

Public Bureaucracy and National Development in Nigeria: Issues and Challenges

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Abstract

The role of the Nigerian public bureaucracy in achieving national development has in recent times been emphasized in public discourse. This was due to the increasing role of government in development processes evident in response to the present global pandemic called coronavirus. The government has been a major participant in the efforts to ensure the social well-being and development of the citizenry through the provision of diverse essential goods and services delivered by public bureaucracy. Public administrators thus have a major task in ensuring that government policies and programmes are effectively implemented and that the targeted beneficiaries benefit from them. However, there seems to be a wide gap between policy formulation and policy implementation of policies handled by the public bureaucracy. Despite resources made available to implement government policies and programmes, most of them have failed to achieve desired objectives due major to poor implementation. The public bureaucracy in contemporary times is the major machinery for implementing government policies and programmes in Nigeria and it plays an important role in ensuring the success or failure of such policies and programmes gear towards national development. It is because of the foregoing that this study examines the role of Public bureaucracy in the efforts at achieving national development in Nigeria. The study relies on secondary data, which are analysed qualitatively using the content analysis. The paper concludes that the onus or task of achieving the objectives of national development is dependent on efficient, professional, disciplined, motivated, politically neutral, honest, and incorruptible public servants. Unfortunately, these values or ethics are missing and as such constitute an impediment to having an effective, efficient, and professional public service that could drive the wheel of national development in Nigeria. The paper thus recommends among others that government at all levels should ensure that recruitment and other appointments into the service are on merit rather than other primordial factors. This should incorporate staff with the requisite qualifications, skills, experience and aptitude. Also, the government should embark on policies that will improve the working conditions of the public servants by providing adequate and better welfare packages and a living wage that could attract professionals, motivated dedicated and committed public servants that will put in their best in the service of the country.

Keywords: Bureaucracy, Development, Public Bureaucracy, Public Service, National Development,

Introduction

The state performs certain roles or functions that could be difficult for individuals, family and community to provide efficiently. The role of governments or states all over the world is to ensure the security and welfare of its citizens. This notion of the state responsibility to the citizen dates back to more than 20 centuries ago when the renowned philosopher, Aristotle asserts that the state (public governance) is the conclusion of human development. He sees the polis or the city-state as the highest form of human social and human development, which allows the citizens to seek and live a good life. To him, the family and the village existed for the sake of life and the polis (state) for the good life of the people (Mazi-Mbah, 2006). Thus, the state aims to ensure that it adequately and effectively meet the common needs of the people, and the institution responsible for achieving this aim is the public bureaucracy.

Public bureaucracy (civil and public service) constitutes the permanent and professional part of the executive organ of government. They are non-political permanent and professionally trained civil and public service that runs the administration of the state according to the policies and laws of the government political executive. Thus, the qualities and efficiency of bureaucracy determine the quality and efficiency of the state administration. It, however, works under the leadership and control of the Political Executive. The terms public bureaucracy is interchangeably used with the following terms, civil service, public service, government service, etc. Also, bureaucrats are interchangeably used with the term, public servants, civil servants, government officials permanent executives, and the non-political executive are used to describe all such persons who carry out the day to day administration of the state. The terms public bureaucracy' and 'public or civil service' are synonyms.

Efforts at establishing the important link or relationship between public bureaucracy and the effort at achieving development goals of the country require an understanding of the important role of public bureaucracy and this seems not to be the case in many works of literature overtime. The emphasis has been on economic issues, issues related to leadership, democracy corruption, federalism, security, religion, among others. However, there is a strong relationship between public bureaucracy and quest to achieve national development in both the developed and the developing countries of the world including Nigeria. Due to increase role and intervention of the state in virtually all aspects of development in modern states, the role of public bureaucracy becomes more sacrosanct and exigency. A United Nation's Report in 2005 indicates, "no matter how organised and constitutional a government is, it would not get very far in the absence of public administration system capable of translating its broad political intentions, its laws and delivering service needed by the people without a professionally competent public administration. The state cannot count on making those things happen which they want to happen or on pre-empting undesirable developments.

The failure of governance is the failure of public administration. This is so in contemporary states, especially in developing countries in which government

plays a dominant role. Most of these countries still faced major developmental challenges of a high rate of poverty, inequality, unemployment, and insecurity, low level of infrastructural development, low industrialization or absence of vibrant industries, among others. Also, the overall standard of living of the majority of the populace in most of these developing countries is very low. The public bureaucracy remains the basic framework and machinery through which the government can put out concrete actions that will ameliorate these challenges confronting the state and as well reach out to the populace. In ensuring the welfare and security of the citizens, the government needs to provide certain goods and services that are fundamental to the wellbeing of the people. Some of them include health care services, education, water, electricity, road, security, among others. Government is to ensure that goods or services provided by the private sector alone or in collaboration with the public sector are affordable, accessible and qualitative. The major player in ensuring that government performs these roles efficiently and effectively is the public bureaucracy.

