Bureaucracy and Development in Developed and Developing Countries: A Comparative Analysis of USA and Nigeria.

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Abstract
The main objective of this paper is to examine bureaucracy and development in developed and developing countries: a comparative analysis of United State of America and Nigeria using the structural functionality model. With a reliance on secondary data, the paper observed that bureaucracy propel development in developed countries like United States of America while such is not the case with developing countries like Nigeria. The Structural Functionality model proved useful in highlighting the disparities in America developmental activities via the functionality of the structure of America Bureaucracy and the degrading and sorry state of developmental activities in developing countries like Nigeria based on the faulty functionality of the structure of its bureaucracy. It infers that the causes of the malfunctioning of developing countries bureaucracies which have affected development include: the colonial creation of developing countries bureaucracies, politicization of appointment into top offices in civil and public service, high level of corruption, negative impact of ethnic factor, faulty discipline procedures among others. To make developing countries bureaucracies development oriented the paper recommended the following: they should Institute a strong and purposeful political leadership, carry out urgent public reforms, update and enforce laws and regulations to minimize the burden on administration and as well as reduce corruption. In addition, flexible service oriented, effective band transparent mechanism should be favoured, and there should be reconstruction of state institutions and processes among others.

Keywords: Bureaucracy, Development, underdevelopment, developing and developed countries, Public Service, America and Nigeria

Introduction

The term 'bureaucracy', in many parts of the world, is often associated with pejorative expression, and used to decry the inefficiency, rigidity and lapses that characterize public services. Some have attacked the term bureaucracy as "contrived, ambiguous, and troublesome". Those who view bureaucracy with this lens refer the bureaucrats as "simultaneously timid and ineffectual, and power-seeking and dangerous."(Waldo, 1982:66). According to Wallis (1993:78) "bureaucracy" is a word, which in ordinary use conjures up negative images in people's minds. It suggests a slow-moving organization, usually associated with government, which serves the public with a mixture of arrogance, deliberate obstruction and incompetence. The word is often employed as an insult, whilst 'bureaucrats' are sometimes seen as figures of fun. This picture is a caricature. Whilst it contains a grain of truth, as most caricature does, it obscures a great deal of reality. In that sense, it is an unfortunate image and

is in urgent need of correction. Yet, an analyst has simply remarked: "few things have a worse reputation than bureaucracy. Say the word and everyone immediately thinks of red tape, stupid and rigid rules, waste, and coldly impersonal lazy clerks" (Woll and Zimmermann, 1989:99). Bureaucracy is so often used as a derogatory term, that one forgets that it "was coined by a distinguished sociologist to describe an institutional development that he regarded to be of great benefit to modern society" (Lynn, 1987:77). Weber saw bureaucracy as the type of administration, which is organized rationally, logically, impersonally and according to official rules as a means of carrying out imperative control over human resources. For Weber bureaucracy "was a necessary condition, or an organizational means, for maintaining the legal, economic, and technical rationality inherent in modern civilization." (Ostrom, 1989:26).

The role of bureaucracy as a veritable tool of change and development the world over is not in doubt anywhere. This is because the role of government and its agencies are especially important in view of the ever increasing range if activities undertaken by modern state. The adequacy and efficiency of bureaucracy are therefore, virtually important to the entire nation as citizens look to the state and therefore, the public bureaucracy to do almost everything outside private living for them (Shively quoted in Mohammed, O.A, 2008: 171). In other words, Government, the world over are usually saddled with a variety of functions and responsibilities spanning socio-economic, political and other sphere. The instrument by which public policies in terms of government are transformed into concrete action in all modern states is Bureaucracy (Mohammad O.A, 2008:171).

Sequel to the above, it is important to note the developmental potential of any society is tied mostly to the capacity of the bureaucracy to implement complex economic and social development plans. This does not convey the view that bureaucracy is the only force in the bureaucracy process but a necessary condition (Okafor 2005:67).

Therefore, this paper x-rays whether bureaucracy propel development or not in developed (America) and developing countries (Nigeria), to ascertain the reasons behind the poor performance of bureaucracy in developing country like Nigeria, make suggestions and recommendations on how to restructure Nigeria Bureaucracy to be development oriented.

Review of Related Literature
Literature relevant to the study was reviewed to provide a good base for comprehending the work under study.

