

Re-inventing Nigeria's Public Sector:

A Review of National Agency for Food, Drug Administration and Control (NAFDAC)

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Abstract

Public Over the years, the efficiency and effectiveness of Nigeria's public sector has been a subject of debate. However, in recent time, the organizational performance and service delivery of National Agency for Food, Drug Administration and Control (NAFDAC) have been a success story. Within the framework of New Public Management (NPM) theory, the study investigates the secrets behind the degree of success achieved by NAFDAC with the aim of recommending such to other public sector organizations in Nigeria which has over the years demonstrated lack of zeal for service delivery. The study relied heavily on primary and secondary data. Yamani's formula for sample size determination was used to select a sample of 133 employees from NAFDAC Lagos office out of a total of 200.

Weighted mean and chi-square statistical tools was used to determine the independence or otherwise of the variables under investigation. It is the position of the study that NPM has enhanced NAFDAC's performance and service delivery. It concludes that since the traditional public administration theories has failed to deliver the much needed public goods and services, it is therefore imperative to reinvent Nigeria's public sector in line with (NPM) international best practices so as to reposition the Nigerian public sector for the challenges of a modern and rapidly changing world. However, while change is desirable, we feel there is need to exercise caution on account of the peculiar nature and character of the Nigerian state and society. Reinventing the country's public sector should progress slowly and wisely.

Keywords: Efficiency, Nigeria, Public Sector, New Public Management, Service Delivery

Introduction

Public administration is a feature of all nations practiced at central, intermediate and local levels. Indeed, whether the chief executive of a government is president, prime minister, an emperor, king, duke governor or mayor, that government functions within the context of public administration. According to historians, the first true bureaucracies arose in response to the need to regulate water in the great river valleys, particularly those of the Nile, Tigris and Euphrates. If these water sources supplied the lifeblood of the civilizations they nurtured, those who monitored their flow and supervised their distribution into complex irrigation systems constitute the lifeblood of the government. In the millennia that have since passed, these features have remained the functions of government and have multiplied. Governments themselves have changed and evolved new forms of organization, management and supervision, motivation and remuneration. Today, we think of modernization primarily in terms of efficient and effective response to changing needs and circumstances.

In the late 60s and 70s, public administration was reinvented in the cloak of "Public Management" as a response to the need for the dynamic situation that prevailed in the United States of America, calling for administrative activities or public sector to be relevant to societal needs such as equity, social justice and the likes. In the later 80s through the early parts of 1990s, the forces of globalization, liberalization and privatization reinforced further by the forces and demands of market economy eventually led to the celebration of the concept of "New Public Management" (NPM). Different terminologies are used to describe the concept such as: Market-based Public Administration; Public Management; Entrepreneurial Government or Managerialism; Reinventing Government; Re-engineering; Paradigm Shift; Total Quality Management (TQM); Organizational Transformation; Revitalization; Learn and Mean; Downsizing and Resizing; Empowering rather than serving (see Ayee, 2009; Frederickson, 1996; Osborne and Gaebler, 1993).

In response to this global movement, public sector in Nigerian is under-going tremendous changes that are aimed at repositioning it for the challenges of a modern and rapidly changing world. Principally, this change is aimed at making public sector more effective and efficient. Effectiveness and efficiency in the areas of policy implementation is considered crucial to national development and democratic consolidation. Indeed, in pursuing the goal of development scarce resources has to be judiciously and wisely used.

This is where efficiency comes in. To be sure, Nigerian public sector has had to move from its colonial law and order orientation to that of a more proactive role in the life of the nation. This means, it has to be democracy oriented and closer to the people who it is meant to serve. However, public sector in Nigeria is not what majority of Nigerians expects it to be. Its performance since independence has been below expectations. For example, it has failed to rise up to the challenge of a developing country like Nigeria. This partly explains the slow pace of national integration, growth and development in the country. Lending support to this assertion, Maduabum (2014:74) citing former President Obasanjo posits:

Public officers are the shopping floors of the government business. Regrettably, Nigerians have for too long been shortchanged by the quality of public service delivery by which decisions are not made without undue outside influence, and files do not move without being pushed with inducements. Our public sector have for too long been showcase for the combined evils of inefficiency and corruption, whilst being impediments to effective implementation of government policies, Nigerians deserve better.

To resolve these hydra-headed problems, several reforms have been carried out in the public sector. But, it would seem the problems remain endemic. However, the third wave of democratization has brought a new orientation about the state and its institutions. To become relevant in the scheme of things in the country, public sector in particular is called upon to embrace change or be redundant. But like in the past, this wind of change is bound to face certain hurdles, which could be internal or external to the system of public administration. It is against this background that there is search for a new public administration in the country.

Statement of the Problem

National Agency for Food, Drug Administration and Control (NAFDAC) is an agency of government charged with an important responsibility for food, drug administration and control in Nigeria. Prior to its establishment, Nigeria was almost becoming a centre for fake drugs and other consumables. However, from the tenure of Prof. Dora Akunyili as its Director General till date, the production and distribution of fake goods and consumables has reduced drastically. For many years, the Nigerian standard organization

has been in operation but failed to make appreciable impact in reducing or stopping the production and distribution of fake drugs and other substandard products in the country. The relative success that NAFDAC has recorded makes it necessary to investigate what accounts for this (success story) new development. It is not quite clear what could be responsible for this change in fortune in the war against fake drugs and other consumables in Nigeria. Could it possibly be the influence of New Public Management model on employees' job performance and service delivery? It is this doubt that the study seeks to unravel, hence the need to investigate the secrets behind the degree of success achieved by the (NAFDAC) organization with the aim of recommending such to other public organizations as a framework for enhancing public sector performance and service delivery.

