

BUREAUCRATIC ETHOS AND SUSTAINABLE DEVELOPMENT IN AFRICA: THE NIGERIAN EXPERIENCE

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ABSTRACT

The application of administrative theories and principles are driving forces in the socio-economic and political development of Asian Tigers. There has been growing concern for African states to attain similar developmental status through the application of the theories and principles of administration. The paper argued that bureaucracy provides better organizational efficiency in the work place, but, its principles do not translate to the development of African states because of poor policy implementation. It further established that the representative bureaucracy tagged federal character remains germane in Nigeria, but, it violates the bureaucratic ethos of hiring labor based on merit. The apparent abuse of the principle of hierarchy in the public sectors, poor application of formal rule and political interference among others have altered the fundamentals of bureaucracy neutrality and generated development inertia in Nigeria. The paper relied on secondary data to analyze the subject matter and used the ethical theory to explore the effects of bureaucratic ethos on the development of African states and Nigeria in particular. The paper concluded that the reform of the bureaucracy and the judiciary will restore the rule of law in public administration and development administration in African countries and Nigeria in particularly. To this end, the paper recommends ethical reform, visionary leadership and administrative and professional commitment as remedies to the development inertia experienced in African countries in general and Nigeria in particular.

Keywords: Bureaucracy, Eethos, Development, Administration, Implementation

INTRODUCTION

Development lies in the structural and institutional transformation of the society. It is a process of attaining a sustainable growth and the system's ability to cope with periodic changes in the realization of political, economic and social development. Development is a function of collective responsibility and accountability to promote the welfare of the people. The development of a country is influenced by interrelated elements of political, economic, social, environmental and historical origin. The aftermath of the Second World War triggered the

agitation for independence among the colonies of Africa. Despite the paucity of physical and human resources, the newly independent nations were optimistic to attaining development using the ideas of European scholars. At the beginning of the 21st century, researchers acknowledged that the remarkable growth and development of East Asian Tigers was credited to enormous human and material resources as well as a highly professional and meritocratic public administration (Eme&Emeh2012). Countries like South Korea, Singapore, Malaysia, Taiwan, Hong-Kong, China among others have attained greatness through building strong institutions. This could be seen in their huge investment in research, quality planning, good policies and implementation vis-a-vis war against corruption. Corroborating the above, the report of the World Bank (1993) reveals that the meritocratic recruitment of East Asia and application of bureaucratic ethos are fundamental factors to their development successes. Africa represents fifteen percent of the world population endowed with human and material resources essential to transform the economy and improving the living conditions of its citizenry (Da Silva, 2016). Yet, Africa is ranked as the third world vulnerable poor continent in the globe (Chindo, Naibbi, & Abdullahi, 2014). Scholars attributed poor development of African countries to poor infrastructure, ethnic and cultural divide, unfair trade policies, high level of corruption among others (Blundo, de-Sardan, Arifari, & Alou, 2013; Hood, 2000). According to Jerven (2014), researchers in the developed world adopt theories and empirical research to justify economic growth and development, however, there are paucity of study in Africa that relate the influence of theories and particularly bureaucratic ethos on the development of African states in spite of the that fact that theories have reshape the thinking of some western states that have attained development (Bierschenk & de Sardan, 2014a, 2014b; Olivier de Sardan, 2013). Few studies on African bureaucracy were devoted to bureaucratic compensation/incentives (Kimenyi 1987; Mbaku 1991a; Couch, Atkinson, and Shughart 1992), bureaucratic corruption, recruitment, promotion, rule of law, and accountability, bureaucracy and service delivery (Thomas Jan, & Audrey 2017) among others, but there was little attention pay to bureaucratic ethos and development in Africa and particularly Nigeria. To this end, this study examines the influence of bureaucratic ethos on the development of Africa with specific reference to Nigeria.

