

# Bureaucratic Corruption And Practice On Public Administration In Nigeria

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*Abstract: One of the main aims of any public bureaucracy is to promote a smooth, efficient and effective public administrative system in a country. There has been a lot of criticism in public bureaucracy in Nigeria in terms of performance and a lot of questions have arising on what is expected and what is actually done. Because of the failure of public bureaucracy in Nigeria, a lot of reforms have been set up by successive Nigerian governments to deliver the dividends of clear and transparent governance to the populace since 1980's. These reforms were set up to enhance efficient and responsive public service so as to meet the problems brought up by the domestic and internal environments. Due to the menace of corruption that has eaten so deep into the fabrics of the Nigerian state, the efforts of the Nigerian government have yielded little or no results. The purpose of this paper is to investigate the causes of the rise of corruption in public administration in Nigeria. The methodology of data collection was solely secondary sources of data collection. Although there exist policies and institutions that are set up to fight corruption, it is recommended that the Nigerian government should embolden her political will to deal with the problem of bureaucratic corruption as it was seen that there was nothing wrong with the Nigerian system.*

**Keywords: Bureaucracy, Bureaucratic Corruption, Public Administration**

## I. INTRODUCTION

Public administration is aimed to promote a smooth, effective and efficient bureaucratic system in a country. This is due to the critical and important role it plays in the formulation and implementation of policies that is designed to develop a country.

The performance of the public bureaucracy in Nigeria has come under a lot of criticisms and questions because of what is expected and what is actually done. According to Gbenga (2006), the inability of the public bureaucracy to leave up to expectations from the people led to the formation of the various reforms and policies by past Nigerian governments since the 1980's. That is the aim or purpose of these reforms and policies is to promote a vibrant as well as alert public service sector that can be able to solve problems generated within and outside the country. But because of the menace called corruption, all efforts exerted by the Nigerian government have yielded little or no result that the people

expected. Corruption has penetrated so deep into the public bureaucracy, nay, every aspect of the economy.

For Gbenga and Ariyo (2006), Nigeria is a basic example where the bane of corruption has halted and stunted its developmental growth. According to Achebe (1988), "anybody who says that corruption in Nigeria has not risen to a scary alarming rate is either a fool, a crook or else does not live in this country". Achebe also states that Nigeria's high rise of corruption has portrayed and affected in a negative way the quality of life of the populace of Nigerians.

Allegation and charges of corruption comes into play when talking about Nigeria's bureaucratic sector than in any other sector (Urien, 2002). Urien also postulated that corruption has destroyed the careers and ambitions of known and famous public people, and the integrity of trusted organizations and businesses have been ruined because of it (corruption). It should be noted that in 1998, Gray and Kaufman conducted a survey and a sample of 150 high level officials from 60 third world counties were carried out and

from the findings, the respondents rated corruption, especially as it concerns the public bureaucracy as the most highly obstacle and stumbling block preventing their developmental and economical process.

## PURPOSE OF THE STUDY

The purpose of this paper is to examine the effect of bureaucratic corruption and practice on public administration in Nigeria.

## II. CONCEPTUAL DEFINITIONS

### BUREAUCRACY

Stillman, (1980) in Akindele (2002), has described bureaucracy as a word that has been substituted for inefficiency, red-tapism, stupidity, secrecy, smugness, aggressiveness and self-interest. But irrespective, Akindele (2002), opined that the concept is a vague term that can be stated to mean so many things. One of such meanings is that different organizations used by government for the conduct of its various specified functions. For Gerths and Wrights (1979), they saw bureaucracy as: a hierarchical management within organization based upon a line of authority and a division of work predicated upon this arrangement.

To Gbenga and Lawal (2006), they defined the concept of bureaucracy as the system consisting of professionals, full time officials subject to hierarchical order and supervision and carrying out their functions in a well ordered way based on rules, regulations and orders coming from above. The bureaucrats are therefore seen as actors within the form and content of bureaucratic system. For Anazodo in 2004, he stated that Max Weber, the father of bureaucracy, stated that bureaucracy, authority should not be based on the individual, but authority should be based on the office itself, irrespective of who occupies the office. Bureaucracy is very important because it aids in the formation and continuous existence of big firms and organizations that adhere to its various routine and activities. Such routine and activities are its characteristics and functions, but the researcher will also address criticisms of Max Weber's bureaucracy by other authors.