Objectives of the Study

The overall aim of the study is to examine the effect of new public management (NPM) model on employees' job performance and service delivery in the Nigerian public sector organizations with specific reference to National Agency for Food, Drug Administration and Control (NAFDAC). The specific objectives of the study include:

- 1) To examine the relationship between the application of NPM model and organizational performance in NAFDAC.
- 2) To examine the relationship between the application of NPM model in NAFDAC and its service delivery.
- 3) To proffer recommendations on effective public service delivery in Nigeria.

To scientifically investigate the issue raised in this study, two research questions and two hypotheses will serve as a guide to the survey in the quest for answers to the issue being investigated.

To achieve the goals of this endeavour and for ease of analysis, the article is structured as follows: the first section begins with introduction, statement of the problem, objectives of the study, research questions and hypotheses. The second chronicles the conceptual and theoretical framework. The third section examines the nature of old order of public administration and New Public Management as a

framework for reinventing Nigeria's public sector. The fourth section, discusses the factors militating against effective public sector reinvention in Nigeria. The fifth section revolves around research methodology, analysis of surveyed data and discussion of findings. The sixth examines the constraints facing these paradigm shifts while the sixth suggests the way forward and then concludes the study.

Conceptual and Theoretical Framework

Concepts in social and management sciences do not easily lend themselves to universally agreed definitions. This makes every definition perhaps only relevant within the parameters set for a given investigation. In the light of the foregoing, some concepts are central to the discourse in this article. It is therefore necessary to examine them with a view to situate them within the context of our discourse. One of such concepts is Public Sector. However, the fundamental issue to tackle first is that of delineating what the public sector means in any state. As we have earlier argued, the destiny of the state and its public sector is tied in the sense that *an effective public sector makes for an effective and developmental state* (Olaopa, 2013:8). This is because the state exists essentially to serve the public interest, and this consists solely in the provision of goods and services which enable the citizens to live good, healthy and comfortable lives. Thus, Haque (2001:65) argues within this context, that the basic function of the public sector in Africa is to provide goods and services to citizens based on realization and representation of public interests and its possession of unique public qualities compared to business management.

The Dictionary of Politics and Government defines the public sector as the "industries and services owned by the government." For Kai Wegrich (in Olaopa, 2013:9) it refers to "the portion of the economy composed of all levels of government and government-controlled enterprises... it also implies a definition of public activity that goes beyond the core domains of public administration. The general definition of the public sector includes government ownership or control rather than mere function, thereby including the exercise of public authority or the implementation of public policy". Given this definition, the ECA (2009:4) viewed the public sector in a broader perspective as: the machinery of government, i.e. the totality of services that are organized under public (government) authority. To this researcher, it is the totality of the administrative structures within which the work and functions of government is carried out.

According to ECA in (in Olaopa, 2013:9), the public sector covers the following categories of institutions. They are: (i) the civil service in the strict sense of ministries and departments of the central government; (ii) the legislature and judiciary; (iii) local governments; (iv) public or state enterprises, boards, corporations generally referred to as parastatals which operate and provide services in areas such as water and electricity; (v) the security forces; (vi) the professional regulatory bodies such as NAFDAC which are given the power to prescribe training required for members; to regulate the conduct of members and to prohibit the unqualified from practicing.

Flowing from the above, there is therefore a sense in which we can use the "state" and "public sector" interchangeably. The reason is simply that both are coextensive. Corroborating this, Olaopa (2013:9) posits that in the first instance, the existence of the state automatically signals the existence of the public sector. In the second instance, the public sector is the manifestation of the abstract entity we call the state. The space represented by the state and governmental activities is what we call the "public space" as different from the "private" space where individuals can become whatever they want to be without the intrusion of the state. The public sector, therefore, represents the realm where the public administration operates for the benefits of the citizenry.

Nnoli's (2004:45) defined Public Administration as the machinery as well as the integral process through which the government perform its functions. It is a network of human relationships and associated activities extending from the individual government to the lowest paid and powerless individual charged with keeping in daily touch with all resources, natural and human, and the aspect of the life of the society with which the government is concerned. He went further to state that it is a system of roles and role relationships which defines in as clear and practicable terms as possible and in as much detail as possible the intentions and programmes of government; the means available internally and externally to accomplish them; where, when and how they are to be accomplish; who is to benefit from them; and finally, it is a system that cause these intentions and programmes to be realized in real life.

A critical examination of this definition simply reveals that public administration is about marshalling of human and material resources in order to achieve the objectives of public policy. However a material resource is never enough to discharge the goal of development. This is why methods are being developed to moderate the use of techniques needed to achieve greater welfare and well-being for the people. This is where management

becomes relevant. Management is a word conceived to express the need for everyone in an organization to handle his or her affairs in the best possible way so as to achieve the desired result. Management can be defined as the process of working with and through human beings to achieve organizational objectives. Both administration and management are pivotal to the overall goals of development.

Public administrators are expected to moderate the comportment of the people and mobilize them to achieve social change and well-being in society. It is on this basis that the public administrators must be seen as pivotal to the new public management. To evolve a new public administration, government has put forward a number of reforms in the public sector dating back to the colonial days. Some of the recent ones include: Right sizing the sector and eliminating ghost workers; Restoration of professionalism of the public service; Rationalize, restructure and strengthen institutions; Privatize and liberalize the public sector; Tackle corruption and improve transparency and accountability in government's accounts and account of government joint venture companies; Reduce waste and improve efficiency of government expenditures; and enhance economic coordination (Olaopa, 2013:6; 2008:178). But the ills of the sector still linger. NPM since the 80's where applied has been more holistic and far reaching. It seeks to give the customers their rights and enthrone greater transparency and accountability.

