law. The laws are instruments used to execute various policy decisions of the government's agencies and institutions and the ultimate objectives of these laws when practiced in good governance is achieve justice, peace and order, human rights

and curb corruption or corrupt attitudes of office holders in society. However, when there are laws without proper or faithful executions, justice will not be attained. In addition, Ambali (2005b) has argued that where there is justice but is based on discrimination that the legal processes are too long with unnecessary delays, then the ultimate objective of good governance has been defeated out-rightly.

Vice Chancellor Sir, Ambali (2009a) carried out an action research on this aspect of good governance in Malaysia. In this action research, we noted that a driver on a highway moved with a speed of 82km/h as against the standard limit of 80km/h. The finding from our close observation during the action research showed that driver has been sanctioned to pay N75, 000 naira equivalent and the amount was deducted from his account on the spot because of perfect database of individual information that had been linked with banks in the country. The interpretation of this was that the government of Malaysia had put in place mechanism of tracking citizen's obedience to laws, using digital devices such as CCTV camera linked with bank account details through a strong database in the country. In other words, the government put the digital devices everywhere on their roads to track the behaviour of their citizens and ensure obedience and compliance to the rule of law in the country. During the action research, the driver shared his experience with his colleagues in our presence and the response was that it was because he had money in his account, otherwise no penny would have been deducted from his account. The unsatisfactory response from the driver's colleagues pushed us to further the action research on the issue and the finding was that if the driver had failed to pay within the stipulated date, he will be paying additional fine, an equivalent of N5000 naira per day. The persistent failure to pay the sanction and the fines means the money will continue to accumulate as debts and anytime the driver comes for any transaction either with any government agency or private organizations, there would be a total denial in the spirit of good governance via adherence to the rule of law. Vice Chancellor, there is no godfatherism in Malaysia to escape any sanction than to look for money to offset the fine on time. The finding also revealed that the driving license can be revoked as the last resort and the driver banned from driving vehicles in any part of the country. There was no room for negotiation with the police officer in charge of the case. Based on the finding of this action research, we came to a conclusion that the government has made *the cost of violation higher than the cost of compliance or obedience* to the rule of law in the spirit of good governance (Ambali, 2009a; AbdulKadir & Ambali, 2019). Thus, when citizens are obedient to the rule of law, they live a better life and if they are stubborn or disobedient, life becomes more difficult for them. The summary of findings in this action research is that the Malaysian government has utilized digital administration approach to monitor, reshape and track the attitudinal behaviour of her citizens and foreigners, and made them obedient to the rule of law.

The opposite is the case in Nigeria where the notion of governance system is yet to key-into digital administration properly. One would hardly find any digital devices on our highways and roads to track citizen's behaviour and obedience to the rule of law. Failure of government authorities to adopt this new administrative system has resulted to bad consequences such as road accidents and massive loss of innocent lives. Vice Chancellor Sir, costs incurred by the Nigerian government at the end of the day is twice of what could be spent originally to install most of these devices and link every Nigerian to a large database for easier accessibility and monitoring! In spite of being one of the giant of democracies in sub-Saharan Africa, Nigeria is ranked as last or behind six indexed sub-Saharan countries such as Niger, Namibia, Botswana, Ghana and South-Africa according to the World Justice Project Rule of Law Index (table 2). Perhaps, the reasons for ranking behind all the six African countries are among others: *lack of respect for law*, and *circumvention of the law*. Lack of respect for law is nothing but distrust

on the integrity of law enforcement agencies where enforcements are compromised and criminal justice is rendered ineffectual.

