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Evaluation of Public Service Efficiency Through Corporate Governance Culture: Analysis of Key Performance Indicators

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Abstract

Public service is the bedrock of the development of any society, because it sets the agenda through policy initiatives and implementation. This is achieved through regulation and institutional oversights. However, over the years, Nigeria's public sector have witness significant challenges in the implantation of public policy and as a result have not achieved the desired goals or objective. This is largely due to poor motivational factors such as abysmally low wages, poor employment or welfare conditions, ineffective inter-personal communication attitudes, weak employee appraisal or performance evaluation methods, etc. The agenda of this paper therefore is to uncover ways that corporate governance culture or initiatives that have helped private

organizations in the maximization of significant profits could be adopted into the management of human and material resources of key public sector concerns. Various models were discussed with live illustrations of how they have been deployed with significant success rates. The idea of public-private partnerships and how they can be strengthened was advanced. In the overall, the study concluded that public service can be as efficient as private ventures if the models of success applied in the private environments can be deployed into the public sector situations by engaging private experts to bring about the needed change.

Keywords: Public Service, Regulatory Framework, Corporate Governance Culture, Performance Indicator, Bureaucratic System, Performance Evaluation, Resource Management

1. Introduction

The essence of public service in the life of any nation is to provide a general platform for the management and distribution of common patrimony by way of provision of quality services. This means that the provision of essential services to members of the public under a prescribed manner is the main thrust of public service.

Accordingly, Akindele (1998)^[3] citing the work of Burns opined that public service as a function of democratic representation of the people concerns situations where the majority of the populace elect few of their members to organize and manage their resources in the manner the entire populace could not have done by working together. This normative view of public service implies that political or democratic governance is entrusted with the resources and confidence to institute adequate measures for the management of public utilities and societal affairs. This means that it is the primary duty of political office holders and civil servants whose roles are public policy initiation and implementation, to device appropriate measures that guarantee effective and efficient ways of administering public resources. This drive for effective and efficient service delivery is thus dependent on the nature of reforms and the frequency of its reviews and successes achieved using some well-established key performance indicators.

The foregoing implies that the dynamics of society and its multidimensional development call for constant evaluation of the gains of public service in terms of quality service delivery within the bounds of operational public laws and policies; given the availability of resources and equitable distribution processes. This constant review and evaluation has over the years indicated series of challenges that has resulted low motivation and performance as identified by Okoye and Oghoghme (2011)^[13], who opined that in most developing countries public service have not been satisfactory in their performance. In this view, Ihenacho (2017)^[9] pointed that being an instrument of socio-economic development, it is necessary for rapid social and economic sustenance, by creating and delivering the needed confidence for both local and foreign investors. This means that if foreign investors will plough in their money, then the public sector must be responsible enough to guarantee a healthy business atmosphere. This is the main trust of public service.

The foregoing implies that while providing the atmosphere for proper business engagement for the private sector, public

service acts as a check to prevent private exploitation, by the establishment of regulatory and supervisory frameworks. Thus, citing the view of Akpan, Iheanacho (2017)^[9] pointed that public service being a process through which service is rendered for the good of society must sustain the effort of such service delivery, especially where taxpayers' funds are the primary sources of financing of all public institutions and their activities.

Further as observed by Obikeze and Obi (2014), public service constitutes the culmination of service efforts that are organized under the public or authorization of a government. Having understood the nature and characterization of public service as the basis for economic development and societal progress, it is imperative to determine the possible extent of progress in the performance of these obligations.

Based on the foregoing disposition, this paper sets out to evaluate fundamental performance yardsticks that can be used in the test and assessment for the effectiveness and efficiency of public service delivery. In this line of reasoning, the effectiveness of public policies and the efficiency in service delivery was the basis of the inauguration of various Commissions of Enquiry and Public Service Investigative Panels or Committees. The findings of these committees and panels have been instrumental to the various reforms that have been institutionalized in order to revitalize the public service system; most especially the conditions of service. As opined by Iheanacho (2017)^[9], these measures should be designed to enhance the performance of constitutional responsibilities that are incumbent on public servants and public office holders. Thus, while Iheanacho (2017)^[9] focused on identifying the challenges that are working against the optimal performance of public service, this paper will focus on key performance indicators that can be used in the evaluation of the effectiveness of policy directives and the efficiencies in the delivery of public service.

