

Political Patronage and Policy Implementation in Nigerian Public Service

By

Peter Yohanna Mari

Department of General Education Studies, Federal College of Education, Obudu Cross River State

&

Apat Kiden Tanimu

Department of Political Science and Public Administration, Babcock University, Ilishan Remo, Ogun State Nigeria.

Correspondence: Email: amzaka01@gmail.com

Abstract

Political patronage plays a significant role in shaping policy implementation within the Nigerian public service. This phenomenon, where political loyalty and patron-client relationships often dictate appointments and resource allocation, has been a key feature of Nigeria's political landscape. This paper explores the impact of political patronage on policy formulation and execution in Nigeria's public service sector. It examines how political patronage influences the selection of public officials, the prioritization of government programs, and the execution of policies, often leading to inefficiency, corruption, and inequitable distribution of resources. Through qualitative analysis, including interviews with policymakers, public servants, and political analysts, the study highlights the challenges that arise from patronage-driven appointments and its effects on public service performance. The research finds that while patronage can secure political support for elected officials, it often undermines the professionalism and effectiveness of the public service, as appointees are selected based on political affiliation rather than expertise or merit. The paper also discusses potential reforms to curb the negative effects of political patronage, such as enhancing transparency in public service appointments, strengthening institutional frameworks, and fostering merit-based policies. It concludes that addressing political patronage is crucial to improving policy implementation and achieving sustainable development goals in Nigeria. Ultimately, the study calls for a balanced approach that ensures political loyalty while promoting efficiency and accountability in the Nigerian public service.

Key words: Political Patronage, Public, Policy, Implementation and Public Service

Introduction

Political patronage remains a pervasive feature of Nigerian politics, often influencing the implementation of public policies. The practice involves the distribution of state resources,

government contracts, and public office appointments based on political loyalty rather than merit. This system, deeply embedded in Nigerian political culture, has significant implications for the efficiency of government programs and policy delivery. While patronage may serve the purpose of securing political support, it often undermines the effectiveness of public policies, leading to inefficiencies, corruption, and poor governance

In the context of Nigerian public service, political patronage refers to the practice wherein political leaders appoint individuals to key governmental positions based on their loyalty, political affiliation, or support, rather than on merit or expertise. This system of patronage has evolved over decades and is deeply rooted in the nation's political culture, serving as a mechanism for securing political power, maintaining support networks, and distributing the spoils of office among allies and supporters. While this practice can be seen as a tool for political consolidation, it also raises concerns about the efficiency, transparency, and integrity of the public service, particularly in relation to the implementation of public policies. Political patronage has deep historical roots, dating back to ancient civilizations where rulers would appoint loyal individuals to administrative positions to maintain control over their domains. In modern contexts, patronage systems often manifest in democratic and non-democratic settings alike, where political leaders or parties offer tangible benefits in exchange for electoral support or political loyalty (Adeyemi, 2014)

The Nigerian political landscape has been characterized by the prominence of patronage networks, often referred to as "god fatherism" or "political clientelism." These networks thrive on the distribution of favors, resources, and appointments to loyal followers in exchange for their support during elections or political campaigns. In the Nigerian public service, this form of patronage often leads to the appointment of individuals who may lack the technical expertise or qualifications required for their positions, but who are favored for their political allegiance. Consequently, these appointments can undermine the effectiveness and efficiency of government agencies, as individuals who are ill-equipped to carry out key public functions may occupy influential roles.

The effect of political patronage on policy implementation in Nigeria is multifaceted. On one hand, patronage can sometimes ensure the smooth passage and execution of policies by aligning bureaucratic actors with political interests. However, it often comes at the cost of merit-based decision-making and the effective allocation of public resources. The practice can result in the mismanagement of public funds, delay in policy execution, and the

persistence of inefficiency within government institutions. Additionally, patronage systems tend to reinforce corruption, as politicians may use their control over public service appointments to extract personal or political gains, thereby diminishing public trust in governmental institutions.

Policy implementation in Nigeria is further complicated by the complexity of its federal structure, where national policies are often tailored to local contexts, creating challenges in coordination and consistency. The interplay between political patronage and policy implementation in this multi-tiered system leads to uneven outcomes, with policies frequently failing to achieve their intended objectives due to a lack of commitment, resources, or competence at various levels of government. In some cases, political patronage not only hinders the execution of national policies but also distorts the priorities of the public service, as local interests often take precedence over broader national goals.

Despite these challenges, the nexus between political patronage and policy implementation in Nigeria is not entirely negative. In certain contexts, patronage can foster political stability and continuity, which can be crucial for long-term development. However, this stability is often fragile, and the benefits of patronage are frequently overshadowed by the negative implications it has on the effectiveness of public administration.

Given the central role of the public service in the implementation of government policies, understanding how political patronage impacts policy outcomes is essential for addressing the systemic challenges facing Nigeria's governance. This study seeks to explore the dynamics of political patronage in Nigeria's public service and its consequences for policy implementation. By examining the intersection of politics and administration in the Nigerian context, the study aims to provide insights into how political patronage both facilitates and obstructs the realization of policy goals, and how reforms can be designed to improve the efficiency and effectiveness of policy delivery in the Nigerian public service.

