



The Role Of Bureaucracy On The Socio-Economic Development Of Bauchi State

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Abstract

The role of bureaucracy in promoting socio-economic development cannot be overemphasized especially amongst the developing countries like Nigeria. The Public Bureaucracy in Bauchi State has been plagued with challenges that tend to undermine its performance in promoting socio-economic development. Bauchi State is among the state where over 80% of its population lives below poverty line of less than \$1 a day. 85% of the populations are in rural areas with low literacy level and more than 65% classified as very poor. The study aims at exploring the role of public bureaucracy in promoting development in Bauchi State. Data were collected through administering of questionnaires to the worker of Bauchi State Civil Service: Office of the Head of Civil Service. The finding reveals that the impact bureaucracy has not been felt both at the rural and urban areas this shows that the role of the bureaucracy has not been efficient and the inadequate training of the personnel has affected the performance of the bureaucracy in Bauchi State. The studies recommend that the bureaucracy need to be reshaped and reorganized to be able to discharge its function effectively and efficiently. The training and development of the bureaucrats should be given priority.

Keywords, Bureaucracy, Development, Role, Training and Development

Background to the Study

Bureaucracy is a type of organization designed to accomplish large scale of administrative tasks by coordinating the work of large number of persons in systematic manner. It has been developed in the modern state. According to Aluku and Adesopo(2004) “ in Bureaucracy people are brought together in formal and complex settings runs by professionals and experts”. The organization is called bureaucracy while the professional and expertise that runs the organization are called bureaucrats. The industrial revolution of the 19th century marks the evolution of modern bureaucracy. It was during and after this period that increasing numbers of people become employees of complex organization.

According to Sapru (2009) the term ‘Bureaucracy’ was coined by a French scholar name de Gournay. Marx Weber a German Sociologist, Historian and Economist is accredited with having made the most thorough analysis of Bureaucracy (Mullin 1999). Applebaum and Chambis (1995) argued that Bureaucracy start from birth (health bureaucracy) to family upbringing (social welfare) to school (education) to work (civil service, military, commercial ,industrial) to worship and death (religion). Man is increasingly dominated by bureaucracy. Bureaucracy has become a central in the development of world. There is no country that does not have bureaucracy. Be it public or private.

The role of bureaucracy in promoting socio-economic development cannot be overemphasized especially amongst the developing countries like Nigeria. In developed societies like U.S.A.



Britain etc the Public Bureaucracy is charge with the responsibilities of maintaining law and order. While in developing countries like India, South Africa, Nigeria etc the challenge to Public Bureaucracy is not only to maintain law and order but to promote socio-economic development of the State. As Anyebe (2010) puts it “..... *that the traditional model of Public Administration would be inadequate in providing guidelines for building a nation-state out of the traditional society. Thus a system of administration termed development administration(Bureaucracy) , a specially within the broader field of Public Administration was adopted in the new nations to modernize their economic, accelerating development to be equivalent eventually, to the advanced countries of the west*”. There was a need for technological bureaucracy to overcome tribal authority superstitious beliefs. Bureaucracy was developed to promote socio-economic development of the nation of the developing countries.

The role of public bureaucracy is primarily to offer professional and transparent service, playing a pivotal role in the formulation and implementation of programs and projects for the sustainable development of the country especially among the developing countries like Nigeria and Bauchi State in particular.

Bauchi State too is not left out for the need to promote and attain economic growth and development. The State established the Bureaucracy not only to maintain law and order but to promote development of the State by participating in policy formulation and implementation through providing social service, education, health, human capital development, employment opportunities, infrastructure, public utilities, micro loans etc. This shows that Bureaucracy is paramount in promoting socio-economic development of the state.

Statement of the Problem

All over the world Bureaucracy has been threatened with lot of factors such as complexity of modern technology, growth in size, rapid and unexpected changes and psychological threat springing from a change in managerial behaviour. Nigeria Bureaucracy too is not exceptional especially Bauchi State in particular; the bureaucracy has been plagued with corrupt officials, inefficient, and over staffed. Complementing this is the Udoji Report of 1974 which charge the Bureaucracy with nepotism ,ethnic loyalties, elitisms, unreliability of junior staff in executing delegated tasks, failure to apply specialized knowledge and having skills in the management of the public services and failure to appreciate importance of timelines or efficiency in the performance of tasks.

