THE IMPACT OF THE RELATIONSHIP BETWEEN POLITICAL APPOINTEES AND CAREER OFFICERS IN LOCAL GOVERNMENT ON POLICY MAKING IN NIGERIA: A STUDY OF KEFFI LOCAL GOVERNMENT COUNCIL OF NASARAWA STATE

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ABSTRACT

The purpose of this research is to examine the nature of the relationship between political appointees and career officers. Primary and Secondary sources of data were used. The research reveals that the relationship between political appointees and career officers, at local government level is conflictual than cooperations. The researcher recommended that the constitution of Nigeria must be made to recognize and stipulates specific functions to the various unit in the local government.

Keywords: Political appointees, Career officers, Public Policy
INTRODUCTION
Local government as a tier of government has generated much interest globally. This global interest in the local government as an agent of mass mobilization and development has also given rise to series of scholarly postulation. It was from this angle that some have argues that that the local government system like constitution transported into developing countries did not suit the political culture of the areas and therefore proved functionally unsatisfactory. They therefore called for a reform of the present system in order to make suitable for the political culture of the people and more responsible to their yearning and aspirations. As if trying to toe on the same line of argument Barbar (1974), argued “that in a situation where the state wants to enrich democracy local autonomy can be achieved through local government”.

The colonial period marks the beginning of the modern local government system in the country. Prior to this period, traditional institution were at liberty to practice any system of administration that suited their environment and peculiar circumstances. However, with the advent of colonialism at the turn of the century, the natural development process of the people was arrested. The colonial local government system was known as the native administration system or simply native authorities. In this the structure was describe by Oyediran (1988) as “characterized by military like chain of responsible extending from the governor and lieutenant governor down to the Resident, District officer, chief or Emir, District Head or chief and town or village head”.

Furthermore, the system of administration which allowed the traditional authorizes to flourish under the close supervisor of the Resident because the hallmark of indirect rule. It must however be oriented out that the traditional institution were inferior to the colonial authorities for as Alex Gboyega (1989) remarked “the value of the colonial system did not admit of party of status between the chief, that is the traditional ruler and the resident”.

Moreover, the local government at that period was seen purely as been instrumental. It was this that serves as a tool for colonial exploitation of the colonies for the benefit of the metropolitan. Whatever changes were made on the traditional institution already in existence were done ostensibly to further the exploitative agenda of colonial rule. Fkime and Croether (1970) in advancing this argument stated that:-

The use of indigenous political institution for the purpose of local government was contingent on certain in modifications. These modifications fell into two categories. Modification of aspect of traditional government that was repugnant to European ideas of what constitute good government, and modifications of the colonized”

The native authorizes though very conservative in outlook due to its traditional orientation, still performed same functions were legislative, executive and judicial in nature. At this point, it is imperative to note that the system was highly centralized and exclude the emerging educated elites. It was from this group that agitation for reformations of the authorities emanated and with time these reform changed the face of the local government system in the country.

The post-colonial era marked, the regionalization of local government in Nigeria. Local government were essentially the responsibility of the region. Thus there existed far reaching disparities in their structures, functions and composition. This also reflected in their powers and influence in the three region.

However, during the era of early military of 1966-1976, the period was characterized with great political instability. As expected all effort were geared towards maintaining stability and combating the Biafran threat of secession. The entry of the military did witness some changes in the council as the local government administration were discussed and new caretaker or administrator imposed on them.

The second military era of 1984 to 1999 marked another face in the history of local government in Nigeria. The military government, in particularly Buhari regime set up the Dasuki panel to look into the affairs of the local councils and to stipulate guideline for its effective and efficient administration. The commission recommended among other things that the councils should be directly funded and authority should be granted to them more affective based on the recommendation local government ministries were abolished all over the country. Dasuki panel in their report attribute the problems of local government to operational factors, arising directly from the behavior and attitude of the person who operate the system. (Political Bureau Reports 1987). The recommendation of the committee could not be implemented as Buhari’s regime was overthrown by General Babangida in 1985.