THEORETICAL FRAMEWORK

The growing rate of unethical behavior and ineptitude has led to inefficiency in the public services and consequently constrained development efforts in African nations. This paper adopts ethical theory to examine the relationship between bureaucratic ethos and development of Africa considering its rational notion for a better and efficient way for sustainable development. Jeremy Bentham (1748-1832) and John Mill Stuart are prominent advocates of ethical theory based on utilitarian principle. Ethical theory is relevant to this study because it shares common philosophy with bureaucratic ethos. Ethics explain what is morally acceptable and principles that guide the

behavior of humankind in the society. In addition, ethics clarifies moral values like honesty, application of moral standards, justice that is present or absent in an organization. In the same vein, the principle of bureaucratic ethos emphasizes on technical competence and merit; established rules and regulations governing the conducts at work in the organization. The importance of ethics and bureaucratic ethos in the conduct of human affairs and public administration cannot be overemphasized bearing in mind that ethics and bureaucratic ethos define the codes of public service, human life and governance and above all effective performance in public administration.

CONCEPTUAL DISCOURSE

The discourse on this paper is centered on the concept of bureaucracy, bureaucratic ethos and sustainable development.

BUREAUCRACY AND BUREAUCRATIC ETHOS

The terms bureaucracy, civil service and public service are used interchangeably. Literally, bureaucracy entails power is in the hand of bureaucrats or public officials. Max Webber used bureaucracy to explain a structure or an organization that is rationally coordinated, and dissociates bureaucracy from “red tape”, ineffectiveness etcetera (Eme et al 2012). Bureaucracy is acknowledged as the executive division of the government or an agency through which the activities of government are realized. Weberian and Marxist perceived bureaucracy in different ways. According to the Weberian, bureaucracy is a large-scale, complex, hierarchical and specialized organization designed to efficiently achieve rational objectives. The realization of such rational goals and objectives are accomplished through the bureaucratic qualities of formalism and objectivism in the application of rules and regulations, operation and management of organizations (Enahoro, 2016). Contrarily, Karl Marx perceived bureaucracy as an apparatus of domination and exploitation by dominant group that control the state. More explicitly, bureaucracy is considered as an instrument used by the elites to amass wealth and sustain their power to control the state (Eme & Ugwu, 2011).

Bureaucratic practice is as old as the Chinese and Assyrian culture which dates back five thousand years ago. Webber equated bureaucracy with modernity and therefore prescribed it as a key to socio-economic, political and cultural transformation. Bureaucracy emerged to guide the running of large organizations with greater effectiveness (Aluko & Adesopo, 2004). In the same vein, Bennis (1968) stated that bureaucratic came up as a reaction against the personal subjugation, favoritism and subjective judgments by organizational managers during the early days of the industrial revolution. Against this backdrop, Weber unequivocally declared that “bureaucracy is the most efficient and recognized system for the organizational performance (Sarker, 2017).The efficiency and effectiveness of the bureaucracy in delivering social services

brings about development. On the other hand, development is defined as a process of expanding the real freedom that people enjoy.

CONCEPTUALIZING DEVELOPMENT AND NATIONAL DEVELOPMENT

Development as a concept is influenced by the impression of internal and external changes. In their opinion, development is about poverty reduction, a society free from oppression, a society that provide economic opportunities and adequate public facilities to its citizenry (Gurney, Cinner, Ban, Pressey, Pollnac, Campbell, & Setiawan, 2014). The development potential of any state might well be evaluated by the progressive potential of its bureaucracy (Montgomery and Siffin, 1966) This is obvious if one defines development in terms of the productive capacity of the state as opposed to its capacity to purchase goods and services from the world's more economically developed nations. To this end, Sinha (2016) inferred that bureaucracy and development are two related components of development. However, social scientists disagree on the association between bureaucracy and development. It is acknowledged that the former represents rigid principles, red-tapism, dogmatism and repetitive events that delay the attainment of organizational goals while the later (development) advocates dynamic values for transformation of the society (Turner & Hume 1997). Max Webber (1884 – 1920) explained the concept bureaucracy based on power and authority. Webber was interested on why people who are agent of development in organization obey order despite the importance to the organization (Sinha, 2016).