Table 2: Indicators of Rule of Law in Good Governance

	Nigeria	Niger	Namibia	Ghana	Botswana	South Africa
Overall Score	0.43	0.45	0.63	0.57	0.60	0.59
Indicator 1: Constraints on Government Powers	0.53	0.40	0.69	0.68	0.62	0.63
Indicator 2: Absence of Corruption	0.33	0.40	0.53	0.39	0.59	0.48
Indicator 3: Open Government	0.43	0.35	0.58	0.50	0.50	0.62
Indicator 4: Fundamental Rights	0.46	0.49	0.66	0.61	0.58	0.64
Indicator 5: Order and Security	0.35	0.64	0.74	0.72	0.71	0.61
Indicator 6: Regulatory Enforcement	0.43	0.47	0.58	0.55	0.61	0.56
Indicator 7: Civil Justice	0.50	0.45	0.67	0.59	0.61	0.61
Indicator 8: Criminal Justice	0.40	0.38	0.55	0.49	0.59	0.53

Source: Adapted from *WJP Rule of Law Index, 2020.*

In Nigeria, the justice system is flooded by legal practitioners, who are experts at circumventing the law in favour of criminals. The so-called circumvention of law happens when there is compliance with the letter of the law but violation of its spirit and purpose. This kind of attitudinal behaviour is against the good governance objective and efforts to promote the rule of law. Nevertheless, I recognize that the present administration of President Muhammed Buhari has exerted concerted efforts in promoting the rule of law. For example, series of cases filed against the high ranking officials, previous governors of some states in Nigeria, members of the judiciary and high profile persons for graft and corrupt practices, prove the honest drive of the current administration to clean the governance system from corrupt traditional politicians and firmly establish the good governance through enforcement of rule of law, irrespective of personalities and status of people that might be affected (Ambali *et al*., 2019).

6.4 Efficiency, Effectiveness and Transparency through Digital Administration

Vice Chancellor, efficiency is traditionally referred to as ratio of output to input. Such definition is seemed to be technical in nature by most of the economists (Rutgers & van der Meer, 2010). For example, some earlier scholars such as Wilson (1989) sees efficiency as an axiom of value scale in administration. According to Wilson (1987), efficiency is seen as the maximum achievement of a given end with given resources or cost and the resulting outputs. However, in the field of governance and administration, the concept is more advanced beyond technical efficiency in the works of government. Waldo (1984), redefined efficiency as the ratio of effect actually obtained with the available resources and Wilson (1989) defines it as the greatest output for a given level of resources while maintaining a constant level of quality. Ambali (2010b) has taken the concept further with some added values that give a unique perspective to efficiency in relation to pursuance of goals and provision of public goods and services in administration and governance system. The argument and contribution in that research work was to establish the fact that inputs into administration may or may not generally take monetary form, while the outputs are not always measurable in monetary terms. In

addition, there is a need for efficiency in the perspective of good governance with a value laden meaning where profit maximization is not the ultimate goal for government parastatals but timely service delivery to the people. Hence, efficiency in the context of governance is more than a technical relationship between resources and outputs because it incorporates value of accountability as an inherent quality of democratic governance. Frederickson (2010), in similar vein, also believes that efficiency in administration covers more than numeric value inputs and outputs relationship unlike in private organizations where efficiency is merely an indicator of revenue maximization. In the light of this notion, Ambali (2010b) further establishes that efficiency in government works as a vehicle for goal achievements and some associated desired outcomes when some decided policies are well implemented by the machineries of the government at the three levels of federal, state and local governments.

Vice Chancellor Sir, a discussion about efficiency will be incomplete without looking at the effectiveness aspect of the government administration in services delivery. That is the main reasons why the two terms are used together. Effectiveness is the real amount of services that the government agencies, institutions were are able to provide to the people satisfactorily. Ambali (2012) found that government outcomes are usually measured along government policy objectives when the scarce resources available are well allocated and utilized maximally. The question is how can the efficiency and effective service delivery be achieved in good governance? Attempt to answer this crucial question in reality is through the digitalization of administration as part of reforms in how governments use to work or carry out services to the people in the country. For example, in the present day of technology, implementing e-governance has given an unprecedented efficiency in the work of government to serve its citizens more effectively (Ambali, & Bakar, 2011).