In the foregoing regard, it should be pointed that the view of Osawe (2015)^[16] that "public service reflects the state of the nation and no nation has been able to advance beyond its public service", is central to any discussion that concerns public service performance. This means that without a well-articulated and organized public sector, no nation can achieve sustainable development. The implication of this point is that public service is the vehicle for the implementation of government policies that drive societal development programs.

Further, the abundance of mineral resources that are entrusted into the care of the operators of the public sector makes it mandatory that all actors must be well informed and adequately trained and prepared for the administering of public service for the good of the people. This means that only well-educated and sufficiently trained public workforce can initiate and sustain any meaningful and futuristic societal development agenda. In this regard, Achinmugu, Stephen and Aliyu (2013)^[2] argued that Nigeria as a well-endowed nation has all it takes to lead development among third world countries if the right public sector system is entrenched. On the basis of this assertion, Osawe (2015)^[16] referenced a World Bank Report (2005) which referred to Nigeria as a *paradox* and further reiterated this position by a reference to San Francisco Chronicle (2007) which illustrated the *paradoxicality* of Nigeria, by stating that; 'Nigeria is a rich nation floating on oil wealth but almost none of it flows to the people'. This paper finds that part of

the reason for this lack of national productive public sector capacity deals with the unwillingness of the operators of public service to imbibe and project the ethos of applied corporate governance culture which focuses on the elimination of any type of waste in public service and entrenches accountability and *brutal probity in other to safe guide investor funds*.

In view of the foregoing, this paper shall further consider some key elements that affects job satisfaction in respect of public sector performance assessment from the view point of well-defined corporate governance culture.

2. Methodology and Conceptual Framework

This study utilized the method of *qualitative research design* which significantly rely on the preponderance of information sourced from the works of erudite public sector scientists and practitioners. In this regard, descriptive evaluation and analysis dealing with performance characterizations from the viewpoints of international corporate governance practices shall be resorted to. These tested and proven practices have been the sustaining tools for the maintenance of international private sector businesses for a long time. Consequently, the theoretical nature of the paper entails that it should draw inference from secondary data and their incidental and supportive information. In this regard, journal publications, textbooks, internet websites were key sources of the facts and information that were analyzed in this work.

In order to support this adopted method, a conceptual framework that hinges its relevance on the applicability of the chosen design is considered on the bases of the theories supported by such concepts. The theoretical concept or framework in this regard is anchored on the view of Churchill, Ford and Walker (1987)^[5], who posited that the crucial determinant factors of performance could be said to be personal, environmental, organizational, motivational, in addition to attained level of skill propensities, aptitudes and organizational role perception. The culmination of these factors in the eyes of the evaluator deals with the question of which of these factors have the capacity to affect or influence public sector employees since these factors may not apply to all at the same time.

Further, conceptually, it could be seen that all factors climax to the level of performance and derivable satisfaction which is a direct measure of the effectiveness of that policy or public program and the efficiency of its delivery. In the foregoing regard, the conceptual framework for this study is relative to the efficiency it delivers to the public sector in terms of measured, policy implementable and projectable benefits. These benefits could be seen to be depreciative in situations where the identified factors above are not within the control of the system and they are allowed to determine the outcomes of policy implementation. For instance, Arowolo (2012)^[4] pointed that in Nigeria, the factor of the nature of the environment has weighted heavily on the performance of public service. Thus, the factors identified seem to have overwhelmed all fair assessment of the situation as the public service system have not been able to tackle the issues of inefficiency and depreciating collateral capitals.

