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# African Journal of Public Administration and Management

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ASSOCIATION AFRICAINE POUR  
L'ADMINISTRATION PUBLIQUE  
ET LE MANAGEMENT (AAAPM)



# African Journal of Public Administration and Management

Vol. XXVII No. 2 January – June 2020

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AJPAM is a bi - annual publication published in January and July each year. Manuscripts discussing a range of issues of public administration, leadership, management, development and related matters across the continent and from other parts of the world are welcome.

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- b. Employ scholarly and professional language in English or French.

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## **Introduction by the Chief Editor**



It is a great pleasure to introduce to you the latest edition of AAPAM's journal which has for many years served as a forum for debate and information pertaining to public administration and management in Africa. The journal has regularly tried to serve its readers by publishing articles that are a reflection of the changing landscape of public services in Africa. As a journal that is written both for academics and public servants, the journal has been a bridge which links to sometimes unduly separate worlds of government on the one hand and higher education on the other. The journal is firmly aligned to AAPAM's commitment to promoting research aimed at contributing to solving the development needs of African states.

It is very pleasing that the present volume includes an article by Professor Jide Balogun from Nigeria who has a long association with AAPAM going back to the early days of the journal. He was our first editor. I have in one of my bookcases a copy of the issue of January 1992 which contained five articles by distinguished African academics and public servants. He is ideally placed to write for us an historical piece on state formation in Africa. His article is a reminder of the importance of history and therefore the need to eschew the narrowness of what in some quarters has been termed 'presentism'. Thank you, Professor Balogun, for your article in this volume and for your pioneering service for AAPAM and its members.

The other articles tackle contemporary themes. This volume includes an article by Mothusi on the inter-related issues of integration and inclusivity in Africa; these are issues of growing importance in debates about development in general as well as emerging as key concerns for Public Administration and Management. For example, such issues were often raised by participants at the 2018 AAPAM Round Table in Botswana. Another theme which is picking up momentum is that of gender. Omotoye looks at the case of Botswana and spells out the implications for policy makers of the ways in which gender and corruption are connected. It is well known that the sustainable development goals are now very much on the agenda for Africa. However, the implications for Public Administration and Management are not always seen as clearly as they need to be. The article by Mpabanga and Seta helps to improve this state of affairs in their article which pinpoints what they see as the 5 'Ps'. As we need to give greater commitment to sustainable development, their article is a timely reminder of the need for more effective state action in support of the SDGs. Finally we include a piece from Zimbabwe which is about the Roman Catholic Church. Chikerema, Sithole and Chikwavira have carried out research which reminds us, *inter alia* that non-government organizations have been of growing importance for some years now. It is hoped that more articles of this sort can be carried in the journal to remind us that the public sector should not be divorced from the important work being done by churches and other NGOs. Also of importance is the article on project management in local government in Uganda by Bwengye which highlights the need for significantly more effective monitoring without which critical data cannot be reliably obtained. The article presents a large amount of information arising from fieldwork undertaken for the author's doctoral thesis.

I hope you find much to interest you in this volume and that you enjoy reading the articles. I also hope you will continue to support your journal as it strives to deliver on our vision and mission which, in a nutshell, is to promote excellence, professionalism and best practice in African states.

**Prof. Malcolm Wallis**

Chief Editor

# State Formation, Identity Value of Citizenship and the Role of the Civil Service: Patterns and Trends in Nigeria

M. J. Balogun<sup>1</sup>

## Abstract

The article argues the proposition that where those currently running a state cannot legitimately claim to be its founders, securing obedience to the state requires, at the minimum, that genuine efforts be made to implement inclusive, identity-strengthening policies and programmes. Specifically, if a state appears unable or unwilling to provide credible answers to dominant concerns—especially, concerns for personal security, for equal and unimpeded access to essential services, and for unhampered exercise of rights that neither imperil nor annihilate opposite numbers' rights--the citizen will inevitably look elsewhere for support. Herein lies the significance of the civil service's role. The article begins with a conceptual framework depicting the circumstances under which individuals and groups surrender fractions of their freedoms to enable a central authority to tackle problems that are beyond the capacity of individuals. It then proceeds to track the process of state formation in Nigeria. In the accompanying sections, the article examines patterns and trends in the growth of the civil service, assesses the role of the bureaucracy in the development of modern Nigeria, and discusses the future role of the civil service.

**Key words:** State, State Stages, Legitimacy, Indigenous, Natives, State Systems

## The Whys and the wheresofres of State Formation and Survival: A Conceptual Framework

State creation is not a science, let alone an exact one. At one time or place, it might owe its existence to the empire-building instinct of an individual endowed with a few attributes—notably, charisma, foresight, ingenuity, astuteness, ruthlessness, courage and determination. On another day, the state only emerges when individuals, like those in early Greek city-states, meet to decide issues of common concern or, failing that, implicitly or explicitly mandate a central authority to act

on their behalf. At yet another time, it takes the intervention of a foreign power to establish order in a distant but hitherto anarchic society.

Examples of forceful personalities creating order out of chaos abound in history. They include Genghis Khan, the brain behind one of the largest empires in history; Alexander the Great, who united the Greek city-states and led the Corinthian League.<sup>2</sup> Other historic figures that brought formerly autonomous groups under diverse forms of centralized rule are Charlemagne, Julius Caesar, Hannibal, the Muslim Caliphs, and the Ottoman Sultans. Among Africa's state builders are Sonni Ali Ber, Askya Muhammadu Ture, Oduduwa, Shaka the Zulu, and Othman Dan Fodiyo, the erudite Islamic scholar whose teachings contributed

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<sup>2</sup>He was variously known as King of Persia, Babylon and Asia, and King of Four Quarters of the World.