This paper seeks to explore the challenges and prospects of political patronage in policy implementation in Nigeria. By analyzing the interaction between patronage and policy outcomes, it aims to provide insights into how political patronage affects the governance system and suggest ways to improve the implementation of public policies.

The Concept of Political Patronage

Political patronage is a concept that has been widely studied in political science, sociology, and public administration. It involves the exchange of political support for material or symbolic benefits. Essentially, it refers to the practice of political leaders providing jobs, resources, or other incentives to individuals or groups in exchange for loyalty, votes, or political support. Scholars have approached the concept of political patronage from different angles, with varying perspectives on its implications for democracy, governance, and political stability.

Adebayo (2016) defines political patronage as the distribution of government resources and positions by political leaders to their supporters, primarily based on political loyalty rather than merit. He further analyzes how patronage has shaped policy outcomes, often leading to policies that favor political allies, which can result in inefficiencies and a misalignment between public needs and government actions.

According to Adebayo (2016) Political patronage involves political elites rewarding their loyal supporters with state resources, jobs, or contracts in exchange for political support. This system often operates on the basis of loyalty rather than merit or qualification.

Adeyemi, (2014) defines political patronage as the practice by which political leaders provide state resources or positions to loyal supporters in exchange for their political allegiance and support. In the context of Nigeria, patronage is often synonymous with "godfatherism," where political elites control access to key positions and resources, ensuring that appointments and allocations are made based on loyalty rather than merit. Patronage serves as a tool for maintaining political power and influence, particularly in a political environment where competition for resources is intense. However, the system has led to the appointment of individuals to government positions who may lack the necessary skills, knowledge, or experience to execute policies effectively, resulting in governance challenges.

Rasak, Oye, Ake and Raji, (2017) posits Political patronage refers to the practice where political leaders provide state resources or positions to loyal supporters in exchange for their political allegiance and support. In the context of Nigeria, patronage is often synonymous with "godfatherism," where political elites control access to key positions and resources, ensuring that appointments and allocations are made based on loyalty rather than merit. Patronage serves as a tool for maintaining political power and influence, particularly in a

political environment where competition for resources is intense. However, the system has led to the appointment of individuals to government positions who may lack the necessary skills, knowledge, or experience to execute policies effectively, resulting in governance challenges.

They further maintain that a small number of these appointments are justified as a means for political leaders to fashion a circle of government policy makers and managers who share a common agenda. Patronage is clearly a problem, however, when these appointments pervade public administration, severely undermining merit principles. Somewhere between these two extremes the line between appropriate and inappropriate uses of patronage is crossed. Political patronage is the dispensation of favours or rewards such as public office, jobs, contracts, subsidies, prestige or other valued benefits by a patron (who controls their dispensation) to a client. The patron is usually an elected official or is otherwise empowered to make such grants. In return, the client supplies the patron with some valued service, such as voting for the patrons party or providing money or labour for electoral campaigning. The relationship between patron and client is typically unequal, selective and discretionary; the patron does not generally grant favours to all potential clients but picks and chooses among them.

Heller (2001) provides a detailed conceptualization of "political patronage," describing it as the distribution of state resources, such as jobs, contracts, or public goods, in exchange for political support. He examines how patronage networks are not only a tool for political survival but also a mechanism through which political elites maintain control over power structures, often at the expense of broader societal development. Heller argues that political patronage, which involves the distribution of state resources to political supporters, plays a central role in shaping governance and the state's ability to effectively manage resources and maintain stability. Heller suggests that patronage can undermine the development of institutionalized governance, as it creates a system based on loyalty rather than merit, which can lead to inefficiencies, corruption, and clientelism.

Salawu (2013) defines political patronage as the distribution of public resources and positions by political leaders to their supporters, aiming to secure loyalty and maintain power. According to Salawu political patronage fosters corruption by promoting nepotism, favoritism, and the misallocation of public resources, leading to inefficiency and a lack of

accountability in governance. Salawu argues that the intertwining of patronage and corruption undermines the principles of good governance, including transparency, accountability, and equitable service delivery, thereby hindering national development. To combat the negative effects of patronage and corruption, Salawu suggests implementing comprehensive reforms that promote merit-based appointments, strengthen institutional checks and balances, and foster a culture of transparency and accountability in public administration.

According to Imhonopi & Ugochukwu (2014) define political patronage as the distribution of government resources and positions by political leaders to their supporters, primarily based on political loyalty rather than merit. political patronage adversely affects the efficiency of the Nigerian civil service by leading to the appointment of less qualified individuals, fostering nepotism, and promoting favoritism. These practices result in diminished productivity, compromised service delivery, and weakened institutional capacity.

Imhonopi and Ojonemi (2015) defines political patronage as the practice of using state resources to reward political loyalty, which often includes the appointment of individuals to key government positions based on their allegiance to political figures, rather than their professional qualifications. Political patronage networks create an environment of political favoritism, which affects the quality of governance and policy delivery in Nigeria.

However, Adeyemi (2014) put it that Political patronage in Nigeria refers to the practice where politicians provide resources or benefits to individuals in exchange for political support. This system often leads to the appointment of loyalists to key positions, regardless of their qualifications, fostering a clientelistic structure where political elites act as patrons to a majority of clients. Such practices can influence the direction of development and governance in the country.