3. Identified Key Performance Indicators

In view of the foregoing, the following measurement yardsticks are identified as key performance indicators that

results from the effects or influence of the identified determinant factors. These indicators shall be taken in the following order:

1. Bureaucratic system of the public sector.
2. Issues of depreciative motivation.
3. Weak or absent performance evaluation policy.
4. Issues relative to two-way communication within a conducive work environment.

From the foregoing, it would be noted that the indicators are all issues related to corporate governance culture as applicable in integrity driven private organizations. This means that the evaluation of the efficiency of public service using these yardsticks should be done from the perspective of private sector corporate governance strategies. These strategies seek to promote the culture of adequate return on investment under ethical rules of engagement rather than service delivery for public good. With these views at the back of our minds we shall discuss the details of these yardsticks and how they can be beneficial to public policy initiators and implementers.

3.1 Bureaucratic System of the Public Sector

As a key performance indicator within the confines of militating factors that undermine service efficiency, bureaucratic bottlenecks reduces the speed of progress, all in the name of compliance with due process, unlike private engagements and enterprises, decision pathways are simple and direct, where many persons are not required in order to make binding decisions.

A central consideration under this measurement yardstick is the *Max Webber theory* in relation to bureaucracy and its attendant challenges. This theory deals with man as a social entity that has natural proclivity to idleness and laziness, but at the same time desire the best things of life. This materialism drives man towards acquisition of wealth without control or limits. This means that where an employee finds the opportunity for more wealth, he can compromise his official duties to pursue same, except he is restricted by law or stringent policy or administrative procedure with heavy punitive measures. Based on this undertone, Osawe (2015) ^[16] argued that Webber's view about man's penchant for materialism agrees with *Douglas McGregor's Theory X* of motivation which recommends punitive measures for recalcitrant employees.

Thus, McGregor Theory X as a corporate governance tool, utilize totalitarian management approach that is intended to purge the workforce of any form of laziness towards work. It should be noted that a combination of both Theory X and Y will see the workforce improve within the public sector; as theory Y implies the delegation of certain rights and privileges to some categories of the workforce and this gives them the impetus and motivation since they become part of the decision-making organs of the establishment.

How do these two angles of McGregor's theory align with the views of this paper? In response to this poser, recourse is made to the work of Osawe (2015) ^[16], where he opined that, the nature of man makes him vulnerable to weakness in terms personal discipline in the face of temptation for wanting more, which means there must be legal and administrative constraints imposed on man to enable him become disciplined as to be productive under a public service engagement. This is to say, that, naturally man finds it difficult to responsibly carry out a duty without some

compelling forces of control and direction.

This foregoing finding thus implies that in public service, employees of government hide under the cloak of bureaucracy to avoid official responsibilities. This sometimes is viewed as bureaucratic bottleneck, but in the real sense, it's just the attitude of man to work and accounts for why decision-making processes take longer time under public interest situations. Thus, as a valid measurement yardstick, the presence of bureaucracy in the public sector could be reviewed along the lines of assigning specific roles and resources under stringent timelines to different officials as practiced in *non-deficit zero-tolerance* corporate governance institutions and work environments. This means that much can be achieved if the test for the presence or extent of bureaucratic impact on public service efficiency in respect of discharge of obligations reveals that imposed bureaucratic red tapes have significantly affected the performance of public servants and the system in general.

The paper finds that the foregoing account for why persons who have been very successful in the running of their private businesses should be encouraged to subscribe for political offices; and when they succeed, they are required to inject ideas that solve the bureaucratic challenges. In order to make the foregoing solution to become effective, Max Webber's idea of uniformity in practice and instilling of public order to societal processes are two pronged solutions that were canvassed in the works of Haralambos and Head (1980) ^[8]. These authors believe that where uniformity of processes are integrated into public affairs in such an orderly manner, extravagances that are sometimes brought by politicians (who were not successful in their private businesses) into public office could be curbed. It is the observation of this paper that when persons who were not really successful in their own private businesses, gain access to public office, they tend to become profligate with public resources, thus squandering the future of their societies. The same goes for career public servants, who are not well trained to understand the value of the resources at their disposal and the purpose of their public engagement. This set of public sector officials have the capacity to deploy bureaucratic bottlenecks in order to frustrate public policy for their selfish gain.