### CHARACTERISTICS OF BUREAUCRACY

Stillman (1980), stated that Weber's Characteristics of Bureaucracy includes:

Performance must be governed by rules and regulations.

It must have hierarchy, which is to say authority must flow from top management (supervisors etc.), to lower management (subordinates).

Rerecords keeping. This simply means that management has to keep written documents (files), and this is kept in their original or draft form.

Impersonal relationship between manager and employee.

Competence.

Division of labor and specialization.

Anazodo, Okoye and Abba (2004) short listed the Characteristics of Bureaucracy by Weber to be:

Performance must be governed by rules and regulations.

It must be based on division of labour that is everyone must have his or her job defined and they must stick to their job description.

It must have hierarchy which is to say authority must flow from top to bottom.

Life-long career commitment which simply implies employees can grow on the job.

Rationality which implies positions, duties and responsibilities are described in detail in writing.

Anazodo, Okoye and Abba (2004), stated that these issues enable the achievement of goals to be attained by the individual in the organizations, which invariably leads to organizational performance. For Obi and Obikeze (2004), they stated that Weber's characteristics include:-

Hierarchy,-the frameworks of law

Technical specialization.

Search for rationality.

Value system.

Following the above therefore, it is worthwhile to argue that all of these characteristics were and have since been assumed to be indispensable to the efficiency, effectiveness, impersonality and responsiveness of any organization in the pursuit of its goals. In the contentions of Weber, bureaucracy is inevitable if the efficiency and effectiveness of organization are to be realized. This notion justifies why Sayre (1979), once argued that for any civil service to worth its name in terms bureaucratization that it has to;

Eliminate patronage from its management of civil service matters.

Guarantee equal treatment to all applicants for employment and among all public employees.

Adopt the logic scientific-management in the performance of its duties.

Foster the attainment of merit, efficiency, morality, impersonality, politics-administration dichotomy, protection of the employees from politically moderated retributions.

### FUNCTIONS OF BUREAUCRACY

Scholars such as Anazodo, Okoye and Abba (2004), and Obi and Obikeze (2004), have come to agree notwithstanding areas of dissimilarities that the basic functions of the bureaucracy in any bureaucratic set-up could be itemized as follows;

Implementing social change.

Recommending policy .

Framing legislation .

Influencing the legislative.

Consuming survival and growth.

Weighing competing interests.

Implementing legislation

Balancing professional and ethical considerations

These to them, are what would surely keep the survival of any organization which wishes to thrive in its endeavors.

### CRITICISMS OF BUREAUCRACY

Weber's bureaucratic model was highly criticized, (crozier, 1963: 239), said there is no „ideal“ form of

bureaucracy and termed it to be static and rigid, and also leads to inefficiency. Despite the critique of the bureaucratic model, Weber's bureaucratic theory is still practiced today in all organizations because of the elements of hierarchy, unity of command, career orientation, distinction between line and staff, impersonality, record keeping etc., all provides an organization with a structure. In his book "The Organization Revolution" by Kenneth Boulding, he talked about his fears pertaining to the massive role the organization play in the society. According to him, values such as freedom, ethics, justice, love, laws etc. tends to crisscross each other and then finally loses to such organizational features as power, impersonality, high-handedness etc

"The Organizational Man", written by William Whyte, totally condemned how the organization debased and dehumanized its workers. For Obi (ibid), he saw bureaucracy not providing for any quick and unplanned changes. He also saw bureaucracy thriving and flourishing better during routine and stable normal conditions. Obi also talked about how difficult and impossible it will be to modify or adjust organizational tasks and procedures in turbulent climate.

But, it is agreed that every concept in the field of social sciences has its weaknesses (bureaucracy inclusive) so a leaf is borrowed from the popular saying "though examination may not be the true test of knowledge, but remains the best if not the only way to test ones intelligence". This simply means that bureaucracy though good and relied on by organizations till date, may actually not be good to affect administratively in an efficient and effective manner, but clearly the surest way for policies and promises by the government in power to be realized. There are series of administrative problems that are caused by bureaucracy and corruption is always at the background of it all.

### III. BUREAUCRATIC CORRUPTION, CORRUPTION AND THE NIGERIAN STATE

The World Bank in the year 2000 defines bureaucracy as how public officials enrich themselves for personal gain by pilfering the public coffers. On proper examination, corrupt practices consists of exchange of gifts for a favor that involves changing the policies and processes and procedures already put in place by the government thereby giving advantage to a select few or selected or participants or to change an already known situation.