There are several windows through which an issue could be examined, especially in the social and management sciences where perspectives often differ based on a scholar's orientation and worldview. It is in the light of the foregoing that we undertake this endeavour. When issues of public sector re-engineering are mentioned in contemporary times, the New Public Management (NPM) theory comes out forcefully. The New Public management theory which is one of several centres on the transition from traditional public administration theories to an arrangement that is workable, practicable and result oriented. It places emphasis on good governance, technological innovation and democratization. New Public management theory is a relentless effort in the direction of greater transparency and accountability in resource allocation and performance management through the quality of service (Pollitt and Bouckaert,, 2004:65).

New Public Management theory therefore, captures the basis of institutional and organization restructuring as an attempt to raise its performance and service by improving the quality of service delivery. According to Hood (in Pollitt and Bouckaert, 2004:66), it is result focused rather than the process of result. Public management theory

came up with different concepts for performance and service delivery principles to achieve it. Consequently, Hood identified the principles as accountability and transparency, efficiency and effectiveness; reduction of public sector (cost) expenditure; improvement in resource use through labour discipline; flexibility in decision making; competition in the public sector through decentralization and emphasis on result and not procedure (in Pollitt and Bouckaert, 2004:66).

Efficiency here refers to the relationship between output and input. According to Eneanya (2009:70), an efficient operation produces maximum output with minimum input for any given quantity and quality. Effectiveness refers to how well an activity is achieving its objectives or other intended effects. In the view of Spreigh (in Eneanya, 2009:7), "an organization is technically efficient if it is adequate to the demand on it". Adequacy here implies competence and capacity to deliver the public goods and services, that is, to attain goals. For example, an efficient policy may be ineffective because its activities, though efficient, are not sufficiently directed at goals and, therefore, not achieving such goals. Thus, efficiency is different from effectiveness. The former emphasises means while the latter emphasises the end of programmes (Igbokwe-Ibeto, Akhakpe, and Agboola, 2013:44). Cost, in this context, refers to attaining the appropriate quantity and quality of public goods and services at the lowest cost. An activity will not be economical if, for example, the cost of affording it is beyond the reach of common man or failure to purchase materials of requisite quantity at the lowest available cost. Galbraith (in Eneanya, 2009:70) argued that "we act efficiently when we maximise the product for the given expenditure which maximises the product". This means that we use resources economically in order to produce maximum results in real, not monetary terms (Igbokwe-Ibeto et al, 2013:44).

The main thrust of New Public Management literature is not with what to do but how to do it better. The emerging trend on client orientation and results-based accountability is encouraging public sector organizations to innovate in many parts of the world Nigeria inclusive. As a deviation from the principles of new public administration, the civil service abysmal performance in Nigeria can be viewed and understood as a carryover effect of this deviation.

All theories are born refuted, New Public Management theory not an exception. The exponents fail to recognize that the ecology of public administration varies and that culture of any given society can hinder or accelerate its growth and development. For example, in

Nigeria, because government is the largest employer of labour, even where and when there is no need for recruitment, government could embark on recruitment for political reasons.

Yet, serious criticism of the new public management is that they are against the precepts of democracy. It is argued that democracy requires bureaucracy. Democracy requires the rule of law, the legally sanctioned regulation of markets, the preservation of equity, and competent bureaucracies subject to control by statute and by judicial institutions. Weber viewed a system of bureaucratic rule in the modern state as inescapable. Bureaucracy and democracy go together and to move away from bureaucracy is to wish to set up a new system of government altogether. This is a big claim. Also, some management transplants from the West to Africa mostly lack enabling ethos and norms that make them functional.

Sinclair (1995:277), Day and Klein (1987) consider various accountability dimensions relevant to the public sector, but note formal lines of accountability are often blurred by public views and expectations on what constitutes good conduct and acceptable performance. The recent economic crisis in Greece, Italy, Spain etc where NPM is in practice is an evidence that all is not well with the model. It is along this line of thought that researchers such as O'Flynn (2007: 353) have started to look beyond NPM's framework and limitations, towards new and alternative paradigms such as public value – 'a way of thinking which is both post-bureaucratic and post-competitive' (Luke, Kearins, and Verreynne, 2008:4-5).

The uncritical adaptation of Western administrative theories and institutions has left their operators with little or no customary structures that supported traditional public administration systems (Mamdani, 2002). What is the nature and character of the old public administration prior to and during colonial rule? This we shall examine in the section that follows.

The Old Nigeria's Public Administration

Public administration as a study commenced with the works of German scholars whose emphasis was on the systematic management of governmental affairs but there was no effort to make it a unique study or academic discipline. However, the environment of corruption and general inefficiency of governmental affairs in the United State of America in the 19th century provided a fertile ground to subject public administration to theoretical and academic discussion aimed at coming up with principle and methods to improve the

administrative system. This search was given a big boost or gained momentum with the famous publication of Woodrow Wilson in 1887 titled "The Study of Administration". Thus, the origin of modern public administration is largely attributed to Woodrow Wilson. According to Basu (2003:13); and Adamolekun (1983:7), the seminar article of the American scholar (Wilson) is widely regarded as marking the beginning of academic discipline of public administration. Lending support to this assertion, Tonwe (1998:19) put it, "this essay and the discussion it generated was of unparalleled importance to the development of public administration as a distinct of study.

"Old" Public Administration is used here to refer to the administrative system prior to, and after the imposition of colonial administrative system in Nigeria. Before the advent of the British colonial administration, the various kingdoms, empires, etc. had their separate administrative/political systems that were either centralized or decentralized. But what we found interesting is the degree of inter-locking principles and procedures that allowed the rulers and the ruled to make valuable contributions to the peace, security and good governance of their societies. There were intricate mixes of authority with responsibility and service with accountability. This made the rulers to exercise their powers and authority within conventional limits. Their powers were not absolute though they seemed so on the surface. It was the freedom the people' enjoyed that allowed them to invest legitimacy on their rulers. The people's participation in governance were sought and cultivated. The people in appreciation of their recognition by their rulers gave their all for the growth and development of their respective communities.