Although, we have x-rayed the downside of bureaucracy, it is important to also consider its top side as opined by Arowolo (2012) ^[4] who pointed that bureaucracy helps to control or regulate employee behavioral patterns in public work environments. This being the case, this paper is of the firm view that although bureaucracy is necessary for implementation of due processes and administrative controls, the over utilization of same is a huge distraction to the purpose of efficient public service delivery, especially where employees can hide under bureaucracy to project personal selfish ambitions that can also constitute conflicts of interests that may run against public policy (Olatunji 2013) ^[14].

In conclusion of this measurement yardstick, recourse is further made to the view of Webber (1941) as canvassed in Osawe (2015) ^[16], in respect of the endpoint of public bureaucratic situations; and that is, that man's natural tendency is not that of work but attainment of economic benefits. Then, given this position, there is a necessity for a compelling force of law or administrative policy with criminal imputations and attributions that must regulate the conduct of man in his workplace. Thus, the essence of this

compelling authority is to increase efficiency and enhance the performance of the employees of public institutions. It should then be noted that this compelling authority must be a legal domination of individual interest, to such an extent that authority under a bureaucratic environment of work should flow from publicly assigned powers and dictates of the position or office and not the personal view of the holder of that office.

3.2 Issues of Depreciating Motivation

On a more specific consideration of Max Webber’s theory, it is clearly understood that employee motivation is fundamental to the effectiveness of policy directives of public officers. This motivation factor holds better sway in the private sector for organizations that have adopted standard corporate governance cultures.

Thus, a test of the extent of motivational factors and the issues that tends to depreciate them among of public servants is crucial to the determination of efficiency and performance of public policy. A case in point is the remuneration of public servants. This key factor of assessment has been on a steady decline, the result of which has been indicated as low outputs from public servants. As could be noticed, when compared with remuneration packages of private sector, public services have continued to pay low wages (Achimugun, Stephen and Aliyu, 2013) [2]. Thus, in Tables 1 and 2 below, the minimum wage of public servants along with their various post-independence dispensations and the international value of their monthly incomes in terms of comparison with the United States dollar have been indicated as follows:

Table 1: Nigerian workers minimum wage 1974-2017

Year	Nominal	Current value	
	Naira	Naira	US\$
1974	60	90,113	228
1981	125	54,231	137
1991	250	19,457	49
1993	363	12,432	31
1998	2,500	28,620	72
2007	7,500	22,740	57
2009	18,000	43,853	111
2017	18,000	18,000	55

Source: Zuhuman Dapel (2018), Setting the Record Straight on Public Sector Minimum Wage in Nigeria, Centre for Global Development Oct. 26, 2018. Available at: www.linkedin.com/pulse/settingrecords

Note that computation is based on prevalent parallel market value of the dollar in Nigeria.

Table 2: Nigerian workers minimum wage 1974-2023

Year	Nominal	Current value	
	Naira	Naira	US\$
1974	60	197,220	228
1981	125	118,505	137
1991	250	42,385	49
1993	363	26,815	31
1998	2,500	62,280	72
2007	7,500	49,305	57
2009	18,000	96,015	111
2017	18,000	47,575	55
2023*	30,000	30,275	35

Table 2 from Dapel (2018) with Author addition of the 2023 figures and computation of current value of N865/ \$1 to indicate value of Naira based on current realities

From the above, it can be seen that the minimum wage of the Federal Government of Nigeria continues in a phenomenal downward trend to a low of \$35 as at July 2023 computation of workers’ wages. Now, under this type of wage administration, public or civil servants cannot be said to be motivated when they are aware, through their union leaders (who interface with heads of government units) the amount of money in millions of naira and other benefits of office that the National Assembly members earn on a monthly basis; these public sector workers also see the heavy investments of these Assembly men all over the nation and outside Nigeria.