The performances of the bureaucracy are of primary concern to stakeholders and have been studied by different institutions the world over. For instance, the Economist Intelligence Unit (EIU) focused on various parts of supervisory quality, application of rule of law and corruption. In the same vein, the International Country Risk Guide (ICRG), formed by Political Risk Services in New York, evaluates bureaucratic quality using different indicators. On the other hand, the Transparency International (TI) released their report on annual Perception of Corruption Index (PCI) among the bureaucrats (Goran & Ken, 2003). However, the studies were criticized on the ground of subjective assessments of bureaucratic performance like government effectiveness, red tape, and corruption among the civil servants. Scholars identified the essential elements of Weber's ideal bureaucratic ethos as appointment of officials based on technical competence and merit; established rules and regulations governing the conducts at work; periodic promotion through the organizational hierarchy. By implication, promotion/advancement of officials is contingent on hard work and not preferential treatment like political affiliation, religion or ethnicity; other features include fulltime appointment to ensure continuity and effective execution of job by the officials. Thus, the office does not come to an end with the death of the occupant(s); transactions of routine conduct by documentation, equality before the law; a clear boundary between public and private life through the separation

of organizational activity from the private life, in other words, the separation of public/official property from the private property (Mullins, 1999; Nobbs, 1984; Olugbile, 1997). In recent study, Sinha (2016) advocate that rational-legal organizations would attain development only if they religiously adhere to bureaucratic ethos/philosophies such as strict adherence to established rules which apply to all irrespective of status; assigning individuals to specific spheres of competence-task differentiation, specialization, skill, and/or professionalism; coordination by hierarchy; continuity through rules and records among others. Bowman (2000) identified competence, expertise, loyalty, and accountability as bureaucratic ethos grounded in Weber's model of bureaucracy to accomplish organizational objectives. Buttrressing the assertion, Sinha, (2016), acknowledged that "Weberian philosophy on bureaucracy is the only biggest existing and stable machinery that can achieve and lead the way towards development in developing nations. Therefore, bureaucracy and development are complementary and interdependent and not hostile to one another".

Previous studies on bureaucracy revealed significance relationship with development of various countries putting into cognizance the implementation of the bureaucratic principles. For instance, an empirical study conducted by Mauro using Economist Intelligence Unit (EIU) data established a significant and efficient relationship between bureaucracy and investment. Also, in a study using the International Country Risk Guide (ICRG) data, Knack and Keefer (2003) found that bureaucratic quality used as part of governance index was positively related to investment and growth rates. In the same vein, Chong and Calderon reported a similar positive relationship between bureaucratic quality and economic growth. Cross-national statistical work has found that a measure of "Weberian-ness" predicts effective economic performance in a sample of developing countries (Evans & Rauch 1999). Conversely, Roth (1968) and Evans (1989) reveal from their individual studies that the absence of a rational legal bureaucracy hinders national development. Countries with a merit-based bureaucracy perform better, have lower corruption and higher efficiency in their service delivery, and provide a better framework for other sectors. Upholding the above, James (2000) attributed the bureaucratic success of developed nations to effective regulatory codes of conduct-featuring what a public servant must do to avoid punishment and stay out of trouble. Additionally, the development in East Asia was as a result of bureaucracy manned by the best managerial talents with sufficient powers and independent entity (Amsden, 1992; Danjuma, 2014). For instance, Florida's Code includes financial disclosure, adverse personnel actions, investigatory procedures, and prohibitions and penalties among others. This practice emphasizes conformity to standards and evaluation of personnel behaviors by specifying a basis for disclosure of misconduct and relevant penalties. Developing countries like Ghana, Zimbabwe, Gambia, Senegal, Liberia, Kenya, Tanzania and Nigeria have similar ethos like staff regulations, financial memorandum and asset declaration among others to guide and checkmate the activities of the civil servants.

According to Galanti (2011), Amsden (1989) and Teorell, Lapuente & Dahlstrom, (2010) the quality of bureaucracy has significant impact on policy matters of UK, Norway, Sweden, Korea and Japan which facilitates the socio-economic and political transformation. A systematized and strong bureaucracy has positive outcome on growth and development in Asian continent. For instance, the Asian macro economics reveals that there are positive effects of bureaucracy on economic development (World Bank, 1993; Wade, 1990 & Amsden, 1989). Similarly, bureaucrats effectively contributed to the formulation, implementation, evaluation and review of government policies and programs. Nonetheless, the frequent intrusion of politics into the public service in Nigeria has weakened these roles to an unimaginable extent (Agboola, 2016). Otinche (2015) argued that the political interest that sustained a neutral bureaucracy has been undermined by the economic interest that sustained a political party in power. Conversely, Yuen (2017) argued that China's development was wrongly attributed to efficient manpower, centralized bureaucracy but on the contrary, it was mainly the adoption of an unorthodox methods to increase the market value and subsequently rule the world economy. Unlike China, Syahri (2015) posits that bureaucratic culture has failed to develop Indonesia because its political structure is more of power politics than an agent of public service. Consequently, the implementation of its policies and programs has negatively influences the mindset of the employees in Indonesia.