Corruption, is gotten from a Latin word 'Corruptus'. It generally translates 'to break or destroy'. It then implies that, corruption translates to breaking away, departing from what is morally right, ethically sound and possessing godly virtues etc. It can then be okay and proper to say that a country, company, establishment, administration, or person is corrupt, when they don't possess such attributes of morality, decency, ethics, values, honesty, etc. This can only mean that any one that does not conform to rules and regulations of the society, its values, its norms, its culture, simply put its way of life, is a corrupt minded person. According to Tanzi (2002:25), the ability to get rich through the use of public funds is what he calls corruption. He also made the clarification of what a bribe is and what a gift is because it's usually difficult to

differentiate them both. According to him, a bribe is usually given as a gift and is reciprocated.

Corruption is a vice that takes place everywhere and every day all around us on a daily basis. But the big question still plagues us, what actually is corruption? This is a question to which has varying answers; it is very difficult to define a universally acceptable definition of the word corruption. Be that as it may, below are some definitions of corruption amongst an array of definitions.

### IV. DEFINITION OF CORRUPTION

Corruption started way back in the bible, when Jacob with the help of his mom, deceptively and fraudulently stole the birth right of his elder brother Esau along with all his blessings from their dad (Genesis 27). From the legal perspective, corruption is seen as the abuse of power in the executive, judiciary or legislative arms of government. In 2012 Urien defined corruption as the purpose of underperforming or outright not recognizing authority, or the use of unwarranted show of power, with the aim of having some form of personal advantage. Tanzi in 1995 however defined corruption as purposefully not agreeing with the arm's-length principle of transparency and rule of law, but rather corruption is meant to derive one form of advantage or another for some certain individuals or to benefit from it personally. Corruption in a nut shell can be said to publicly abuse public office so as to gain privately.

The above definitions are in tandem with the fact that the perpetrator/perpetrators is/are fully aware that he/she or they is or are corrupt. This is to say that the corrupt acts or tendencies carried by the perpetrator is voluntary since he or she is fully aware of what they are doing and go ahead in carrying out this corrupt act/acts. In 1998, Gray and Kaufman further said corruption is the acts that include bribery and extortion, and this happens between two or more parties. They also defined corruption to include embezzlement, fraud, money laundry, extortion etc. For Lipset and Lenz (2000), they defined corruption as trying to get rich or powerful illegally at the expense of the public.

The authors above all talked about corruption that takes place in a public parastatal, mostly owned by the government. To buttress this assertion, Gerry Becker a Nobel Laureate Prize winner asserts that if "we abolish the state, we abolish corruption".

In 1996, Khan proffered that corrupt practices is an act which opposes formal rules of conduct that governs the performance of anyone that occupies public office and in authority because they want to acquire wealth, power or status, privately and selfishly. Otite in 2000, in his view, defined corruption as "corruption is the perversion of integrity or state of affairs through bribery, favor or moral depravity".

A critical view of Otite's definition shows that corrupt practices goes beyond bribery but also includes "treasury looting and also the deliberate bending of rules of the rules of the system to favor friends or hurt foes. It is clearly an evident of absence of accountability, law and order. Kalu and Yemi (1999) asserted that corruption refers to the conscious and well planned act by a person or group of persons to appropriate by

unlawful means the wealth of another person. The view is not dissimilar with the overall views on the concept. But the pertinent issue therefore, is what bureaucratic corruption is?

Gbega (2006) linked the concept of bureaucratic corruption with the illegal activities of bureaucrats. He added that, traditionally, the concept is used to denote the practices of buying favor from bureaucrats who formulate and implement government economic and political policies. The concept however, transcends the buying of favor; it refers to the violation of public duty by bureaucrats or public officials. Bureaucratic corruption as we have conceived can simply be seen as a conscious practice by the bureaucrats that transcends to a deliberate deviation from an original norm of an organization for material or non-material, financial or nonfinancial selfish purposes.

Scholars are of the view that the pervasiveness of bureaucratic corruption would be explained within the nature and character of the government itself. They argued that bureaucratic corruption grows as its government grows and as such becomes dehumanized and consequently cultivated into the culture of governance if not properly checked.

