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MANAGING EXECUTIVE-LEGISLATIVE WORKING RELATIONSHIP FOR GOOD GOVERNANCE AND SERVICE DELIVERY IN NIGERIA

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Abstract

With the inauguration of democratic rule in 1999, it was expected that democratic rule will stem the tide of economic decline and socio-political instability. Over a decade the country is still groping under socio-economic and political miseries. Inferential opinions traced this problem to frequent executive-legislative faceoff. Yet, it is generally agreed that managing executive-legislative working relationship is imperative for good governance and service delivery. Within the framework of systems theory, the paper examined the need to manage the executive- legislature working relationship. The paper conclude among others that, while the executive as arm of government is responsible for policy formulation, evaluation and execution to realize set targets, the legislature enacts laws and make the same functional as instrument of cohesion in the society. Essentially, the relationship that exists between the executive and legislature is very crucial for facilitating good governance and service delivery in any democratic government. It is therefore, necessary to dialogue in resolving their differences instead of resulting to outright confrontation that usually deadlocks the policy making and implementation process.

Keywords: Democracy, Efficiency, Performance, Social Contract, Political Stability.

Introduction

One of the major challenges which Nigeria had to contend with since independence was the hang-over of the British parliamentary system of government where some members of the legislature were assigned ministerial portfolios under the principle of collective responsibility. Ever, since then, the essence of synergistic roles between the executive and the executive had become instructive. However, the rancor and bickering that characterized the First and Second Republic culminated into years' military of interregnums and usurpation of the reins of governance by the two arms of government, which denied them the ample time to grow and mature over time in its relationship. This

is why the framers of the 1979 constitution moved to guard against the friction of British parliamentary system and adopted American presidential system anchored on the principle of separation of power. Thus, a bicameral legislature-The Senate and the House of Representatives came into being after the 1979 elections. Perhaps, due to effective control of the leaderships of the two arms by the then ruling party (NPN), there was no rampant cases of executive-legislative feud in the Second Republic era.

The legislature in the botched Third Republic obviously had no impact because of the sit-tight disposition of the then Head of State, Gen. Ibrahim Babangida, and the annulment of June 12th 1993 presidential election that would have ushered in a democratically-elected president, hampered the work of the National Assembly already in place. Amadi (2005:4) captured the picture of the era when he succinctly argued that:

The Senate under Babangida was pure hogwash, not because the politicians were not prepared to make it work, but because Babangida put up a long list of legislative no-go areas which resulted in the virtual incapacitation of the upper house of the so called Third Republic Senate". The implications are more obvious today.

With the return to civil rule in 1999, there were high hopes that the lessons of the past would be brought to bear in the executive-legislative relations. Under the presidency of General Olusegun Obasanjo, National Assembly had feud relationship with the executive arm. It manifested in the frequent change of leadership in the two chambers of National Assembly, especially the Senate. For instance, tinkering with executive bills and proposals were seen as affront to the executive. The military psyche that pervaded the landscape over the years, hardly gave way for enthronement of true democratic ethos. However, since 2007, the executive-legislative relations had significantly improved. This is evident in the stability in the leaderships of the two chambers of the National Assembly, while hitherto threats of impeachment that became part of the Assembly's business have fizzle out. That does not mean that there are no areas of conflict but it appears the two arms have rediscovered their complementary roles in governance.

The three organs of government, though separated in functions, they interrelate in the execution of their functions to ensure accurate checks and balances which could help to promote good governance and bring in dividends of democracy to the citizens. In actual sense, it is the executive that dictates the tempo of government and the speed with which development occurs. The Legislature however, occupies a prime position in the Constitution as the distinctive mark of a country's sovereignty.

At the grassroots level, local governments were established as a third tier of government to bring governance closer to the people at the grassroots level. To achieve the objectives of local government in Nigeria, the Presidential system of government as obtained at federal and state level was bequeathed to the local councils. There we have the Chairman as the Chief Executive conferred with the power of policy implementation. He is assisted by elected/appointed members i.e. Vice Chairman and Supervisory councilors.

The second arm of the council is the Councilors who constitute the legislative arm. They elect leaders among themselves to direct the legislative business of the council on issues affecting the council area similar to what is obtainable at the Federal and State level i.e. National and State Assemblies. To be able to efficiently and effectively achieve the desired objectives for which local governments were established, there is need for collaboration and harmonious working relationship between the two arms.