Bureaucracy has failed to influence development in African countries because of political alliances with the civil servants to undermine the extant rules and regulations hence the misappropriation of national resources for self ends. In other words, bureaucrats pay attention to an individual if they realize they can make more income from providing services to the individual or groups pursuing state favors against their legitimate assignments. Consequently, the enforcement of state laws vis-à-vis the implementation of development plan is frustrated (Mbaku, 1996). Circumstances where civil servants receive poor remuneration, they will not hesitate to engage in illicit sources to earn a living e.g. falsification of records/documents, participation in politics, delay in treating official documents, corruption among others (Mbaku, 1996). Arthur (1999) asserts that poor economic performances of most African countries resulted from bureaucratic inefficiencies and not the size of the continent. For instance, Botswana and Mauritius are averagely large, yet they are well-managed because they are among the fastest emergent economies. He argued that African leaders can effectively use their bureaucracies to stimulate development. Evans (1995) and Luca (2016) maintain that a developmental nation embraces a robust bureaucracy that guarantee societal needs and protect it against intrusions of special interest groups like politicians. Arguably, most civil servants in African countries are members of the politically dominant group and have significant influence over the allocation of resources hence civil servants conduct themselves like interest groups whose prime objective is to mount pressure on the political system to misappropriate government resources. By

implication, African bureaucrats connive with the political gladiators to exploit the government for self-enrichment.

PREFACE ON THE NIGERIAN BUREAUCRACY

The Nigerian bureaucracy comprises of Ministries, Departments and Agencies (MDAs). The staff in these administrative machineries constitutes the workforce of government and their conduct is guided by a body of rules and regulations. In a broader interpretation, Anise (1986) conceived Nigerian bureaucracy as civil services of all the thirty-six state governments and the seven hundred and seventy-four local governments that made-up the Federal Republic of Nigeria; parastatal and public enterprise bureaucracies; armed forces bureaucracy; internal security; higher education bureaucracy; public media bureaucracy; judicial service bureaucracy among others. According to Turner and Hume (1997) the Nigerian governments through its annual budgets have high spirit for the development of the country, but the interpretations of what they do and how they do it vary considerably. In many cases the public service is blamed for poor performance. James (2000), Sinha (2016) and Sarker(2017) acknowledged that efficient bureaucracy remains a prime institution to achieve development of any nation. Unlike Nigeria, developing countries like Botswana and Mauritius inherited colonial bureaucracies with stable basis for economic expansion and social development. However, Leftwich (1994) argued that it would be misleading and too naive to apparently underscore bureaucratic principles in Sub-Saharan Africa as efficient instruments of development because of administrative and cultural setbacks. Supporting the above claim, Ekpo (1979) argued that the bureaucratic operation of any nation is a function of its cultures. This supposition called for the localization of the public service in African which prompts massive recruitment and promotion of indigenous staff against the principle of merit (Samatar, 1999).Consequently, the Nigerian bureaucracies was and still overstaffed and inefficient (Ekpo, 1979). Olusanya (1975) also affirmed that at the departure of British colonial administration, Nigeria government adopts Nigerianization principles to engage the citizen into the public services without consideration to the merit principles. Subsequently, the “quota system/federal character policy” was introduced to represent the six geo-political zones of Nigeria seeking political balance in the recruitment exercise in the public service. Despite the importance of these policy, empirical studies show that poor implementation of the recruitment policy have marred the entire process. A World Bank (1995) report reveals that the Nigerian public sector is confronted with the challenges of transparency and accountability. While one can justify and appreciate the reasons for adopting the federal character policy in Nigeria, there are inherent threats that the implementation is dispiriting, and counter-productive. In several situations, federal character had been a basis of antagonism and hatred that paralyses bureaucratic efficiency.