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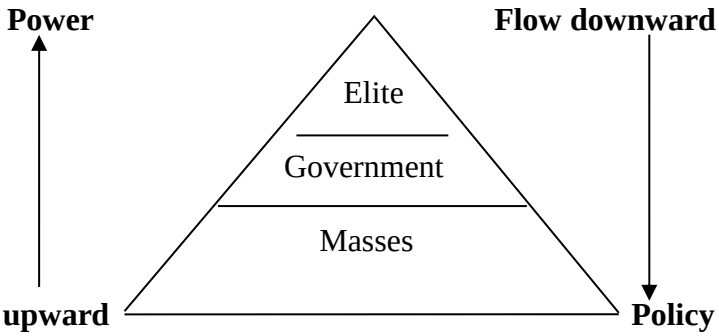


Fig3: Elite Model of Decision-Making
Source: Ambali (2021)

Transparency is another indicator of good administration and governance system. By this characteristic element of good governance, the people are opened to more information about government and its agencies on decision-making process and the implementation of governmental policies. In other words, the information on matters of public concern is made available to the citizens that are directly affected. Thus, transparency involves making all transactions of public interests be fully disclosed and accessible to the people in society. Such accessibility and disclosure of information is highly anchored by the democratic right of citizens constitutionally. Transparency is not only confined to the government's transactions alone but also extended to private's transactions and civil society imbued with public interests. The necessity for ensuring transparency in administration and governance system is to promote and protect the democratic ideals where people are given opportunities to know how government and its agencies allocate the national scarce resources and how government spend

these resources for their needs. The idea in transparency element of good governance is to protect citizens' rights and to denounce corrupt practices in all sectors. For example, in Nigerian privatization policy and decisions on national assets such as Nigerian Electricity Power Authority (NEPA), the issue of transparency is a problem (Ambali, 2007b). Privatization is a policy decision, where government owned assets are transferred into the hands of private individuals with managerial skills to manage the assets. Such assets to be privatized would have been the type that are considered to be liabilities to the government and/or could no longer serve the citizens up to expectation. In addition, the assets are on the deficit brink and cannot be managed by the government or its agency.

Honourable Vice Chancellor, it remains unclear till today, the ownership of electricity distribution companies as well as the modality used by the government to privatize such important assets dear to the citizens. How can the name of a company in charge of the distribution of electricity to the households and firms be named Ibadan Electricity Distribution Company? The names of the individuals behind these assets are hidden and undisclosed to an average Nigerian. The modality used, whether partial and full privatization, remains unknown. Findings have shown that elitism is a problem in Nigeria. The problem of transparency has been deeply traced down to the Elite model of decision making (Ambali, 2010b, Ambali, 2021). This model argues that policy decisions are not determined by the demands and needs of the people but by the ruling elites, whose preferences always dominate and carried into effect at the expenses of the masses in society. By interpretation of this model in figure 3, policy decisions are the product of elites, their values and preferences. The issue of transparency arises where the decision-making elites act in an environment characterized by apathy and information distortion for a largely passive populace

As shown in figure 3, society is divided into few minorities that are so powerful and larger majorities, who are powerless. The prevailing issue of transparency in policy decision to privatize electric power authority reflects elite values, which generally preserve the status quo and the preferences of the governing circle. The ticket to enter the circle becomes too difficult to obtain by ordinary individuals. More or less, the masses are powerless over the matter confronting their wellbeing in society with regards to electricity and hence public officials and administrators merely carry out policy decisions decided by the elites who own the companies. The responsibility of the government about any policy issues is expected to take care of the welfare of the masses, most especially in the areas where they are apathetic and ill-informed (Ambali, 2021). The government is aware and knowing fully that masses sentiments are manipulated by the elite but kept quiet because it is very hard to differentiate elites from the government circle in Nigeria.

The applicability of this model of decision to Nigeria privatization decision problem is tied to a situation where the decision-makers were the buyers and the sellers of the sector. The Vice Chancellor, our findings established that most of the high profile personalities in the government were the buyers of the assets, instead of real business independent individuals with managerial skills (Ambali, 2021). It also showed that there was no better changes in the quantum of electricity generated and distributed to Nigerians since the privatization of the asset. It is evident that individual artisans, whose primary and daily work solely depend on electric power such as welder and other related artisans can no longer operate but rather, they turn to become untrained "*okada*" motorbike riders. I think it is high time for the federal government to revoke the license of operation from these pseudo companies and reform the privatization policy system!