The Public Bureaucracy in Bauchi State has been plagued with challenges that tend to undermine its performance in promoting socio-economic development. Bauchi State is among the state where over 80%of its population lives below poverty line of less than \$1 a day. 85% of the populations are in rural areas with low literacy level and more than 65% classified as very poor (United Nation Development Programme Report 2005). This point to the direction that much is needed to be done by the Bauchi State Government through the Civil Service to implement policies and programmes that will improve the socio-economic lives of the people. In addition to this is inadequate personnel who would manage the bureaucracy, process and procedures are not followed in discharging responsibility which may due to training challenges that may



undermined the role of the bureaucracy in promoting development. That is why the study is raising the following questions:

- i. How the role of public bureaucracy does promote development in Bauchi State?
- ii. To what extent does poor training and development undermine the process of development in Bauchi State?

The study aims at exploring the role of public bureaucracy in promoting development in Bauchi State. The research is built to achieve the following specific objectives:

- i. To examine the role of public bureaucracy in promoting development in Bauchi State.
- ii. To examine how poor training and development affect Public bureaucracy in Bauchi State.
- iii.

Research Hypothesis

The research is built on the following hypothesis:

Ho: Poor training and development does not undermine development of Public Bureaucracy in Bauchi State.

H₁: Poor training and development undermines development of Public Bureaucracy in Bauchi State.

Literature Review

The Concept of Bureaucracy

Bureaucracy has no accepted conceptual definition. Karl Max developed his concept of Bureaucracy within the general frame work of the theory of class conflict. Bureaucracy according to Karl Max is “*an instrument by which the dominant class exercises its domination over the other classes*” (Muozelis 1967.9). Karl Max sees Bureaucracy as office holders of the state whose aim is to manage public affairs in opposition to the masses of the nation. According to Karl Max, Bureaucracy like the state itself is an instrument by which the dominant class exercises its domination over the other social classes. This is the interest of the Bureaucracy are closely linked to these of the dominant class and the state. Bureaucracy is that apparatus of government designed to implement the division of the political leaders. Political leaders make policy while the public Bureaucracy executes it. But that is not always the true, though looking at the type of our Bureaucracy where there are mnostly controlled by the political office holders.

Olsen (2005) viewed Bureaucracy in three ways “*first, Bureaucracy is a distinct organizational setting, the bureau or office: formalized, hierarchical, specialized with a clear functional division of labour and demarcation of jurisdiction, standardized, rule based and impersonal. Second, Bureaucracy refers to a professional full-time administrative staff with lifelong employment, organized careers, salaries, and pensions, appointed to office and rewarded based on formal education, merits and tenure. Third, Bureaucracy implies a large organizational and normative structure where government is founded on authority that is, the belief in a legitimate rational – legal political order and the right of the state to define and enforce the legal order*”. Binding authority is claimed through a fourfold rule bound hierarchical relation between citizens



and elected representatives between democratic legislation and administration, within administration and between administration and citizen as subjects (as well as authors of law). This viewed Bureaucracy from the office, to the person that will occupy the office and his attributes and what he needs (power and authority) to discharge his responsibilities. The definition did consider the environment that the Bureaucracy would operate.

Kamernea (1989), viewed bureaucracy “*as a descriptive core*” means a centrally directed systematically organized and hierarchically structured staff devoted to the regular, routine, and efficient carrying out of large scale administrative tasks according to policies dictated by rulers or directors standing outside and above the bureaucracy.

To Jay et al (2007) bureaucracy have four meanings to include:

- (a) All government officers: First bureaucracy “*is the totality of government officers or bureaus (a French word meaning office) that constitute the permanent government of a state - that is the public functions that continue irrespective of changes in political leadership*” This view bureaucracy as a personnel organization established to carry out programmes.
- (b) Public officials: Secondly, the bureaucracy refers to “*all of the public officials of a government -both high and low, elected and appointed*”. This includes the police officers, military officers, teachers, scientist etc.
- (c) A General invective: Bureaucracy is “*often used as a general invective to refer to any inefficient organization encumbered by red tape*”
- (d) Fourth, structural Arrangement: Bureaucracy refers to a specific set of structural arrangement”

Egonmuan (2007) bureaucracy refers to “*all organizations depend primarily on formulation of behaviour to achieve coordination*” According to him, Formulation can be achieved in the following ways:

- (a) By job in which behaviour specification are attached to the job itself, typically documenting it in the formal job description. Steps to be taken, how and when are vividly described.
- (b) By work flow establishing e.g. docket are printing press operators with instructions each order, for NITEL technicians before they go out for work.
- (c) By rules instating rules now for all jobs all works flows, all workers in policy manual like the civil service rules, financial memoranda, financial Regulations, civil service commission regulations and Establishment circulars in government and in various manuals in private organization/business.