Ideally, merit and competitive examination are precondition for recruiting applicants into organization rather than individual affiliation. African governments have been criticized of being preoccupied with securing public employment with little or no emphasis on the quality of the civil service. The World Bank report reveals that African governments (Nigeria inclusive) have become employers of last resort and dispensers of political patronage, offering jobs to family, friends and political parties supporters. The Udoji Report of 1974 revealed that the Nigerian bureaucracies is associated with nepotism, ethnic allegiances, elitism, inability of superiors to delegate tasks: unreliability of junior staff in executing delegated tasks: failure of all to apply specialized knowledge and training skills in the management of the public service and failure to appreciate the importance of timeliness or efficiency in the performance of tasks. In order to enhance bureaucratic efficiency, the first President Botswana, Seretse Khama declared in 1967 that, "we would never sacrifice efficiency on the altar of localization". Otinche(2016) persuasively maintained that the approaches of the civil servant towards their official responsibility could make or mar the development project of the government. Therefore, civil servants deserved to be accorded desirable attention to boost their morale and loyalty to achieve national development. Buttressing this argument, Eme (2011) observed that the success of a developmental state is a function of professional bureaucrats that implements policy efficiently in line with the established principles. This aspect is lacking in Nigeria as a result of political interference and failure of government to act as a vanguard for economic prosperity as well as the commitment of the bureaucracy to implementing the development policies in developed countries like Japan and South Korea.

ETHICS AND PUBLIC ADMINISTRATION IN NIGERIA

Ethic in this context refers to the code of conduct, principles, values, standards, or rules of behavior that guide the decisions, procedures and systems of an organization. Ideally, rules and regulations regulate the conduct of the workers irrespective of their positions. Rules entail a statement of what must or must not be done on a specific situation. The Code of Conduct for public officers is clearly spelt out in the fifth schedule of the constitution of the Federal Republic of Nigeria. Part 1 explained the need to establish and maintain a high standard of morality in the conduct of government business, and to ensure that the actions and behavior of public officers conform to the highest standards of public morality and accountability. Code of ethics or code of conducts guide, regulate and direct the behavior of public officers. Code of ethics in a bureaucratic setting entails a sound culture based on ethical values and principles that a public servant must complied with. The code of conducts for the public servants include political neutrality, professionalism, discipline, national consciousness, mandatory declaration of assets, dignity, integrity, equity, impartiality, fairness, public-spiritedness and courtesy in the discharge of official functions, notably in relations with superior officers, colleagues and subordinates, as

well as with the general public. The code of conducts also includes effective management of public property, prompt attention to official responsibilities among others. The need for public officers to familiarize themselves with the rules and regulations governing government business cannot be overstressed. Public officers are required to display responsible stewardship for all items, money, materials and men under their custody/command. This implies that all government property entrusted to a public officer should be properly accounted for in line with the civil service rules, financial regulations and all other circulars pertaining to the expenditure, management and reporting (FRN, 2009).

The violation of the above codes of conduct is considered as a misconduct or gross misconduct depending on the degree of offence. Misconduct refers to a specific act of wrong-doing or an inappropriate behavior which is inimical to the image of the service and consequently lead to the termination or retirement of public servant from the service. Acts of misconduct includes immoral behavior; unruly behavior; foul language; assault; refusal to proceed on transfer or to accept posting; deliberate delay in treating official document. Others include failure to keep records; unauthorized removal of public records; dishonesty; negligence; membership of cults; improper dressing while on duty; hawking merchandise within office premises; refusal to take/carry out lawful instruction from superior officers among others (FRN, 2009). In the same vein, serious or gross misconduct is a specific act of very serious wrongdoing and improper behavior which is inimical to the image of the service and which can be investigated and if proved, may lead to dismissal. Acts of gross misconduct include: Falsification of records, suppression of records, withholding of files, conviction on a criminal charge (other than a minor traffic or sanitary offence or the like: Absence from duty without leave, false claims against government officials, engaging in partisan political activities, bankruptcy/serious financial embarrassment, unauthorized disclosure of official information, bribery, corruption, embezzlement, misappropriation, violation of oath of secrecy, advance fee fraud (Criminal code 419), holding more than one full time paid job, nepotism or any other form of preferential treatment, divided loyalty, sabotage, willful damage to public property and sexual harassment among others.