However, it appears many local government councils' tenures are wasted on parochial issues at the expense of governance. It is interesting to note that the Nigerian local government system since her independence in 1960 has grossly known no peace considering the high level of feud orchestrated by political figures in the country thereby either over-heating the already tensed system or at best, running the local councils more or less like a private estate. The tenacity of rancho and highhandedness as well as executive madness displayed by elite class and politicians at the corridors of power is a pointer to the fact that Nigerian local system may not be far from being a failed system (see for example Oyeleye, 2003; Omo, 1994).

Flowing from the above, the necessity of building a workable synergy and desirable relationship between executive and legislative arm of government at all levels of government that could usher in peace, security and good governance cannot be overemphasized. The essence is to enhance good neighborliness, corporate governance as well as institutionalize the tradition of global best practices at not just the executive and legislative arm; but also to engender good governance in all governmental facets.

An analysis of both arms of government, suggest that the legislature reflects the aspirations and desires of the generality of the citizens. The legislature is made up of different people from different political parties who have the mandate of their people to represent them in the council or National Assembly. When a decision is reached in the legislature, it is a consensus of both the ruling and opposition parties. The executive equally has the mandate to represent the interest of the nation but usually from the point of view of the ruling party.

As the direct representatives of the citizens, the legislature is not meant to be an appendage of the executive by always affirming and approving all executive actions. It is meant to ask questions to ensure that executive actions correspond to the yearnings of the citizens. But experience has shown that quite often, when the legislature asks such questions, it is often misconstrued as confrontation. Many times, this results to friction and mutual distrust between the two bodies. It is not expected to be so, because the path to the strengthening of democratic institutions and maintenance of national security lies in the ability of both the executive and the legislature to work harmoniously in the interest of the nation.

Methodology

The paper adopts an eclectic approach. First, it is descriptive in nature in the sense that it provides a detailed account of executive-legislative relationship and how it could promote good governance and service delivery in Nigeria. It is exploratory because the paper attempts the nature law making and legislative oversight for good governance and service delivery by espousing the investigative stance of exploratory research. Also, it is explanatory because it attempts to look at the implications of harmonies executive-legislative relationship. The paper also employed historical research design, as it seeks a system and objective inquiry into events, developments and experiences of the past..

To discuss the issues raised, the paper is pigeon holed into six compartments. The first compartment is introduction; the second discussed the conceptual and theoretical orientations of the paper. The third examined the nexus between true federalism and executive-legislature relationship in Nigeria. The fourth chronicled the principles of checks and balances in Nigeria. The fifth analyzed challenges facing executive-legislative relationship in Nigeria while sixth suggest some remedial steps to resolve the hydra headed problem and then conclusion.

Executive and Legislature: Conceptual Analysis

Concepts in social and management sciences do not easily lend themselves to universally agreed definitions. This makes every definition perhaps only relevant within the parameters set for a given investigation. In the light of the foregoing, some concepts are central to the discourse in this paper. It is therefore necessary to examine them with a view to situate them within the context of our discourse. Two of such concepts are executive and legislature. The executive run the machinery of government. It formulates the national policy and ensures that it is finely implemented. It is that branch of government that is charged with the implementation and enforcement of laws and policies and the administration of public affairs (see the New Dictionary of Cultural Literacy). To Maduabuchi in (Onyebuchi, 2013) and Andre (1994) while the executive as a form of government is responsible for policy formulation, evaluation and execution to realize set targets, the legislature enacts laws and make the same functional as instrument of cohesion in the society.

Flowing from the above definitions, it is evident that all the levels of government, be it executive, legislature and judiciary, each of them may not necessarily subsist without the other, meaning that each organ of government is mutually reinforcing and contingent upon the success or failure of the other. Yet, legislatures all over the world have garnered influence that transcended the traditional role of rule-making or law-making. It is no longer “reduced to mere sound boards or mere rubber-stamps endorsing policies already framed by the executive (see for example, Jain, 1975:360). The executive is therefore seen as the appendage and embodiment of the legislative arm just as the judiciary as the third arm is seen as the arbiter of the two (Ekhaton, 2003; Bade, 2000).

Within the Presidential system of government being practice in Nigeria, the executive includes the President and the Cabinet members as well as a variety of departments and agencies at the federal level, Governors and their Commissioners at the state level and Chairmen and their Councilors at the local government level.