However, it seems public bureaucracy in Nigeria has not lived up to expectation in playing a pivotal role in the quest to achieve national development in Nigeria. Public bureaucracy in Nigeria is inefficient, ineffective and thus incapable of driving the wheel of development envisaged in the country. The Nigerian public bureaucracy is synonymous to delay, red-tapism bureaucratic bottleneck, formalism, inefficiency, failure, corruption, nepotism among other negativities. Onah (2003) contends that the general inefficiency, ineffectiveness, and poor service delivery in the Nigerian public service result from inadequate recruitment and selection procedures and practices in the employment of manpower and lack of clear human resource objectives.

Furthermore, issues such as excessive bureaucracy, political interference, corruption, poor working conditions, poor work ethics, out-dated and outmoded systems, procedures, and practices among others, conspire to impact adversely on service delivery by the public sector organizations (Ezeani, 2004). The forgoing calls to question the place of the public bureaucracy in Nigeria, especially in modern parlance where the roles of government in national development have increased over time. Today, public bureaucracy is the key to any effort at achieving developmental objectives in Nigeria. Thus, the need to re-examine the role of the public bureaucracy in achieving national development in Nigeria. The question is what are the expected roles of the public bureaucracy in contemporary Nigeria? How can it carry out these roles effectively to achieve national development objectives in the country? What are the challenges that could affect the effectiveness of the Nigerian bureaucracy in carrying out these roles? Therefore, the objectives of the study are to:

1. Identify the expected roles of bureaucracy in the quest to achieve national development objectives in Nigeria.

2. Examine the major challenges confronting the performance of public bureaucracy in Nigeria

The research design adopted for this study is ex-post facto research design, where secondary data collated contains various issues discussed in this study. In other words, the study is documentary research and it utilizes only secondary data. The instruments used include books, journals, official documents, newspapers and magazines, and online materials. The data was analysed using content analysis.

Conceptual Issues

Development

The concept development refers to the total transformation of a system: thus when used to describe a nation, describes the transformation of the various aspects of the life of the nation. Development implies a progression from a lower and often undesirable state to a high and preferred one. We shall briefly discuss three definitions of development. One common agreement among these scholars is that Development implies attacking widespread absolute poverty, reducing inequalities and removing the spectre of unemployment – all these achieved within the context of a growing economy. This has led to their definition of development in terms of both redistributions with growth and meeting the basic needs of the masses of the population.

Seers (1969) poses the most fundamental questions relating to the meaning of development:

The questions to ask about a country's development are therefore what has been happening to poverty. What has been happening to unemployment? What has been happening to inequality? If all three of these declined from high levels, then beyond doubt this has been a period of development for the country concerned. If one or two of these central problems have been growing worse, especially if all three have, it would be strange to call the resulting development even if per-capita income doubled.

These questions focus attention on the fundamental problems of underdevelopment which economic development is supposed to solve. The concept of development is normative and this is because it implies progress from a less desirable state to a more desired one. It would be difficult to find rational beings who would argue that the objective of eliminating poverty, inequality and unemployment for the largest majority of the population is not a desirable one. Hence, the emphasis today in the development literature is on meeting basic needs and redistributing the benefits of growth. The major institution charged with these responsibilities is the Public Bureaucracy

According to Rodney (1974), development is a many-sided process. At the individual level, it implies increased skill and capacity, greater freedom, creativity, self-discipline, responsibility and material wellbeing. At the level of social groups, development implies an increasing capacity to regulate both internal and external relationships. Rogers (1969), defines development as a type of social change in which new ideas introduced into a social system to produce a high per capita income and levels of living through more production that is modern methods and improved social organisation.

National Development

Just like the concept of development, national development has also been define from various perspectives. The term is very comprehensive and all-encompassing. It permeates the economic, social and political aspects of the life of individual, society, and state.

Fultado (1964) defines national development from an economic perspective or angle. To him, it is a transformation process whereby countries or societies achieve a rapid rise in their National Product (NP) sustained over a relatively long period in addition to overcoming decision centres in the manufacturing sector and all that is required to guarantee its autonomy and shape its futures. National development is the ability of a country or countries to improve the social welfare of the people by providing social amenities like good education, health, pipe-borne water, electricity etc.

The definitions above indicate that the ultimate of national development is the increase in a country's National Products accelerated through a viable productive sector that brings about accessibility of individual citizens to basic goods and services like education, pipe born water, electricity among others that enhances their social wellbeing.

It is holistic in approach to achieving a developmental objective and enhancing the wellbeing of the citizens. It includes full-growth and expansion of the industries, infrastructure, agriculture, education, health, and social, religious, cultural, and administrative institutions. It is about eradicating poverty, unemployment, inequality, deprivation, and those negativities that makes life uncomfortable for the citizens, especially the less- privilege. It implies an all-round and balanced development of different aspects and facets of the nation viz. political, economic, social and administrative.