According to Kempe (2000) misconducts like corrupt practices have derailed the course of sustainable development in Sub-Saharan Africa (Nigeria inclusive). Bureaucrats are the principal culprits of corruption because they support the political class in all forms of exploitation of the national resources. For instance, public servants fast-track payment with juicy kick-backs, over-invoicing, commercialization of official duties, fake academic programs, evading of tax, fictitious allocation of land with intents to convert same for personal gains, gratification, sorting, use of personal companies for public contracts, receiving payments for tracing of files, embarking on pilgrimage and other religious obligation with government funds, ghost worker's

syndrome among others (Ifeanyi, 2017). In addition, Senator Atiku Bagudu alleged that employment letters were offered for sale at the rate of between N400,000 and N500,000 through a syndicate operating in Gwagwalada and Karu in violation of the federal character principle. Supporting the motion, Senator Awaisu Kuta (Niger East), affirms that employment in Nigeria goes to the highest bidder while qualified applicants are shut out. Above all, the National Bureau of Statistics in its National Corruption Report reveals that a total of four hundred billion naira was received as a bribe by public officials within a period of one year (Ifeanyi, 2017). These negative trends characterized in Nigeria's public service have derailed the course of sustainable development. Evidence abound that the political class are also corrupt with a number of charges and trials, these corrupt politicians would not have succeeded without the collaboration of the bureaucrats. For instance, the Bureau of Public Procurement is responsible for regulation of contracts, Code of Conduct Bureau being responsible for asset declarations by both the political class and the bureaucrats but these offices are managed by the bureaucrats who influence things in favor of the political class. The judiciary has not been freed from this ugly scenario considering the evidence of judgment being induced by subjectivity and personal gains while false age declaration in the public service has been aided by the judiciary.

ETHICAL DILEMMA AND SUSTAINABLE DEVELOPMENT IN NIGERIA

Institutional and individual factors are major problems affecting sustainable development in Africa continent and Nigeria in particular. The institutional factor refers to the organizational problems like discrimination based on political differences, misappropriation of fund, poor implementation of policies and insincerity among the leadership. On the other hand, the individual problems like falsification of records, destruction of official records, unnecessary delay in processing documents, misappropriation of public fund among others are the trajectory of sustainable development in Nigeria.

i. Falsification of documents, Suppression of records and Withholding of files

The proliferating allegations of forgery, perjury and impersonation in the Nigerian public service have derailed the course for sustainable development in Nigeria. There are several celebrated cases of falsified documents among the bureaucrats for promotion, upgrading/advancement. Over the years', falsification of land documents has inhibited government's efforts to properly document land titles in many states of the federation and particularly in Lagos state (Fashola, 2015). In collaboration with the judiciary, prospective politicians and job applicants have changed their dates of birth to enable them contest for political and secure employment. Until the adoption of Treasury Single Account (TSA), false and fraudulent accounts were opened by the Ministries, Departments and Agencies and used to host MDAs' fund and used to hosts MDAs funds. Fake tax clearance certificates (TCC) are issued to tax payers by the public servants

working in the relevant departments at federal (FIRS), state and local government. Above all, many public servants were recruited with fake documents whereas many worked and retired with fake documents/certificates. Statistics shows that about 3,000 workers in the Edo State public service lost their jobs following the outcome of the certificate verification exercise carried out by the government. In the same vein, there are several allegations of destruction of records through fire as a result of misappropriation of public funds.

ii. Politicization of appointment into public offices

The bureaucracy is associated with political neutrality and it is insulated from partisan politics. However, bureaucracy has suffered a lot of setbacks in Nigeria as a result of politicization of appointment into public offices by successive governments. Essentially, the staff regulations clearly spelt-out the requirements for entry into the MDAs and the procedures for promotion and dismissal from the service. To this end, Weberian bureaucratic philosophies uphold that; positions should be filled based on merit. However, political affiliation (e.g. geo-political zone), family, ethnic and religious factors are relevant considerations in achieving bureaucratic appointments in Nigeria. In other words, qualifications are not taken into account in an objective way in selecting applicants. Ironically, competency tests/examination and oral interviews are mere formality than reality.