Oguma (1999) summaries the various conceptualization (meaning) of bureaucracy under the following



- i. Bureaucracy as a form of government designating the rules by officials
- ii. Bureaucracy as an associational term designating a body of permanent paid officials (civil servants)
- iii. Bureaucracy as an institutional Concept designating a complex system of administration by officials
- iv. Bureaucracy as a concept which means efficiency in organization and
- v. Bureaucracy as a term, which means inefficiency in organization.

According to Max Weber bureaucracy, the features of ideal bureaucracy are:

- i. **Hierarchy:** Each officials has a clearly define competence within a hierarchical division of labour and is answerable for its performance to a superior. That is every lower official is under the supervision of the senior ones.
- ii. **Continuity:** The office constitutes a full-time salaried occupation, with a career structure, which offers the prospect of regular advancements.
- iii. **Expertise:** Officials are selected according to merit, best on specialization and professionalization. Are trained for their function and control access to the knowledge stored in the files
- iv. **Impersonality:** The work is conducted according to prescribe rules, without arbitrariness or favoritism and a written record is kept of each transaction.
- v. **Division of Labour:** There is usually a clear cut division of labour based on specialization; hence, individuals become experts in the respective functional areas.
- vi. **Clear define responsibility and humility:** The duties of each official are clearly spelt out and lines of authority and accountability are clear. Span of command and responsibility are identifiable and limited.
- vii. **Disciple:** there is an acceptable system of discipline where officials are subject to strict control and discipline in discharging their duties.
- viii. **Security of job:** The official work constitutes a career and is protected against arbitrary dismissal. That is an official enjoys security of tenure, provide that he/she did not commit an offence contrary to laid down procedures.
- ix. **Filing system:** All official transactions and communications are documented for reference and to preserve uniformity of action. All decisions are worded in writing. The extensive filling system constitutes the memory bank of the organization.
- x. The officials do not have properly right to their office or any personal claim to the resources that go with it.



According to Max Weber, bureaucracy is the most efficient, most rational, superior to any other form, indispensable and permanent. The factors that are responsible for the rise of bureaucracy according to him are: Creation of money economy, emergency of capitalist economy, growth of democratic institutions, emergence of complex administrative problems, development of modern means of communication, growth of rationalism and growth of population (Laxmikanlh, 2005)

Furthermore, Aluko and Adesopo (2004) discuss extensively on the need or need for bureaucracy. According to them, “*there are four historical conditions which have help to promote the development of bureaucracy in the contemporary society.*” These are: money economy, capitalism, protestant, and large size:

Public bureaucracy has been considered a veritable instrument in the developing process of any society. This is more so in developing countries where the government has been confronted with series of challenges. Therefore, it is through public bureaucracy and their efficient and effective functioning, that developing countries can translate their political will into concrete policy measures and put them into operation for the achievement of national goals.

However, the role of the bureaucracy as agent of social change and development has been fought with controversies especially in developing countries. According to some scholars, it development means mental or physical development of structure as some liberals contend; bureaucracy could say to have made considerable impact in national development. Development is about man and the qualitative improvement and transformation in his socio – economic life.

The bureaucracy is part of the machinery of the executive branch of the government and exists, to put into effect government policies. The effectiveness of government, especially in relations to national development therefore depends on the efficiency of public bureaucracy and its ability to respond in practical terms to its policy decisions. It is for these reason that the public bureaucracy is often described as the custodian of the government reputation for it is the unable to carry out the polices faithfully and efficiently, it does not only frustrate government, but it might seriously undermine the government’s position and stability in power. Public bureaucracy is often link to public administration. Public administration is often referred to as the action part of government. Civil servants are often referred to as public Administrators and they are identified by several functions they perform. These functions are regarded as role of public bureaucracy in national development as they represent the relationship between the public bureaucracy and national development (Eme. and Eke 2012)

These roles are as follows:

- **Assisting in policy formulation:** Policy formulation is the exclusive preserve of politicians, and political office holders. However, they may not be able to do this without the assistance of bureaucrats who usually provide the necessary data and information which would guide policy choice by the political masters. Bureaucrats go to the field to collect data, analyze them and provide policy alternative with supportive arguments on each. The final policy choice and decision are not the responsibilities of public bureaucrats but they reserve administrative discretions on certain matter of public policy agency, especially at the implementation stage.