Thus, depreciating motivation thus becomes a significant performance measurement yardstick to determine the extent of efficiency of service for public sector employees in respect of how they discharge their obligations. Further, according to the views of Dapel (2018) which agrees with Achimugun *et al*, low motivation can only be ascribed to a public sector whose income capacity is on a constant downward trend as could be seen in the Tables above. Thus, from 2009 to date, the minimum wage of the Nigeria public sector worker has been a low motivating factor as to guarantee any form of efficiency of service and; as a benchmark, it could be said to have scored low in the ranking of public service performance indicator.

3.3 Weak/Absent Performance Evaluation Policy

It should be noted that the strength of any public service is in the capacity to determine its growth rate by internal and external performance evaluations based on the efficiency of service delivery. The essence of evaluation is thus evidenced in the ability of the public service system to set down its own rules, procedure and processes. In this respect and in comparison with what happens in more advanced public service climes, Divorski in Mackay (1998) [6] drew a distinction between the Canadian and United States of America systems of government employees’ performance evaluation. From Divorski’s findings, performance evaluation for Canadian Federal Civil Service is governed by public administrative policies while in the US, evaluation is governed by legislation. The implication of this is that, while the US system would be driven by political considerations due to individual, group and party interests and general political interferences, the Canadian system back then, was driven by public policy and interest of the society.

Thus, under the Canadian system, administrative policy requires that departments of Federal Civil Service should develop their evaluation mechanisms, processes and procedures and conduct same in-house or outsourced to accredited organizations that may not be public institutions by nature. This implies that these organizations may embark on training before evaluation. In Australia for instance Divorski (1998) pointed that evaluations for Federal Civil Service are conducted in the Canadian fashion but with a cycle of review ranging from 3-7 years.

The findings of this paper indicate that this period of 3-7 years is allowed to enable policy makers interrogate and understand the various current developments, legislation, international best practices, global paradigm shifts in respect of practices from international organizations and defining the appropriate training strategies that would take these new developments into considerations. The cost effective

measures of integrating these new developments into mainstream policy that are necessary for the improvement in work approaches and attitudes are also considered alongside the budgets and operational timelines before designing new evaluation procedures, requirements and tests.

In the foregoing regard, and in accordance with Divorski's view, key parameters for the assessment of the performance of public policy in relation to employee work inputs before their performance evaluation, must be designed on the basis of the following:

1. Relevance and scope of the evaluation, which determines whether an evaluation program is consistent with current and future government priorities that address the needs of the public.
2. The success of previous evaluation programs in meeting the core objectives for its establishment
3. Whether the cost of evaluation matches the expectations of its objectives as compared to other available alternatives.

Thus, Divorski in Mackay (1998) ^[6] observed that in the overall and as a means of determination of the efficiency of public policy, constant evaluation has contributed to effective cost management and has resulted improvement in service delivery. Divorski opined that a comparison by an organization, the *Human Resource Development Canada* in respect of job training program indicates that privately sponsored projects had better performance than publicly sponsored projects (Divorski, p.56). This is due to the implementation of corporate governance initiatives that track and eliminate all forms of resource wastages.

Further, the effectiveness of any public service employee evaluation must be based on the policy objective of the government. This point is well illustrated by the Udoji Commission of 1972 where the then Head of State of Nigeria, Yakubu Gowon assigned Chief J. O. Udoji to head a Civil Service Review Commission of Enquiry. This resulted far reaching recommendations that included a serious call for civil servants training and evaluation. This requirement for a better civil service, became the basis for public service employee evaluation and promotion, which was determined and fixed at a regular interval of appraisal for promotion. In addition, as an indicator for performance, Iheanachor (2017) ^[9] pointed that the Udoji Commission recommendations significantly abolished the Five Class System and introduced a unified grading system, which was designed to encourage hard work and the evaluation of experience profiles before subsequent promotions can be achieved. In this regard, Nwachukwu (2011) ^[11] observed that this approach of Udoji solved age long rigid problem of inability to convert or progress from clerical to administrative cadre. Thus, the test of public policy performance is directly connected to the design and implementation of standard evaluation policies that assesses and appraise the performance and capacity of the workforce on the basis of their quantifiable individual direct input into collective public service progress.