Vice Chancellor, ladies and gentlemen, the common modality approach around the world such as in UK, USA, Australia, etc., is partial privatization where the government owns the larger percentage in the ratio of 70:30 or at least 60:40 (Ambali, 2002, Ambali, 2011). The government at the policy decision arena, with this ratio, have decisional control over any private individuals to protect the interests of the people in society both in terms of services rendered to the masses and the price the private companies are charging the people. The present practice in Nigeria by these pseudo companies owned by the elites whose owners are undisclosed have the largest percentage and the control decision on price to charge the people. The companies at all levels of society bring arbitrary bills to the people irrespective of the quantum of electricity consumed. All these malpractices are manifestations of lack of clarity, transparency, accountability, efficiency and effectiveness in the structure, processes, implementation, and service delivery. What is happening in electricity or power sector is also the same in other sectors such as owners of crude oil wells in Nigeria. This is a problem where individual commercial companies are dictating the price of fuel pump per litter of petrol in Nigeria instead of the federal government through the NNPC.

6.5 Modelling Accountability, Transparency, Efficiency of Service Delivery in Administration

Scientifically, modelling some key variables such as transparency, efficiency, and effectiveness of service delivery in administration must ensure certain validity and reliability of the constructs under consideration. Vice Chancellor sir, my attempts to measure validity in this work are in three folds and are as follows: construct validity, convergent validity and discriminant analysis, to examine how well the instruments used tap the variables as theorized in the model of the study in figure 4. I assessed the construct validity by looking at loadings and cross loadings to identify any problematic items, if any. A significant value of 0.5 loadings is used as cut-off. As depicted in table 3, items measuring each variable in the study are highly loaded on their particular construct but loaded lower on others and thus, construct validity of the instruments was established scientifically. It also indicates the appropriation of the instrument used to gauge various variables via the constructed items in the measurement.

Table 3: Loadings and Cross Loadings for Construct Validity

Variables	Transparency	Accountability	Effectiveness	Efficiency	Service Delivery
ServiceDelivery1	0.200	0.182	0.362	0.191	**0.713**
ServiceDelivery2	0.229	0.234	0.223	0.347	**0.758**
ServiceDelivery3	0.249	0.148	0.293	0.317	**0.899**
ServiceDelivery4	0.126	0.143	0.373	0.296	**0.813**
Accountability1	0.039	**0.744**	0.006	0.140	0.139
Accountability2	0.009	**0.872**	0.114	0.136	0.215
Accountability3	0.205	**0.584**	0.066	0.165	0.076
Effectiveness1	0.184	0.077	**0.819**	0.484	0.407
Effectiveness2	0.115	0.133	**0.889**	0.342	0.448
Effectiveness3	0.079	0.001	**0.869**	0.093	0.413
Effectiveness4	0.079	0.024	**0.695**	0.018	0.371
Efficiency1	0.322	0.160	0.094	**0.583**	0.048
Efficiency2	0.233	0.175	0.262	**0.928**	0.420
Efficiency3	0.199	0.140	0.277	**0.855**	0.298
Transparency1	**0.861**	0.049	0.133	0.201	0.226
Transparency2	**0.750**	0.044	0.089	0.219	0.174

I have also tested the convergent validity of the instrument to examine the extent of the degree in which the multiple items measuring the same construct of the study are in agreement with one another. In this respect, I examined the factor loadings alongside with both composite reliability and average variance extracted. The results of table 3 show that all items' loadings exceeded the recommended value of 0.5 (Ambali, 2009c; Hair et al (2010). In addition, the composite reliability was used to test the degree to which the construct indicators really represent the latent and the values obtained ranging from 0.782 to 0.893, which exceeded the recommended value of 0.7 as shown in table 4. The average variance extracted (AVE) was used to examine the variance captured by the constructs' indicators relatively to measurement error. According to Barclay *et al.,* (1995), the value must be above 0.5 for justification. In this study, the AVEs for the variables were within the range of 0.552 and 0.675 respectively (table 4). Looking at the results for the parameter estimates and the test of their statistical significance obtained or t-values, it can be concluded that all the five variables measuring the service delivery in the model are valid constructs.