The United Nations Development Programme (UNDP) Report, 2002 identified some key features of national development. They include regard for fundamental human right and freedom; citizenship involvement in taking decisions that affects them and all-inclusive rules, practices, and institutions governing social interactions that are fair to all. Also, it includes a system that enables citizens to hold accountable their decision-makers; ensure equal opportunity for all irrespective of gender, race, nationality, and ethnic background; secure future, implementing socio-economic policies aimed at addressing the needs and aspirations of the citizenry and improved standard of living guaranteed by poverty reduction strategies.

Similarly, the World Bank World Development Report (WB-WDR), 1991 identifies the following as key features of national development: better and qualitative education; a clean environment; effective and efficient utilities; adequate and functional social and economic infrastructures; high-quality health and nutrition and increased and equal opportunity. These fundamental attributes are fundamental and could serve as a yardstick for measuring national development in Nigeria. They constitute issues involved in national development and achieving these goals required professionals, innovative, and motivated public bureaucrats and efficient and effective bureaucracy.

Bureaucracy

Bureaucracy is a term derived from two words; “bureau” and “Kratos.” The word “bureau” refers to the office, while the Greek suffix “Kratos” means power or rule. Put together, bureaucracy denotes the power of the office (Hummel, 1998). Weber popularized the term Bureaucracy when he differentiates the forms of authority in society. Bureaucracy is a form of organisation operated through legal-rational authority. According to Weber, the idea-type of bureaucracy is characterised by a hierarchical arrangement of positions, duties and offices, division of work by area of speciality, informal relationship and communication, which is fixed, activities and actions of personnel guided by a fix written rules and regulations. Others include recruitment into the service and career advancement based on technical and educational qualifications or merit. Bureaucracy is a type of formal administration with the characteristics of the division of labour, rules and regulation, the hierarchy of authority, the impersonality of social relationships, and technical competence (Reicheld and Sasser, 1990). Bureaucracy is a structure with routine operating tasks achieved through formalised rules, regulations and specialisations of tasks grouped into functional departments, centralised authority, and narrow spans of control and decision making that are in line with a chain of command (Robbings and Judge, 2007). Bureaucracy is a type of hierarchical arrangement that exists in an organisation designed rationally to coordinate the work of employees in the pursuit of large-scale administration, and administrative organisation based on a hierarchical structure and governed by rules, regulations, and established procedures. The responsibility and authority attached to an office and the position of an official within the hierarchy depend on the office held, rather than the personal attributes and status of the incumbent.

Therefore, bureaucracy is a broad and systemic order and approach of carrying out specific tasks in government and non-governmental institutions or organisations. Bureaucracy implies a system of relationships that exist between men, offices, and method that the government uses to implement its programmes. This does not cover political appointees such as ministers, special advisers or members of the judiciary at the federal, state and local government tiers of government. (Eme and Onwuka, 2010). Here, Public Bureaucracy denotes the entire public service at the federal, state and local government levels

in Nigeria. The personnel that works in public bureaucracy in Nigeria are referred to as Public Servants. They ensure the smooth running of the day-to-day activities of the government. They are also the major instrument for implementing government policies and programmes geared towards national development. They are the middle ground between the government and the citizens in providing essential goods and services that will guarantee and enhance the well-being of the citizens.

Theoretical Framework

The paper adopts two theories that will help in understanding the issues discussed therein. They are New Public Governance (NPG) and New Public Service (NPS).

New Public Governance (NPG) places citizens and the public interest, rather than government, at the centre of its frame. NPG conceives the state as both plural and pluralist; government is no longer the sole force shaping public policy and implementation.

New Public Service (NPS) argues that the focus of public management should be citizens, community and civil society, and the primary role of public servants is to help citizens articulate and meet shared interests (Denhardt and Denhardt, 2000). Bourgon (2007, p.22) suggests that this approach has four elements: Build collaborative relationships with citizens and groups; Encourage shared responsibilities; Disseminate information to elevate public discourse, and seek opportunities to involve citizens in government activities. The “whole-of-government” approach arose in response to a lack of coherence and coordination problems in the NPM approach. It strengthened central oversight and increased horizontal collaboration. The “motivation of public officials” approach, takes the view that changes in organizational arrangements require attention to the values and incentives that govern the behaviour and performance of public officials.

The NPG emphasises that in every act and process of governance, the interest and welfare of the citizens should be paramount. This implies that enhancing the welfare or wellbeing of the citizens should be the primary focus of governance. Thus, all development policies and programmes should be citizens driven. Therefore, due to this line of reasoning, government role or participation in national development has increase overtime. Consequently, public bureaucracy is the major player in ensuring that policies and programmes geared toward achieving national development are efficiently and effectively coordinated and implemented to achieve its goals and objectives.

Furthermore, NPS focuses on how to achieve citizens' interest without jeopardising the interest of the public bureaucracy. In line with the objectives of this paper, NPS emphasises the new roles assumed by public bureaucracy to help citizens articulate their diverse interests and as well meet their needs. It also stipulates the necessary values and motivation required by public bureaucracy to perform their roles. Public bureaucracy, therefore, stands as a bridging gap

between the government and the citizenries. Thus, the above theories are suitable as a basis of analysis and drawing an inference in this study. The study examines the role of Public bureaucracy in national development and the challenges that could militate against it in performing these roles.