According to Anazodo, Igbokwe-Ibeto & Nkahi (2015), politically, good governance refers the establishment of a representative and accountable government; good governance implies a strong and pluralistic civil society, where there is freedom of expression and association; good governance requires good institutions. Economically, good governance requires policies to promote broad-based Economically, good governance requires policies to promote broad-based economic growth, a dynamic private sector and social policies that will lead to poverty reduction (Anazodo, Igbokwe-Ibeto & Nkahi, 2015).

Service delivery according to Akhakpe (2014) is the degree and hallmark of excellence in the public service. To Franz (2011), it involves considerable human activity, hence human resource management is important as human element is often the key ingredients of service industries. Public service delivery is one of the major challenges facing developing countries Nigeria inclusive. This should be a top priority of the government if the country is to make substantial progress in socio-economic development.

In Nigeria, a number of problems confront and complicate public service delivery. For example, poor or faulty recruitment policy leads to poor selection of human capital coupled with corruption and decayed infrastructure. The quality and availability of essential services is a major indicator of good governance because public service delivery underpins the social contract between the state and its citizens which in turn portrays a healthy society (Igbokwe-Ibeto, Agbodike & Anazodo, 2015).

Several theoretical approaches can be useful in examining the management of executive-legislative relationship. The systems theory which is one of the several, centers on the interaction between a

system and sub-systems within a holistic entity as well as in the interacting sub-systems. Therefore, the essence of system theory is to emphasize the fact that the various sub-systems must not only be implied in the right order and sequence, but that they must interact harmoniously and in a symbolic relationship to make the whole of the system function satisfactorily.

The system theory is relevant and applicable to the executive-legislative relationship. In that vein, a healthy executive-legislative relationship is one in which the various sub systems interact in harmonious relationship towards the achievement of government and societal objectives. An ailing or defective executive-legislative relationship on the other hand is one in which the sub-systems are either not interacting at all or are interacting a dysfunctional, antagonistic or antithetical relationship. Besides, if any of the sub-system is malfunctioned, this has an adverse effect on the operation of the whole or entire systems, which then becomes an ailing system as a result of one or some defective sub-systems. The emphasizes is on the vital need for co-operation and co-ordination in the management of executive-legislative relationship and the need for the various arms of government to be healthy, well placed and equipped to work in close co-operation and harmony with all its members/departments in order to achieve the desired objectives and goals. For better understanding of the relationship executive-legislative arms of government in presidential system of government, it is imperative to have a cursory look at what federalism is all about.

However, no theory is born refuted, systems not an exception. Experience has shown that the systems theory is too mechanical while there cannot be complete separation of powers among the organs of government. Government is an organic whole with shared responsibilities. It is on this premise that the executive and legislature in Nigeria need to collaborate on a number of issues that border on democratization, human rights, good governance, security, economic prosperity, and the general welfare of the citizenry.

Having dwelt on conceptual and theoretical issues central to the discourse, it is therefore imperative highlights the functions of the executive. According to the 1999 Constitution as amended, the functions of the executive include: Budget preparation, Initiation of development projects, Execution and maintenance of the Constitution and laws and by-laws made by the National, States Assembly and councilors , Preserving, protecting and defending the territorial integrity of the nation, Ensuring the stability and security of the Nation, States and local government areas and Carrying-on the business of governance in all ramifications including conducting the Nation's international relations.

Alabi (2010) argue the power to make laws as distinctively resided with modern parliaments. It is however important to point out that while legislatures are often vested with the law-making role, some legislatures contribute effectively in initiating bills and raising policy issues for the House to deliberate upon but others simply debate whatever proposals the executive present to it. Of course, the former in addition to initiating bills deliberate on policy proposals and bills emanating from the executive.

Also, oversight function is a very important role of the modern legislature. Oversight function particularly appears to preoccupy modern legislatures. According to Verney (1969), the watchdog function is perhaps more important for a legislative assembly than that of law-making. The legislature provides the institutional mechanism for ensuring accountability and good governance. Stapenhurst in (Fashagba, 2011) also noted that 'In most countries, the legislature is constitutionally mandated as the institution through which governments are held accountable to the electorate'. The role of oversight

of executive administration thus specifically entails: scrutinizing and authorizing revenues and expenditures of the government and ensuring that the national budget is properly implemented.

The Nexus between True Federalism and Executive-Legislature Relationship in Nigeria

The whole essence of the principle of federalism is about devolution of power from the centre to the state through to the local government level. To make the third tiers government relevant and for it to successfully bring government closer to the people, therefore what is good for the goose must be equally good for the gander. As envisioned by the 1999 constitution as amended the provision for separation of powers was intended to apply at the government at the grassroots.