Table 4: Results of Convergent Validity

Model Constructs	Measurement Items	Loadings	t-value	Composite Reliability (CR)[a]	Average variance Extract (AV)[b]
Transparency	Transparency1	0.861	11.139**	0.789	
	Transparency2	0.750	6.273**		0.653
Accountability	Accountability1	0.744	4.502**	0.783	
	Accountability2	0.872	9.968**		0.552
	Accountability3	0.584	3.299**		
Effectiveness	Effectiveness1	0.819	29.942**	0.892	
	Effectiveness2	0.889	49.059**		
	Effectiveness3	0.869	36.963**		0.675
	Effectiveness4	0.695	16.907**		
Efficiency	Efficiency1	0.583	5.311**	0.839	
	Efficiency2	0.928	48.898**		0.644
	Efficiency3	0.855	25.302**		
Service Delivery	Service Delivery1	0.713	15.663**	0.875	
	Service Delivery2	0.758	16.046**		0.638
	Service Delivery3	0.899	64.226**		
	Service Delivery4	0.813	29.742**		

** = $p<0.05$

For the Composite Reliability (CR)[a] in table 4, I have calculated it using formula: $(\rho c) = (\Sigma \lambda i)^2/[(\Sigma \lambda i)^2 + \Sigma \text{ Var } (\varepsilon i)]$, where λi is the outer factor loading, and Var $(\varepsilon i) = 1- \lambda i$. is the measurement error or the error variance associated with the individual indicator variable(s) for a given factor. In addition, the Average Variance Extracted (AVE)[b] in table 4, was also calculated using the following formula: $(\Sigma \lambda 2i) / [(\Sigma \lambda 2i) + \Sigma \text{ Var } (\varepsilon i)]$, where λi is the outer factor loading, and Var $(\varepsilon i) = 1- \lambda i$, is the measurement error or the error variance associated with the individual variable(s).

We also tested the discriminant validity of the measures to examine the degree to which items differentiate among the distinct concepts. This was carried out first, by examining the correlations between the constructs for any possible potential overlapping among them.

Second, we examined whether items are strongly loaded on their own construct in the model. Third, the study examined the average variance shared between each construct and observed if a measure is greater than the average variance shared between one construct and other constructs as suggested by Compeau *et al*. (1999). In this respect, the results of table 5 show that the squared correlations for each construct is less than the average variance extracted by the indicators measuring that construct. In other words, the measurement model in figure 4 reflects an adequate convergent validity and discriminant validity.

Table 5: Discriminant Validity Result

Model Constructs	Transparency	Accountability	Service Delivery	Effectiveness	Efficiency
Transparency	**0.653**				
Accountability	0.003	**0.552**			
Service Delivery	0.063	0.045	**0.638**		
Effectiveness	0.019	0.004	0.016	**0.675**	
Efficiency	0.066	0.033	0.168	0.086	**0.644**

Honourable Vice Chancellor Sir, the reliability is an indication of the consistency with which the instruments used measured the concepts and helped access the "goodness" of measure (Ambali, 2008c; Sekaran & Bougie, 2010). Therefore, reliability is a measure of how closely the various items that constitutes a scale of measurement correlate. There are many different types of reliability estimates. One of the most widely used tests is Cronbach's Alpha, which was employed in this study as shown in table 6.