It is pertinent to note that the Weberian bureaucratic ethos laid emphasis on formal relationship while the Nigerian culture recognizes the informal aspects of social life. In Western bureaucracies, importance is not attached to face-to-face dealings or communication but emphasis is on the established processes of the organization. However, in Nigeria context, there is high demand for face-to-face interactions or a follow-up in every official tasks to achieve whatever you want to achieve whether you merit such thing or not. Questions like ‘Who is the boss? When will he/she be on seat? I will like to see him, who will handle this file or this case? Can we/I have his/her contact number for a discussion etc. dominates public communication in MDAs (Eme, 2011). To this end, Kaufmann argued that the level of country resources does not necessarily lead to economic development, but the practice of good governance and willingness of committed workforce to implement government policies.

iii. Bribery and Corruption

The publication of Transparency International and the World Bank, 2003 confirmed high level of corruption among public officers in Nigeria. This grossly affects transparency and accountability in government and consequently makes it cumbersome to measure the socio-economic performance of government in MDAs. In Nigeria, public officials use their official positions to safeguard their personal interests – tenure, seniority, fringe benefits, toleration of poor performance and the violation of official norms rather than to promote the course of

organizational goals. The bureaucracy in Nigeria has failed to achieve the administrative goals that pave way for national development. Like in other African countries like Republic of Congo, Gambia, Zaire among others the apparatus of government in Nigeria is used as instrument for misappropriation and personal aggrandizement. Bureaucrats have been accused of conniving with politicians, national elites and interest group to promote economic policies that favor them and consequently drain the government of its resources. A good example is allegations against the Chairman of the controversial Presidential Task Force Team on Pension Reforms (a civil servant), along with some prominent personalities in the senate, Police Service Commission etc. on biometric capture of pensioners which resulted in the mismanagement of over two billion naira of pension funds and acquisition of choice mansions in Abuja among others.

iv. Participation in Political party

Ideally, the civil servants are expected to be politically neutral. They are expected to remain neutral, loyal and dedicated to any government in power, insulated from partisan politics, discharge their duties without fear or favor to any particular individual or group of individuals. These features serve as limelight as they guarantee public confidence in public administration. Moreover, civil servants are expected to be anonymous. Anonymity in the sense that they are not held responsible on matters affecting the ministry in relation to the performance of their functions. This is so in that the civil servants act on directives in spite of the fact that policies may be formulated by them. Infact, any commendation or condemnation for any policy is directed to the minister or commissioner on behalf of whom they acted. There are several criticisms on the relevance of the bureaucratic assumptions to attain sustainable development in Nigeria.

v. Indiscipline

Indiscipline has been acknowledged as a problem in the Nigerian public service. The Nigerian factors like ethnicity, religion and unnecessary interference by politicians and traditional rulers makes the enforcement of discipline a challenging task in the Nigerian bureaucracy. The measures stipulated for enforcing discipline in an ideal bureaucracy does not conform to the customary procedures for enforcing discipline. In the same vein, Idris (2016) concluded that systemic failure breeds prevalence of impunity among political gladiators and party loyalists and consequently ruins the implementation of government policies and the prospect of national development. Nigerian elites have abused bureaucratic ethos. This has subjected the bureaucrats to ethical dilemma of enforcement of the code of conducts for public servants. For instance, what could a commissioner do when he fires or suspend an officer in his ministry for fraud and the erring officer brings a letter from his in-laws or emir of the commissioner beseeching that the affected staff should be reinstated. To disregard emir's letter will amount to rudeness and

disregard for traditional institution while recalling the erring staff is unethical and amounts to prejudicial to the established rules. This is a typical example of what happens in the Nigerian bureaucracies. The bureaucrat owes an obligation to act justifiably without fear or favor because negligence of duty will ultimately shift the brunt to the bureaucracy and of course undermine national development (Pepinsky, Pierskalla, & Sacks 2017).

Bureaucracy has failed to yield positive result because of high level of corruption and the poor application of rules and regulations in development administration. Corruption is seen as a permanent feature of bureaucracy in Nigeria, thus, it is common to find the bureaucrats undermining rules and regulations in transacting official dealings to favor egoistic ends against national development. African societies and individual does not exist for the nation but for his nuclear, and the extended families as well as his town and the immediate environment. It is against this backdrop that informal groups were formed to take full advantage of their benefits at the cost of the institutional goals. In addition, rules are bent to assist kin, a closer relation or political godfather. All these factors have disrupted bureaucratic vision to achieve development in Africa and Nigeria respectively (Pepinsky, Pierskalla, & Sacks 2017).

