

BIG BAD BUREAUCRACY? REINVENTING THE BUREAUCRACY AS A NEW PUBLIC SERVICE IN NIGERIA

An Inaugural Lecture delivered at the
Lead City University (LCU)
Ibadan, Nigeria

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Tunji Olaopa, Ph.D.

Professor of Public Administration
Faculty of Social and Management Sciences

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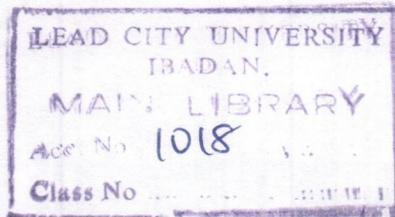
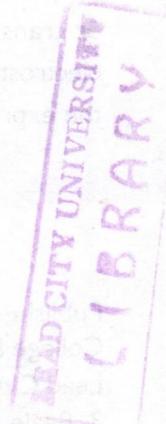


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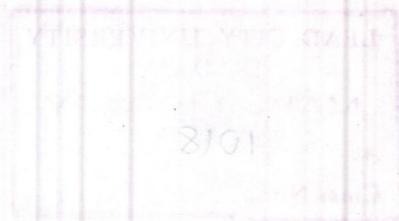


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Distinguished Ladies and Gentlemen

Introduction: Inaugurating a Future

This platform, and the occasion that provides it, is a hallowed and time-honoured one. For years, the inaugural lecture has existed as an academic opportunity, extended to newly promoted professors, for the dissemination of worthy ideas, paradigms and projects that have defined a person's intellectual—and in my own case, vocational—sojourn, challenges and triumphs.

I am deeply honoured to have been considered worthy to mount this podium and deliver the 10th inaugural lecture of the Lead City University.

The inaugural lecture, right from its humble beginning, has remained a protean intellectual framework as its spirit provides the university with the avenue for reaching out to the universe and its diverse interlocutors. According to another scholar, who also delivered an inaugural a while ago:

For what is the spirit of an inaugural if it is not the dare and the confessions of work done and yet to be done? What is an inaugural lecture if not the exercise of a decimal contribution to scholarship, and what is an inaugural lecture if not the unfurling of challenges and

triumphs, testaments and appreciation of collaborations and other forms of support? Inaugural lectures are nothing but the ceremonies of arrival and return. Inaugural lectures can also be described as rites of endings only if such endings are seen as the provocative turn of new departures, because each sense of completion is indeed an entry into another beginning (Raji-Oyelade, 2013: 1-2).

Prof. George Temple while delivering his inaugural lecture of Oxford University in 1954 remarked that this 'spirit of the inaugural', for comprehension purpose, be regimented into three models: the sublime, the prophetic and the familiar. The sublime refers to the attempt to sketch out the essence of a particular academic subject and the dignity required of its practitioners. The prophetic proposes a future course of research within a field of study. The familiar, as the name suggests, is familiar because it seeks to unravel the boundaries of what is common by making it better known, especially to those who have by much familiarity, discountenance its utility and relevance.

Today, I have an unenviable task because this inaugural lecture must wrap the three forms of the 'spirit of the inaugural' into a powerful statement on the past, the present and the future of the bureaucracy in Nigeria. What I am about to present, represents a statement of my research and practical sojourn as a scholar-civil servant for close to thirty years now. I used to be an insider in an institution that most of us love to hate—and with a bitter passion that turns on our experience of unfilled expectations from a state that has so much in human and material resources but has consistently failed to deliver the goods and services. I tremble because one of my tasks is to prophetically convince you that the institution of the civil service system in Nigeria is, like the state of which it is a part, a work in progress that has encountered discontinuities, hiccups, failures, and

mixed fortunes in its close to sixty years of existence. The perception of cynicism that I am up against, as the very representation of an epileptic institution, is captured hilariously by that seasoned journalist, Peter Enahoro aka Peter Pan. Permit me this lengthy quote to arrive at the exact point of the joke on the bureaucrat:

If the British ever come back—a possibility which is strengthened by the number of Beatles records sold in Nigeria—they will find that among the few institutions they left behind which have survived independence is bureaucracy. Bureaucracy is the art of officialdom by officials for the sake of officialdom. It is also a national ritual performed by everyone with the slightest advantage of being placed in a position in which he has to perform a function for members of the public.... A friend of mine wished to clear up a knotty point that...concerned trade regulations, [so] he took his problem to the Ministry of Trade and Industry. He was advised that it was a legal issue; therefore, to see the Ministry of Justice. There he met a young lawyer who confessed he had hands in drafting a clause of the regulation in question. The young lawyer advised my friend to go to the third floor and see a senior official who actually compiled the law. The official on the third floor was very moved that much interest was being taken in his work. Filled with enthusiasm, he called up a messenger and asked him to tell the clerk on the ground floor to come up. Ten minutes later, the filing clerk arrived and received instructions. Whereupon, he climbed one more flight of steps to obtain the key with which to open the filing cabinet placed on second floor. He returned sometime later with the file under his armpit. The senior official studied the file briefly, smiled a smile of satisfaction...and then his face paled. "Mr Diobu," he whispered hoarsely. "I cannot let you have the content verbatim. It is here all right, but I cannot let you see it. Mr. Diobu was quite shaken. "Why not?" he asked. "Because," said the official heavily, "it is confidential."

The official was ashen and very thoughtful as the shock of what he had nearly done passed over him. Then his faced lifted and he said brightly, "I know what you can do." "What" asked Mr. Diobu eagerly. "Go to the Ministry of Trade and Industry and apply through them to us. I promise to deal with your matter with utmost urgency." (Enahoro, 2013: 49-50).

This story is the narrative of the Nigerian civil service, and of any bureaucracy worth its name anywhere in the world. Enahoro even considered the status of the civil servants as trapped denizens within their own institution: 'Civil servants are also a compromise between incivility and servitude. They are inherently uncivil and economically servile. The civil servant is underpaid, which makes his service equivalent to servitude. On the other hand, the civil servant takes a razor-sharp tongue to work with him and will snap like the jaws of a crocodile at the least provocation. Thus, while he is not civil, he is a servant. It is a rare compromise" (ibid: 19).

Bureaucracy...ritual...officialdom...time wastage...red tape—are some of the tags by which the bureaucracy is recognised. Like the tale of the 'Big Bad Wolf', the Aesop's fable archetypal story of fear and anxiety, the story of the 'Big Bad Bureaucracy' has become a narrative of a global negative brand, and this is not limited to Nigeria. Most states around the world have lamented the bureaucratic slide of their public service, and have made strenuous reform attempt at stemming the bureaucratic degeneration.

In the 1980s, there was a British drama series/political satire titled "Yes, Minister/Yes, Prime Minister" that ran on BBC Television channel. The series that was set in the private office of a British Cabinet Minister in Whitehall, dramatized the bureaucratic logjam that often occur between a fictional minister (the Rt. Hon. Jim Hacker, MP) and the permanent secretary (Sir Humphrey Appleby) on the

necessity of initiating legislations and the bureaucratic oppositions from the British Civil Service. This drama series played out, in various episodes, several internal dynamics of the bureaucracy that complements, but also goes beyond what Enahoro outlined with regard to the Nigerian civil service system. This is the systemic ways by which the system works against itself. In other words, the "Yes, Minister" drama articulated a familiar but sad story of how the civil service everywhere undermines its own efficiency through internal wrangling and hindrances. This is the familiar story I must attempt to redeem through a prism of realistic analysis and hopeful prognosis. The second part of my task today, and the reason why my ascension to the professorship constitutes a solemn but promising event, is that it offers the opportunity for practice to speak to theory. I conceive of a professorship as an opportunity for theory and practice to speak wisdom to humanity. Mr Chairman Sir, I need to make it crystal clear at this juncture that I am far from being an academic, in the strict sense of the word, even though I am a scholar and an intellectual of Administration and Public Affairs. I think this is one reason why this appointment into the professorial cadre of the Lead City University deserves our applause. It rightly accentuates the global stature of this university as one with a profound insight into what it means to achieve a robust education through the mix of academics and professionalism. I work within the confine of the scholar-practitioner model that sees to the dynamic relationship between scholarly investigations that feeds professional and practical endeavour. It seems to me that this is the best model for understanding the responsibility that universities owe the society and humanity. I can mention a few global names of those who straddle scholarship and practice in a dynamic relationship that serves as my working model. Condoleeza Rice, the former United States Secretary of State, was a political scientist who became a diplomat and then

went back to the university. I should not fail to mention Joseph Stiglitz, renowned professor of economics at Columbia University, whose brief allows him to move between the World Bank, the White House and the university. Maya Angelou, renowned poet and autobiographer, while alive held the lifetime Reynold Professorship of American Studies. Other notable icons in this category include Linguist Noam Chomsky, former US Vice President and environmental activist, Al Gore, and the renowned novelist, Salman Rushdie among others.