- **Policy Execution:** The primary function of bureaucrats is to carry out government order and directives without complaints officials polices are practically implemented by the public bureaucrats. They are expected to perform such function to the best of their administrative and technical ability. When the particular function is performed religiously, national development is ensured, as they are nothing but policy decision taken which awaits implementation by the bureaucrats. This is the role of public bureaucracy in achieving national development.
- **Assisting in law making:** The executive under a democratic rule, present bills to the parliament for legislation. Conventionally, it is the duty of the bureaucrats to draft the bill and fleshed it up with the necessary details before presentation to parliament for debate.
- **Rule/Law implementation:** In modern democratic political nations, bureaucracy is entrusted with the function to implement the rules and policies made by the legislation. Therefore the bureaucrats are inexorable in law making and implementation, little wonder the saying that public Administration is the administration of “law”, simply put, law in application
- **Provision of social amenities and service** bureaucrats engage in the provision of some social service as their official assignment. Therefore, whoever has as his official assignment, the provision of social amenities has the sole responsibility of ensuring national development. Therefore, the public bureaucracy has the responsibility of providing social services to the national populace
- **Promote private sector development** through facilitation in the firm of capital, technical expertise, markets, protection, contracts, infrastructure, and energy and enhance discipline. The aim is to realize national development defined as: Expanded investments, employment creation, Higher and equitable income and development of social infrastructure it is only the public bureaucrats that can promote private partnership
- **Continuity of government:** public bureaucrats in the past especially during the numerous military regimes Nigeria has witnessed had always played permanent roles in maintaining the continuity of government. Public bureaucrats often provide continuity in government by ensuring provision of social service in all its ramifications. The responsibility leads them to playing a major role in national development because government exist to provide development and so whoever keeps the government going, keeps development going.
- **Production:** Public Bureaucracy exists to perform service in the broadest sense of term. Its primary purpose is production. Things produced may be tangible object such as fertilizer, construction of roads, petroleum products intangible goods such as cases of legal disputes, educational service, health services, etc. Public bureaucracy facilitates the production of goods and services.
- **Administrative adjudicatory power:** This is another power which has been entrusted to the executive indirectly to the public bureaucracy due to the rapid technological development and emergence of the welfare concept of the state. Administrative



Adjudication means vesting judicial and quasi – judicial powers to an administrative department or agency, administrative tribunals like the public complaint commission, Independent corrupt practices commission, ICPC etc. are established to performed this function.

Furthermore, to Naidu (2005) in the developing countries, Public Bureaucracy is view as a major instrument for promoting economic development and social change “since the developing countries are engaged in rapid social – economic transformation under the leadership of government.

Public bureaucracy has very crucial role to play”. It has act as locomotive of development. Public bureaucracy is the process by which objectives are defined, plans and policies formulated, institutions created and managed, human energies mobilized, resources utilized and change effected.

Thus, in the developing countries the people especially in Nigeria, the poor look to public bureaucracy to improve them lot and alleviate misery. Public bureaucracy has therefore, deal with such problems as poverty, illiteracy, unemployment, malnutrition, growing population, housing for the weaker sectors, low productivity in agriculture and industry on account rising needs of the people, the public bureaucracy has to provide welfare services such as minimum level of education, health services, water, housing, social security etc. The public bureaucracy has also catered to basic living of the poor by regulating the equitable distribution of essential commodities like rice, wheat, sugar etc. The bureaucracy plays an important role in the scheme of ordering social activities and in promoting social justice and equity.

Naidu (2005) buttress that, the governments of developing countries have also undertaken a variety of programmes for the development of agriculture and industry. In order to encourage the development of industries; Public bureaucracy provides infrastructural facilities like electricity, roads, communication and marketing center. The public Bureaucracy manages government business and industrial enterprises and public utility services. The various developmental activities are undertaken by the government in order to reduce, if not eliminate poverty and unemployment and to bring about improvement in the lives of the people.

Majority of the people in the developing societies are most dependent on Public Bureaucracy for protection of life and survival. Development activities are also dependent upon proper revenue administration because effective collective of revenue to government will generate funds for socio- economic developmental tasks. Thus, the functions of law and order and revenue collection are important to the extent to which they support developmental programmes

The Public Bureaucracy of developing nations are engaging themselves in the different task of developing a sense of nationhood and an awareness of separate national identity. The bureaucrats have to resolve the sub – national and sub – cultural differences among the people in order to create social cohesion. The bureaucrats have to manage crises resulting from social upheavals created by the various separatist forces.

The adoption of planning as a method of socio – economic development has led to the assumption of many new responsibilities by bureaucracy. These relate to setting right



developmental priorities and goals, formulation and implementation of development plans, policies, programmes and projects. Mobilizing of material and human resources to secure the necessary managerial skills and technical competence utilization of the advances in service and technology in order to raise productivity in industry and agriculture creations of new administrative organizations and improving the capacity to the existing ones for development purposes. Moreover, the support of the people for developmental activities by involving them in the process of developing and by creating in them appropriate attitudes towards the socio – economic changes that are taking place.