The dominance of patron-client relationships in Nigeria's democratic system has been shown to pose challenges to good governance. Studies have found a significant positive relationship between political clientelism and governance challenges, suggesting that patronage politics can undermine democratic principles and governance effectiveness. Furthermore, the recruitment dynamics within Nigeria's public service often prioritize political connections over merit. This practice leads to the appointment of individuals based on patronage, resulting in a workforce that may lack the necessary skills and qualifications, thereby affecting the quality of public service delivery.

In essence, while political patronage can serve immediate political objectives, its prevalence in Nigeria has been linked to diminished governance quality. It hampers the development of a professional and efficient public service, thereby challenging the principles of democracy and effective governance (Akpan,2015).

The definition of political patronage in the context of this study is the distribution of state resources, appointments, and privileges to individuals or groups based on political loyalty, rather than merit or need (Akpan,2015). Akpan argues that while patronage may offer short-term political stability, it results in inefficiency, corruption, and a lack of accountability, ultimately degrading the quality of governance and hindering socio-economic development in Nigeria. This argument is situated within a broader discussion of how political practices and systems can influence the functioning of democratic institutions and the delivery of public goods.

Also, Akpan argues that political patronage, a system where politicians reward their supporters with state resources, appointments, and privileges based on loyalty rather than merit or qualification, has a detrimental effect on governance. This system often leads to the appointment of incompetent individuals in key government positions, widespread corruption, and inefficiencies within the public sector, thereby impeding the overall development of the country.

Akpan highlights how this practice weakens the effectiveness of governance by fostering a system where loyalty takes precedence over expertise and competence. This ultimately undermines public service delivery, accountability, and transparency in governance, leading to poor policy implementation and stunted socio-economic growth in Nigeria.

The concept of Policy Implementation

Policy implementation is a critical phase in the policy process, as it translates the formulated policies into concrete actions. Scholars have defined and approached policy implementation in different ways, highlighting various dimensions such as actors, processes, outcomes, and challenges. Below are definitions and perspectives on policy implementation by different scholars, along with their references:

Hill and Hupe (2002) Hill and Hupe argue that policy implementation should be viewed as a process involving multiple stages, where policy actors at various levels interact with each other. They define implementation as the execution of policy decisions, but they also stress the role of discretion and adaptability by implementing agencies. They introduced the idea of the “implementation gap,” where policies are not always executed as intended due to unforeseen challenges and local contexts.

Makinde (2005), as cited in the context of Nigerian foreign policy challenges, sees policy implementation as the phase whereby theoretical policies are operationalized into applied interventions, often hindered by systemic inefficiencies, lack of stake holder coordination, and resource constraints, in developing countries like Nigeria.

This position is further re-emphasized by Ezeani(2006) who describes policy implementation as a dynamic interaction between policy makers, administrators and beneficiaries, where the success of policies depends on institutional frameworks, accountability mechanisms, and adaptive governance to address socio economic realities in Nigeria.

Azu (2016) describes policy implementation as a procedure in which public administration converts agreed policies into actionable programs, emphasizing the role of bureaucratic structures in executing government decisions.

Policy implementation therefore connotes the realization of policies, it is the last stage of achieving development or progress in the public service.

The concept of public service

Public service refers to the services provided by government to its citizens, aimed at ensuring the well-being and public welfare. It encompasses a wide range of activities, from delivering basic needs like healthcare, education, and transportation to ensuring law and order. Different scholars have offered various perspectives on public service, often framing it within the context of governance, bureaucracy, and accountability.

Wilson (1887) In his seminal work, *The Study of Administration*, Woodrow Wilson describes public service as a function that involves the administration of government and its responsibilities. He highlights the importance of efficiency and professionalism in public administration, suggesting that public service should be based on merit rather than political connections.

Downs (1967) Anthony Downs, in *Inside Bureaucracy* (1967), defines public service as the work performed by government officials and employees, who are tasked with carrying out government policies and programs. Downs emphasizes that the effectiveness of public service is often hindered by bureaucratic structures and the self-interested behavior of bureaucrats.

Perry and Wise (1990) Perry and Wise (1990) suggest that public service motivation (PSM) is a key aspect of the concept of public service. They argue that public service is not just about fulfilling organizational tasks, but is also driven by intrinsic motivation to contribute to the public good. According to them, employees in public organizations are often motivated by a desire to serve society rather than by financial incentives alone.

Kettl (2000) Donald Kettl in *The Global Public Management Revolution* (2000) defines public service as the institutional processes through which governments deliver services to citizens. He underscores the changing role of public service in the era of New Public Management, where efficiency and customer service are prioritized, alongside traditional values of accountability and equity.

Barzelay (2001) James Barzelay defines public service as the management of public organizations that produce public goods and services. He emphasizes that public service involves a combination of managing resources, satisfying citizen needs, and ensuring that the organization remains accountable to both the government and the public.

Osborne and Gaebler (1992) In their influential book *Reinventing Government* (1992), Osborne and Gaebler define public service as the efforts made by governments to improve the quality of life for citizens, with a focus on providing services in an efficient, responsive, and accountable manner. They advocate for a shift towards results-oriented governance and a focus on customer satisfaction in the delivery of public services.

Hughes (2003) Linda Hughes, in *Public Management and Administration* (2003), offers a comprehensive definition of public service, describing it as the provision of essential services by government to meet societal needs, including areas such as healthcare, education, infrastructure, and public safety. She stresses the importance of democratic values and ethical standards in the execution of public service.