Main Discussion

Public Bureaucracy and Development in Nigeria

In developed countries of the world, public bureaucracy is the engine room of development because of the implementation role it plays in government. The public bureaucracy is an essential institution of government. In contemporary times, the exigency of the important role of Public bureaucracy in the quest to achieve development cannot be overemphasised both in developed and in developing countries. It constitutes the driving force for development in the developing countries bedevilled by numerous developmental problems i.e. High rate of poverty, unemployment, inequality, squalor, human degradation, among others. However, seen as an appendix of the executive arm of government, public bureaucracy remains the only linkages between the citizens and government. The critics of the politics- administrative dichotomy tend to establish a relationship between politics and public bureaucracy by establishing that both play a complementing role to governance. Nevertheless, public bureaucracy remains the keystone of government efforts to provide the essentials needed for human survival.

As asserted by the United Nation's Report (2005),
no matter how organised and constitutional a government is, it would not get far in the absence of public administration system capable of translating its broad political intervention into realities, enforcing its laws and delivering services needed by the people. Without a competent, professional and highly motivated public administration, the state cannot count on the making those things happen which it wants to see happen or pre-empting undesirable development.

The above assertion justifies the notion that the responsibility of good governance lies in Public bureaucracy, rather than the politician. This further justified the argument of the critics of politics and administrative dichotomy that a complementary role is required between the two. However, the politicians greatly underplayed this as they see public bureaucracy as a mere instrument for delivering the will of the state to the citizenry. Present trends in modern states, especially developing countries show that public bureaucracy remains crucial in achieving national development. The acceptance of the politics – administrative dichotomy as advocated by Wilson and co would have been suicidal, if acknowledge and practised in developing countries like Nigeria. Politicians could not here initiate policy as they depend on the public bureaucrats for

information and advice. Attempts by politicians to deviate or neglect the advice of the public bureaucracy often lead to disaster and with great consequences on the citizens and the state. An example is a controversy that trailed the cause, spread and high rate of death in the United States of America (USA) due to coronavirus infection. The Director of National Health Services (NHS) accused the President Donald Trump of not adhering to the advice given by experts leading to the high rate of infection and death in the country (NEWS, 2020, Collinson, 2020).

According to Schachter (2002), Public bureaucracy is responsible for the design of Public policy. That means they translate the vision of the elected officials into policy issues. They do this by implementing the policies and programmes of the government aimed to achieve sound economic policies and programmes of the government, raise revenue and oversee public expenditure as well as manage public accountability. As enunciated by Adebayo (2001), the public service evolved as the bedrock of the executive arm of government with the emergence of a modern state. To him, the main task of the public service is simply the implementation and execution of the policies decided by the legislature or those appointed to carry out the execution work of government. Nevertheless, in performing this task, the public bureaucracy or public service has found itself involved in the formulation of policies and advising generally on policy matters. According to Ademolekun (1983), a large chunk of policy, decisions emanate from the large halls occupied by the bureaucrats. This implies that public bureaucracy has assumed the role of policy formulation, especially those directly affecting the provision of goods and services that directly affect the well-being of the citizens.

The public bureaucracy consists of professionals, experts and highly experienced personnel. Given these credentials, they render advice on policy issues that affect the citizens and the state. The public bureaucracy carries out the essential day-to-day duties of public administration and government. They are responsible for the management of the machinery of government. They put their experience to bear in the performance of their duties and give advice that is constructive and professional. The bureaucrats supply vital information as regards policy issues that will enable the political heads to take the right decisions. They must put before their political heads the arguments on all sides of the case fully, rationally and fairly. Whatever the situation, they must set aside their sympathy, personal prejudices, sentiments, affinity and affections and faithfully present all the facts and information at their disposal to enable the political head take his rational and objective decisions (Omotola, 2013). To Olatunji (2001), public servants ought to constantly engage in gathering data or facts and analyse them. Their findings would enhance policy changes or lead to policy decisions. By this, public bureaucracy helps to define policy before it reaches the legislative stage, thus assisting in the drafting of laws, which provide the legal framework that enable them to come out with desired programmes. The public bureaucrats during the process of monitoring gather many facts about

the workings of government policies and programmes that will help to assess their level of success or failure. These data or fact are very fundamental to efforts at achieving the development objectives of the government. However, one problem bedevilling the development efforts in Nigeria is lack of accurate data to plan. Thus, the country relies on non-state actors and international organisation for data. This approach has led to the failure of most development programmes in the country.