Table 6: Reliability Tests Result

Variable	[a]Number of Item	Cronbach's Alpha
Accountability	3(4)	0.71
Effectiveness	4(4)	0.84
Transparency	2(4)	0.78
Efficiency	3(4)	0.81
Service Delivery	4(4)	0.79

Note: *a final number of items are displayed outside and the initial number of items as in the figure 1 of the research model in bracket*

By looking at the results of reliability tests in table 6, the Cronbach's Alpha results ranged from 0.71 to 0.84 thus confirming the reliability of the instruments. The closer to one means there is high level of internal consistency among items and thus reliability of the instruments is ensured in this study. Given the survey nature of the data used, Harman one-factor test was examined to detect any potential common method variance bias. Common variance bias is problematic if a single latent factor account for majority of the total explained variance. In this study, the finding of the un-rotated factor analysis has shown that the first factor only accounted for 23.72% of the total 76.3% variance and thus, common method bias does not arise.

Vice Chancellor, path analysis was assessed to ascertain the assumptions put forward in the study with respect to all the four variables considered to be principal components of governance system as the results depicted in the figure 4, the R^2 value of 0.354 indicates that 35.4% of the variance in people's level of satisfaction with quality of service delivery was explained by accountability, transparency, effectiveness and efficiency of the system. The t-value of the path coefficients are generated to test the significant contribution of each variable following the bootstrapping approach to validate the hypotheses put forward in the study. The results showed that all hypotheses in this research are supported with t-values were adequate with respect to service delivery. It is paramount to examine the predictive capacity of the research model for the study known as endogenous latent variable. According to Chin (1998), R^2 values of 0.67, 0.33 and 0.19 for endogenous latent variable are described as substantial, moderate and weak respectively. In this study, the R^2 value of endogenous latent variable (i.e., *service delivery*) explained by the four predictive constructs is 35.4%, (figure 4) which is above moderate. Hence, it shows that the four constructs in this study which are accountability, transparency, effectiveness and efficiency are genuine predictors of quality of service delivery in Malaysia.