Separation of power is essential for the good and smooth running of government for the benefit of the people. Accumulation or fusion of power in one arm of government has the tendency of leading to tyranny. The theory of separation of power could be interpreted as a different body of persons administering each arm of the government, i.e. the executive, the legislative and the judiciary. Each of these arms should be independent of and from the others in performing their constitutional assigned roles and function. This principle advocated by Montesquieu was included in the constitution of the United States of America; which went a step further by providing checks and balances. The founding fathers of the United States believed in limited government. Government should be designed so that it would not become a threat to the liberty, since the founding fathers believed that power was a corrupting influence and that the concentration of power was dangerous. They believed in dividing governmental powers into separate bodies capable of checking each other in the event that any one branch poses a threat to liberty.

The checks and balances introduced in the American constitution were designed to ensure that the states are balanced against national government, the legislature is balanced against the executive, the judiciary is balanced against the President, Governors and Council Chairmen and the governed are balanced against the government. The logic of checks and balances was captured in the Federalist No 51:

Ambition must be made to counteract ambition. It may be a reflection of human nature, that such device should be necessary to control the abuses of government. The government itself is but the greatest of all reflection on human nature. If men were angels no government would be necessary. If angels were to govern men, neither external nor internal control on government would be necessary. In framing a government which is to be administered by men over men, the difficulty lies in this, you must first enable the government to control the governed; and in the next place oblige it to control itself (Jackson, 1995).

The Principles of Checks and Balances

Despite the beauty of separation of power in governance, the existence of checks, which is actually intended to bail the citizens out of the recklessness of some power drunk executive or legislative body, must however be well balanced against the tyranny of any of the arms. The fact that absolute separation of powers is unattainable in any system makes the entrenchment of checks and balances imperatives. As a result, the organs of government can work harmoniously. This checks and balances is an arrangement whereby any arm of government serves as a check on another organ of government.

It is in the light of the foregoing that the Second Republic President of the Senate Joseph Wayas, rightly observed that the “the right thing to do was for both the executive and the legislature to close ranks and work together to do what is right for the country”. The bottom line is that some collaboration in functions promotes harmony in government and some separation makes for liberty, while both are essential for efficiency. These activities should be observed in the following areas of collaboration between the Executive and the Legislature in running the affairs of the country, state and local governments:-

Law Making Function: The legislature and the executive collaborate in law making despite the fact that the Constitution assigned such powers to the legislature. By virtue of Presidential or Governorship assent to bills or by-laws by Chairmen, such powers are being shared by the two organs. If such collaboration does not exist, the legislature would simply do all the readings on a bill, passes it and say it has become a law. But after passing a bill, the legislature must send it to the President, Governor or Chairman who is the head of the executive for his assent before it becomes law or by-law. In this context, lawmaking is not strictly the business of the legislature.

Management of Public Funds: Since the emergence of the Fourth Republic, there has been executive and legislative feud over the National and States budgets. In the cause of such disagreements, the legislature has always been painted as specialized in mutilating the budget after the executive has ‘painstakingly’ prepared it. But the underlying issue however, is that the budget belongs to the people. So, in as much as the executive sees itself as being in charge of the details of the financial outlook and structure of the economy, it is the duty of the legislature, as the representatives of the people, to ensure that the budget reflects the feelings and desires of the various constituencies in the country. After all, the constitution says that President, Governor or Council Chairman shall lay an estimate before the National or State Assembly. This is to prevent the abuse of power. This presupposes that the parliament/Legislature in charge of the public fund while the executive is in charge of the approved budget.

For example, Section 80 Subsections 3 of the 1999 Constitution as amended clearly states that “No money shall be withdrawn from any public fund of the Federation, other than the Consolidated Fund of the Federation, unless the issue of that money has been authorized by an Act of the National Assembly”. Same power is also conferred on the States Legislature and local government councilors in Section 120. The Constitution also provides that “No moneys shall be withdrawn from the Consolidated Revenue Fund of the Federation except to meet expenditure that is charged upon the fund by this Constitution or where the issue of those moneys had been authorized by an Appropriation Act, Supplementary Appropriation Act, an Act passed in pursuant to Section 81 of this Constitution”.