A pre-condition for the development of a country is the availability of goods and services to the citizenry. These goods and services must be affordable and meet the needs of the citizens. In most developed countries, especially, the free market economies, the private sector dominates the economy as it provides most of the essential goods and services are known as public goods. However, in developing countries, government play a major role in providing these public goods. The private sectors in these countries are weak and incapable of providing these essential goods and services efficiently and effectively. Thus, the Government usually intervene to ensure that these goods and services are available and affordable to the majority of the citizens. The fact remains that government has the responsibility of providing these essential goods and service to the citizens.

In Nigeria, the government plays a dominant role in providing essential services like quality education, health care, water, communication, power, roads, and infrastructures, which are necessary for national development. The Nigerian public service is responsible for providing these essential services vital for national development.

Development also thrives in an atmosphere that guarantees good governance. Public bureaucracy must ensure a well-established government framework that guaranteed national security, rule of law, fundamental human rights, and respect for property rights, national peace and stability, nation-building, national integration, effective macro-economic management among other essential ingredients of good governance. These ingredients are fundamental and a pre-condition for national development.

Public bureaucracy plays a decisive role and in some instances in collaboration with non-state actors. A cursory examination of the situation in Nigeria is disheartening. The Nigerian economy is still a siege economy. There is a high rate of insecurity in the country as manifest in the high rate of the violent, high rate of ethno-religious crisis, kidnapping, armed robbery, and banditry, insurgency, and terrorism have cost the country a lot in terms loss of lives, property and finance. Lack of regard for the rule of law and flagrant abuse of fundamental human rights of the citizens go on unabated. The security men and political office holders appear helpless in the face of these threats. There is a high rate of distrust among the various ethnic and religious groups in the country. Similarly, distrust also exists between the citizens and the government. The citizen has little or no trust in government to ensure their security and wellbeing with grave consequences on national integration and nation-building.

Unfortunately, because of the diversities in the country, the public bureaucracy is often in a state of dilemma, either to be professional in their course of duty or yield to the interests of their employer (government) or their ethnic or religious interest that are always in conflict. These issues negatively affect efforts at achieving national development in Nigeria.

Challenges Militating against the performance of public bureaucracy in Nigeria

Public bureaucracy is a noble profession and should and noble in terms of ensuring the effective management of accountability in governance. Public bureaucracy ensures that public officials (elected and unelected) and other state actors adapt to the best practices in carrying out their duties. For all these state actors to function effectively, they must guide against what Peter (1997) referred to as 'Bureau Pathology'. He defines Bureau Pathology as those negative administrative behaviours of professionals and experts in the organisation that impede the achievement of public goals and delivery of quality public services to consumers. To him, it manifests when public servants misconceive their powers, functions and responsibilities, act *ultra vires* in bad faith, out of malice or even with ill motives, thereby receiving tips and cash benefits for services rendered to consumers. Public servants here use their status, positions and authority to procure for themselves some benefits from investors, contractors, consultants and suppliers (Madibo, 1978).

The consequences of bureau pathology according to Peters (1997) is that it violates the economic, social and political rights of the consumers of public service. It also sabotages of government socio-economic and political programmes to the disadvantage of constituents and causes the delay of service delivery to strategic investors and other consumers.

The manifestation of bureau pathology in the Nigerian Public service is enormous with great consequences on effective service delivery and national development in Nigeria. Efforts put in place through reforms to make the public bureaucracy more professional, accountable and responsible seem not to yield the desired result. Bureau pathology has created a wide gap of distrust between the citizens and the government. Efforts at ensuring financial accountability and transparency have been futile.

Many scholars and analyst (Asaju, & Adagba, 2011, Adagba, 2012, Page, 2018) have enunciated the relationship between corruption in the Nigerian public service and national development. They all agree that the high level of corruption in the public service in Nigeria is the bane to Nigerian quest to achieve national development. Successive governments in Nigeria have initiated several reforms and other policy measures to reduce the high rate of corruption, but it seems these measures have not yielded the desired result. For example, realizing the level of corruption in the Nigerian public service, the present government at its inception in 2015 ordered that all outstanding audit queries piled up over the years be resolved within 30 days (Ndujihe

&Nwabugbogu, 2005). The law (Civil Services Re-organization Decree No. 43 of 1988) empowers the Office of the Accountant-General of the Federation to supervise the accounts of federal and extra ministerial departments, collate, present and publish statutory financial statements of account as required by Ministry of Finance. It also conducts routine and indebt inspection of the books of accounts of federal ministries and extra-ministerial departments to ensure compliance with rules and regulations, policies and internal audit guides, and investigate cases of fraud, loss of fund, assets and store items and other financial malpractices in ministries/extra-ministerial departments. Besides, the AGF ensures revenue monitoring and accounting; provides a system for the monitoring of accounts of all ministries, department and agencies and ensure timely submission of financial statements to the Auditor-General of the federation. If the Auditor-General is not satisfied with the report, He issues a query. The use of audit query is also to check fraud and ghost workers phenomenon. An audit query is a request for an explanation over improprieties discovered in the Accountant-General of the federation reports. This often takes place quarterly (Ndujihe &Nwabugbogu, 2005).