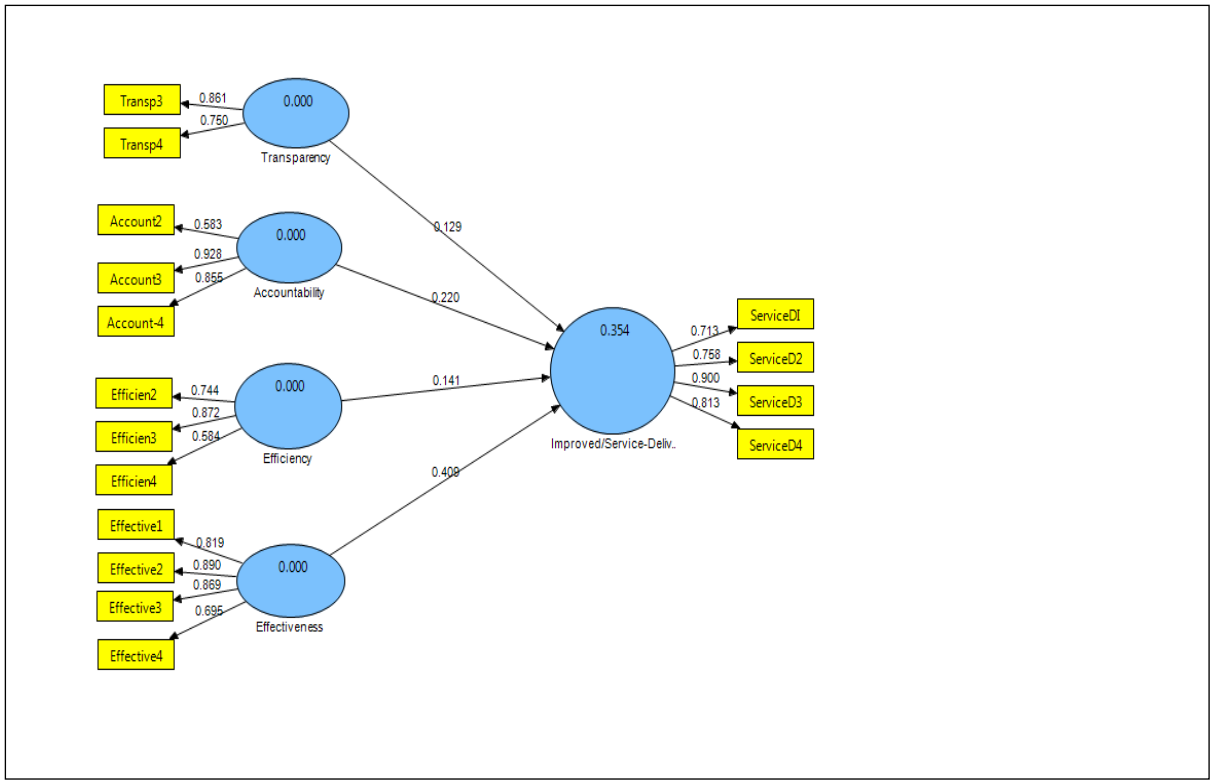


Fig4*: Results of the path analysis for final research model in the study*

Based on the finding, it can be seen that most of the respondents in Shah Alam are highly satisfied with the level and quality of services delivered to them by the government's institutions and agencies using digital administration. People became conscious of the innovative and initiatives introduced by the government using the electronic system to file and carry out transactions with the government. In addition, the findings of the study also show that the four constructs in this study's model which are *accountability*, *transparency*, *effectiveness* and *efficiency*, were genuine predictors of people satisfactions with quality of service delivery by employing digital administration. Based on the findings, it has been statistically established that there is positive relationship between all these identified elements of *accountability*, *transparency*, *effectiveness* and *efficiency* and the level of quality of services being delivered by the government parastatals after the adoption of electronic government and digital

administration policy as a mode of operation in government agencies and institutions. For example, accountability and the level of satisfaction with service delivery in administration have positive relationship to each other with $\beta = 0.220$, $p < 0.01$. Transparency also shows a positive relationship with the level of quality of service delivery where $\beta = 0.129$, $p < 0.01$. Besides, effectiveness variable influences the level of satisfaction with the quality of service delivery and has a positive relationship with a $\beta = 0.429$, $p < 0.01$ respectively in figure 7.1 (Ambali *et al*., 2012).

Vice Chancellor sir, the implications of the findings in the study for the African countries and other developing nations, particularly the Nigerian government are that: (i) digital administration helps ensure effective, efficient service delivery, where the government agencies meet the people's demand with lesser efforts and high level of satisfaction with the services. (ii) digital administration results in transparency of the processes as well as reducing corruptions that are very common in face to face transactions between people and public office holders or civil servants at large. (iii) Nigerian governments at all the three levels are losing a lots of revenues, where manual receipts in various markets, parking space and the airport gates are still the mode of operation. The officers in charge have the opportunity of issuing personal receipts to the people as proxy of the government own. There is no doubt that where manual is mode operand, the issue of transparency, accountability and efficiency are questionable. However, where the administrative operation is digitized, the service delivery is fast, corruption is reduced and accountability and efficiency are ensured service delivery in the administrations and agencies.

Conclusions and Recommendations

Vice Chancellor Sir, ladies and gentlemen, I have in the content of this inaugural lecture alluded to the significance and importance of administration and governance system generally and specifically, Nigeria. Considering the fact that administration and governance system has a profound effect directly on the life of people, on the economic development and on the political stability of a nation, the position of Nigeria presently is worth thinking about. In my work, I have highlighted various antecedences of brink of collapse in administration and governance system, pinpointing the issues in Nigeria with different evidence and added value to academic literatures.

My research evidenced the federal, state and local governments' failures in their respectful responsibilities in governing the affairs of the people, particularly in Nigeria. The missing links in the Nigerian administration and governing system were critically addressed with established research evidence. The most important areas dealt with are the issues of efficiency, transparency, effectiveness, and meritocracy in the administrative and governance system in Nigeria as compared to the other parts of the world. My research evidenced the problem of service delivery system and provided a model of ensuring efficiency, transparency, accountability and effectiveness in administration for better service to the people.