The legislative function in respect to the control of public funds is hinged on the fact the executive prepares the spending pattern and will also disburse the money. The legislature, therefore, by such power, can give conditions and place limitations on spending and how funds are to be used.

Yet, Sections 82-89 of the 1999 Constitution as amended captures the need for such oversight function, not just as an expression of legislative check on the executive but also for the efficiency of the executive in discharging its constitutional functions. Section 88 (1) of the Constitution explains that the powers of investigation conferred on the National and State Assemblies as well councilors are exercisable for the purpose of enabling it to “Make laws and by-laws with respect to any matter within its legislative competence, correct any defects in existing laws; and expose corruption,

inefficiency or waste in the execution or administration of laws within its legislative competence and in the disbursement or administration of funds appropriated by it.” So the executive must see oversights functions as ways in which the legislature partner with the executive to assess government operations and determine the impact on the people. Through oversights, the legislators are meant to know if existing laws help the executive work effectively or if they create obstacles for them in the implementation of policies.

A careful examination of the above suggest that oversights function are not meant to witch-hunt but to ensure conscientious application of appropriated funds by government bodies with the aim of promoting good governance and it is the duty of the legislature to provide that transparency.

Appointment and its ratification: The President is legally empowered to appoint key functionaries of government institutions. But the legislature is also empowered to screen such nominees to ascertain their credibility to hold such positions. Such collaborations are necessary to ensure that those selected by the President are qualified and capable of discharging the assigned responsibilities. That informed why some parliamentarians insist that the executive must accompany the proposed portfolios of the nominees during screening to ascertain the capability or otherwise to handle specific roles in government.

Causes and Challenges facing Executive-Legislative Relationship in Nigeria

Various factors can be identified as the causes of conflicts between the legislature and executive. For example, Rockman in (Momodu & Matudi, 2013) identifies some causes of executive-legislative conflict namely: pride and personality clash, executive dominance, ignorance of the constitution, functional overlapping and legislative performance of oversight function. Generally, the causes of executive-legislative feud are highlighted as fellows: Struggle for power and domination; Conflict of roles; Limited conceptualization and understanding of their constitutional responsibilities; High-handedness of the executive over the legislature; Greed and hypocrisy of members of the two organs; Lack of patriotism; Corruption; Poor leadership skills; and Poor conflict management skills.

The 1999 Constitution as amended explicitly states that the legislature shall make laws for the good governance of Nigeria; ditto the executive shall implement policies for the good governance of Nigeria. It is however doubtful if these institutions have been able to conceptualize the intent and meaning of the spirit and letter of these words stated in the constitution. This is due to the fact that the quest for the achievement of good governance in Nigeria has continued to be a mirage, especially with the high incidence of poverty plaguing the citizens of the country as well as high level corruption among public officers in the government.

Managing Executive-Legislative Working Relationship for Good Governance and Service Delivery in Nigeria: The Way Forward

We have identified some challenges facing executive-legislative relationship in its efforts to promote harmonious coexistence. On a prima facie basis, these challenges may appear huge and complex. Yet, they are surmountable. Natufe (2006) defines government as a collective body of elected and appointed institutions empowered to legislate and adjudicate for the good of the society. However, Esman (1997) has argued that before governance can be considered good, government has got to be effective. It must first command the respect and allegiance of the people over whom it exercises governance and, must satisfy certain basic collective needs”. Therefore, the ultimate objective of both the executive and the legislative has to be efficient and equitable delivery of public good to the citizens of a state and this is what is referred to as good governance and leadership.

The legislatures play critical roles in the promotion of good governance. This function can be discharged through the exercise of the basic legislative functions of law making, representation and oversight. To Johnson & Nakamura (1999), effective legislatures contribute to effective governance by performing important functions necessary to sustain democracy in complex and diverse societies. Through their legislative function, parliaments are responsible for reviewing bills and enacting legislation, amendments and regulations which are needed to support reforms and national development programmes (see Sharkey, Dreger & Bhatia, 2006).

The legislature and executive can work out a synergy to re-focus and re-engineer the policy making and implementation process to promote good governance. This is based on the fact that both the executive and legislature are vehicles for engineering good governance (Momodu, 2012). While the parliaments has been referred to as the “nerve endings” of the polity (Johnson, 2005), the executive is the conduit for facilitating governance.