It is widely believe that while policymaking is within the domain of politics and politician, the implementation of policies in the sole responsibility of career administrators. In other words, policies and administration are mutually exclusive just as the process of policy formulation is distinct from that of policy implementation.
The general point is that there is no demarcation between politics and administration. Although some scholars are of the view that politics should be separated from administration, we still notice that there is no water tight decision politician and administrations as a number of factor militate against the separation of politics and administration.

The conventional argument that the role of the political appointees and career officers are differentiated by the process of policy formulation and policy implementation fails in the face or reality, at least, as it applies to Nigeria local government (Balogun1983).

Scope of the Study
The scope of this research is to examine the relation between political appointees and carrier officers as regard to policy formulation in Keffi Local Government of Nasarawa State.

Furthermore, the research shall cover the sample size of all the employees in Keffi Local Government, who comprises of both carrier officers (junior and senior officers) and political appointee (elected and appointed).

Moreover, the research shall cover the period between May 29th 1999 to May 29th, 2003.

Objective of the Study
The main objective of the research is to observe and examine the conflict engender by the relationship which exist between political appointees and the carrier officers as regard to policy conception, formulation and implementation at the local level. The followings are the specific objective.

i-To examine and assess the relationship between political appointees and career officers in respect of policy making in local government.

ii-To analyze the techniques employ by local government in policy implementation.

Research Questions
For the purpose of this study the following questions will be sought:

i-What is the relationship between political appointees and carrier officers in respect of policy making in the local government?

ii-What are the techniques employ by local government in policy implementation?

Research Hypotheses

i-Conflict exist in the relationship between political appointees and carrier officers in the local government in respect of policy making.

ii-Conflict does not exist in the relationship between political appointees and carrier officers in the local government in respect of policy making.

Significance of the Study
The research work will contribute immensely in maximizing cooperation between political appointees and carrier officer, especially at local level.

In addition to that, the current thinking all over Nigeria is towards ensuring a better future and grassroots administration, undoubtedly, the study will contribution in the scholarly discourse engender in the country.

Furthermore, the research will also contribute to help all the local government in the country to reduce the friction between the political appointees and carrier officers.

THEORETICAL FRAMEWORK
Theoretical conception of leadership in the public sector postulate that in most modern states government administration is run two major groups, the political executive and carrier officers. While ultimate decision, and therefore policy, rest with the political head carrier officer merely execute or administer the policies. This role definition according Ademolekun (1983) accord with the democratic principles which requires that only those who have obtained the mandate of sovereign people can lead society. On other hand, the career officers, even though are technocrats or expert in their own rights can only assist in the formulation and execution of policy as directed by the political head.
Moreover, dwelling further on the role between politics and administration, Adebayo (1994) argued that policy is concern with decision as to what to do; it is the laying down of the broad objectives of what is to be done. Administration on the other hand, is getting it done. It is concerned with the most efficient means of implementing policy decided by policy makers. He point out further that administration is concern with serving and assisting the policy making process. He then concludes that policy is, in short concern with ends while administration is concern with means. In his submission, however, Adebayo was not oblivious of the fact that “very often means do influence ends. In other words, that there is some kind of interrelationship between politics and administration. Unlike this later thinking of Adebayo, one of earliest writers on the topic, Woodrow Wilson of America, stressed that administration lies outside the proper spheres of politics and administration questions are not political questions (Wilson, 1887).

Furthermore, other America scholars, John, (1935) took Wilson line of sphere which is the determination, crystallization and declaration of the will of the community, whereas administration is the carrying into effect of this once it has been made clear by political process. He felt that politics should stick to its policy determining sphere and leader administration to apply its own technical processes free from the plight of political meddling. A contemporary of Wilsons, Goodnow (1914) made clear distinction between politics and administration. He viewed politics as the expression of the will of the state and administration as the execution of will. Willoughby (1920) on his part went to the extreme of not only separating administration from politics, but setting it up as the fourth arm of government along with the legislative, the executive and the judiciary.