Bovens, Hart, and Peters (2008) In *Public Accountability* (2008), Bovens, 't Hart, and Peters define public service as a core function of governance where government entities provide

services that meet the needs of the public while maintaining transparency and accountability. They explore how public service is intertwined with the principles of democratic governance, ethical behavior, and accountability in public management.

Lynn (2006) In *Public Administration: Understanding Management, Politics, and Law in the Public Sector* (2006), Robert Lynn defines public service as the practice of public administration, where government employees serve the public through the implementation of policies and delivery of services. He discusses the complexities and challenges of balancing political, legal, and managerial imperatives in public service.

The Interconnection between Political Patronage, Policy Implementation, and Public Service in Nigeria

The relationship between political patronage, policy implementation, and public service in Nigeria is cyclical and often self-reinforcing. Political patronage influences the recruitment and promotion of public servants, who in turn are responsible for policy implementation. When political loyalty is prioritized over competence in the public service, the effectiveness of policy implementation suffers. This, in turn, erodes the public's trust in government institutions, and when the public service fails to deliver on its promises, politicians may resort to further patronage to secure votes or support, perpetuating the cycle.

Impact of political patronage on policy formulation and execution in Nigeria's public service sector

There is also a debate among scholars about the impact of patronage on governance efficiency. Some scholars, like John C. Madison, argue that patronage systems might be more effective in certain political contexts, particularly in developing countries, where institutional frameworks are weak. In these contexts, patronage may help stabilize governments and create the necessary political will to carry out policies. On the other hand, critics like Mancur Olson suggest that patronage systems incentivize short-term political gain rather than long-term governance goals, which often leads to inefficiency, misallocation of resources, and economic stagnation.

Patronage is often criticized for reinforcing social inequality. Since patronage systems tend to favor certain groups—usually those who have direct political access or resources—scholars like Clifford Geertz have highlighted that it can exacerbate social divisions. By privileging some groups over others, patronage prevents the fair distribution of state resources,

reinforcing social hierarchies and perpetuating inequality. This critique is particularly prevalent in postcolonial and developing contexts, where patronage systems often marginalize historically disadvantaged groups.

Gerry Mackie, argue that patronage plays a crucial role in the mechanics of electoral competition. Politicians use patronage to gain and maintain electoral support, often by distributing state. resources in a way that directly influences voter behavior. This transactional relationship between politicians and voters can distort the democratic process, leading to a system where elections are won not through ideas or policies, but through the strategic distribution of public goods and services

Political patrons are those who have the security connections, extended local links, enormous financial weight to plot and determine the success of a power seeker at any level of a supposedly competitive politics. Although political patronage has an institutionalized feature in Nigerian politics over the years, its contemporary manifestations suggest that it has assumed epidemic proportions, becoming one of the greatest threats to democratic consolidation in Nigeria (Omotola, 2007).

Harry Eckstein and Terry Lynn Karl have argued that in authoritarian or semi-authoritarian contexts, patronage networks provide a form of legitimacy by offering tangible benefits to political supporters. This legitimacy is not rooted in democratic practices but rather in the control of material resources, which can create a sense of stability and acceptance among the populace, even in the absence of democratic elections or freedoms.

Scholars have also examined the relationship between patronage and institutional development. In many cases, patronage is seen as a major obstacle to the development of robust and independent institutions. When political appointments are made based on loyalty rather than merit, it can undermine the professionalization of the civil service and lead to a lack of institutional continuity. This is particularly problematic in developing countries where the creation of independent and competent institutions is essential for economic development and good governance.

Fagbemi (2010) emphasizes that patronage system often results in the appointment of individuals based on loyalty rather than merit, further exacerbating governance challenges. The study underscores the need for reforms to promote transparency and accountability,

aiming to break the cycle of corruption and enhance the effectiveness of public institutions in Nigeria.

Impact of political patronage on policy formulation and execution in Nigeria's public service sector

Political patronage in Nigeria has significant impacts on the efficiency and effectiveness of policy implementation, often contributing to both positive and negative outcomes. Here are some key impacts highlighted by Adeyemi (2014):

Negative Aspects:

- **Inefficiency and Poor Resource Allocation:** Political patronage often leads to the appointment of individuals based on loyalty or political affiliation rather than competence. This undermines the capacity of government agencies to effectively implement policies as those appointed may lack the necessary skills or experience. Resources may be misallocated to favored projects or areas that align with the interests of political elites, rather than those that would provide the greatest public benefit, resulting in inefficient use of public funds. **Erosion of Meritocracy:** When appointments are based on loyalty rather than expertise or merit, it can undermine the effectiveness and professionalism of government institutions.
- **Corruption and Mismanagement:** Patronage systems can foster corruption, as political appointees may feel obligated to reward their benefactors or secure their positions by diverting resources for personal gain. This corruption further erodes the effectiveness of policy implementation because resources intended for public goods are siphoned off, leaving policies underfunded or poorly executed. **Corruption:**
- **Lack of Accountability:** Political patronage can weaken accountability structures within government institutions. Appointees may prioritize maintaining political loyalty over serving the public interest, reducing their willingness to be held accountable for poor performance. It can also create a culture of impunity where failure to implement policies effectively or meet targets has little consequence.
- **Short-term Focus and Policy Instability:** Politicians may implement policies that cater to short-term political gains rather than long-term development objectives. Policies are often designed to please specific constituencies or appease powerful political figures,

rather than addressing the most pressing national issues. Frequent changes in leadership, driven by political patronage, can lead to discontinuity in policy implementation, disrupting long-term development programs.