Let me also add that one of the fundamental features that distinguished the Adebo bureaucratic leadership model in the 70s, and contributed to its outstanding reform successes in the old Western Region, was its clever collaborative template between the town and gown. Chief Simeon Olaosebikan Adebo recognised that the efficiency of the public service could not be derived solely from the professional competences of the public servants. So, he put in place a structural dynamics that brought together civil servants and academics in a town-gown relationship that infused civil service administration with debated and brainstormed ideas and innovation to function at optimal performance. Beginning with what was initially referred to as the 'A Club,' the collaboration developed later into a solid Regional Economic Planning Advisory Committee which took advantage of the proximity of the University of Ibadan and the then University of Ife (now Obafemi Awolowo University, Ile Ife) to draw on intellectual insights that could motivate the progress of the civil service. This practice was also reinforced by the establishment of what was known as the 'Administrative Research Group,' an ad hoc committee, attached to the Office of the Head of Service. Members of this group were not burdened with any executive preoccupation but were fully into analytic thinking and reflections on critical issues agitating the civil service at any given time.

It is precisely within this mould that I have situated myself and my intellectual productivity. As a non-mainstream professor, I conceive of my duty today as that of using public administration as the fulcrum for outlining an ideational platform for the synthesis of research, professional practice and policy dynamics. I desire to insert my experience as an insider into the research-policy nexus as a means of deepening our understanding of the public sector reform and implementation trajectory. Right from my insertion into the administrative whirlpool of post-colonial Nigeria, I have conceived of my objective as that of making government work better for the rehabilitation of the Nigerian state, and the emancipation of Nigerians from poverty and all forms of lack. It was only expected therefore that my administrative scholarship would be directed solely towards understanding the dynamics of the Nigerian civil service system, and how it could be transformed for optimal efficiency. I particularly consider myself fortunate for this opportunity because it is the fulfilment of a dream. This dream is that of jumpstarting a learning network and infrastructure that will eventually become the basis of a community of practice where theories and theoreticians will meet practice and practitioners in healthy and robust engagements and dynamic interactions.

Mr Chairman Sir, permit me to tell a little story of a little boy who, at age six, had a traumatic premonition of what task providence would place on his hapless shoulders. It is a story of a little boy who desired the cold and logical reflection of a philosopher tucked away within the cool and sanitised ambit of a university, contemplating the fate of the universe and of humanity. Well, the Almighty has his own unfathomable ways of answering one's prayer.

Once Upon a Bureaucracy: From Aáwé to the University to Abuja

In retrospect, the reflection on my birth and early life can be summed as involving two significant events. The first was the loss of my childhood within the terrible context of the 'Wild Wild West' of the '60s, the second being the re-direction of my path, away from what I desired to become in life, to what was expedient for me to become. The correlation of the two events is what has brought me to this platform today—I am standing here in search of answers that can direct a path to the future.

I was born some fifty-nine odd years ago in a little town called Aáwé in present day Oyo state, built by little men with huge foresight of a future made strong by education. Interestingly, the path my life would take did not begin at birth; it began six years later after my birth when I was given a terrible taste of the political context that would determine my growth and vocation. One day, as a six year-old boy, I had the good fortune of following my mother to Ibadan. On this fateful day, post-independence Nigeria in all its grimness confronted a six year-old boy: I ran smack into political thugs set on mayhem. They brushed me aside to step onto the road path, forced a moving Land Rover utility vehicle which belonged to an opposing political party to a stop, doused it with petrol, and set it ablaze with its four occupants. That incidence has remained etched in my memory. It was not until my mind received a little intellectual firmness that I began to put questions to the bemusement at the incidence I inadvertently witnessed that day.