The sharp distinction between policy and administration in the foregoing analysis represent attempt by some American scholars or specialist in public Administration to make efficiency the watch word in the conduct of public affairs.

What they advocate came against the background of the political circumstance the time. The dominance of the spoils and patronage system whereby government operation are conduct without due regards to merit and specialization. With administration reform over politics and administration cannot always be separated and isolated as advocate above.

Applying the foregoing theoretical conception to the local government, however, presupposes that we have on the one hand elected local government chairman, the councilors, and where applicable appointed supervisors forming the political class, and at the other end, the local non-partisan anonymous and selfless carrier officers who are responsible for the management of the machinery of government and carry out the day-to-day duties that public administrations demanded. And this later categories of officer are the rank and file staff, the heads of departments, Direction of personnel etc. These officers are charged with the responsibilities of defining policy options, analyzing the environment etc. The theoretical frame work of this research is classical admin theory.

**CONCEPTUAL FRAMEWORK**

**Political Officers**

According to Adebayo (1986) define carrier as all officers of the state, other than those holding political appointments, who are employed in a civil capacity and whole remuneration is paid out of money voted by legislature, Adamolekun (1983) sees carrier officers as “the body of permanent officials appointed to assist the political executive in formulating and implementing governmental policies.

**Local Government**

In Nigeria, the 1976 reforms conceived local government as “Government at the local level exercised through representative councils established by law to exercise specific powers within defined areas.

These powers should give the council substantial control over affairs as well as staff and institutional and financial powers to initiate and direct the provision of service and to determine and implement project as to complement the activities of the state and federal government in their areas and to ensure devolution of function to these councils and through the active participation of the people and their traditional institution that local initiative and response to local needs and conditions are maximized”.

Found at the grassroots level with the sole aimed of improving the socio-economic, political well-being of the people in a given area. It can also be defined as “a set of Government with their own identity, powers and source of revenue established to the state” (Aliyu, 1986)
Moreover, Orewa (1992) define local government as a system of local communities and forms, which are organized to maintain law and order, provide some limited range of social services, and cooperation of the inhabitant in joint Endeavour’s towards the implements of their condition of living “Akinwale (1988) defines it as “a political submission of law which is constituted by law and has substantial control of local affairs”.

**Public Policy**

According to Dunn (1981), public policy can be defined as “a long series of more or less related choices including decision not to be made by governmental bodies or official “Jones (1977) defined public policy as a series of ongoing stages such as policy formulations, policy Adoption, budgeting, implementation and evolution. Wadt (2001) sees public policy as “a formal articulation, statement or publication of a goal which the government intends to pursue in order to address a need or problem “Lindblom (1968) sees public as a series of small steps or increments rather than a highly rational and structure process.

**METHODOLOGY**

The primary and secondary sources of data was adopted. Under the primary source, a set of questionnaire containing both close and open ended questions was administered to a sample of the study population who are employees working with the Keffi Local Government Council. This includes both political appointees and carrier officers of the Local Government which totals Seven hundred and thirty one (731).

However, under secondary source of data relevant text books, journals and other research work were consulted and reviewed. For the purpose of the review, searching, documentation and extraction were used. Searching technique entails seeking for relevant data or information that cannot be personally provided by the researcher. The emphasis is of course to find information that helps in understanding the problem being investigated.

**Sample Size/Sampling Technique**

The sample size is one hundred and twenty (120) derived through a purposive (non-probability) sampling technique.

**METHOD FOR DATA ANALYSIS**

The data were presented and analysed on a simple percentage table, basically to provide an easy means of computation and understanding the analysis.