However, the structure of power changed with the advent of colonialism. As a result of its imposed nature, the colonialists created administrative institutions that were not in line with indigenous system of administration. Those that had no relationship with the people were appointed to positions of authority and because they lacked acceptance by the people, they could not carry the people along without the use of force. As Mamdani (2002:63) has argued:

The chief is the law, subject to only one higher authority the white official stationed in his state as advisor. The chief hires his own police... he is often the persecutor and the judge combined and he employs the jailer to hold his victims (in custody at his pleasure). No oriental despot ever had greater power than these black

tyrants, thanks to the support which they receive from the white officials who greatly keep in the background.

This was the trend in most African societies under colonial rule. By the time the colonialist left in 1960, the colonial political legacies became too deeply rooted, to be swept aside by the emergent leaders. Diamond (1999) view is apt in this regard. To him, colonialism scarcely acknowledged (African) cultural traditional and indigenous political pre-dispositions. Thus colonial administrative practices restricted and even prevented the evolution of indigenous administrative systems. Therefore at independence, "rapid and wholesale Africanization" had negative impact on public administration because according to Dike (in Gboyega, 1992), poor organization, painlessness and overstaffing, indiscipline, red-tape and secrecy, apathy to work, incompetence and lousiness, corruption and favoritism, became the norm.

Many scholars blame this state of affairs on the borrowed system of administration, which run contrary to the African traditional administrative system. This point has been made forcefully by Goran-Hyden (in Amuwo, 1997:182) when he posits that in Africa, there is a robust and vibrant interpersonal informal relation that helped to make administration effective. In this context, people tend to identify with the occupant of an office rather than the office they occupy. What this produces is what Hyden calls economy of affection. According to him:

It denotes network of support... among structurally defined groups connected by blood, kin, community or other affinities such as religion. In this system a variety of discrete economic and social units, in other respect autonomous, were linked together.

The effect of all these is that, organization that is suppose to aim at achieving goals for the people becomes self-serving with administrators becoming a class in itself, uncontrollable and unresponsive to the yearnings and aspirations of the vast majority of Nigerians. Bureaucratic corruption has become the order of the day in the public sector. As Ake (1993) succinctly put it:

The public servants do not believe they are serving anybody else but themselves and exploit their position for personnel gain. They generally arrive work late and leave early. They take extra long lunch recesses.

They steal public properly. They accept bribe for performance of duties that are contractually part of their responsibilities. When they work, they work slowly. They stymie the public by losing their files through excessive review of the issue at hand or by simply pretending that they have not heard of the matter before, for all of these, they acknowledge no wrong doing for they do not believe what they are doing is wrong.

Given this general dysfunctional state of public sector, it becomes necessary to bring a new lease of life to the sector. However, it would seem that all over the world public servants have developed a culture of their own that has proven difficult to undo. But efforts have not been lacking in the search for a modern, effective and efficient public sector management. The direction of this change is the subject of analysis in the section that follows.

New Public Management as Framework for Reinventing Nigeria's Public Sector

Public sector reinventions have become global preoccupations. Early in the 80's the government of Britain under Margret Thatcher carried out reforms in public sector. These were directed at ensuring the "three Es" i.e. Economy, Efficiency and Effectiveness in the public sector. To this, a fourth feature entrepreneurship could be added. However, the neo-liberal-market reform as it affects public sector is aimed at achieving the following recursive principles:

The pursuit of economy in administration; The projection of efficiency into the implementation of policy and routine functions of the public service; The use of performance indicators to measure effectiveness of officials in achieving their objectives; The promotion of entrepreneurial approach to management and administration through incentives like bonuses and performance payment and; a belief in the need to impose new kind of accountability in public sector management (Massey, 1993:30). In Africa, similar features of reinvention in public sector are being introduced. Some of these reinvention packages have been articulated by Adamolekun (1999:77) to include:

- Redefinition of the role of the state to that of creating the enabling environments for private sector activities to take place;

- The promotion of efficiency measures to enhance public management performances;
- Introduction of measures of enforcing accountability of the government to the governed through transparency, openness and citizen participation.

The Tenets of New Public Management

- Hands on professional management of public organization: Visible managers at the top of organizations free to manage by use of discretionary power. Justification: Accountability requires assignment of responsibility not diffusion of power;
- Explicit standards and measures of performance: Management by objectives (MBO) that is goals and targets defined and measurable as indicators of success. Justification: Accountability means clearly stated aims, efficiency requires "hard look" at objectives;
- Shift to decentralization or disaggregation of units in the public sector: Disaggregate public sector into corporatized units of activity, organized by products, with devolved budgets. Units dealing at arm's length with each other. Justification: Make units manageable, split provision and production, use contracts or franchises inside as well as outside the public sector;
- Greater emphasis on output control: Resource allocation and rewards are linked to performance. Justification: Need to stress results rather than procedures;
- Emphasis on private sector styles of management practice: Move away from traditional public ethics to a more flexible pay, hiring rules etc. Justification: Need to apply "proven" private sector management tools in the public sector;
- Paradigm shift to greater competition in the public sector: Move to contracting out/out sourcing public sector tendering procedures and introduction to market disciplines and customer oriented public sector. Justification: Rivalry via competition as the key to lower costs and better standards; and
- Greater discipline, economy, efficiency and effectiveness in the use of public resources: Cutting direct cost, raising labour discipline, limiting compliance cost

to business. Justification: Need to check and monitor the resource demands of the public sector and do more with less (Dibie, 2014; Hood, 1996:273)

In Nigeria the reinvention agenda of former President Obasanjo's civilian administration and current regime of Goodluck Jonathan encompasses all these with some of the most important ones being; privatization of public sector firms, monetization, due process, down-sizing, etc (NEEDS, 2005). But after more than twelve (12) years in the implementation of these reforms, what does the balance sheet shows? Perhaps, it may be premature to make an over-arching statement on the feasibility of these reforms agenda though; we agree that the process is gradually changing the face of public sector in Nigeria. However, there are certain hurdles that need to be cleared. What are these roadblocks? These are what we shall examine in the section that follows.