Bureaucracy
Bureaucracy as a term is derived from two words; "bureau" and "Kratos." The word "bureau" refers to the office, while the Greek suffix "Kratos" means power or rule. Thus the word "bureaucracy" is used to refer to the power of the office (Hummel, 1998 in Wasim 2011:46). "Bureaucracy" is rule conducted from a table or office, that is, preparation and dispatch of written documents and electronic one. Wilmot (1985:98) argued that bureaucracy starts from birth (health bureaucracy) to family upbringing (social welfare), to school (educational), to work (civil service, military, commercial, and industrial), and to worship and death (religion): man is increasingly dominated by bureaucracy. Bureaucracy is borrowed into the field of public administration from sociology (Akume, 2012:78). It was borrowed by public administration in a similar way that practices of business were borrowed from Business Administration and Economics. The term is used by Sociologists in designating a certain type of structure, a specific organization with unequally coordinated rationality, and rejects bureaucracy as a term which equates red tape, inefficiency and other derogatory synonyms.

Bureaucracy as a concept is subjected to repetitive criticisms among various scholars (Stillman, 1980; Okafor, 2005; Osawe, 2015). Notwithstanding the above, Akindele, Olaopa and Obiyan (2002:346) perceived that bureaucracy is an ambivalent term that can be taken to mean different things. For instance, it could be taken to mean different organizations used by contemporary governments in conducting its functions and encapsulated in the administrative system of the civil service. He added that bureaucracy could also mean a mechanistic and formal approach used in carrying out the functions of government to the point of indifference towards the effects achieved.

Gerth and Wright (1979) in Nwankwo, Ananti and Madubueze (2015:76) conceives bureaucracy as a hierarchical management that exist in organizations based on a line of authority and division of labour embedded on this arrangement.
Gbenga and Ariyo (2006:43), in their work portrayed the concept as the apparatus which consist of the professionals, workers who are subjected to hierarchical supervision and carrying out their duties in an organized manner backed by rules and regulations from their superiors. In the light of this, bureaucrats are identified by their activities in formal and public organizations. Bureaucracy also denotes the system of authority relationships that exist between men, offices and methods that government uses to implement its programmes. It does not cover political appointee such as Ministers and Advisers or members of the judiciary at the federal, state and local government tiers of government (Eme and Onwuka, 2010:23).

Wallis, (1993) in Eme and Ugwu (2011:67) sees bureaucracy as a word in which its ordinary use conjures bad images in the mind of the people. Bureaucracy can suggest a slow moving organization, associated with government which serves the populace with a mixture of intentional obstruction, arrogance and incompetence. The term is sometimes employed as an insult, whilst bureaucrats are most time seen as figures of laughter. Bureaucracy widely defined, refers to the machinery of government created to execute the decisions and policies of government. Political office holders make policies, while the public bureaucracy implements it.

Bureaucracy is a structure with highly routinized operating tasks that can be achieved through formalized rules, regulations and specializations of tasks grouped into functional departments, centralized authority, narrow spans of control and decision making that are in line with chain of command (Robbins and Judge, 2007:65). Coser and Rosenberg (1976:8) affirm that bureaucracy is a type of hierarchical arrangement that exists in an organization and it is designed rationally to coordinate the work of employees in the pursuit of large-scale administrative tasks, administrative organization based on a hierarchical structure and governed by written rules and established procedures. The authority attached to an official and the position of an official within the hierarchy depends on the office held, rather than the personal attributes and status of the incumbent.

In the opinion of Harold Laski, bureaucracy is a form of government in which officials effectively rule, with resulting "officiousness" (Waldo, 1982:65). Similarly, World Bank (2003) stated that "Nigeria's public sector lacks transparency and accountability". This is further confirmed by a recent publication of Transparency International, which rated Nigeria as the second most corrupt in the world. However, to Weber, bureaucracy is an inevitable feature and the outcome of modernization and the increasing complexities of human institutions. He saw bureaucracy as the decisive feature of modernity, the key to change in economics, politics, law and even cultural life. It is the effort to run large organizations with greater effectiveness that brought bureaucracy (Alukeli and Adekpoju, 2004:49).

Development

The problem of development has occupied the attention of scholars, activists, politicians, and development workers, local and international organizations for many years with an increased tempo in the last decade. Even though there are different perspectives to development, there is a general consensus that development will lead to good change manifested in increased capacity of people to have control over material assets.