**Data Presentation Analysis.**

<table>
<thead>
<tr>
<th>AGE GROUP</th>
<th>FREQUENCY</th>
<th>MIDDLE VALUE</th>
<th>FX</th>
</tr>
</thead>
<tbody>
<tr>
<td>18-28</td>
<td>28</td>
<td>23</td>
<td>644</td>
</tr>
<tr>
<td>29-39</td>
<td>14</td>
<td>34</td>
<td>476</td>
</tr>
<tr>
<td>40-50</td>
<td>45</td>
<td>45</td>
<td>2025</td>
</tr>
<tr>
<td>51-60</td>
<td>11</td>
<td>55.5</td>
<td>131</td>
</tr>
<tr>
<td>61-70</td>
<td>02</td>
<td>65.5</td>
<td>131</td>
</tr>
<tr>
<td>EF=100</td>
<td></td>
<td></td>
<td>3886.5</td>
</tr>
</tbody>
</table>

*Sources: Field work 2019*

The above table shows that 28 are the frequency that represents the age group of the respondents between age of 18 to 28 years. While 14 is the frequency that represents the age group of the respondents between the ages of 29-39 year. 45 is the frequency represents the age group of the respondent between the age of 40 to 50 year, and this represent the highest age distribution of the respondents between the ages 51 to 60 years. While 02 is the frequency between the age group of 61 to 70 years.

The above age distribution indicates that those who constitute this research or the majority of both the career officers and political approved are youth who have research certain level in life and thus it can be said that they are the people who acquired either experience through politics or through their various working environment.
Moreover, drawing from the least number of frequency, it indicates that those with highest level of experience do no play fundamental role in determine policy formulation of local level. However, youth participate to a resource able level in policy process and mostly dominate political scene at the grass not level unlike what obtaining in the public service. Thus, the age group of the respondents shows the level of impact made by various level of the political approaches and career officer. And that the bulk of the people that partake in the research are youth.

**Table 2 Sex Distribution of the Respondent**

<table>
<thead>
<tr>
<th>GENDER</th>
<th>NO OF RESPONDENT</th>
<th>PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>96</td>
<td>96%</td>
</tr>
<tr>
<td>Female</td>
<td>04</td>
<td>4%</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

**SOURCES: Field work 2019**

The above table shows that 96 respondents who represent 98% of the respondents are male. While 4 respondents who represent 4% of the respondents are female.

This indicates that in terms of policy formulation women are grossly under represented. This may be attributed to several factors ranging from social, religious to environment factors. Besides that, there is also the issue of gender difference, mostly engender by male carpenters. A packets of male believed that there is nothing worthwhile in women as far as politics or decision making is concerned. This may be adduced to the fact that women are too emotional and as such I all their decision, emotion is fundamentally reflected.

Furthermore, the low level of female as shown by research exhibit the apathy women have in politics as a result of environment factors such as realization as being practiced by some men in predominating Muslim societies. This also suggests that there is the need for re-orientation, enlightenment of the society forwards the recognition of the importance role of women in both politics and administration.

Moreover, the above table shows that the female folk have suffered neglect as regards to education i.e. formal education. In otherwise, despite the fact that women are more popular in the society but, they are seriously left behind in formal education. Hence, you can count the number of moment who shared discuss and deliberate in issues bothering our social million.

**Table 3 Who Should Formulate Policies?**

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>NO OF RESPONDENTS</th>
<th>PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Political Appointees</td>
<td>9</td>
<td>9%</td>
</tr>
<tr>
<td>Career Officers</td>
<td>91</td>
<td>91%</td>
</tr>
<tr>
<td>None of the above</td>
<td>Nil</td>
<td>Nil</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

**SOURCES: Field work: 2019**

The above table shows that 9 respondents who represent 9% of the respondents agreed that political appointees should formulate policies. While 91 respondents who represent 91% of the respondent agreed that career officers showed and career officers should not formulate policies.

The above results indicate that there is very low level of awareness even among the literate one as regard to policy process. While in most advances countries (Jega, 2001), it is widely believed and accepted that the political appointees are squarely responsible for generating policies 70 need the demands of their various constitution. In most developing countries, policies are generated and formulated by career officers at top ladder of the bureaucracy. This result obtained above vindicated this point and strengthening the validity of the aforementioned statement. This may attribute to prolong scene of Nigeria, and because of their low level of education, they tend to rely in the career officers for policy formulation.