Factors Militating Against Effective Public Sector Reinvention in Nigeria

Some of the normative challenges facing the country's public sector are rooted in the very nature of society as they have evolved overtimes. We shall at this point examine some of these constraints.

The pluralistic nature of the Nigerian society is one of the major handicaps towards effective performance of her public sector. The quality of human capital in any given organization to an extent determine the degree of success to be achieved, the adoption of federal character principle that compels government at all levels to ensure spread in the recruitment and appointment of personnel into public service has not helped the system. Although, this is not a bad provision in a federal state like Nigeria, but because of the paucity of quality candidates in some states of the federation, less qualified people are given position not suitable for them and in the final analysis; it is the public interest that suffers.

The level of economic crisis and its attendant poverty in Nigeria has made corruption an endemic phenomenon as well as a way of life in the public service. Bureaucratic and political corruption has arrested development in the country, thus, making public interest or service delivery second priority. Corruptions in the civic and primordial publics are view from different perspectives. People relate with the parallel public on the basis of morality because that is where they achieve essences and are identified as human beings (Akhakpe,

2014:159). He went further to argue that in Nigeria, unethical acts in the civic public realm rather than perceived as immoral are regarded as amoral. To steal from the public realm and use such money to benefit the primordial realm is seen as honorable and a worthy act. All these are the people's reactions against a state that is seen as an alien force meant to brutalize and exploit them rather than provide for their needs. Therefore, there is need to reform the "rogue" state in Africa.

Yet, another normative roadblock to NPM in Nigeria is the Western bureaucratic theories and models that are made to look universal, they are conceived on cultural values that are suited for the West. However, their introduction into Africa in general and Nigeria in particular fails to take cognizance of the ecology of Nigerian public administration and therefore have not yielded the same result as in America, Europe, Asia and Latin America. Africa has its own cultural values which are distinct from those of the developed countries. For example, while the Western bureaucratic theories demands that public administrators should be impersonal, discipline, achievement oriented and individualistic, African cultural values promote and encourage vibrant interpersonal, informal relationship build around group or communal interest. Therefore, leading to clash between public administrators and cultural values which invariably result into epileptic performance and service delivery of the public sector organizations. Adherence to traditional values is major obstacle to modern administrative principles/theories such NPM in Africa.

Also, lack of moral leadership and government insincerity about change is another major constraint towards reinventing Nigeria's public sector. Only peripheral reform has been made over the years Structural once is needed. Yet, the effect of poor orientation and attitudinal behaviour of public servants cannot be overemphasized. These needs to be changed for a more people friendly and development focused approach.

Training and development particularly in the public sector is hardly organized. Sometimes it is not focused on the needs of workers. Yet, most public sector workers abhor training and development where available. In addition, remuneration in the public sector is not competitive and motivating enough to encourage selflessness and committed service delivery to the nation. Only good remuneration package can attract quality hands to the public sector.

Furthermore, the neo-patrimonial nature of Nigerian societies has made it difficult if not impossible for public servants to discharge their responsibilities dispassionately. In carrying out their duties, particularistic considerations tend to mediate and clash with

public interest. Corroborating this assertion, Hyden (in Akhakpe, 2012:126) graphically posits, that the thesis of "economy of affection" makes public servants to see the state and its institutions as a distributive networking of rewards, awards and offices than as a productive and service delivery category.

Methodology

The study adopts both qualitative and quantitative research design and descriptive analysis to gain an insight into the nature and character of old public administration and new public management in Nigeria with specific reference to National Agency for Food, Drug Administration and Control (NAFDAC). The study which is theoretical in nature draws its argument basically from primary and secondary data which include questionnaire with five point Likert-scale method, observation, personal interview and focused group discussion were the major instruments used for collection of primary data while the secondary source include journal publications, textbooks and internet sources. To improve on the reliability and validity of the study, multiple secondary sources were used to minimize errors. The data collected were analysed and interpreted using the weighted mean and chi-square statistical tools for testing the hypotheses. The decision rule is that items with mean values of 3.00 and above were accepted and hence given a positive interpretation, whereas items with values less than 3.00 were rejected and given negative interpretation.

Population of the study comprised the estimated 200 staff of the National Agency for Food, Drug Administration and Control (NAFDAC) in Oshodi Lagos State Nigeria. Given the population of about 200 public servants from NAFDAC Lagos head office chosen for this study, the sample size using Yamani's (1967) formula for sample size determination was used.