When the young and impressionable Plato witnessed the murder of his beloved Socrates at the hand of the supposedly democratic Athenian state, he turned away from a desired career in politics to a life of philosophical reflection. I do not know to what extent I am

like the young Plato, but I know that the Wetie incidence must have been the beginning of my philosophical wonderment, made all the more alluring when I eventually stumbled upon Plato's *Republic* in secondary school. I thought from then that, like Boethius, Lady Philosophy must also constitute my consolation in life rather than the horrible life of politics and politicking. One way or the other, providence overruled Plato's influence and philosophy, and I found myself as an undergraduate student in the Department of Political Science, University of Ibadan. Here, my wonderment began to flower into critical questions like: Why has Nigeria taken the national path it is currently treading, post-independence? What has gone wrong with the once optimistic national project? Where are the leaders? Where are those national heroes who are never afraid to make a difference, especially in shaping and reshaping the histories of their nations? Why would models that have worked in other places never work in Nigeria? What is the magic solution to transform a nation that is, by all standards, not lacking in anything at all, except the confounding enigma that we prefer to call the *Nigerian Factor*? What can Nigeria ever hope to become?

After graduating in 1987 with a Master's degree in Political Theory, I carried my baggage of political theories about until existential exigencies brought me, inevitably, into the real world of the bureaucracy. By the 1990s, I had made up my mind, or my mind had been made up for me, to stay in the highly dysfunctional civil service described by Enahoro. By 1994, I had the great fortune of being appointed the Deputy Secretary to the White Paper Panel on the Ayida reforms. It was here that I began to gather several insights into the operations and deficiencies of the 'big bad bureaucracy'. My stint as the Deputy Secretary of this panel strengthened my resolve to research the inner complexities of the institution that has so far resisted well-crafted and well-intentioned reforms, and make sense

of a possible future for its rehabilitation and renewal. So, at Abuja, the seat of the presidency, I became enmeshed in bureaucratic research and practice. I began a doctorate steeped in empirical observations of the structural, institutional, and operational effectiveness of the Nigerian civil service. My research outputs have been critical attempts to unravel the complexities of these structural requirements, within an optimistic and effective reform framework, that will bring them together to move the civil service forward into a solid world class institutions that will—and this is very significant—contribute tremendously to ensuring that Nigerians begin to see their nation as a caring one worthy of their loyalties.

Mr Chairman Sir, as I struggled to make sense of the civil service, as a civil servant at Abuja, I became intrigued about the theoretical basis of the bureaucracy as the machinery of government, and what it means to be a civil servant, contrary to Enahoro's hilarious but essentially derisive characterisation.

From Theory to Weber

History and theory constitute the two critical avenues by which we can arrive at a formulation of the status of the bureaucracy as we know it today. While history furnishes us with the sociological evolution of this institution, it is to theory that we must turn for its conceptual underpinnings. The origin of the bureaucracy dates far back to the primitive existence of man at the dawn of what we now call the human society. There is no organized human collective that does not engage in management and administration in some forms. This is true of primitive clans, villages, tribes, ancient kingdoms, city, states, as it is of medieval empires and the modern states. The history of human society must, therefore, be closely connected to that of administration and management. Thus, the idea of management probably dates back to the time when man began to organise himself into societies.

Administration in the primitive era was relatively simple and unsophisticated. Usually, the leader or ruler carried out a combination of numerous administrative roles, while the performance of many other such roles was restricted to his household. In other words, for Gladden, '...the headman, or ruler, is the wielder of power, able to perform, or at least personally to direct, all the activities involved in running the show, or government, as we call it' (1972:1). With the discovery of writing, especially in Egypt and Mesopotamia, administrative activities would never be the same again. Pharaonic Egypt, for instance, provides one of the very first valuable insights on the necessity of the centralised control of extended administrative operations. The Pharaoh, as a demi-god, was the owner of all the land and the fullness thereof. However, the task of tax collection would pose a huge administrative challenge requiring centralisation which in turn later gave rise to specialisation, especially represented by the gigantic administrative demands posed by the building of the pyramid of Giza.

By the time we arrived at the Roman Empire, the idea of public administration had outstripped its primitive limitations. From its monarchical origin through the republican phase right down to the origin of the various emperors, Imperial Rome gave its own imprimatur to the idea of administration and management of public affairs. The collegiate administrative system of magistrates' election by the people was replaced by a centralised one that had the emperor as the overall administrative head, similar to the Egyptian pharaoh. He was both a *tribune* (presiding over the affairs of government and the senate) and a *proconsul* (presiding over the army and foreign policy). The Senate became the administrative second-in-command to the emperor, with each senator serving as the jurisdictional head of the different provinces. This vast imperial administrative machinery gave a host of legacies to the modern world:

- First, the wisdom regarding the strength of both centralisation and decentralisation of administrative activities depending on the capacity of the administrator to find the right balance in an auspicious circumstance.
- An element of 'outsourcing' occurred in the decision to contract tax collection out to the *publican*, companies of rich men.
- The establishment of a professional, tenured and salaried civil servant charged with overseeing the affairs of the state.
- Rome also gave the world a legacy of a formalistic legal system culminating into the Justinian Code compiled by Emperor Justinian I in the 6th century. The administrative instructions of the emperor constituted a huge part of this legal framework as well as edicts, pronounced judgments and the commentaries of legal experts.
- Rome also had a huge and elaborate financial management system complemented by several, functional public corporations and parastatals.