Successive Nigerian governments have established special anti-corruption institutions (i.e. EFCC, ICPC, etc.) operated by public bureaucrats to ensure accountability and transparency in governance and public administration. Also, special units established within the various ministries and extra ministerial departments to check and report any act of corruption in the Nigerian Public Service. They include SERVICE COMPACT (SERCICOM), Due Process, and recently IPPIS, among others. Studies have shown that despite these measures, corruption is still rife in the Nigerian Public Service.

The public service is a noble profession. It ought to play a major role in managing the scarce resources of the state transparently and efficiently to achieve national development and enhance the general wellbeing of the citizens.

Lack of Motivation

Lack of motivation is another major challenge militating against the effectiveness of public bureaucracy in Nigeria. The low morale among public servants is attributed to the high rate of corruption, laziness, ineptitude in the Nigeria Public Service. Nigerian Public servants are poorly remunerated compared to their counterparts elsewhere in the world (Bhorat et al.2015, Jacobs, 2019). The inherent delay often associated with the payment or outright non-payment of essential allowances of public officials also affect their moral. Successive governments in an attempt to boost the morale of public servants have increased their minimum wage over time, but the increase is not commensurate to that of other countries.

A study of public officials in Brazil identified four key elements in explaining motivation and dedication). They include, Dedication and civic duty are appreciated by communities; Recognition by rewards and public information campaigns is effective; Officials exhibit voluntarism and

willingness to carry out a larger range of tasks; and downward accountability through the scrutiny of performance by the local community (Tendler, 2007; Rao, 2013).

The Labor Law provides that the government should increase the minimum wages of public servants regularly to cushion the effect of inflation and high cost of living among others. This law is not obeyed by the government and quite often the labour unions have to resort to strike action and disruption of the economy before the governments implement this law. As Eribake (2013) rightly says “the federal and state governments go to sleep once a minimum wage has been set waiting to be raised out of slumber by a tsunami of labour protest”. The recent increase of the minimum wage from 18,000 to 30,000 naira was achieved through a long process of deliberations and negotiations between the labour unions and government which lasted for more than two years. (Onyirioha, 2018, Ewubare, 2018, Nurudeed, 2019, Omotayo, 2019). Most state governments even claimed that they could not afford to pay the new minimum wage due to paucity of fund. Presently, less than 10 states out of the 36 states are paying the new minimum wage. This will invariably affect the morale of the public servants who might not put in their best in the service. It may also affect their level of transparency and accountability in performing their duties.

Nepotism

Nepotism in Nigerian Public Bureaucracy has been a source of worry over time. The act of nepotism began during the colonial era where the Blacks were discriminated upon in recruitment and appointments into the public service. The whites were given special privileges in terms of appointment, promotion, training and remuneration, among others. However, the damage was not as devastating as it is today in the country. The heterogeneous nature of the country has made it a fertile ground for nepotism to thrive in the public service in Nigeria. The federal character or quota system has been put in place to ensure some level of equitability in appointments and recruitments into the public service, but it has rather worsened the act of nepotism in the Nigerian public service. The abuse of the federal character principle has created a leeway for the perpetuation of this evil. Nigeria comprises more than 350 ethnic groups and several religions in which Christianity and Islam are the most popular and recognized. These divisions have created a fertile avenue for the perpetuation of nepotism. Tribal and religious sentiments rather than merit have become the criteria for employment and promotion in the public service. Merit is secondary in appointment, promotion and recruitment in the public service. Family patronage is another dimension of nepotism. Today, godfatherism and mediocrity have become the order of the day in recruitment, appointment into strategic positions in the public service thereby, jeopardizing merit, and professionalism which should be the ethical hallmark in public bureaucracy. These abnormalities are evident when it comes to staff discipline and training. Competency and handwork are relegated to the background and mediocrity are being celebrated.

Mediocre now enjoy unfettered privileges and they tend to occupy important positions in many public institutions. Public bureaucracies are notorious for their practice of nepotism in the process of rendering essential services.

The implications as rightly asserted by Maduabum (2014), include the display of animosity (existing between peers, superiors and subordinates) and jealousy, rather than cooperation and teamwork. This breeds conflict and lack of trust between subordinate and superior officers, and among peers in the service. It also leads to a high rate of staff indiscipline and low staff morale in the service.

Because of this, professionalism, meritocracy, political neutrality, anonymity, honesty, selflessness which are the hallmarks of public bureaucracy are ignored.

Related to the issue of nepotism is the politicization of the public service.