Viewing the pattern of governance of the Nigerian State since the attainment of independence in 1960, one can rightly say that corruption has been the bane of Nigerian public administration. By way of illustration, the cry against corrupt practices in Nigeria became disturbing under the Gowon administration as a result of the alarming rate of different forms of scandals resulting from the importation and exportation of goods particularly in relation to port congestion. Assessing the Gowon administration, The Nigerian Tribune asserted inter alia:

Gowon's military era was openly corruptible to say the least. Everyone knew. It was done in the public for all to see. At the time, he promised to enact an anticorruption decree, but like the past regimes and their numerous promises and pledges, it never happened. As reported in The Nigerian Tribune (August 1 1975), attempts were made to fight and expose corrupt individuals and their level of corruption, but Gowon used the might of his office and position as the Head of State to squash any moves or attempts made.

In Gowon's regime, corruption also came under public scrutiny when Muritala Mohammed became the Head of State and set up Assets Investigation panel to probe the Governors that served under Gowon. The panel indicted ten (10) out of the twelve (12) governors and subsequently had their assets confiscated. The total value of assets confiscated from the governors was over ₦10 million in 1976.

The anticorruption crusade of Muritala also spread to the entire public service. The purge of the public service led to the retirement/dismissal of over 10,000 public servants nationwide. One would have expected that going by the efforts and energy dissipated on the cause to address corruption under the Muritala administration and ignominious ways the indicted governors that served under Gowon were treated, the politicians of the second republic would distance themselves from corrupt practices but the reverse was the case.

The politicians of the second Republic engaged in different corrupt practices of different shades. The era was marked by gross abuse of power by virtually all public officers – career and political officeholders. The political office

holders used their offices to siphon and misappropriate public funds. Lamenting the scourge of corruption in the second Republic, Maduagwu (1995), asserts that: Ministers, Governors, party officials, supporters of all the political parties, business associates, all rallied round to share the booty. Shagari's political party then, the NPN, having free reign to the country's treasury, performed superbly in the wanton waste of the country's resources. This is not to say that the other four remaining political parties were not jostling to take part and participate in the sharing of the country's treasury. All the political parties as at that time made it a rule that in the states where they governed, the states funds were siphoned to accounts not owned by the states, and all these was brought to light after the politicians were removed from office by panels of enquires. The monumental rate of corruption that occurred during Shagari's administration got to an alarming rate that the administration could not just wait but created the Ministry of National Guidance to carry out ethical revolution.

The military government led by Major – General Muhammed Buhari which succeeded the Shagari's administration was determined to wipe out corruption from Nigeria through the War against Indiscipline crusade. Various Tribunals both at the Federal and state levels were set up to probe the political actors of the second Republic. The Paul Omu led Tribunal found most of the politicians guilty and sentenced them to jail of various terms.

The Babangida administration that terminated the Buhari's regime in August 27, 1985 popularly known as the palace coup, showed no zeal to end corruption but instead plunged the Nation into eight years of reckless rule characterized by unscrupulous acts in so many ways. In 1995, Maduagwu, referencing The News December 20, 1993, said the following corrupt practices: happened under Babangida's regime:

\$ 2 billion Gulf war wind fall in 1991.

30% of oil revenue diverted to frivolous uses throughout the time.

Huge extra-budgetary spending: 1989 = ₦15.3b, 1990= ₦23.4b, 1991= ₦35b, 1992=₦44.2b, 1993 (by August) = ₦59billion.

\$200 million siphoned from the Aluminum Smelter project.

₦= 400million wasted on Better life project

Colossal Corruption at the NNPC, e.g. \$101 million for the purchase of strategic Storage facilitation.

The Okigbo panel set up by the Abacha led administration to look into the Babangida administration indicted General Babangida and the Governor of the Central Bank of Nigeria (CBN) of frivolous and clandestine spending.

The Abacha administration that took over from the interim National Government followed the pace set by the Babangida administration in looting the government treasury. A total sum of ₦63.25billion was said to have been recovered from the Abacha family and more monies are still being recovered till date. In fact up till now cases of money recovered from the Abacha's and his allies continue to herald our daily newspaper till date.