Weber's theory of bureaucratic management indicates that the organization and its members are governed by clearly defined rules to achieve the organizational goals. Studies reveals that top echelon bureaucrats violates these rules and show solemn concern for security of their jobs than their primary assignments (Okoh,1998; Okafor, 1998; Ejiofor & Anagolu,1984).Arguably, they have a tendency to be rigid in executing their official tasks, resistance to change in the organization, restricted in allocating resources or assigning responsibilities vis-à-vis unnecessary reserve and ceremonial attachment to routine duties to frustrate policies and programs of the government. The problem of rigidity and resistance to change by bureaucrats has contributed to the failure of several development policies in Nigeria from the colonial era till date. By implication, the civil servants have ways of obstructing policies if such policies are unfavorable. They tactically delay the implementation development policies or hide the documents relevant to such policies. These are hindrances to the effective implementation of development policies in Africa and Nigeria in particular. An effective organization is contingent on qualities of workers, and for workers to be retained in the organization, due diligence and fairly remuneration. Remarkably, Mauritian and Botswana civil servants are well compensated compare to Nigeria that earn poorly despite its enormous resources. Salaries for bureaucrats in Nigeria have not kept up with inflation. Official pay for many government workers fell during the1980s and recently 2017 that Nigeria experienced economic recession. Economic hardship compelled workers to adjust in many ways, such as misappropriation of public fund and cutting hours (Arthur, 1999) and in recent time engaging in agriculture.

It is pertinent to point out that the federal character policy still remains germane in Nigeria. Federal character violates the bureaucratic ethos of hiring labor based on merit. The apparent abuse of principle of hierarchy in the public sectors, poor application of formal rules and political interference among others have altered the fundamental values of bureaucracy and consequently generated development inertia in Nigeria.

vi. Proliferation of Civil Service Reforms

Reform is a process of effecting change to make things work better. It is a planned and systematic intervention aimed at producing a fundamental change involving innovation, modernization and attitudinal reorientation in terms of values and service delivery. Successive governments in Nigeria have pursued several reforms since the attainment of political independence. The underlining reason for reform in the civil service is the quest to bring about improvement in both the processes and quality of service delivery. Destruction of public service ethics, inappropriate organizational structures, unproductive work operations, incompetent leadership, ageing workforce, poor succession planning among others are some of the factors that prompt reforms in the civil service. Historical survey reveals that Nigeria policies and reforms in particular have been consistently inconsistent (Aigbokhan, 2000) as each government that comes to power adopt its own agenda without reflection to their impact on the citizens; and in the process abandoned or rendered the inherited reform ineffective (Arogundade et al., 2011; Oyesanmi, Eboiyehi, & Adereti, 2006; Sodeinde, Ajaegbu, & Ajaegbu, 2015). This contributed to multiple reforms in Nigeria. Duplication of reforms have propelled government expenditure with little or no development impact on the citizens.

Finally, bureaucratic ethos failed to attain development in Nigeria because the regulatory institutions such as audits units, ombudsman institutions, Code of Conduct Bureau, the anti-corruption commissions (EFCC and ICPC) and the courts among others are biased and rarely perform their legitimate duties to implement bureaucratic principles for the fear of been victimized or fired by the government in power. The anti-corruption agencies are accused of mischievousness; hence high profile cases involving a politically exposed personalities are poorly handled in processes of trial and conviction.

CONCLUSION AND RECOMMENDATION

This paper argued that bureaucratic ethos is a driving force for the socio-economic and political development of Africa and Nigeria in particular. The paper argued that bureaucratic doctrines provided efficiency in the work place, but its deviation undermines development in Africa. The violate on of bureaucratic ethos such as the hiring of labor based on favoritism and not merit, apparent abuse of principle of hierarchy, appointment and promotion in the public service, poor application of formal rules and political interference among others have adversely affect the

fundamentals of bureaucratic independence, neutrality and the vision for development and thus, has generated development inertia in Nigeria.

Attitudinal change, integration of social values in policy implementation and fairness are recommended as antidotes to national development. In the same vein, ethical reform, coherent vision for development vis-à-vis administrative and professional commitment are key to the development of African states and Nigeria in particular. The government must be responsive to the welfare needs of the bureaucrats, recruitment decisions should be based on merit and qualified candidates who have distinguished themselves in terms of ability and expertise in performing their duties should be adequately rewarded. Holistic understanding of the process of development lies on the character and ability of the bureaucrats as well as political-will to sustain developmental momentum in a state. Therefore, the reinforcement of judicial institutions is necessary for the restoration of the rule of law in public administration and development administration in African states and Nigeria in particular.

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