Todaro (1985:87) sees development as a multi-dimensional process involving the reorganization of the entire economic and social system.

This involves, in addition to improvement of income and output, radical changes in institutional, social and administrative structure as well as in popular attitudes, customs and belief. In his contribution on the meaning of development, Seers (1969:3) argued that: the question to ask about a country's development is therefore what has been happening to poverty? What has been happening to unemployment? What has been happening to inequality?. If all three of these central problems have been declined from higher level, 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 result development, even if per capita income doubled. Development in human society today is not a one-sided process but rather a multi-sided issue. Some individuals perceive development as increase in their skill and ability; others view it as maximum freedom, the ability to create responsibility and so on (Schumpeter, 2000:75).

Dudley (1977:67) defined development on the basis of human well-being. For him, development does not mean only capital accumulation and economic growth but also the condition in which people in a country have adequate food and job and income inequality among them is greatly reduced. It is a process of bringing about fundamental and sustainable changes in society through bureaucracy. It encompasses growth, embraces such aspects of the quality of life as social justice, equality of all citizens, equitable distribution of income and the demonstration of the development process (Lawal, 2007:3; Egharevba, 2007:56).

Rodney (2008:36) conceived development whether economic, political or social to imply both increase in output and changes in the technical and institutional arrangement by which it is produced. In other words, development as a multi-dimensional concept is basically about the process of changes which lies around the spheres of societal life. From the foregoing, it becomes obvious that development involves the capacity of a society, government or social system to manage resources efficiently to improve the well-being of the citizens. This fact, therefore, demand the institutionalization of good governance element such as adherence to rule of law, accountability and growth with equity, in which the poor and the rich both benefit as well.

It is the absence of these processes that creates room for the existence of corrupt tendencies where those who control political power and their allies (the bureaucrats) begin to circumvent the laws and appropriate the wealth of the nation for their personal interest and aggrandizement through treasury looting, abuse of office, power, and position (Khon 2008:82). It is this occurrence of political corruption that impedes development, erodes governmental legitimacy and minimizes the ability of government to reduce poverty, provide essential social services and infrastructure which influence people's freedom to live a better life

Thesis Statement

Bureaucracy indeed, has played a key role in propelling national building and development in many developed countries of the world (such as America) however, the opposite is the case in the developing countries like Nigeria as there is no remarkable and laudable achievement as corruption has soiled the anticipated performance thereby, result to poor outcome of its contribution to development.

Statement of Objectives

1: To determine whether bureaucracy propel development or not in developed (America) and developing countries (Nigeria).
2: To ascertain the reasons behind the poor performance of bureaucracy in developing country like Nigeria.
3: To determine how to make developing countries development oriented via its bureaucracies

Theoretical Framework

The framework of analysis for this study, took its form from the structural functionalism theory. The structural functionalism theory was developed from the work of a social anthropologist, A. R. Radcliff-Brown (1881-1955) and systematically formulated by the American sociologist, Talcott Parsons (1902-1979).

Structural functionalism seeks out the 'structural' aspects of the social system under consideration (the public service), and then studies the processes which function to maintain social structures. In this context, structure primarily refers to normative patterns of behavior (regularized patterns of action in accordance with norms), while function explains how such patterns operate as systems. A "system" refers to an organized whole with interdependent parts, regular patterns of interaction, known boundaries, structures, and functions performed by structures. What this means is that a political system refers to security organizations which help maintain domestic order in a society. Structural-functionalism in this study sees society and the bureaucracy as built upon order, interrelation, and balance amongst the various parts as a means of maintaining the smooth functioning of the whole in order to achieve good and purposeful development. It further viewed shared norms and values as the basis of society, focuses on social order based on tacit agreements between groups, organizations, institutions, and views social change as occurring in a slow and orderly fashion. Structural functionalism has been generally agreed on to be an offshoot from the general systems theories. It is simply a means of explaining what political structures perform, what basic functions in the political system and under what conditions in any given system. This approach therefore, assumes that a political system is composed of several structures with specific objectives functions to perform, a process for its attainment and the effect of its performance (Oaikhena Egualaye,I.M I.M and Osaghae, F.S.O 2016:4).