The government of Abdusalam cannot extricate itself from the wanton pillage of public funds. There were damning



revelations that came to light through the panel that was headed by Christopher Kolade. Kolade reviewed lots of atrocities committed by the Abdusalam government, ranging from lopsided appointments, suspicious awarding of contracts, and awarding licenses to family members and cronies. The Kolade panel brought to the fore that though Nigeria is immersed in deep corruption, the government of Abdusalam just made it worse. The Kolade panel revealed how contracts were awarded to the tune 4072, licenses awarded was 576, and appointments given were 807 and awards 768 approved, and all these was done in the span five months only. Kolade panel revealed that all these set the Nation back to the tune of N635.62 billion compared to the N88 billion that was the actual 1998 budget, thus creating a deficit of N551 billion. In May 1999, (The News 30 April 2000). Kolade panel exposed how the foreign reserve depleted to the sum of \$3.8billion from \$7.6billion all under Abdusalam's government in 1998. During the Abdusalam's era, lots of the military administrators wrecked lot of damage in the states they manned.

In May 1999 at the birth of a new democratic era, immediately taking possession of office, almost all the state governors claimed that their state treasury was empty, insinuating that the military administrators under Abdusalam has carted away the states funds. A good example is that of James Ibori of Delta State who revealed that the state is in the red to the sum of N300 million. Another example is that of Achike Udenwa of Imo State who also revealed how his state is also in the red to the tune of N10billion. We also have Akume of Benue who wailed that the state is indebted to the sum of N12million. Another governor that spoke out was Osoba who wailed that he is indebted to the tune of N687, 824, 729 in salaries and allowances, as well as N754, 187, 825.52 leave allowances, also N26, 635.407, 71 pension, N7, 118.000.08 and unpaid gratuities N46, 826, 815.90. And also, Tinubu the Lagos State governor who cried that he is indebted to the sum of N1billion.

The year 1999 saw emergence of the Obasanjo's regime that brought in the democratic dispensation after years of Military rule. But despite the dawn of a new democratic era in the country, the bane of corruption was just too much to curb. This led Obasanjo to set up the EFCC (Economics and Financial Crimes Commission) and ICPC (Independent Corrupt Practices Commission), these bodies were set up to fight the scourge of corruption ravaging the country. But in spite of all these measures put by this administration in terms of the anti-corruption crusade, cases of corruption still occurred; and it involved key political officers who were caught pilfering. Cases of falsification of age and academic records by Salisu Buhari and Ephraim Enwerem, contract scandal of Chuba Okadigbo, NEPA fund involving Bola Ige and Agugu, the privatisation fraud of NITEL and fraudulent scam from ministers to the National Assembly to increase budget figures as it were in the case of Fabian Osuji of the Education ministry to mention but a few, were all evidences of the presence of corruption in the dispensation. The effort of the administration to curb corrupt practices brought in the anti-graft agencies such as the Economic and Financial Crimes Commission (EFCC) in 2004 which was formed in 2003 and the Independent Corrupt Practices Commission (ICPC) in 2000 respectively.

The birth of the Yar'dua's administration in 2007 goes with the popular saying in Igbo speaking parlance that says "...an Okro stem does not grow past its farmer..." thereby rendering the administration ineffective to fight corruption. It kept reverting back to its "god father" for instructions and guidance. This was clearly seen in the case of James Onanefe Ibori vs The Federal Government. In Nigeria, a trial judge freed Ibori of corruption only for a British judicial system to try him, found him guilty of the same offence he was freed in Nigeria and he was convicted and sentenced to jail in Britain. Under the Yar'dua's administration, we also had lots of corruption of high magnitude that occurred, with no arrest, conviction or even a probe; examples are the James Ibori case. We also had that of the Patricia Eteh's case in 2007, and the Dimeji Bankole imbroglio in 2010, just to mention a few.

The past government of Dr. Good-luck Ebele Jonathan still couldn't eradicate or reduce corruption to a minimal level; just as the saying goes "that a dog does not eat a bone hanged on her own neck". The Good-luck government cannot excuse itself completely from corrupt practices. A case in point is that of Farouk Lawan vs Otedola imbroglio. Another example is that of the scam in the petroleum sector known famously as fuel subsidy. Again who can forget the police pension scam? These and lots more are pointers that the Good-luck government was corrupt just as the past administrations.