3.4 Issues Relative to Two-Way Communication within a Conducive Work Environment

As could be seen, communication is a well-established aspect of service delivery in any work environment. As required in any human engagement, the ability to communicate one's views and desires to others as to make

them appreciate and take steps in respect of those views is the means to move that process forward, and under public service requirement such views must be within the already existing administrative or operational templates.

Under this approach in the civil service, Rivai, Baharuddin, Syarifuddi, Seppa and Yusri (2022) ^[17] identified empathy as representing the means through which relationship is established, thus promoting good communication and understanding the requirements of the job as a team of policy executors. In Rivai *et al* estimation, empathy is a means of evaluating the quality of public service delivery. Thus, this approach was used to show how the communication of skills possessed by public servants, affects or influence people's satisfaction levels. In this regard, it is safe to say that an employee job satisfaction is tied to the satisfaction of the consumers of that service. This means that until the taxpayers and members of the public are satisfied with the work of the public servant, then the public servants cannot be rated as having performed the duties of their office.

The additional implication of the foregoing is that where an employee in public service desire job satisfaction, then the measurement gauge to his satisfaction is the direct consequence of his service to the public. Thus, the use of the effectiveness of two-way communication as a determinant factor in the evaluation of public policy efficiency can only be achieved through well articulated observation which will indicate the descriptive elements of communication processes and skills required of civil servants in the discharge of their duties.

In view of the foregoing, Rivai *et al* found that 'trust' must be the resultant effect of communication since its key focus is the ability to make the listener carry out an activity or do something. So, in a two-way communication in a work environment, the civil servant is required to communicate his view or desire in sufficiently clear terms within the requirement or obligations of his job. This clear communication will elicit the required response and make the listener to proceed in compliance of the request of the speaker. Thus, trust results from effective communication and with trust is usually accompanied with the needed action. This means that the attitude of creating trust in a two-way communication should be intended to make other persons within that work environment open up by the direct expression of their personal thoughts, feelings and persuasions. This approach can establish a close relationship between the speaker and listener, which will result deeper understanding of each other, preparatory for future engagements.

Further, effective communication can produce a healthy work environment that is suitable to active sportsmanship since all participants are responsible to ensuring that others are not in doubt or in confusion of their intensions which are transmitted through communication. It is thus to be noted that the expected sportsmanship that should be generated from healthy work place communication should be measured in terms of the following: impacts or influence of conveyed feelings, perceptions void of aspersions, judging of actions, quality of problem-solving engagements, extent of honest desire to work together for a common objective, quality of respect given to the views and beliefs of others, and the ability to review opinions and admit mistakes or accept corrections are all means of evaluation of the impact of two-way communication in the determination of the

efficiency of performance capabilities.

The foregoing implies that the absence of these fundamental qualities of professionalism in the work environment is an indication that public policy in the regard have not been able to achieve its purpose.

4. Public-Private Collaborations for Efficiency in Resource Management

Due to the relevance of efficiency in public service delivery, various initiatives of government have suggested a strong need for private involvement in the affairs of public institutions. In this regard, there is the need for this paper to view few models of partnerships and collaborations that have utilized some measures of corporate governance culture to enhance the efficiency of public policies and increase the performance ratings of public institutions. The brief averment below is a positive testimony in respect of the benefits derivable from the application of private oriented corporate governance initiatives. The delivery of public services under private ingenuities can take the following initiatives.

4.1 Contractor Driven Private-Public Venture

According to the views of McNabb (2009) ^[10] a contractor driven public venture arises from a situation where private institutions are engaged to operate public ventures in order to deliver the public objectives within the available lean resources that were previously impossible under public management. In some models relative to this application, the government is required to manage and finance the activity and also set down policy control mechanism comparative to the nature and standard that are expected of the goods or services to be delivered. This approach could be seen in collaborations for the building of roads, large municipal facilities, rails, tunnels, etc.