According to Commack (1998:234), in order for a political system to run smoothly and enjoy a healthy autonomy or boundary maintenance between polity and society, there must be a way to avoid any rush of unprocessed claims or demands without direction or control by the political system. Citizen demands must be selected, channeled, and controlled. Any "rush" or "eruption" of diverse claims by the citizenry is to be avoided; otherwise the political system will become overwhelmed by direct societal pressures. Sustainable development is only achievable if the bureaucracy functions effectively for the generality of the society. Therefore, bureaucrats must endeavour to maintain a good working relationship with those that have been elected politically to hold public office, notwithstanding their political affiliation and ethnic relations. This would help build a social structure that is acceptable to all. As an ideal political system utilizes un-

fragmented and differentiated structures for interest articulation, and the political parties, for example, are not overly politicized nor tied to particular ideologies or interests. According to Robert Merton he postulates that the function of a particular social structure contributes to make the social system Functional and that the maintenance and survival of the system are contingent on the functional interdependence of the diverse structures within the whole system (Merton, 1957:34).

From the above, it is undoubtedly and unarguably certain that the structural functionality theory remain ideal for this paper as the disparity in the bureaucratic structure of the developing and developed countries determine chiefly the impact it makes towards remarkable and sustainable development of the countries under review (The United States of America and Nigeria).

Methodology
In this research paper, the data for the study were basically selected from secondary materials such as textbooks, internet materials, newspapers and magazines, journals, articles, etc. through a systematic qualitative content analysis.

Data Analysis/ Discussion Following the Outline
Below are detailed discuss of the aforementioned objectives of the topic under study.

The Role of Bureaucracy towards Development in Developed and Developing Countries. (**A Comparative Analysis**).
The success of government rests as much on the way the public bureaucracy functions. An efficient and neutral bureaucracy is a sine-qua-non to a healthy democratic system, and a healthy democratic system is critical to efficient public bureaucracy. Though, to some bureaucratic and democratic institutions are two antithetical poles, with different objectives (Blau lee, 2009:57). The public bureaucracy had significant role to play in the administration of government whether in developed or developing nations.

For instance, in the developed countries like the United States of America, The bureaucracy started out very small. In 1790, the entire federal bureaucracy consisted of one office to deal with foreign affairs. The first major executive departments were created under President George Washington: the Department of State, Treasury, and War (later renamed the Department of Defense). The enthronement of the "spoil system" (political appointments made by the president on the basis of party loyalty) by President Andrew Jackson in 1829 weakened and resulted to poor performance in the United States bureaucratic system. This was brought to an end in 1883 when the Congress alongside Chester A. Arthur, Garfield's successor passed and signed civil service reform legislation also known as Pendleton Civil Service Reform into law. The law made illegal the long-time practice of giving money or service to obtain a federal appointment. The act also made it unlawful to fire or demote employees who were covered by the law for political reasons. The Civil Service Commission enforced this act (in other words, it enthroned meritocracy rather than promote "Bureaucratic papacy").

From the forgoing, we can summarize the role of bureaucrats in the United States of America as coordination of federal ministries, advising the political officials, formulation and implementation of government policies, gathering and supplying of data for policy makers, ensuring continuity of services and public relations service. Furthermore, bureaucracy in America is entrusted with the public property. "The public entrusted the ministers with the government of the country and the ministers in turn entrust the civil service with the property

of the public" (Baner, 2010:90). The public property may be either tangible or intangible. The tangible property among others include cash, stationary, building equipment, vehicles, furniture, stores, etc the civil servants are responsible not only for their safe custody and maintenance, but also their proper and effective utilization. All the roles highlighted above have contributed immensely to the smooth running of America's administration which have fostered the country's all round development.

This is attainable because of the basic and fundamental features of bureaucracy in the developed countries. Such features according to Sharkonsky (1979 in Mohammed, O.A, 2008: 178) include the following:

1. Bureaucracy are large, having numerous sub-units with specialized employees which reflect task specialization and wide range of govern mental activities such as transport, agriculture, regulatory, defense, personnel, public relations, planning e.t.c.
2. Bureaucracy accepts direction from other legitimate branches of government.
3. Bureaucracy is considered to be professional a sign of specialisation among bureaucrats. That is the executive formulates the rules and lays down the targets that the administrative structures then implement.