The legislatures can contribute effectively to peace and good governance is through the exercise of the instrumentality of its oversight function. Legislative oversight function is the supervisory responsibility that the legislature carries out on the executive and MDAs in order to ensure that they comply with legislative enactments as well as judiciously expending their budgets in order to effectively meet their policy mandates. For example, Johnson (2005) posits that parliaments look back on government spending and activities to determine whether money was spent appropriately, and to ask “value for money” questions. In the light of this, Williams and Huyghebaert admonished that legislatures have an array of tools at their disposal for conducting oversight some of which include: questions to ministers (oral and written), interpellation, and votes of no confidence; budgetary oversight, impeachment, and the possibility for the parliament to establish ad-hoc committees, commissions of enquiry or an ombudsman’s office (see Momodu & Matudi, 2013). By and large, legislator should always activate these instruments.

Also, the quest for peace, security and good governance in Nigeria requires that the executive and legislature must as a matter of urgency synergize together to engineer the policy making and implementation process that will engender good governance. As Remington (2004) argues that for legislators to be able to play their role of representation, oversight, and legislation, it is imperative that there must be a certain degree of cooperation between the three arms of government in policy making (each side must be willing to bargain and compromise in order to get some policy benefits), the legislature must have some capacity to monitor the executive, and the executive needs to be willing to comply with legislative enactments. Collaborative and harmonious relationship between the executive and legislature is crucial for attaining national development because “policy making and policy execution regulated by systems of law and guidelines are segregated into specific operations to achieve specific national objectives (Shehu, 1999).

The executive and legislature should deem it necessary to always adopt dialogue in resolving their differences instead of resulting to outright confrontation that usually deadlocks the policy making and implementation process. Yet, for peace, security and tranquility, the executive and legislature should respect and strictly adhere to the tenets of the principles of separation of powers. Though, consensus may not often be achieved. Nonetheless, it is an exercise worth pursuing if only to sketch the parameters of collaboration in necessary areas that would promote good governance.

The legislature should evolve different techniques and strategies to strengthen its oversight function, which would enable it to conduct regular and in-depth checks and monitoring on the activities of the executives- ministries, departments and agencies. This will put the executive on its toes and it would also make it more service oriented, accountable and transparent.

The executive should concentrate its activities on making policies and implementing same to address the needs and yearnings of the suffering Nigerian masses that are trapped in the poverty circle while the legislature should also focus more on making laws that would promote good governance in the country.

The executive and legislative arms of government should embark on regular capacity building on basic conflict resolution and management training with a view to improving their conflict management skills as well as their problem solving skills. Yet, the legislature should enact legislations that would empower it to sanction the excesses and actions of the executive and MDAs that are inimical to good governance as well as activate the dormant laws.

Conclusion

The issue of executive-legislative relationship as captured by scholars and social commentators has been espoused with an attempt at clarifying the intellectual “cobweb” surrounding the issue of feud between executive and legislative arms of government. In addition, searchlight was also beamed on the theoretical framework for a better understanding of the concepts under interrogation. Thus, different theories on the concept of executive-legislative relationship such as systems and separation of power theories have been examined as postulated by scholars. An attempt has also been made to establish the nexus between true federalism and executive-legislature relationship in Nigeria.

While the executive as an arm of government is responsible for policy formulation, evaluation and execution to realize set targets, the legislature enacts laws and make the same functional as instrument of cohesion in the society. The judiciary interprets the law. Essentially, the relationship that exists between the executive and legislature is very crucial for facilitating peace, security and good governance in any democratic regimes. This makes cooperation preferable to conflict in executive-legislative relations. Remington (2004) argued that for legislators to be able to play their role of representation, legislation and oversight, there must be certain degree of harmonious cooperation between the three arms of government (executive, legislature and the judiciary) in policy making, implementation and interpretation. Each side must be willing to bargain and compromise in order to get some policy benefits. The legislature must have some capacity to monitor the executive, and the executive needs to be willing to comply with legislative enactments.

It is incumbent therefore on the legislature to make laws that would set the agenda for peace, national security and good governance. Yet, it must also ensure through its oversight function that the executive and its ministries, departments and agencies (MDAs) delivers on their policy mandates to the society at large. It is also imperative that two institutions of government should base their relationship on trust, mutual respect and understanding, adhering strictly to the tenets of separation of powers as enshrined in the 1999 Constitution as amended. This, according to Taylor (1996) will assist in re-establishing the proper balance between legislature and the executive, implying that both the executive and legislature should balance the risks and benefits resulting from the frictions in their relationships for the primary purpose of running the state efficiently.

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