Preliminary Analysis

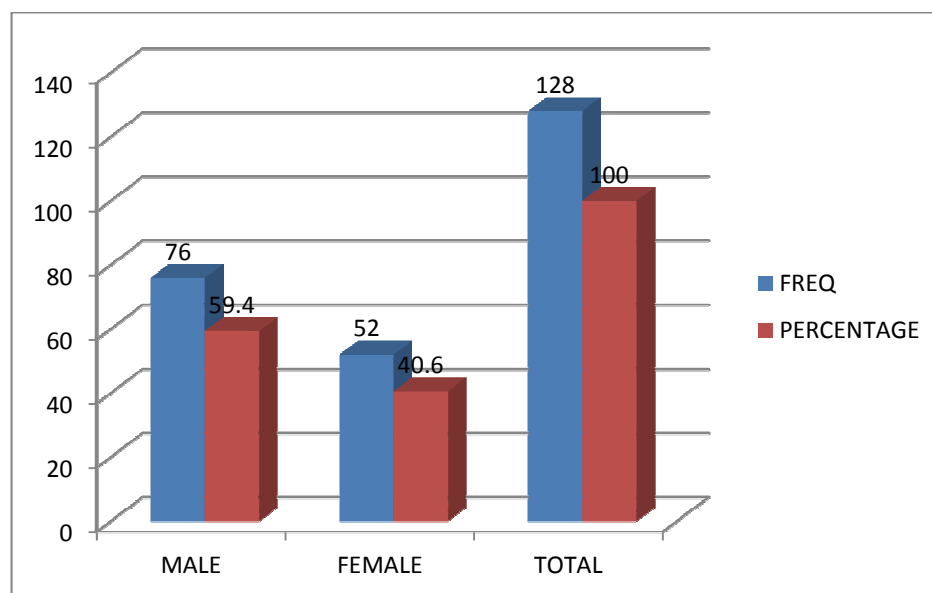
A total of 133 questionnaires of 11 items each were administered to the sample population and interviews also conducted. Out of the 133 distributed questionnaires, the researcher was able to achieve questionnaire return of 128 usable responses representing 96.2 percent while 5 were not returned. The researcher proceeded with the analysis of the data as 96.2 percent response rate is regarded as satisfactory for this study. Some rules of thumb about the response rate is that a response rate of 50

percent is adequate for analysis and reporting, 60 percent is good while 70 percent is very good (Babbie and Mouton, 2001).

Respondents' Characteristics and Classification

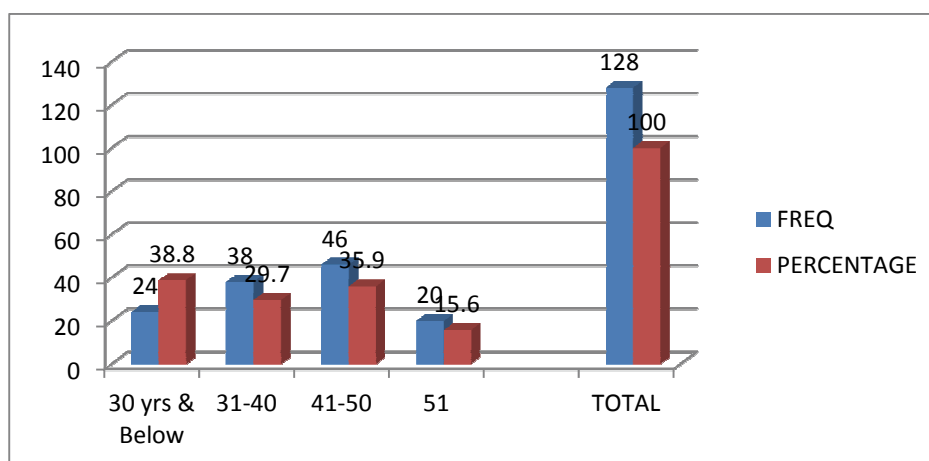
This section consists of the socio-demographical data of the respondents such as sex, age and official status; it contains three questions followed by the research questions based on the research objective.

Figure 1: Bar Chart of Sex Distribution of Respondents



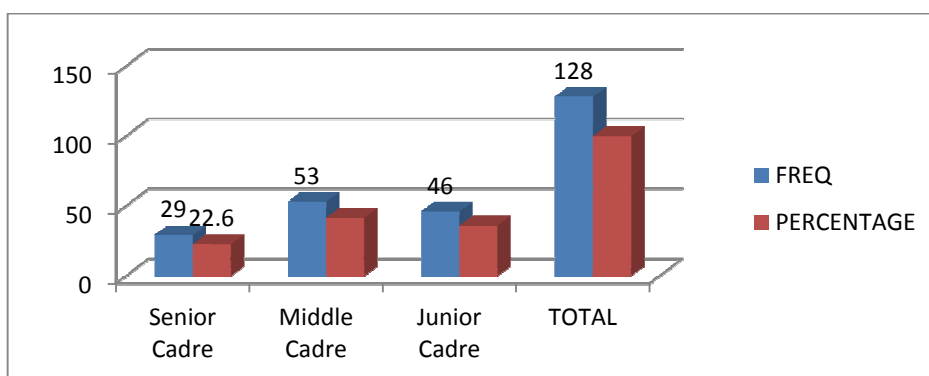
Source: Field Survey November, 2014

Analyses of the demographic data of respondents reveals that, 76 or 59.4 percent of surveyed respondents were males while 52 or 40.6 percent were females. This result shows that there are more males than females in the surveyed respondents.

Figure 2: Bar Chart of Age Distribution of Respondents

Source: Field Survey November, 2014

The age distribution of the respondents shows that 24 or 18.8 percent were in the age bracket of 30 years and below, 38 or 29.7 percent were between ages 31-40; 46 or 35.9 percent falls in-between ages bracket of 41-50; while age 51 and above represent 20 or 15.6 percent. We could categorically clear state that majority of the surveyed respondents' falls between 31-50 years of age. This can be said to be an active work force in any given institution/organization.

Figure 3 Bar Chart of Official Status of Respondents

Source: Field Survey, November 2014

Official status of the polled respondents indicates that, 46 or 36.0 percent of them were within the junior cadre while 53 or 41.4 percent were middle cadre staffs with another 29 or 22.6 percent who were in the senior cadre. The merit of the application of the survey instrument is that, the questionnaire was distributed across the various cadres in the organization.