Furthermore, Ferrel Heady (1996 in Mohammad O.A, 2008:179) posits that the role of bureaucracy in the political process is fairly clear and line of demarcation between bureaucracy and other political institutions is generally definite and accepted. This according to him is due to the fact that the political structure as a whole is relatively stable and mature and bureaucracy is more fully developed. In addition, bureaucracy in developed countries is subject to effective policy control by other functionally specific policy institutions.

Mohammad, O.A (2008:179) summarized it by asserting that bureaucracy in developed countries can be regarded as development-oriented, more legitimate, efficient and politically responsive. They fulfilled a great number variety of functions. Consequently, their penetration of society is more extensive. They are more impersonal in their interactions with clients, their recruitment and promotion patterns are achievement oriented.

On the other hand, the roles of bureaucracy in developing countries like Nigeria, with its trace from the British in colonial times to present amidst of the various panels that have studied and made recommendations for the reforming of the Civil Service, ranging from the Margan Commission of 1963, the Adebo Commission of 1971, the Udoji Commission of 1972-74. The Dotun Philips Panel of 1985, The 1988 Civil Service Reorganization Decree promulgated by General Ibrahim Babangida and the later report of the Ayida Panel still date, is still considered stagnant and inefficient, and the attempts made in the past by panels have had little effect. It is characterized with scorn as the functionality of the structure put in place to achieve the anticipated development have been trapped by unfathomable irregularities. Baba, D.D and Attah, A.P (2016:5) lamented at the lopsided roles of bureaucracy in Nigeria as thus:
"…...experience has shown in Nigeria that many government laudable policies that would have contributed to the development of the country have been marred by poor implementation strategies (i.e. bureaucratic procedures) adopted by the civil service, charged for the implementation. Development in its most basic, to meet basic needs have eluded Nigerians. Basic utilities are generally lacking. Even when such utilities are budgeted for, the twin evils of bureaucracy and corruption contrive to deny the people sorely needed infrastructures."

Furthermore, Salawo (2000:7) in his work revealed that, there are stories of trunk roads that have received budgetary allocations for over ten years but have not been built. There are cases

of over invoicing. There are government hospitals which records indicate that they have been furnished but are still very much bare. There are cases of poverty alleviation schemes which impacts do not reach those at the grass roots level because they are hijacked by the elite group through the civil service (the bureaucracy). The civil service has a way of putting obstacles in the way of policies formulated by the political officials, especially those policies on which they hold divergent opinions. Various tactics are employed to thwart implementation of policies about which they are skeptical ranging from 'procrastination' 'discovering' 'insurmountable obstacles effecting unworkable solution' etc (Green world and Wilson, 2007; Oktoni, 2010 in Baba, D.D and Attah, A. P, 2016:5).

Reasons for Poor Performance of Bureaucracy in Developing Country (Nigeria).
Bureaucracy in developing countries like Nigeria is faced with a number of problems that hamper its effective role in governance and development in the country. In other words, we can safely say that bureaucracy in the developing countries have not fared well in their roles as a promoter of development based on the following:

First and foremost, being a colonial creation, bureaucracy in the developing societies like Nigeria, was observed was never designed for developmental purposes and as such is incapable of bringing about development to the masses in the country. It is further held that bureaucracy is both an instrument of imperialism and class oppression, ever willing to serve and foster the interest of foreign capital and the parasitic political class (Wallis, 1989 in Mohammad, O.A, 2008: 191).

The second major problem confronting the bureaucracy in Nigeria is its politicization of appointment into top public offices. Several offices in the civil service were at one time or the other politicized by every successive government, these include, the office of the Permanent Secretary, Head of Service, etc. Although, there is nothing wrong with bureaucrats performing political functions, the fear is that unless such political functions are carefully controlled, they can further aggravate the already strained relationship between the political officers and the bureaucrats, with unpleasant consequences especially during a democratic regime. The political officers would regard such political roles performed by the bureaucrats as usurpation of power and trespass (Baba, D.D and Attah, A.P, 2016:6).

Another problem is the high level of corruption associated with the bureaucracy in Nigeria. The World Bank Report stated that, Nigeria's public sector lacks transparency and accountability. This is further confirmed by recent publication of Transparency International, which rated Nigeria as the second most corrupt in the world (World Bank. 2003). There are cases where bureaucrats frustrate development policies and programs that would have assisted in reducing poverty, unemployment and inequality.