Also, presently the Buhari's administration both in his first and presently his second tenor as president of Nigeria being sworn in on May 29 2015 and May 29 2019 is also fraught with endless tales of corruption. One of such frightening corruptible example, was when governor Abdullagi Ganduje of Kano State was caught on tape taking a bribe of 5 million American Dollars, and all the president of the nation and the political leader of their party (The APC) Mohammed Buhari could say on national television, was that it was a good electronica gimmick (The Nation newspaper, 14 October, 2018). Till date, nothing has been done, no probe, no fact finding, nothing. This act has earned the governor of Kano State the nick name Gandollar or Agbada dollar. Another example is that of Abdulasheed Maina that once headed the pension's fund. He was accused of misappropriating funds; he was sacked, but was mysteriously and secretly re-instated back (The Pulse Nigeria, 10 January 2019), all under the watchful eyes of the president Buhari and his anti-corruption slogan/crusade. Also in 2017, in the appointment of employees, disregarding federal character and also employing dead people to head boards and agencies (Africa News, 30 December 2017). This same corrupt practice of employing the dead occurred again in 2020 (Vanguard 30 April 2020). Other examples is that of Orji Uzor Kalu that governed Abia State for 8 years from May 1999 to May 2007. He is presently a member of National Assembly, the Senate to be precise. He was arrested, charged and jailed on December 5 2019 for stealing Abia State blind. He went to prison, but the irony was that he was still receiving his salary and all his benefits from the Nigerian Senate while in prison. And to crown it all, he spent only six (6) months in prison being released on June 3 2020 (The Guardian). When released, he went straight back into the senate with a well-coming party hosted by his colleagues whom majority are from his party, the ruling party, the All Progressive Congress (APC). Also we

have the call by the Socio-Economic Rights and Accountability Project (SERAP) asking the president Buhari to probe 300 million Naira missing in some Ministries if he is fighting corruption (The Punch News Paper, July 6 2020). And who can actually forget the famous bullion vans that entered the home of the past governor of Lagos state for 8 years, Asiwaju Bola Ahmed Tinubu, a founding father and National leader of the ruling party, the APC who Buhari belongs to, just the night before the 2019 presidential election? (The Pulse Nigeria, February 1 2019) Till date, nothing has been said about it, it has been swept under the rug, even the organ that is set up to fight corruption, the EFCC, has gone mute and blind concerning this heinous crime, even the head of the EFCC, Ibrahim Magu avoided answering the question where bullion vans can be found in the home of a private citizen. This is mind boggling. Other corrupt practices can be seen in the health sector, budgeting billions into the federal clinic in Aso rock but where there is no injection found in the clinic as reported by the first lady herself, Aisha Buhari, or is it the president himself banning overseas health trip but he himself spending half of his first year of his first tenure in Britain for ear infection and his son flown to Germany for treatment after a bike accident, just to mention but a few amongst the monumental corruption still going on in his so called corruption free regime.

Nevertheless, there seems to be an array of opinions about the forms of corruption and what kinds of corruption actually exist. Relying on existing extant write ups, scholars have written vastly concerning this. The researcher will below talk about this.

#### FORMSS OF CORRUPTION

Corruption has been vastly researched and a lot of scholars have divided it into various forms that are considered as follows:

##### BUREAUCRATIC CORRUPTION

Victor (2008) stated that this form of corruption takes place mainly in the public sector or it occurs at the tail end while implementing government policies and programs. This kind of corruption occurs at places like in the police, schools, the various ministries, local licensing offices, hospitals etc.

##### POLITICAL CORRUPTION

As the name implies, this type of corruption takes place at the top most echelon of the political party; simply put, it is "corruption of greed". It affects decisions and how these decisions are made, manipulated and distorted. This type of corruption also effects the political institutions and the procedures and rules they adhere to. The Americana Encyclopedia, (1999) defined political corruption as an act that occurs when politicians and legislators tend to benefit themselves during policy formulation. Other kinds of corruption include the following:

##### BRIBERY

Bribery is a form of corruption that involves two or more people in the act of giving money as a form of payment for a favor to be rendered. Bribery can be in the form of pay-off, greasing of palms, kickbacks, sweeteners, etc.

##### FRAUD

This type of corruption is quite unique because it has to do with racketing and forgery, some kind of trickery, counterfeiting, the act of swindling and deceit.

##### EMBEZZLEMENT

This type of corrupt practice can best be described as when a public official pilfers from the state coffers in which they are meant to safe guard. Embezzlement in simple terms is stealing of public funds by public officials.

##### EXTORTION

This is a corrupt practice that deals with the use of force, in some instances the use of deadly force. Extortion is a form of corruption that involves extorting money, documents and other valuables by using force, violent acts, and the acts to apply violence. Examples of where extortion occurs can be seen in the police, the custom officers and also amongst the Para military.