- **Reduced Public Trust:** When political patronage undermines effective governance, public trust in government institutions erodes. Citizens may become disillusioned with the political system, feeling that decisions are made based on personal relationships rather than merit or public need. This mistrust can lead to reduced civic engagement, hampering the ability of the government to mobilize public support for essential policies.
- **Social and Economic Inequality:** Patronage politics often favors certain groups, such as political elites, their supporters, or particular ethnic or regional factions. This exacerbates social and economic inequalities, as marginalized groups may be excluded from the benefits of government policies. Such inequality can foster discontent and conflict, further complicating efforts to implement policies that promote national unity and economic development.
- **Limited Policy Innovation:** Political patronage may discourage the appointment of independent experts who could bring fresh ideas and innovative solutions to the table. Instead, patronage rewards loyalty, stifling creativity and critical thinking. This lack of diversity in thought can lead to the repetition of ineffective policies and an overall stagnation in policy development.
- **Weakening of Democratic Institutions:** Over-reliance on patronage can undermine democratic principles, as it may encourage vote-buying, clientelism, and the entrenchment of political elites at the expense of broader societal interests.

2. Positive Aspects:

- **Stability and Loyalty:** Patronage can create a sense of loyalty and commitment within a political system, strengthening the base of political power. Akpan maintain that political patronage offer short-term political stability(Akpan,2015).
- **Support for Underdogs:** In some cases, patronage systems may help marginalized or underrepresented groups by providing them with opportunities they might not otherwise have.

Political patronage contributes to corruption and inefficiency within the Nigerian public service in several ways:

- **Appointments Based on Loyalty, Not Merit:** Political patronage often leads to the appointment of individuals based on loyalty to political leaders rather than their competence or qualifications. This results in public officials who may lack the necessary expertise to carry out their duties effectively. Incompetence among appointees leads to inefficiency in the public service, as decisions are made without adequate knowledge or skill, and government operations are hindered.
- **Resource Misallocation:** Government contracts, resources, and projects are often awarded to political allies, rather than those who can deliver value for money. This process of awarding contracts to cronies often involves inflated costs, substandard work, or the failure to complete projects. This misallocation of public funds not only results in wasted resources but also delays essential services and infrastructure development, causing inefficiency in the public sector.
- **Perpetuation of Corruption:** Political patronage creates a system where public officials rely on patron-client relationships to maintain their positions. To retain political support, government officials may engage in corrupt practices such as bribery, embezzlement, and kickbacks. Political appointees, under pressure from political leaders, may overlook or enable corrupt activities to ensure the loyalty of their supporters. This cycle fosters a culture of corruption within the public service, where the focus shifts from public welfare to personal gain.
- **Weak Institutions and Lack of Oversight:** Patronage networks often undermine institutional strength and oversight mechanisms. With politically appointed individuals in key positions, accountability structures become weak or compromised. Institutions that are supposed to monitor public spending and policy implementation may be subverted to protect the interests of political benefactors. As a result, corruption and inefficiency thrive, as there is little to no oversight of government activities.
- **Political Interference in Policy Implementation:** Political patronage can cause political leaders to interfere with policy implementation, directing resources to areas or projects that benefit their political network rather than the public. This results in policy decisions that prioritize personal or party interests over the broader public good. Such interference

leads to inefficiency in the execution of government programs, as policies are not carried out according to merit or the needs of the citizens but rather based on political calculations.

- **Fostering Nepotism and Cronyism:** Patronage encourages nepotism and cronyism, where government positions are filled by family members, friends, or political allies. This reduces the pool of qualified candidates for key positions and can lead to a lack of diversity and innovation within the public service. The resulting work environment is often characterized by favoritism and a disregard for professional standards, which stifles creativity and efficiency.
- **Political Stability at the Cost of Good Governance:** Political patronage systems tend to prioritize political stability for the ruling party over good governance. This results in the prioritization of loyalists over skilled professionals in government service, perpetuating inefficiency and corruption. Political leaders often focus on maintaining power by rewarding loyalists rather than improving the quality of governance, leading to a cycle of inefficiency

Nigeria's federal system; its influence Political Patronage and policy implementation at various levels of government (federal, state, and local)

- **Federal Level:** At the federal level, power is concentrated in the central government, and political patronage can shape the direction of national policies. Political leaders at the federal level often use patronage networks to consolidate support and ensure the loyalty of key stakeholders. This system allows them to control the implementation of policies, particularly in terms of resource allocation, appointments, and securing votes. However, political patronage at this level may sometimes lead to the prioritization of party loyalty over competence, affecting the efficiency and fairness of policy implementation across the country.
- **State Level:** States in Nigeria also enjoy significant autonomy, which allows governors to have substantial control over local policies. At the state level, political patronage plays a major role in policy formulation and implementation. Governors often distribute state resources, contracts, and government jobs to loyalists and party supporters, which can lead to the prioritization of party interests over merit-based governance. This

decentralized power structure can sometimes mean that the priorities of local populations may be sidelined in favor of maintaining political control.