Nwaze (2012 in Baba, D.D and Attah, A.P, 2016:11) further revealed that the bureaucrats are the major culprits of corruption because they are mostly responsible for aiding and abetting corruption for the political class. More so, apart from creating fertile land for corrupt practices by the political class, the bureaucrats also exhibit some of these corrupt practices which have obviously been responsible for the steady increase in corruption bedeviling our common wealth. The bureaucrats engage in fast – tracking of payment with juicy kick – backs, over – invoicing, commercialization of official duties, engaging in dummy academic programmes, 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 workers syndrome, etc. These negative trends according to Nwaze (2006, 2012 in

Baba, D.D and Attah, A.P, 2016:12) characterized Nigeria's bureaucracy and have almost become a common practice. Though, evidence abound that the Political class are also corrupt with the several charges and prosecutions of past political class in recent times, these corrupt politicians would not have succeeded without the cooperation of the bureaucrats. For example, 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 manipulate things in the interest of the political class. The Judiciary in recent time 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. Therefore, the paper posits that the bureaucrats are more responsible for the corrupt practices in our Nation.

In addition, the impact of ethnic factor in Nigeria Bureaucracies cannot be overlooked. Both in the public and the private sectors, personnel selections and appointments are based on non-bureaucratic criteria such as the state of origin, home town, ethnic group that reflect the peculiar problem of the Nigerian nation as against objectively measurable criteria like qualifications, professional competence, intelligent quotient and the likes. As a matter of fact, the ethnic factor has been entrenched in the 1979 Constitution and the subsequent ones under the name 'Federal Character'. Presently a 'Federal Character Commission' has been establishment to monitor both public and private bureaucracies and ensure that this clause is implemented. The use of subjective criteria like ethnicity in deciding who is to be employed is a negation of bureaucratic ideals any day. Invariably the best applicants from the South are kept out of the bureaucracies for the worst from the North. (Okoli 2002 in Eme, O.I and Emeh, I.E, 2012:3) calls it Cognitive Melodrama at the Macro level. No wonder the Nigerian bureaucracies are grossly inefficient. While one can sympathize with the reasons for adopting the Federal character concept, there is also the inherent danger that the adoption can become an obsession and consequently become demoralizing, demotivating and counter-productive. Anise (1986 in Eme, O.I and Eme, I.E, 2012: 4) stated that there have been complaints from serving bureaucrats in Nigeria against the frustration which the Federal character concept poses to serving bureaucrats from states which are not favoured by its implementation. According to Olugbile (1997:13) nepotism had shaded into ethnicity. The favoured bureaucrat is selected over his peers (and sometimes even over his seniors).

Furthermore, the issue of discipline has also been identified as a problem having its toll on the Nigerian bureaucracies. There are factors within the Nigerian culture which makes the enforcement of discipline a problematic task in the Nigerian bureaucracies. The procedures stipulated for enforcing discipline in the ideal bureaucracy does not conform to the traditional procedures for enforcing discipline. Why is this so? Olugbile (1997 in Eme, O.L and Emeh, I.E.J, 2013:5) argued that there is a traditional approach to discipline which on one hand recognizes that a worker should be punished, but insists that when elders intervene to plead on behalf of the offender, the boss is duty bound to take the elder's pleas. A contrary or counter approach is the logic that justice must be done irrespective of the status of the worker or his connections. The bureaucrat owes a duty to the bureaucracy to act equitably without fear or favour at all times. If he derelicts in this duty, ultimately it is the bureaucracy that bears the brunt. Our tradition and culture is one that stipulates that the counsel of the elders must not be discarded or jettisoned; otherwise the bureaucrat can be ostracized or treated as a social misfit. Most top bureaucrats always face this dilemma, and sometimes discover that there will be situations in which he cannot strictly enforce the code of conduct stipulated by bureaucracy to the letter. For instance, what does a permanent secretary do when he suspends an accountant in his ministry for fraud and the erring accountant brings a letter from the king of the permanent

secretary's town pleading that the accountant should be pardoned. To disregard the King's letter will amount to insult and disrespect for tradition while to pardon the erring accountant brings a bad precedence and amounts to injustice and betrayal of trust. What does the Permanent Secretary do then? He is quite in a fix and a big dilemma. This is a typical example of what happens in the Nigerian bureaucracies most especially public ones (Eme, O.I and Emeh, I.E, 2012:15).