The controversy has been that what would public Bureaucracy play in privatize economy. The policy of privatization signifies a decrease in the scope of the functions of the state. It results in the minimum of state interference in the lives of the individuals. Nevertheless, state withdrawal is not total or indiscriminate. The state can still increase the influence of the market without giving up its direct role in key economic sectors. Further, the state is called upon to oversee the operational side of the enterprise. The need for regulating the market forces gives the state the new role of regulator. In private enterprises system, the unscrupulous and antisocial elements do resort to illegal means to earn more and more profit. Hence, it is the duty of the state to prevent such practices in the large interests of the society as a whole. The role of the state as a regulator requires the existence of a regulatory mechanism to protect and promote public interest by imposing regulations upon the private economic enterprises.

In conclusion, the above discussion shows that functionally the scope of public Bureaucracy in the developing countries like Nigeria has greatly increased. It embraces both the traditional regulatory functions and the new developmental and promotional activities. In addition, it covers the administrative machinery created for formulating and implementing the various development plans, policies, and programmes. All these new functions and responsibilities have expanded the activities of public administration in scope, volume and range and added to its significance.



Data Presentation and Analysis

Data were presented and analyzed using table and percentage, below are the data presentation and analysis:

S/N	Question	Responses				Total
		Strongly agree	Agree	Disagree	Strongly disagree	
1	Role of bureaucracy in development of the state	56	188	41	30	315
2	Impact of the bureaucracy in both rural and urban areas	40	129	105	41	315
3	Bureaucracy in provision of social service(water, roads, water, education, health, electricity etc	41	184	70	20	315
4	promotion of economic activities,	45	186	68	16	315
5	poor training and development affect the performance of bureaucracy in Bauchi State,	178	80	29	29	315
6	inadequate training affect bureaucracy in development process in Bauchi State,	128	121	51	15	315

Source: Fieldsurvey, September 2017

The above data indicate that public bureaucracy enhances development because 60% agree, seconded by strongly agree with 17%. So Public bureaucracy is strategic and instrument of development if properly position to suit the needs of the immediate society. The research indicates that every corner of Bauchi State with 41% agreeing to it has felt the impact public bureaucracy of public bureaucracy. However, 34% objected that not every corner of the society has felt the impact. This shows that there are some areas within the Bauchi State, despite the fact that, the State has been for the past 40 years and 17 years of consistent civilian rule. Until date, they have not seen the impact of public bureaucracy that touched every corner of the State.

From the surveyed, it demonstrated that public bureaucracy has succeeded in provision of social amenities like roads, education, water, electricity etc. With 58% and 12% agreeing to it; 23% and 7% objecting it, this show case that there some areas of the State that some of those infrastructures are invisible. This reveals that public bureaucracy has succeeded in providing social amenities within the State but not everywhere across the State. The table above indicates that public bureaucracy has facilitated the promotion of economic activities within the State with 59% and 14% of the respondents agreeing to it. This may be in the area of increase in salaries and wages that shows in the purchase of goods and service thereby boosting commercial



activities, in addition to job creations and income distribution. 22% and 5% kick against the fact that public bureaucracy has not facilitated the economic activities within the State, may be because inadequate industries and firm within the state and government industries or public enterprises has been mismanage and closed down and become bankrupt. From the above data the table, it indicate that poor training and development affect the performance of Public bureaucrats in the State with 57% and 25% respondents agreeing to it. This is because, when a civil servant is not well train and retrain on what to do, this would sabotage the effort of the organization. While 10% and 8% objecting that poor training does not affect the performance of civil servant they are entitle to their opinion.

Conclusion

Therefore the study conclude that, public bureaucracy remain the major instrument that can brings development. The bureaucracy needs general restructuring and reshaping to make it result oriented and efficient in service delivery. However, numerous criticisms against the public bureaucracy, but none of the critics has succeeded in recommending a better system of administration than the public bureaucracy. The Bauchi State public bureaucracy has to be driven by the needs of the environment rather than rules and procedures that are counterproductive to the needs of the people. This call for the theory of New Public of Management has to be put in place to make the public bureaucracy viable and more efficient.

The studies recommend that,the impact of the public bureaucracy should be extended to the grass root, so that people at the rural areas will feel the impact of public bureaucracy. This calls for decentralization and devolution of this ministries, departments and agencies of the government to different parts of the state to facilitate quick administration. And adequate training of the personnel is very essential for the efficiency of the bureaucracy in the state to discharge it responsibilities effectively.

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