By the time the mighty Roman Empire went into decline, the career of public administration also became subjected to various historical trajectory, ranging from the feudal administrative experiment to the absolute monarchical embodiment of the administrative system in Britain, France and Prussia. The arrival of Napoleon Bonaparte turned the table against the idea of the civil servant as a servant of the Crown. Rather, public administration became an instrument of public power determined according to legal dynamics and not individual whims. Napoleon then went on to model the administrative machinery on a military command and control framework. He established five basic ministries – finance, foreign affairs, justice, interior and war – each made up of specialized divisions. The territorial administration comprised a department with a prefect at the bottom of its head, while each of the sub-departmental divisions was presided over by a

sub-prefect. Down the hierarchical chain were the communes with the mayors at the helm. The establishment of the *Ecole Polytechnique* as the school for training new administrative talents became Napoleon's concession to the need for professionalism, competence and specialisation in the running of the new public service. With Napoleon, we got an early preview of what was to become the Weberian classical bureaucracy.

The bureaucratic dynamics emanating from Pharaonic Egypt however came into theoretical formulation during the period of the Industrial Revolution in England. The motivation for this was the recognition, for the first time in history, of the role of bigness as an administrative necessity unleashed by capitalism, and the emergence of the modern state. Lorenz von Stein was the first theorist to recognise not only that the modern state is an administrative entity (or what he called the 'working state'), but also that public administration requires scientific and critical study. Stein was followed immediately by Woodrow Wilson and his famous 1887 paper, 'The Study of Administration', which grounded the study of public administration as a science. Between these two figures, public administration became a significant new theoretical framework for denoting the activities of government.

Lorenz von Stein contributed three major perspectives to our understanding of public administration. First, he argued that public administration is a science because it generates knowledge that requires a scientific method to investigate. Second, as an *integrating science*, the study of public administration necessarily demands the integration of theory and practice; and, thirdly, that interaction between theory and practice draws insights from several other disciplines like sociology, political science, public finance and administrative law. More importantly, however, was von Stein's

enunciation of the personality of the state as essentially administrative. This explanation brought Hegel's abstract conception of the state from its philosophical realm into the practical. The metaphor of the 'working state' derives from Hegel's notion of the state as a 'juristic personality' (*Rechtspersönlichkeit*). However, von Stein surmised that if the actual life of the state as a distinct personality is to be taken seriously, then we ought to know that a personality is actually the sum of its work and deed; and further that the state as a personality requires the execution of its decisions. To complete the analogy therefore, administration becomes the site for realising the actual life of the state as a distinct personality.

A period of twenty-two years separated von Stein's publication of his important monograph, *Administrative Science and Administrative Law* (1865) from Woodrow Wilson's 1887 paper. Even though Wilson failed to make any mention of von Stein's earlier contribution, his own argument only served to raise the stake that von Stein had identified. It is instructive to quote the first paragraph of Wilson's defining essay:

I suppose that no practical science is ever studied where there is no need to know it. The very fact, therefore, that the eminently practical science of administration is finding its way into college courses in this country would prove that this country needs to know more about administration, were such proof of the fact required to make out a case. It need not be said, however, that we do not look into college programmes for proof of this fact. It is a thing almost taken for granted among us, that the present movement called civil service reform must, after the accomplishment of its first purpose, expand into efforts to improve, not the *personnel* only, but also the organization and methods of our government offices: because it is plain that the organization and methods need improvement only

less than their *personnel*. It is the object of administrative study to discover, first, what government can properly and successfully do, and, secondly, how it can do these proper things with the utmost possible efficiency and at the least possible cost either of money or of energy. On both these counts there is obviously much need of light among us; and only careful study can supply that light (1887: 197).