Other reasons for poor performance of bureaucracy in developing countries like as Nigeria are rigidity, resistance to change, lack of innovation, impersonality, and excessive aloofness, ritualistic attachment to routines and procedures (Kramer, 2008 in Baba, D.D and Attah, A.P, 2012:16). This is the capsule in what some refer to as red-tapism that hinders quick action and effective communication among public bureaucrats. This problem of rigidity and resistance to change by bureaucrats has contributed to the failure of many civil service reforms in Nigeria right from the colonial time till date.

Recommendations and Conclusion
The pertinent question is, how do we improve the capacity of developing countries (Nigeria not excluded) bureaucracies in order to make them effective, efficient and development oriented:
First and foremost, making Nigeria Bureaucracy development oriented like their counterpart, America is the existence of a strong and purposeful political leadership that is capable of asserting its will and ready to exercise political power in the interest of the entire citizenry of the state. According to Adamolekun (2006:34), this kind of political leadership must exist on a permanent basis because political power has to be exercised on a continuing basis.
Secondly, there is the need for public sector reforms in developing countries like Nigeria. The long term success of public sector reforms is dependent on reassessing the role of the public sector and by reorganizing and restructuring where necessary in order to create a capable state. Furthermore, there is the urgent need to update and enforce laws and regulations to minimize the burden on administration as well as reduce opportunities for bribery and corruption. To accomplish this, it is important to embark on a programme targeted at improving the pay and incentives in the sector in order to rebuild morale and integrity.

In the same vein, while mindful of the unique cultural and traditional circumstances that distinguish Nigeria and separate them from the rest of the developed countries like America, there is a wealth of experience in the public sector, that can provide useful information to facilitate the reformation of the bureaucracy in developing countries like Nigeria. That is to say, developing countries bureaucracies (Nigeria not excluded) must be reformed to make them accountable and responsive to the people. In other words, policy makers must take along view in ensuing real changes in governance system is critically important in meeting the expectations, aspirations and needs of the people.

In addition, flexible service oriented, effective band transparent mechanisms are favoured to replace the more traditional and rigid bureaucratic systems that have been a hindrance to effective functioning of public institutions. That is bureaucracies in developing countries must operate open, transparent, effective public services institutions.
Apart from the above, policy decentralization and popular grass root participation are needed instead of empty slogans and promises. That is decentralized governance must be promoted and implemented to ensure political, social, economic and administrative and technical empowerment of the local citizenry in the spirit of participatory democracy. This measure will strengthen accountability and transparency by making local leaders directly accountable to the

communities they serve and by extension a clear linkage between the taxes people pay and the services that are financed by these taxes (Frimpong 1997 in Mohammad, O.A, 2008: 193).

Also, according to Mohammad, O.A, (2008: 194), "the issue of ecological factor has been stressed by scholars. That is, bureaucracy as an indispensable instrument in the development process especially in the third world countries (like Nigeria), the understanding of their nature and ecology is essential, considering as well their many years of colonial history. Therefore, for public administration and bureaucratic reform to succeed, it is imperative to restructure and reinvent the state and to re- root it in its people in a much more substantive way".

Moreover, the idea of representative bureaucracy tagged "Federal Character" in Nigeria, must be critically re-examined. According to the 1999 Constitution of the Federal Republic of Nigeria, "the composition of the government of the federation and its agencies or in the conduct of any government affair should be carried out in such a manner as to reflect the federal character of Nigeria thereby, ensuring that there should be no predominance of person from a few ethnic or other sectional groups in that government or in any of its agencies" (section 14.3). In principle, it has not helped the bureaucracy in Nigeria. For example, in some instances, the federal character has been carried too far to the detriment of the system. In the bid to have every state or ethnic group represented in appointment to the public bureaucracy, many unqualified candidates have been appointed to occupy important positions, where they neither function nor perform (Attah.A.P and Baba, D.D, 2016:7).

Lastly, the reconstruction of state institutions and processes must be undertaken in order to promote the values of good governance, and the executive and legislative branches must reflect the diversity and heterogeneous nature of their society.

Conclusion

Conclusively, there are ample evidences which show that the performance of the bureaucracy in the third world countries like Nigeria, remained very abnormal, hence the present state of underdevelopment. Whereas, bureaucracies in developed countries like America has been performing developmental roles, largely due to their independence and autonomy from the over bearing influences of the major contending forces in their countries, the situation is not the same in developing countries.

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