Furthermore, the above result also indicates that even the political appointees at the grass root level are ignorant of their position in policy formulation and thus, they became consumed and subsumed by the career officers it has also shown that the dormant trend
in the grass root administration largely and squarely dominated by top career officer. Thus the career officers formulate policies that moreover, suit and meet their personal interest this is as a result of the fact that they are not representing their constitution.

Consequently there is the need to reserve the trend or else the purpose of creating government at the grass root will fundamentally and ultimately be counterproductive and will surely leave much to be desirable. Both political appointees and career officers must be made to understand the role of each other in the policy process. In other works, the political appointees must understand that most policies are formulated by themselves while the career officers should willingly and unwillingly accept their complementary role in policy formations. This would surely, at the end produce policies that will better the lot of their people. Over and above all the result indicates the negative impact of military rule in every nations.

<table>
<thead>
<tr>
<th>Table 4 Conflict Exist Between Political Appointees and Career Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td>CATGORY</td>
</tr>
<tr>
<td>Yes</td>
</tr>
<tr>
<td>No</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

SOURCES: Field work: 2019

The above table shows that 65 respondents who represents 65% of the respondents agreed that conflict exist in the relationship between political appointees and career officers. While 35 of the respondents who represents 35% of the respondents agreed that conflict does not exist in the relationship between political appointees and career officers.

This shows that the relationship between political appointees and career officers is more conflictual than co-operative depending upon a number of reasons, such as low level of education of the political appointees or outright lack of education, lack of awareness by both parties. This research has buttressed the research of Omenka (2001) who also believed that the relationship between political appointees and career officers is quite confliction.

Moreover, the conflicts that exists in this relationship may also attributed who should direct the channeling of resources of resources to execute politics. And again politics play a fundamental role in generating conflict in the relationship between the due. This is because sometime a good and sound policy will be abounding on at a start, half way or when it is generated because of politics. In other words, political interest of political appointees could run contrary to popular interest or national interest.

Hence, conflict is an evil, which must be overcome so as to hinder working of government of the grass root level. Furthermore, conflict also ensure in terms of award of contract that have no bearings on the life of the grassroots people. While the career officers are after due process in the form relation and execution of policies, the political appointees are after patronage, favour and party to youth. It may also comes in terms of recruitment of grassroots administration and this inject incompetence into the system which ultimately engender conflict.

<table>
<thead>
<tr>
<th>Table 5 Elected officers Equipped to Formulate Policies</th>
</tr>
</thead>
<tbody>
<tr>
<td>CATGORY</td>
</tr>
<tr>
<td>Yes</td>
</tr>
<tr>
<td>No</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

SOURCES: Field work: 2019

The table shows that 34 respondents who represent 34% of the respondents agreed that elected officials are equipped to formulate policies while 66 respondents who represents 66% of the respondents agreed that elected officers are not equipped to formulate policies.

This means that right from the word go, adequate provision has not been made to equip the political appointees to formulate policies. Equipping the political appointees come in terms educating them and providing them with policy insight.
Moreover, even the process of electing or appointing the political appointees does not encourages the emergence of people of reputation and necessary skills, thus, all these are hindrance and also handicapped the political appointees to make any policy that will inject in live of people at the grassroots.

Furthermore, as a result of adequate equipment the political appointment willingly and ignorantly suburb to career to officers to dominate them in policy process to the detriment of their constituencies.

Thus, this affects security the relationship between the political appointees and career because it allow the political appointees to be manipulated by the careers officers. It allow all facilitate the unwillingness officers of the political appointees to be dominated and relied on careers officers to formulae and direct policy issues. This result addressed one of our researched question and hence, the research has establish that the political appointees are not adequately equipped.

**Table 6 Career officers are Trained and Administrative Culture that will Enable them to Acknowledge and accept the Dominant Role of political Appointees in respect of Policy issues.**

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>NO OF RESPONSE</th>
<th>PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>YES</td>
<td>22</td>
<td>22%</td>
</tr>
<tr>
<td>NO</td>
<td>78</td>
<td>78%</td>
</tr>
</tbody>
</table>

**SOURCES:** Field work: 2019

The above table shows that 22 respondents who represent 22% of the respondents accepted that career officers are trained in administrative culture that will enable them to acknowledge and accept the dominant role of political appointees’ respect of policy issues. While 78 respondents who represents 78% of the respondents agreed that career officer are not trained in administration culture that will enable acknowledge and accept the dominant role of political appointees in respect of policy issues.