- **Local Level:** At the local government level, the decentralization of power means that local leaders wield considerable influence. However, many local governments in Nigeria have struggled with adequate funding and autonomy due to state government control over local government finances and resources. Despite this, local leaders often rely heavily on patronage networks to mobilize support. Political patronage at the local level can distort policy priorities, as political leaders may implement policies that benefit their own interests or those of their loyalists, rather than addressing the most pressing needs of the community.

Political Patronage and its Effects on Policy Implementation in Nigeria

In trying to underscore the effects of political patronage on the implementation process in the Nigerian public service, scholars have held various positions, notably is Ferdinand and Bisong (2021) who believe that, Nigerian reliance on the patronage mantra has eroded accountability and instituted a culture of political loyalty which is viewed above public service delivery. This assertion is fueled by Ezuedu (2025) who notes that street level bureaucrats – frontline implementers like teachers and health workers are often inhibited by patronage – obsessed mismanagement, which disrupts service delivery and stretches the gap between policy design and outcomes.

Adeyemi (2014) views the following points as the effects of political patronage on policy implementation in Nigeria

- **Impact on Policy Formulation and Execution:** Political patronage distorts the policy-making process in Nigeria. When policy decisions are driven by the need to reward political supporters, the resulting policies may not align with the actual needs of the people.
- **Weak Institutional Capacity:** One of the major challenges posed by political patronage is the weakening of institutional capacity. Political patronage undermines the professionalism and technical expertise required for the effective administration of public policies. Appointments are often made based on political considerations, leaving key government agencies and institutions filled with individuals who are more loyal to political leaders than committed to the efficient delivery of public services.

- **Corruption and Misallocation of Resources:** Patronage systems often result in the misallocation of public resources. Political elites use their control over resources and appointments to reward their supporters, leading to widespread corruption. State funds and contracts are diverted for personal gain or political advantage, leaving little for the intended purposes of public service delivery.
- **Lack of Accountability and Transparency:** The patronage system thrives on a lack of accountability. When individuals are appointed based on political allegiance rather than merit, there is little incentive for them to be accountable to the public.
- **Resource Allocation:** Decentralization allows each level of government to control its own resources, but political patronage can skew how these resources are allocated.
- **Inefficiency:** Political patronage often leads to inefficiencies, as policy implementation might focus on rewarding loyalists rather than addressing the actual needs of the population. This can lead to the mismanagement of resources and ineffective public services.
- **Fragmentation of Policy:** With varying levels of control at the federal, state, and local levels, policies may be inconsistently implemented across the country. Local political dynamics and patronage networks can influence whether national policies are successfully translated into tangible outcomes at the grassroots level.

Prospects for Improving Policy Implementation in Nigerians public service

Despite the challenges posed by political patronage, there are prospects for improving policy implementation through comprehensive reforms:

- **Merit-Based Hiring and Promotion:** Establishing clear and transparent criteria for hiring and promoting civil servants based on merit, qualifications, and competence rather than political affiliation or patronage. Strengthening the use of professional assessments, aptitude tests, and interviews to evaluate candidates fairly.
- **Combating Corruption:** Combating corruption is central to addressing the negative effects of political patronage. Effective anti-corruption measures, including the strengthening of oversight agencies and the enforcement of transparency in public service, can reduce the opportunities for political elites to misuse state resources.

- **Strengthening Institutional Frameworks:** Strengthening the capacity of public institutions is critical to improving policy implementation. This involves ensuring that government agencies have the necessary resources, training, and independence to carry out their functions effectively. Building a professional and competent civil service will improve the ability to implement policies and deliver public services efficiently.
- **Strengthening Institutional Independence:** Ensuring that key institutions, like the Civil Service Commission, are independent of political interference and operate with autonomy to oversee the recruitment, promotion, and discipline of public servants. Introducing stricter measures to insulate public service appointments from political manipulation.
- **Accountability and Transparency:** Promoting transparency in the recruitment, promotion, and performance appraisal processes by making data available to the public and implementing oversight mechanisms. Establishing clear channels for reporting political patronage abuses and ensuring that whistleblowers are protected.
- **Public Service Code of Conduct:** Developing and enforcing a robust code of conduct that outlines ethical standards for public servants and discourages favoritism and political interference. Strengthening ethics and anti-corruption training programs for civil servants to foster a culture of professionalism and impartiality.
- **Decentralization of Decision-Making:** Encouraging decentralization by granting more autonomy to local government agencies, ministries, and departments to implement policies, reducing the centralization of power that often fosters patronage this helps minimize political interference in everyday decisions and allows public servants to focus on delivering results.
- **Performance-Based Evaluations:** Introducing systems for evaluating civil servants based on their performance, such as clear targets and Key Performance Indicators (KPIs), rather than political loyalty.
- **Rewarding merit-based achievements and sanctioning those who fail to meet set objectives.**
- **Campaign Finance Reform:** Addressing the broader issue of campaign financing, where politicians often use public office as a means to reward their political supporters, by

implementing strict campaign finance regulations. This can help reduce the reliance on patronage networks for election funding.