##### FAVORITISM

This corruption occurs when power is abused and resources or development is skewed to advance a particular tribe or to advance a particular individual or individuals. Nevertheless, this kind of corrupt practice seems to be inborn in every human; since it is only normal for family members, friends and in fact anybody that is close and trusted to be favored.

##### NEPOTISM/TRIBALISM

This is a type of corrupt practice that encourages favoritism where a public official only employs or gives advantageous opportunities to family member or tribe's man. This corruption happens when a public official exempts a family member or tribe's man from undergoing certain processes or is allowed outright unwarranted favor in the sharing of limited opportunities.

##### THE CAUSES OF BUREAUCRATIC CORRUPTION

One of the reason why individuals partake in bureaucratic corrupt practices cannot be ascertained but it is deduced that the reasons are too numerous to mention. But through extensive research, the causes of corruption have been stream lined. And the following researchers gave reasons why bureaucratic corruption occurs.

According to Tanzi (1998), he came up with regulations and authorization as the main reason of bureaucratic

corruption. Nigeria just like all other countries that are developing, is being governed by lots of rules or regulations. For Tanzi, these rules and regulations encapsulates licenses, permits, waivers as well as getting authorization before one is able to conduct any form of activity. For Tanzi, whosoever is in charge of issuing out these permits, waivers etc, or inspecting them, have some type of monopolistic power. Tanzi also postulated that because of this monopolistic power, the officials can easily extort the populace by asking for bribes, kickbacks etc when they come to get their permits, license, waivers etc. But for Agbo (2009), he postulated that in the same country there actually exist two different kinds of social classes. One of these classes is concerned with producing primary goods, and the second class is concerned in providing secondary services. Invariably, this has left the authority of decision-making to rest on the class that provides secondary services thereby inadvertently allowing them make or set the rules. This ruling class then turns around to exploit the populace by converting the arm of the law of the country to their collective benefit by diverting more of the nation's resources to themselves and their members. In 1990, Atlas said the cause of bureaucratic corruption is that of "statism". Atlas postulated that the term plate for development used by Nigeria and other countries that are developing is the main reason why corruption and its practices occur. The word 'Statism' can be defined as a model where the government owns and also controls all main viable sectors in the country. However, it has led to the various numbers of abuses that is seen and heard of in Nigeria and other developing countries.

In 2000, Lipset and Lenz, noticed that those engaged in corrupt practices or going through the back door, so to speak, in order to gain undue advantage, usually don't have any opportunity structure whatsoever. This lack of economic opportunity or structure could arise because of their race, ethnic background, not being skilled or professional in any way, form or profession. Lipset and Lenz, opined that if culture is used as a yard stick for economic successes thereby eliminating access to opportunities which is very important, then corruption will definitely be high. This can clearly be deduced and surely explains why the high practice of corruption is seen to occur in today's Nigeria. Lots of Nigerians are highly goal oriented and achievement seekers, but they lack connection to the abundant vast opportunities that exist in every sector of the country. Example, lots of civil servants work for several months even years without getting paid at the appropriate time, and even when the payment does come it is short or out of say six (6) months of no salary, when its being paid, only two (2) months out of the six (6) is paid. This insensitive action by the government only gives room as well as encourages corrupt practices to occur and then invariably leads to the retarding pace of the country's resources. Irrespective, there exist so many reasons why individuals engage in corrupt practices. These reasons can be because of Poor reward system, or the Influence of extended family challenges. Also reasons for corrupt practices can arise because of the Pressure to meet family obligations and external forces like blackmail. Other reasons can be because of greed and the need to attain a certain level of influence in the society.

## EFFECTS OF BUREAUCRATIC CORRUPTION ON THE PRACTICE OF PUBLIC ADMINISTRATION IN NIGERIA

The National Planning Commission in 2005, stated that lack of transparency and accountability is one of the major problems that contributes to bureaucratic corruption, and this has led to under development in Nigeria. This simply means that the implications of corrupt practices of public administration in Nigeria are numerous to mention. But for Lipset and Lenz (2008), they clearly opined that a government that is bureaucratically corrupt normally would move the expenditure of the state into places or sectors that they can easily practice corrupt practices. This to say the least is the situation with the Nigerian government.