One fundamental feature and ethical principle of Public bureaucrat is political neutrality. Every public servant must not in any way be a member of a political party or openly support any political party in the course of his duties. Public bureaucracy is expected to serve any party in power, no matter their political lineage or principle. Politics must be divorce from professionalism. This is crucial because political interests in most instances conflict with the public interest. As a neutral body, public bureaucracy should help to reconcile conflicting interests for the good of the citizens and the development of the state. This school of thought was first put forward by the public administration scholars who advocated for a dichotomy between politics and administration. One of the proponents is Wilson. According to him, public bureaucracy lies outside the proper sphere of politics. Even though politics sets the tasks for administration, it should not be allowed to manipulate its administrative functions. He advocated this against the background of the prevailing situation in America in which the spoil system was the order of the day. The spoil system is a situation in which recruitment and other appointments into the public bureaucracy were based on political patronage. This system allows Public bureaucracy to align with the government of the day. So anytime there is a change in government, especially when different parties are involved, the whole bureaucracy aligns with it.

Although the spoil system that has long been abolished in America and other countries including Nigeria, it is still invariably indirectly practised in Nigeria especially in recruitment and appointments into executive positions in public institutions in the country without recourse to merit. Consequently, the people so appointed into the public bureaucracy will ordinarily be loyal to the person that appointed them and by extension, their political godfather, rather than being loyal to the institution and the state they serve. This is not good as it contradicts the ideal principles of bureaucracy as advocated by Weber. It negates the principle of political neutrality, anonymity, the security of tenure, professionalism among others. It also negates discipline, honesty, loyalty, unity of purpose, and hard work bequeathed to a good public bureaucracy. Under such

circumstances, achieving efficiency and effectiveness in the Nigeria bureaucracy will be counterproductive no matter the rules and regulations and institutional reforms put in place. Thus, public bureaucracy is to serve any government in power irrespective of their political lineage. They also ensure policy continuity and consistency without prejudice.

Career administrators are to serve as instruments for carrying out the mandate obtained from the sovereign people by successive teams of political officials. This has not been the case in Nigeria. One major bane of developmental efforts in Nigeria is that most of the policies and programmes initiated and implemented are alien, unsuitable and incompatible with the needs of the citizenry. As initiated by the theory (New Public Governance, NPG) adopted in this study, in every act and process of governance, the interest and welfare of the citizens should be paramount. This implies that enhancing the welfare or wellbeing of the citizens should be the primary focus of governance. Thus, all development policies and programmes should be citizens-driven.

Also related to the above is lack of government political-will to ensure the effective implementation of some policies and programme gears towards enhancing the wellbeing of the citizenry and national development. The public bureaucracy gets frustrated when the necessary resources required for the effective implementation of certain policies or programmes are either inadequate or not provided at all. The annual budget, for instance, stipulates the expenditures required to implement certain developmental projects and programmes within the year, the funding to implement many of such policies and programmes are not provided. Many important projects or programmes abandoned based on political sentiments are scattered across the country without recourse to their development implications. Some of them include the Ajaokuta Steel Industry, Aladga Steel Rolling Mills, Second Niger Bridge, Bida-Mokwa-Ilorin road, Mambila Power Project, Lagos- Kano Railway Project, Sokoto water Project among many others.

Effective Manpower training and development remain very crucial in enhancing professionalism and productivity in public bureaucracy. For instance, the Federal public service training policy guideline emphasized a systematic and progressive approach to training public servants to derive and maximize benefits from them (Federal Government of Nigeria, 1995). Asaju (2008), identifies some essentials of manpower training and development. To him, effective manpower training and development prepare new employees for the task ahead of them. This is because newly hired employees usually need some form of training before assuming duties in their workplace. Training of employees assists Management to cope with the dynamics of administration. It consists of planning, coordination, management of personnel, decision-making and other dynamics inherent in the organisation. It also serves as a means of preparing staff for promotion and transfer. It is desirable for teamwork, which is the new global trend in the workplace and motivates employees to work harder. Employees who

understand their role and work schedule are likely to be committed and productive. Also, it reduces the rate of industrial conflicts, reduces the cost of production, reduces the rate of labour turnover in an organisation and it increases productivity (Asaju, 2008).

It is no longer a dispute that training and development enhance efficiency and effectiveness and productivity in the workplace. The same cannot be said of the Nigerian Public Service where there is an obvious prevalence of staff inefficiency and effectiveness in the discharge of their duties. The fact remains that an untrained employee is a liability to a dynamic organization, as he does not only apply the wrong skill but also imparts the wrong knowledge or ideas to his subordinates. In recognition of the importance of staff training and development, the Federal public service training policy guideline emphasized a systematic and progressive approach to training public servants to maximize the benefits that can be derived from them (Federal Government of Nigeria, 1995). Several studies (source Okotonu & Ereru, 2005, Asaju & Asupo, 2019) carried out on the effectiveness of training in the public service in Nigeria indicates *that most public institutions do not recognize the importance of training and as such treat the issue with levity.*

For example, in Nigeria, the important place of manpower training and development had long been realized and emphasized in the various public service reforms. For instance, the Public Service Review Commission (PSRC) popularly called “Udoji Reform Report of 1974” emphasizes the need to recruit and train specialized personnel to ensure a result-oriented public service... and that of all the aspects of personnel management, the most important is training (Udoji, 1975:5-11). However, it is pathetic that the experience of manpower training and development in the Nigerian Public Service had been more of a ruse and waste, despite its recognition as expressed in the white papers of the various reforms (Okotoni and Erero, 2005: 20). My experience as a public servant has shown that training in most public institutions is seen as a means or an avenue to favour or compensate the so-called loyal staff. Staff training is seen as a normal routine activity and an avenue to claim allowances or estacode in the case of overseas training. This is a wrong notion and has great implication for an effective and efficient public service delivery. According to Nwachukwu (2008): *no nation is known to have attained a sustained high level of economic growth and development without an ample supply of qualified manpower. Of all the factors that unlock the force of economic growth and development, a country's human resource is the most vital, for, without it, all the other factors will have to wait...*

Lack of synergy between the bureaucracy at the federal, state, and local government area.