My research findings also evidenced the problem of corruption in the administration and governing system, which has ruined and caused a setback to developmental policy programmes, especially in Nigeria. This in no small measure has become the major source of the Nigerian administrative decay, which on the large scale had affected socio-economic development and dividend of democracy in the country. In addition, my findings have evidently shown that leadership matters in the administration and governing system, both in the developing and developed nations of the world. My works also provided and highlighted importance of leaders-followership expected to effectively administer administration and

governance system. My works in this area dealt with the key values that are missing in the present administration and the need to restore them for the betterment of the people in societies. It has been well discussed in this lecture that the only means of reviving administrative and governing system back to life is to abide by the servant leader-followership style. This is where individuals at the helm of affairs think of serving the people rather than assuming positions in administration as opportunities. The findings in my research have evidently revealed the danger of such thinking or assumption, where the intention has defeated the objectives a leader and his followers set to be achieved in the administration and governance system.

Above all, my works have provided various solutions to administration and governance at the brink of collapse. This is evidenced in the adoption of digital administration where service can be well monitored, is faster and is reaching the target groups in the society. It also provided the avenues to tackle and reduce corruption of all kinds as well as ensuring accountability, transparency and effectiveness in administration. It has been evidenced that digital administration helps increased effective implementation of rules of law, curbs bad attitudinal behaviours of the citizens and even results in effective policy implementation cum service delivery to the satisfaction of the people in society. Hence, my research has provided a new way of repositioning administration and governance system in the age of technology through e-government policy adoption at all the three levels of governing system. Based on the foregoing summary, I wish to make the following recommendations:

1. *Reposition Notion of Leaders-followership in Institutions and Agencies*
There is urgent need to rethink and reposition the meaning of leader-followership in organizations, especially the government owned institutions and agencies. This is where people employed to serve the people turned their administrative positions to opportunities for tactical and dubious behaviours of embezzlement of money meant for developmental programmes in societies. People in administrative positions should not abuse their offices for self-interests because they are to serve their people.

2. *Establishment of Efficient and Effective System through Digital Administration*
There is dire need for the establishment of efficient and effective system in different institutions and agencies of the government. This can only be done through the adoption of digital administration policy. Not only adoption but with effective implementation and internal mechanisms put in place for tracking and monitoring. Doing so will help reduce various forms of corruption in the administrative and governance system. In many countries on the African continent, particularly in Nigeria, people abuse their offices because they stand above the system while there is no check and balance.

3. *Promoting Social Inclusion by the Government*
There is need for government of all nations to promote social inclusion policies for effective administration and governance system. The policy of inclusiveness is the order of the day where all ethnic groups in multi-ethnic countries of the world feel the sense of belonging. This must be the policy agenda driven by the notion of service to all groups that make up a particular country. This will eliminate the feeling of marginalization of some group of people in society that may result to secession and thinking of breaking apart to be another independent nation.

4. *Autonomy of Local Government for better Rural Development*
Autonomy of local government as the third-tier of governance system is highly recommended for enriching the socio-economic and political development of the rural areas. This is extremely important in the governing system, where the local government is expected to be independent

of the state government. The present situation in Nigeria is very pathetic because the constitutional roles of the local government have been taken away by the state. Hence, as my findings revealed the local government has been reduced to an ordinary or mere appendage of the state, particularly in Nigeria.

5. *Abolishment of Joint Account System between Local and State Governments*
There is an urgent need to abolish the present joint account system between the local and state governments in Nigeria. The abolishment is necessary because it has rendered the local government areas underdeveloped and backward in many social amenities due to financial constraints. It has made local governments dormant in their activities and primary duties towards the people. The local government chairmen are no longer elected but selected on the basis of subjectivity and closeness rather than meritocracy, and quality of the qualifications. Above it all, the chairman is conquered by the joint account placed under the state governor.

6. *Create Avenue for Increased Private Partnership with Government in Service Delivery*
The government should create more avenues for private partnership in service deliveries most essentially, in the areas of basic aspects of life. For example, in the area of welfare policy, particularly housing system that is highly demanded by citizens, the government should arrange with real estate developers. The government just need to give developers concessional amount of the cost implications for the projects using a Build Operate Transfer approach.

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