Needless to say that corruption existing in a bureaucracy, negatively affects the public administration in various forms. For starters, it affects performance which in turn leads to "eye-service" that invariably leads to workers not giving their best in the job which in turn affects productivity negatively. Also, bureaucratic corruption in public administration invokes a sense of powerlessness and hopelessness on those that are not corrupt in the administration which in turn leads to low morale. Furthermore, bureaucratic corruption increases the government running cost. There is no wonder that Nigeria public service gulps a lot of money and still there is no headway and or visible impact seen.

This kind of corruption promotes poverty and is a clog in the wheel that does not allow for a free flow of the government as this prevents the main essence of a government being accountable, as well as transparent, impersonal etc. which is the characteristics of a good administrator. According to Gbenga (2006), it can then be said that the following bureaucratic corrupt practices will definitely impact the administration of the public sector. They are:

### MONOPOLY OF PUBLIC OFFICE OR SIT TIGHT ATTITUDE/MENTALITY

This is a practice whereby some public office holders see political offices as their birth right and an everlasting position. And this has led to some over aged public servants and political appointees to still be occupying governmental and public positions to date.

### LACK OF STANDARDS IN ISSUING OF CONTRACTS, LACK OF TRANSPARENCY AND INEFFICIENCY

This is clearly reflective in the public infrastructures which are of abysmal low quality that both the past and present the government have put in place. It can be said that any public infrastructure that both past and present government has put in place is of low quality. This can easily be attributed to the rise in corrupt practices. For personal gains, office holders tend to inflate the funds in a contract, on the other hand, office holders tend to under-fund contracts where the contractors has refused to give kick-backs as a form of punishment.

## V. LACK LAUSTRE ENFORCEMENT OF KNOWN LAWS

Since corrupt practices in our system are now the order of the day, consequently the administration has lacked the wherewithal and zeal to fight corruption which is a menace. This in turn has led to anyone without an influential person or corporation backing them to face the law and be punished.

## NEPOTISM AND TRIBALISM

This is a situation whereby family members or friends have been appointed into public position or office because of who they are related to or affiliated to, their geographical background, or their religion or social affiliation etc.

## RECKLESS EXPENDITURE

This is a practice whereby government budgets have been spent by political appointees in a reckless and abysmal fashion.

## POOR REMUNERATION

This is a practice where the public administrator resorts to under paying his workers because what is meant to be used for their remuneration has been diverted and used for other trivial things.

## VI. METHODOLOGY

This journal relied solely on secondary methodology as the mode of data collection. It relied on relevant extant literature, text books, journals and papers dwelling on corruption and bureaucracy and the history of Nigeria and its handling of corrupt practices.

## VII. CONCLUSION

Undoubtedly, there exists a connection with bureaucratic corruption lack of performance and public officials when it comes to public administration in the country. Should corruption left to continue unabated, no amount of effort or control introduced can improve the public administrative sector. It is then necessary for the rulers to be attentive to the suggestions of notable critics who have made sound arguments on how to abolish this scourge called bureaucratic corruption. Just like Achebe in 1988 stated, nothing actually is wrong with our "Nigerian system". There exist the lack of political will to say "NO" to corruption rise and the wherewithal to curb it to a standstill irrespective of the zeal and laws put in place to do so. Sound formulated organs have been enacted; all that is needed is a truthful political zeal to see it through.

## VIII. RECOMMENDATIONS

The life style and behaviors of leaders has to be transparent and free of corrupt tendencies so their followers can see and emulate.

All the various anti-corruption agencies established to look into corrupt practices like the Economic Financial Crimes Commission (EFCC), the Independent Corrupt Practices Commission (ICPC) etc., should be allowed to work independently and given more powers, and there should be no interference by the government or any influential individual or organization in the society.

These anti-corruption agencies should not be used by the government to witch-hunt any individual or organization. In his book, Robert Klitgaard (1988), 'Controlling Corruption', 'like illness, corruption will always be with us, but that this sad fact does not keep us from attempting to reduce the disease, neither should it paralyze efforts to reduce corruption'.

The president (Mohammed Buhari), must be seen to be genuinely fighting corruption so as to instill hope and confidence in the people in the government they voted in.

Freedom of speech should be encouraged. There should not be a gag on free speech especially on the media and press and all forms of social media.

People should be allowed to air their views both on electronic and print and whatever media they wish to pertaining corrupt practices and other wise.as there already exist a freedom of information bill.

The causes, effects and consequences of corruption should be taught in schools so as deter the young and upcoming youths.

Financial transactions should be transparent and should be accounted for by government officials.

The civil society organizations should be able to address the challenges of corruption by being transparent.

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