4.2 Public-Private Partnerships

This form of partnership between private concerns and public institutions can be used to improve on service delivery where public institutions have failed to realize any significant benefit. According to Olaopa (2012) ^[15] "partnership between the public and private sectors is just another component of New Public Management (NPM) aimed at reforming public sector organizations for better public service delivery". This view is relatedly of significant importance in the sense that the agreement between the two sides are designed with the elements of good corporate governance, implying that both sides have concurrent roles to play as the venture is jointly operated and sometimes under same management with shared authorities. As the Canadian Council for Public-Private Partnership observes, "public-private partnership is a cooperative effort between the public and private sectors, built on each partner's expertise, that best addresses clearly defined public needs through the appropriate allocation of resources, risks, and rewards" (Egugbo, 2020) ^[7].

Further, benefits accrual for this type of engagement draws from a symbiotic connection in between the parties due to the fact that each partner is required to earn a reasonable profit in respect to its contributions, aims and purposes for engaging in such partnership of public centered collaborations. Infrastructural development that requires highly skilled operational inputs such as the running of a refinery can be cited as one of the areas for this type of

collaboration with the private sector.

4.3 Outsourcing of Governmental Duties and Obligations

Outsourcing in this regard, deals with government releasing some key duties and obligations to private organizations due to their expertise in those areas. For instance, in the design and costing of public infrastructures, such as bridges, tunnels and turnkey size roadrails, governments usually outsource such concerns as consultancy services to private concerns who in turn engage other external resources where they lack the appropriate capacity or expertise in order to organize the details within the scope set out by government. Accordingly, writers such as Oriakhi and Okoh, in Okoye and Oghoghomeh (2011) ^[13] went on to lace the forgoing view with a succinct definition where they stated that "the contracting of the delivery of goods and services (fully or partially) to a private sector entity under a contract that typically involves no equity and capital."

It should be noted that the implication of this definition is that although the concern has been outsourced, the facilities and assets are still within public ownership; however, the general administration of the personnel and operation for increased productivity have been outsourced. Cases where this has been implemented is the managing of retirement plans and benefits, and consultancies for staff recruitment, employment, promotion and many other forms of employee management concerns that are supportive of a host of other public oriented services.

5. Conclusion

Public service is an instrument of government that is designed for the provision of goods and services that are intended for societal growth and development. It is thus a function of democratic representation of people where its core role is service to the people only. However, in an attempt to serve the people, certain tendencies arise that inhibit the progress of the desired objective. In the long run, the intendment of the people to set up a public service for the management of their collective resources becomes defeated and communal resources end up in the possession of the public servants and their cronies.

The foregoing background necessitated this study, which aims to look at the various bottlenecks and inhibitors of public policy by adapting good corporate governance cultures and initiatives that have enhanced the survival of many large private sector organizations, that adopted them as a means of improving on their productivity and reducing the bureaucratic system of the public sector. In this regard, the focal point of discussion also moved on to the depreciative motivation, which looked at the implication of the trend of reducing motivational benefits and its impacts on the efficiency of discharge of public policy.

The paper also discussed the impact of weak or absent worker's performance evaluation schemes in order to uncover the result of inadequate performance evaluation measures. Recourse was made to practices in Canada, USA and Australia and lessons were drawn from these places to strengthen employee performance evaluation of in Nigeria. The issue of communication was also discussed in order to understand the impact of communication to the realization of the core essence of public policy and the effectiveness of its implementation. The various dimensions of communication as applicable under private enterprises and how their deployment in public service delivery can enhance

greater efficiency and productivity. The paper thus finalized its views by looking at the various private-public initiatives that has resulted significant progress in the management of public resource.

In the overall, public services can be more productive if the ideals of corporate governance culture are implemented within public sector concerns. This suggestion is due to the fact that those public concerns fail because of poor management of available resources. Thus, under corporate governance initiatives, resource wastages are eliminated, conflicts of interest situations are adequately dealt with and there is clear absence of bureaucratic bottlenecks that inhibit societal development and aspirations for better life.

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