- **Strengthening Civil Society Oversight:** Empowering civil society organizations, media, and the public to monitor policy implementation and ensure that public resources are allocated and utilized effectively. Encouraging community involvement in policy decisions to enhance transparency and accountability.
- **Political Party Reform:** Encouraging political parties to adopt internal democratic practices that prioritize professionalism, competence, and inclusivity over political patronage. Implementing mechanisms for political party candidates to demonstrate competency in governance, rather than relying on patronage networks to gain political office. By addressing these structural issues, Nigeria could move toward a more professional and effective public service that is less susceptible to the detrimental impacts of political patronage. (Adeyemi,2014)

The role of political patronage in shaping the relationship between political elites and bureaucrats in the Nigerian public service, and what are its implications for policy implementation

Political patronage plays a significant role in shaping the relationship between political elites and bureaucrats in the Nigerian public service. This relationship is primarily characterized by the use of political connections to secure government positions, with patronage often being a means for political elites to maintain power and control over the bureaucracy.

- **Influence of Political Patronage on Bureaucratic Loyalty:** Clientelism: Political elites, particularly those in power, often reward loyal supporters with government positions. This creates a system of clientelism, where bureaucrats owe their jobs and promotions to political patronage rather than merit. In turn, bureaucrats tend to act in the interests of their political patrons, aligning their work with the political goals of those who appointed them.
- **Political Dependence:** Bureaucrats who secure their positions through political patronage are often more loyal to the political elites who appointed them. This can lead to a weakening of bureaucratic independence, as civil servants may prioritize the demands of their political patrons over public service efficiency and policy goals.

- **Implications for Policy Implementation: Policy Incoherence and Inefficiency:** Because bureaucrats are more focused on maintaining political favor than on implementing policy effectively, there is often a lack of continuity and consistency in the execution of policies. Changes in political leadership can lead to the disruption of ongoing policies, as incoming elites may replace bureaucrats with their own loyalists, who may lack the necessary expertise or institutional memory.
- **Corruption and Mismanagement:** Political patronage is often linked to corruption, as appointments and promotions are made based on loyalty rather than competency. This can result in inefficient use of resources, poor service delivery, and mismanagement of public funds, all of which hinder the successful implementation of policies.
- **Policy Gridlock and Stagnation:** In some cases, patronage can lead to a lack of accountability in the public service. Bureaucrats appointed through patronage systems may be less willing to challenge policies or push for reforms that would improve governance, leading to a stagnation in policy implementation. In a highly patronage-driven system, policy decisions may be driven more by the interests of political elites than by the needs of the broader population.

Suggestions

Based on the study of this paper work, the following suggestions were made;

1. **The Role of Political Patronage in Shaping Policy Outcomes:** Analyzing how patronage-based appointments influence decision-making and policy implementation in critical sectors like education, healthcare, and infrastructure.
2. **Impact on Bureaucratic Capacity and Efficiency:** Investigating the effect of political loyalty on bureaucratic professionalism, staff competence, and overall public service delivery.
3. **Corruption and Accountability:** Exploring the link between political patronage and corruption within public institutions, with a focus on policy distortion and resource misallocation.
4. **Reforms and Solutions:** Proposing reforms that could reduce the negative impacts of patronage while fostering a more meritocratic and transparent public service.

Conclusion

In conclusion, political patronage remains a pervasive and influential factor in the Nigerian public service, significantly affecting the formulation, execution, and outcomes of public policies. The intertwining of political loyalty with public service appointments often leads to inefficiencies, corruption, and a lack of accountability, which undermine the capacity of the state to deliver effective governance and achieve sustainable development goals. The entrenched patronage system results in the selection of individuals based on political affiliation rather than merit, thus compromising the quality of public administration and hindering the successful implementation of key policies.

While political patronage may serve as a mechanism for political elites to maintain power and control, its long-term consequences for policy implementation and governance are detrimental. The resulting inefficiencies and misallocation of resources not only perpetuate systemic issues like corruption and poor public service delivery but also foster distrust in governmental institutions and policies. Moreover, the lack of professionalism in the civil service, exacerbated by patronage-driven appointments, impedes the state's ability to effectively manage public services, thereby stalling progress in critical sectors such as health, education, and infrastructure.

Addressing the challenges posed by political patronage requires comprehensive reforms aimed at promoting merit-based appointments, strengthening accountability frameworks, decentralizing power, and fostering transparency. It is essential that Nigeria embraces institutional reforms that prioritize professionalism, transparency, and competence within the public service. By reducing the influence of political patronage, the Nigerian government can improve the effectiveness and equity of policy implementation, enhancing public trust and facilitating more inclusive development outcomes.

Ultimately, while political patronage is deeply ingrained in the Nigerian political landscape, its detrimental effects on policy implementation can be mitigated through sustained political will, institutional reform, and a commitment to good governance. Only through these measures can Nigeria move towards a more efficient, accountable, and responsive public service that better serves the interests of its citizens and advances the goals of national development.