Nigeria is a federation of many states. There 36 states and 774 local government areas in Nigeria. Apart from the federal bureaucracy, each of the states and local

government areas in Nigeria has its public bureaucracy. Each of them provides essential services within their powers as clearly stated in the Nigerian Constitution. Most essential services required by the citizens are jointly provided by these levels of government through their public bureaucracy. Some of these essential services include education, health, and infrastructure including roads, electricity, and water among others. However, one of the problems has been lack of synergy among these tiers of government in the implementation of government policies and in providing those essential services meant for the wellbeing of the citizens and geared towards national development.

Conclusion

Public bureaucracy remains the pivot of national development in Nigeria. The history of the Nigerian Public service dates back to the colonial era when her major role in the maintenance of law and order and collection of taxes for the colonial master. After independent in 1960, the quest to achieve accelerated development became the major target of the indigenous government. The public service apart from their traditional role thus assumed a new role of ensuring that the government achieved all its development objectives and targets efficiently and effectively. These additional responsibilities required specialized skills and professionalism on the part of the public bureaucracy. In other words, these additional roles call for skilled, experienced, professional, honest, politically neutral, unbiased, discipline and result-oriented public service. However, this has not been so despite all efforts put in place through various reforms over the years. Having an effective and result-oriented public service capable of delivering qualitative services to the citizens would accelerate national development in Nigeria.

Even though the vitality of democracy depends on the capacity of government to deliver essential services and to resolve the problem that confronts society through public bureaucracy, the task of achieving national development lies with professional, efficient, motivated, and neutral public bureaucrats that can perform their roles optimally. Nigeria public bureaucracy has not been able to drive national development owing to lack of professionalism, low motivation, the politicization of the public service, corruption among other challenges. The citizens have also lost confidence in the Nigerian public service that serves as the middle ground between the populace and those in government.

Recommendations

Based on the above findings and conclusion, the paper recommends the following:

1. Government at the federal, state and local levels should provide a living wage that takes care of any inflationary effects on the cost of living. The minimum wage should be constantly reviewed to reflect the dynamic and prevalent cost of living in the country. The idea of waiting for workers unions to threaten the peace of the country before taking actions is uncalled -for. It is axiomatic that

the most important input for achieving national development is the human resource. There is, therefore, the need to have such human capital sufficiently motivated especially in terms of improved remuneration. According to Lethbridge (2004) and Apeh (2014), a vital element in the motivation of human capital is undoubtedly the quality of its remuneration packages. Also, there is the need to re-examine the Contributory Pension Scheme as presently practised in the Nigerian Public Service.

2. Recruitment into public bureaucracy should follow the normal recruitment process and merit should be the watchword. Similarly, the government at both federal and state levels should ensure that those appointed as top chief executives of government parastatals, agencies, and board members among others have the requisite qualifications, skills, experiences and aptitude. If possible, they should be sort for within the immediate organisation and if sorted outside the organisation, it should be from a similar organisation. The suggested solution will greatly reduce the politicisation of civil and public service while enhancing the efficiency of the system for national development.
3. Constant and consistent training is required for public bureaucrats. Each public bureaucracy should ensure the constant and consistent training of staff in line with the training needs of staff and that of the institution. Training is not an avenue to reward so-called loyal staff or an avenue for settling scores. That should be highly discouraged, as it does not allow for professionalism, motivation, discipline, and *esprit-de-corps*.
4. Every facet of development in contemporary time is science and technology-driven. Today, globally, e. governance is the order of the day. The introduction of Information and Communication Technology (ICT) has enhanced the processes and activities involved in public administration. Hence, today we talk of e-administration. This is imperative in the Nigerian Public service to ameliorate or obviate the problems of the bureaucratic bottleneck, red tape and rigidity and other delays associated with public bureaucracy in Nigeria. It will also reduce the corruption associated with physical contacts between the bureaucrats and their clients or customers.
5. Examination strategy for evaluating staff for promotion as currently practised in the Nigerian public service is not the best. Proficiency on the job should be the major criteria for the promotion. The written examination is a major defect that might not reflect the true ability and aptitude of the affected staff on the job.

Finally, according to Joseph Schumpeter, '*Bureaucracy is not an obstacle to democracy, but an inevitable complement to it*'.

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