Wilson's argument hinges on the absolute urgency of ensuring that administration is clearly demarcated from the sphere of politics: 'Although politics sets the tasks for administration, it should not be suffered to manipulate its offices' (ibid: 210). Public administration, for Wilson, ...is detailed and systematic execution of public law. Ever particular application of general law is an act of administration. The assessment and raising of taxes, for instance, the hanging of a criminal, the transportation and delivery of mails, the equipment and recruiting of the army and navy, etc., are all obviously acts of administration; but the general laws which direct these things to be done are as obviously outside of and above administration. The broad plans of governmental action are not administrative; the detailed execution of such plans is administrative (ibid: 212).

The major points of Woodrow Wilson may be summarised as follows:

- Administration is becoming increasingly important to the well-being of society.
- Administration can be described as "science"
- Human beings can learn and be trained in principles and techniques of administration.
- The tasks of administration are non-partisan, detailed and managerial ('business-like').
- There are administrative processes and techniques which are universally applicable and are thus common to all modern governments.

- Administration is a field of knowledge which can be acquired in colleges and universities.
- Administration is separate from politics.
- Administrative study should include the experiences of other governments (comparative administration).

Woodrow Wilson's challenge was consequently followed in theory and practice by a host of reformers of public administration, majorly Luther Gulick and Lyndall Urwick (*Papers on the Science of Administration*, 1937), Henri Fayol (*General and Industrial Management*, 1949), and Frederick Taylor (*Principles of Scientific Management*, 1911).

The last of the 'classicals', and probably the greatest, is the German theorist, Max Weber. From a philosophical perspective, Hegel and Weber occupied the rationalist school of political science—contrary to the organic school—which conceives of the state as the embodiment of universal reason, incarnated as the respect for the rule of law. Hegel laid the basis for the relationship that ought to exist between the state or government and the citizens. Since the state, for him, constitutes the prime representation of the ethical substance of the people, as well as being the epitome of reason, it demands unconditional loyalty from them, and by inference, from civil servants who must be religiously committed to their duty to the state. Yet, Hegel's conception of the state remained an abstract one that failed to detail the specific apparatuses that manifest the workings of government. That task belonged to Weber and his theory of the modern bureaucracy. Wolfgang Seibel seems a bit offended about the fact that, according to him, Weber's conception of the bureaucracy was not made to serve the purpose of political integration that demonstrated the essence of the German state at the time he wrote:

Weber's theory of modern bureaucracy...did focus on the organizational nature of the state, but it did not pay attention to the empirical variance of bureaucracy and how it was linked to political integration. Instead, Weber's interest focused on the inherent logic of an ideal-typical organization called "bureaucracy" that was not connected to the actual development of German public administration. That logic, according to Weber, was based on the rationalization of power in the double sense of formal legitimacy of political rule and the effective implementation of the legitimate will of the rulers. What became known as the typical elements of bureaucratic organization—hierarchy, legality, professionalism, fixed monetary salaries, lifelong appointment of civil servants, separation of office and person, fixed division of labour, written rules, and written communication—was connected to two basic ideas: that "bureaucracy" is a type of authority and that it is the most efficient and effective variant of authority. This was a non-empirical, ideal-type concept that did not contain the slight reference to the actual relevance of bureaucracy for the organization of public authority in recent German history (2010:721-722).

I am not certain this is a fair criticism of Weber since he deliberately conceived his understanding of the bureaucracy as an 'ideal-type' that captures the essence of an institution rather than typifying a particular social manifestation of that institution. Rather, the ideal-type serves as the yardstick by which we can measure the performance of 'actual types'. Weber's ideal-type bureaucracy has the singular advantage of allowing us to come to terms with both public and private bureaucracies. The genius of Weber's sociological analysis of the idea of the bureaucracy is to reinforce its indispensability for the rational attainment of the goals of an organisation.

According to Weber, the idea of bureaucracy is based on the notion of legal-rational authority; an authority which employees recognise as legitimate. The framework of the legal-rational authority privileges written rules and procedures. Each position in the bureaucracy has its duties and rights, which are clearly defined; rules and procedures are laid down to determine how the given authority is to be exercised. Bureaucracy therefore promises a stable organisation, despite the fact that its incumbents come and go. Weber's ideal-type bureaucracy emerged as neutral, hierarchically organised, efficient and inevitable in contemporary society. Apart from the characteristics earlier enumerated, other features of the bureaucracy include precision, continuity, discipline, strictness and reliability. These features make it technically the most efficient form of organisation.