REFERENCES

- Adebayo, A. (2016). Political Patronage and Public Policy in Nigeria: A Historical Overview. *Journal of Nigerian Public Administration*, 34(2), 45-63.
- Adeyemi, J. K. (2014). Political Patronage and Policy Implementation in the Nigerian Civil Service: Challenges and Prospects. *African Journal of Political Science and International Relations*, 8(3), 102-111.
- Akpan, O. O. (2015). Political Patronage and the Quality of Governance in Nigeria. *Public Administration Review*, 75(1), 33-48.
- Azu, B.C(2016). Public Policy and Administration in Nigeria; Theory and practice. University of Nigeria press.
- Babawale, T. (2010). Patronage Politics and the Nigerian State: Implications for Development Policy Implementation. In S. O. Olayiwola (Ed.), *Governance and Public Administration in Nigeria* (pp. 74-88). Ibadan: University Press.
- Barzelay, M. (2001). The New Public Management: Improving Research and Policy Dialogue. *University of California Press*.
- Berman, E. M. (1978). The Study of Policy Implementation: A Search for Relevant Concepts and Models. *Public Administration Review*, 38(6), 609-616.
- Bovens, M., 't Hart, P., & Peters, B. G. (2008). Public Accountability. Routledge.
- Downs, A. (1967). Inside Bureaucracy. Little, Brown, and Company.
- Elmore, R. F. (1980). Backward Mapping: Implementation Research and Policy Decisions. *Political Science Quarterly*, 94(4), 601-616.
- Ezeani, E.O(2006) Fundamentals of public administration. Snaap Press LTD.
- Fagbemi, M. A. (2010). Corruption and Political Patronage in Nigerian Governance. *Nigerian Journal of Political Science*, 20(4), 56-74.
- Heller, P. (2001). *Political Patronage and the State in Developing Countries*. In P. J. Morgan & R. O. Adebayo (Eds.), *Governance and Political Systems in Nigeria* (pp. 134-148). Lagos: Nigerian Press.
- Hill, M., & Hupe, P. (2002). *Implementing Public Policy: Governance in Theory and Practice*. Sage Publications.
- Hughes, L. (2003). *Public Management and Administration: An Introduction*. Macmillan Education.
- Imhonopi, D., & Ojonemi, M. (2015). Political Patronage and Governance: An Assessment of Policy Implementation in the Nigerian Public Service. *International Journal of Politics and Public Administration*, 8(4), 159-174.
- Imhonopi, D., & Ugochukwu, C. (2014). The Effects of Political Patronage on Civil Service Efficiency in Nigeria. *African Review of Politics and Governance*, 9(2), 81-99.

- Kettl, D. F. (2000). *The Global Public Management Revolution: A Report on the Transformation of Governance*. Brookings Institution Press.
- Lynn, L. E. (2006). *Public Administration: Understanding Management, Politics, and Law in the Public Sector*. Pearson Prentice Hall.
- Mazmanian, D. A., & Sabatier, P. A. (1983). *Implementation and Public Policy*. Glenview, IL: Scott, Foresman.
- Makinde, T(2005) problems of policy implementation in developing countries; The Nigerian experience. *Journal of social Sciences.*, 11(1), 63-69
- Ogundiya, I. S. (2010). Political Patronage and Developmental Outcomes in Nigeria: A Focus on Local Government Performance. *Public Administration and Development*, 30(3), 167-179.
- Ojo, O. (2012). Public Service and Political Patronage in Nigeria: The Way Forward. *Journal of Social and Political Science*, 19(1), 56-72.
- Olayinka, M., & Olufemi, O. (2017). The Role of Patronage in Policy Implementation in Nigerian Governance: A Case Study of the Education Sector. *International Journal of Public Administration*, 40(6), 431-446.
- Omotola, J. S. (2010). Political Patronage and State Capacity in Africa: The Nigerian Experience. *African Studies Quarterly*, 11(3), 23-39.
- Osborne, D., & Gaebler, T. (1992). *Reinventing Government: How the Entrepreneurial Spirit Is Transforming the Public Sector*. Addison-Wesley.
- O'Toole, L. J. (2000). Research on Policy Implementation: Assessment and Prospects. *Journal of Public Administration Research and Theory*, 10(2), 263-288.
- Perry, J. L., & Wise, L. R. (1990). *The Motivational Bases of Public Service*. *Public Administration Review*, 50(3), 367-373.
- Pressman, J. L., & Wildavsky, A. (1973). *Implementation: How Great Expectations in Washington Are Dashed in Oakland; Or, Why It's Amazing That Federal Programs Work at All*. University of California Press.
- Rasak, B., Oye, A. J Ake M. & Raji(2017) God fatherism and political patronage in Nigeria : a therorretical overview, *political science review*. vol. 8(1):77-100
- Sabatier, P. A. (1986). Top-Down and Bottom-Up Approaches to Implementation Research: A Critical Analysis and Suggested Synthesis. *Journal of Public Policy*, 6(1), 21-48.
- Salawu, B. O. (2013). Political Patronage, Corruption, and Good Governance in Nigeria. *International Journal of Public Policy*, 9(2), 156-171.
- Scott, J. C. (1972). Patron-Client Politics and Political Change in Southeast Asia. *The American Political Science Review*, 66(1), 91-113.
- Szeftel, M. (2000). The Politics of Patronage in Africa: Parasitic Politics and the State. *African Studies Review*, 43(2), 17-40.
- Webster"s II New College Dictionary 1995

Wilson, W. (1887). The Study of Administration. *Political Science Quarterly*, 2(2), 197-222.

Wimmer, A., & Feinstein, Y. (2013). Patronage and State Formation in Developing Countries. *Journal of Politics*, 75(4), 1239-1253.