Question I: Does the application of New Public Management model in NAFDAC have any effect on organizational performance?

Table I: Views of Respondents' to Research Question One

S/N	Item	x	Decision
1	NPM has a positive effect on the organizational performance of NAFDAC because of professionalization of NAFDAC.	3.87	Accepted
2	NPM has a negative effect on the organizational performance of NAFDAC because of the paradigm shift.	2.26	Rejected
3	NPM has no effect on the reform, growth and development of NAFDAC	2.44	Rejected
4	NPM has a positive effect on the reform, growth and development of NAFDAC due to explicit standards and measures of performance	4.16	Accepted

Source: Field Survey November, 2014

A cursory look at the table II above shows that question items with mean value scores of 3.87 to 4.16 were accepted by the respondents while the question items with a mean value scores of 2.26 to 2.44 were rejected by the respondents. This means that the surveyed respondents (workers in NAFDAC) were of the view that the application of new public management theory in the organization has enhanced the agency's performance, growth and development.

Question II: Does the application of NPM in NAFDAC have any effect on service delivery?

Table II: Views of Respondents to Research Question Two

S/N	Item	X	Decision
5	With NPM, greater emphasis is now on output control, resource allocation and rewards are linked to performance and service delivery in NAFDAC	3.34	Accepted
6	Moving away from traditional public administration theory/ethics to a more flexible (NPM) pay, hiring rules have improve service delivery in NAFDAC	4.38	Accepted
7	Greater discipline, economy, efficiency and effectiveness in the use of public resources have enhanced service delivery in NAFDAC	4.44	Accepted
8	Introduction of market disciplines and customer oriented public sector have enhanced public service delivery in NAFDAC	3.82	Accepted

Source: Field Survey November, 2014

An analysis of the above table reveals that the whole question items were accepted by the respondents. This is represented by the mean value score of the items ranging from or 3.34 to 4.44. Thus, we can therefore conclude that the application new public management in NAFDAC have positively affected the agency's public service delivery.

Test of Hypotheses

Having presented, interpreted and analyzed the data collated with aid of weighted mean, it will be recalled that the study identified two hypotheses. We will at this juncture test them one after the other using person chi-square test of goodness of fit.

Hypothesis I

H_0 : There is no significant relationship between the application of NPM model and organizational performance in NAFDAC.

H_1 : There is a significant relationship between application of NPM model and organizational performance in NAFDAC.

**Observed
Freq.**

ITEM	SA	A	UN	D	SD	TOTAL
Q: 1	47	46	12	23	10	138
Q: 4	35	45	6	10	32	128
Total	82	91	18	33	42	266

Expected Freq.

CELL	O	E	(O-E)	(O-E) ²	$\Sigma(O-E)^2/E$
1	47	42.5414	4.46	19.9	0.47
2	46	47.2105	-1.21	1.47	0.03
3	12	9.33835	2.66	7.08	0.76
4	23	17.1203	5.88	34.6	2.02
5	10	21.7895	-11.8	139	6.38
6	35	39.459	-4.46	19.9	0.5
7	45	43.789	1.21	1.47	0.03
8	6	8.6617	-2.66	7.08	0.82
9	10	15.88	-5.88	34.6	2.18
10	32	20.211	11.8	139	6.88

20.06

Interpretation:

$$\text{Chi-square } (X^2_c) = \sum \frac{(o-e)^2}{e}$$

$$X^2 = \underline{20.06}$$

The degree of freedom for Chi-square test of goodness is given as:

$$df = (n - 1)$$

Where df = degree of freedom

n = no responses.

$$df = 3 - 1$$

$$df = 2$$

At 2 df and assumed 5% (0.05) level of significance, the chi-square critical/tabulated value $X^2_{0.95} = 9.925$ (Chi-square statistical table).

Decision Criterion: If the chi-square calculated (X^2_c) is greater than the critical or tabulated value (X^2_t); reject the null hypothesis (H_0) and accept the alternative hypothesis (H_1) and then conclude that the research hypothesis is false.

Research Result: From the computation above, the chi-square calculated (X^2_c) is 20.06 while the chi-square tabulated (X^2_t) is 9.49. Thus, the chi-square calculated is higher than chi-square tabulated. On the basis of this, we can therefore reject the null hypothesis and accept the alternative hypothesis and conclude that there is a significant relationship between the application of new public management model and organizational performance in NAFDAC.

Hypothesis II

H_0 : There is no significant relationship between application of NPM model in NAFDAC and service delivery.

H_1 : There is a significant relationship between application of NPM model in NAFDAC and service delivery.

Observed Freq.

ITEM	SA	A	UN	D	SD	TOTAL
Q:7	36	57	12	13	10	128
Q:8	46	34	8	12	28	128
Total	82	91	20	25	38	256

Expected Freq.

CELL	O	E	(O-E)	(O-E) ²	$\sum(O-E)^2/E$
1	36	41	-5	25	0.61
2	57	45.5	11.5	132	2.91
3	12	10	2	4	0.4
4	13	12.5	0.5	0.25	0.02
5	10	19	-9	81	4.26

6	46	41	5	25	0.61
7	34	45.5	-11.5	132	2.91
8	8	10	-2	4	0.4
9	12	12.5	-0.5	0.25	0.02
10	28	19	9	81	4.26

16.4

Interpretation:

$$\text{Chi-square } (X^2_c) = \sum \frac{(o-e)^2}{e}$$

$$X^2 = \underline{16.4}$$

The degree of freedom for Chi-square test of goodness is given as:

$$df = (n - 1)$$

Where df = degree of freedom

n = no responses.

$$df = 3 - 1$$

$$df = 2$$

At 2 df and assumed 5% (0.05) level of significance, the chi-square critical/tabulated value $X^2_{t0.95} = 9.925$ (Chi-square statistical table).