This implies that training one of basic and fundamental venue for acquiring updating and refreshing skills is lacking and grossly inadequate, especially the one that ensures separation of powers between political appointees and career officers.

Moreover, even those are saddles with the responsibility of organizing the training do not and could separate the recognize the dominant role of political appointees as regard to formulation of policies, talk less of organizing such training.

Thus the research established the fact training, especially that will allow career officers to withdraw and leave the political appointees to dominant them is lacking at the local level.

Infact, this research has uncovered that even the career officers are not properly and adequately trained in various aspect of policy formulation and execution. And as such this lack of training affects negatively the relationship between political appointees and career officers. Basically, most of the political appointees do not seen to interest what policy is all about, in fact, they could not comprehend why and what constitute policy process.

**Table 7 local government structures affect the harmonies relationship between political appointees and career officers.**

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>NO OF RESPONDENT</th>
<th>PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>YES</td>
<td>32</td>
<td>32%</td>
</tr>
<tr>
<td>NO</td>
<td>68</td>
<td>68%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

**SOURCES:** Field work: 2019

The table above shows that 32 respondents who represent 32% of the respondents agreed that the local government structures affect the harmonies relationship between political appointees and career officers. While 68 respondents who represent 68% of respondents agreed that local government structures do not enhance harmonious relationship between political appointees and career officers.

The result above shows that the structure that is put in place at the local level does not help matters in ensuring cooperation in the relation between political appointees and career officers as regard to formulation of policies. This is because it did not create room for each party to recognize it role in the policy process.
Furthermore, the structure did not promise clear demarcation between the two groups. And the structure is in such as confuse state as they operates of the system. Besides that, because the structure is not clearly and vividly expressed both the political appointees and the career officers see their role in terms of siphoning the little resources all elected to them.

Moreover, the above result indicates that the relationship between political appointees and career officers is inherently problematic thus, the structure facilitate conflict and engender animosity within and outside the structure and hence, strain the relationship between the two parties.

RECOMMENDATIONS

Based on the observation and the findings of this research work, the following recommendation are made:-

1. That Local Government in Nigeria should help in educating and recruiting the female folk, this is because the researcher observed that they are grossly underrepresented in the service, both interns of political appointment and carrier officers.
2. That there is the need to identify and recognize the impotence of local government council in the constitution of Nigeria. This is because lack of clear and specific stipulations on the function and obligations of the various organs at local level has to a very large extent hinder and inhibit efficient and effective policy making that would address the needs and aspirations of the local populace.
3. That the various ministries of local government in the country should organize workshops, training and seminars to educate both political appointees and carriers officers on their role in policy making.
4. That the government or the relevant agency educate the carrier officers to willingly surrender and adhere to their role of advising the political appointees.
5. That the government should also educate the public to know their role in policy process.
6. That people should be encouraged to undertake more research on the topic so as to expose local government officials to policy making process in order to better the lots of their people.
7. It should also be enshrine in the constitution that career officers should be appointed secretaries of local government councils and at the same time accounting officers of their local government council. This would surely help immensely in ensuring transparency and accountability at the local level.
8. Government should stipulate minimum qualification and experience for political appointees. This would lead to vibrant, productive and viable policies that would generally impacted in the life of the people.
9. Government should also look into the welfare of career officer, just as it is concerned with the welfare of the political appointees. Too much disparities in salary and allowances of both political appointees and career officers should be addressed so as to reduce to the benefits minimum the conflict that exist between the two parties.
10. Government should encourage the appointment of political consultant in every local government with view to proffer a professional and expertly advise to the political appointees on policy issues.

If these recommendations are fully acknowledge and implemented they would lead to a vibrant, efficient and effective policy making in Nigeria’s Local Government.
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