Decision Criterion: If the chi-square calculated (X^2_c) is greater than the critical or tabulated value (X^2_t); reject the null hypothesis (H_0) and accept the alternative hypothesis (H_1) and then conclude that the research hypothesis is false.

Research Result: From the computation above, the chi-square calculated (X^2_c) is 16.4 while the chi-square tabulated (X^2_t) is 9.49. Thus, the chi-square calculated is higher than chi-square tabulated. On the basis of this, we can therefore reject the null hypothesis and accept the alternative hypothesis and conclude that there is a significant relationship between application of new public management model in NAFDAC and public service delivery.

Discussion of the Findings

The study highlighted a number of issues which have varied implication for the attainment of goals and service delivery in NAFDAC on the one hand and the Nigerian public sector organizations in general. It is therefore imperative that we discuss some of the research findings. The study revealed that the application of NPM model in NAFDAC has enhanced the agency's performance, growth, development and service delivery. It was also found that the application of new public management model in NAFDAC have positively affected its public service delivery. This is also confirmed by the test of the two hypotheses that indicates that there is a significant relationship between the application of NPM model and organizational performance in NAFDAC. It also established that there is a significant relationship between the application of NPM model in NAFDAC and its service delivery.

Public sector performance is often regarded to be fundamental to delivery of improved services as part of NPM. Emphasis on public sector performance and service delivery is undoubtedly influenced by the basic assumption of NPM. This is rightly supported by Dixon (1998) who describes New Public Management models as a 'private sector prescription for public sector problems. NPM have therefore been seen as framework for public sector reform initiatives in developed and developing countries as the solution for to resolving declining service delivery especially in the developing countries (see for example Obong'o, 2009:66; Balogun, 2003:6)

Conclusion

The issue of reinventing Nigerian section has been espoused with an attempt at clarifying the intellectual "cobweb" surrounding the old public administration and the new public management. In addition, searchlight was also beamed on the theoretical framework for a better understanding of the concepts under interrogation. Thus, New Public Management (NPM) model has been examined as captured by scholars. An attempt has also been made to establish the nexus between old public administration and new public management.

We have seen from the analysis made that public sector have an important role to play in the development of any given society especially in the areas of bringing about social change from the traditional methods of doing things to the evolvement of modernity. The study therefore concludes that the new public management as a framework for reinventing the

Nigerian public sector cannot be overstated if the public sector is to deliver the public goods and services expected of it. However, while change is desirable, we feel there is need to exercise caution on account of the peculiar character of the Nigeria state and society. For some years to come, the public sector in the country will continue to play principal role in the economy and society until such a time when the private sector would have matured to take over from it.

In keeping with the global best practice, Nigeria has adopted the New Public Management models. While we welcome NPM, it is necessary to sound a note of caution so that we do not throw away the baby with the bath water. Hast must be done slowly. In the immediate years of the reform regime, there is need to strengthen the public sector institutions so as to properly lay the foundation of change that could be sustained. Unless this is done, there could be protest and unwillingness to embrace change by public servants who in any case has the wherewith-all to frustrate the process of change currently going on in the public sector.

Recommendations

No doubt public sector has a vital role to play in bringing about societal change in Nigeria. Public sector must compliment the role of other sectors particularly the private sector in the match to a better Nigeria. Some of these steps that may be undertaken are embedded in the challenges to public sector itself. Once they are resolved in the positive direction, the problems could be ameliorated if not nip on board.

Public sector in Nigeria would make an appreciable impact on the people if it is more innovative in its methods of meeting societal needs. The world today is dynamic and Nigeria public sector must move with the speed of time because for public sector organizations to cope, they must be well equipped with modern management techniques which can only be acquired through training and development.

The public interest should be put in the front burner and made the concern of the administrative arm of government. It must be responsive and responsible to the public. A better way to do this is to develop corporate social responsibility which will have as its goal the building of corporate citizenry. But to realize this lofty goal, the right caliber of public managers must be available in the public sector which is one of the tenets of NPM. Lending support to this assertion is the position of Achebe (1983) that the trouble with Nigeria is squarely that of leadership deficit. The public sector in Nigeria must bring forth

patriotic and professional managers to pilot affairs of government for there to be sustainable development in the country.

The socio-cultural setting of a country could contribute or hinder administrative efficiency and effectiveness if not well managed. However, in contemporary times, public administrators should know that their goals should be the pursuit of public interest and in doing this; they must put national interest over and above personal interest and primordial issues.

Under the neo-liberal market reform, it is required that the state and by implication the public sector be deemphasized while the private sector is expected to champion the process of social change in society. While it is true that the public sector has been wasteful and ineffective, in the context of Nigeria and indeed Africa's developmental needs, the public sector remain the engine room of growth and development. This is because in Nigeria, the private sector is still very young and dependent rather than autonomous of the public sector. Indeed, there is no private sector in Nigeria except that which feeds from the public sector. Therefore, Wamalwa (in Balogun, 1995:25) is right when he posits that "Nigeria cannot afford a drained and wobbly public sector especially since the private sector... itself is far from being an epitome of managerial vitality and efficiency."

Area of Further Research

It is instructive to note that though researchers in the Western countries have carried out researches in new public management theory as a framework for effective public sector efficiency and service delivery. However, it was observed in the course of our literature review that little research has been carried out in these areas in a non Western country like Nigeria. As a result of the quantitative nature of this study, similar analysis of reinventing the public sector in Nigeria from comparative perspective is imperative. Also, further research on the influence of ecology of Nigerian public administration on New Public Management is equally of great importance.

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