One other significant purpose that Weber's ideal-type bureaucracy was meant to serve is the need to make the organisation as apolitical as possible. It is this fact that occasioned the criticism of Seibel. The structure of Weber's hierarchical and impersonal bureaucracy ensures that the public servant is effectively shielded from everything political. The neutral competence of the civil servant contrasts sharply with the idea of political patronage. There is however a need for caution here so that we do not commit the sin of over-theorising Weber's commitment to the dichotomy between politics and administration. It should be noted from the beginning that Weber participated actively in the political circumstances of post-World War I defeat of Germany. This occasioned his strong feelings about the idea of political leadership in the face of growing modernisation, rationalisation and bureaucratisation. He noticed a serious power vacuum due to Emperor Wilhelm II's inability to match the leadership strength of Otto von Bismarck. More importantly, he noticed that Wilhelm's weakness was being exploited by bureaucratic officialdom. Thus, *Beamtenherrschaft*, or 'administrative dominance', contrasted

to the legal-rational authority of the bureaucrats, becomes the reason why Weber required neutral competence for public servants. *Beamtenherrschaft* reflects Weber's assumption that though the bureaucracy is a subordinate instrument of the state, it has the tendency to overstep its position in order to usurp political powers. Thus:

It is most important that the genuine official does not engage in politics, but "administers," above all impartially, as this is what his true vocation demands. It is crucial to remember this when assessing our former regime. The same principle applies to so-called "political" administrative officials as well. This, at least, is what his office requires, except where "reasons of state," i.e., the vital interests of the ruling order, are at stake. He should discharge his duties *sine ira et studio*, "without anger and partiality." He should not, then, do the very thing that politicians, leaders, or their followers, constantly and necessarily do: *fight*. Partisanship, struggle, passion—*ira et stadium* [with anger and partiality]—are the element of the politician, and above all of the political *leader*. His conduct is governed by a principle of *responsibility* that is totally contrary to that of the official (Weber, 2008:173).

Mr. Chairman Sir, allow me to summarise this theoretical and historical beginning of public administration through the enunciation of three dichotomies—nurtured by Woodrow Wilson, Frank Johnson Goodnow and Max Weber—that have become definitive of what public administration is.

Public administration concerns the state "in action" and "in interaction" (Smith, 2007:758). Administration essentially has to do with the entirety of the state's activities with regards to the coordination and enforcement of policies, and the people and

agencies that are involved in these activities. Nigro and Nigro summarise the idea of public administration into six related points:

- i. It is cooperative group effort in a public setting;
- ii. It covers all three branches – executive, legislative and judicial – and their interrelationship;
- iii. It has an important role in the formulation of public policy and is thus a part of the political process;
- iv. It is more important than, and also different in significant ways from private administration;
- v. Public administration as a field of study and practice has been much influenced in recent years by the human relations approach; and
- vi. It is closely associated with numerous private groups and individuals in providing services to the community (1973:18). The significance of this conception of public administration, however, is that it sees public administration as being synonymous with the idea of government. The concept of government represents the prototype hierarchical and rule-bound institutions of the state based on formal and fixed laws and norms of operations. Seen in this context, government refers to that very institution that exerts executive authority within a political system and over the society. Government becomes the complex and organisational centre of administrative power separated, by that fact, from the rest of the society. Conceived as the state authority with the sole right to the legitimate monopoly of the use of force, it becomes almost logical that the government would attempt to regulate social order through the imposition of behavioural norms, attitudes, values and rules. It is also logical that its administrative framework would also be oriented on a set of neutral and objective rules of conduct and operational

efficiency. Thus, Waldo defines public administration as the organization and management of men and materials to achieve the purpose of government' (cited in Rutgers, 2003: 15).

It is precisely in this sense that public administration becomes the action and interaction of the state. In other words, public administration can be condensed into three spheres: first, it is simply the activity of public servants; second, it is the *structure* of executive government; and, third, it is the systematic study of the activity and the structure of government (Pollitt, 2005: 1204). These three senses of the concept of public administration as the domain of government further shed light on the three founding dichotomies which gave shape to public administration: the distinction between the public and the private, between the political and the administrative, and between the state and the society. The first distinction is meant to define what constitutes the 'public' and how it ought to be administered as different from the realm of the private dominated by profit and other market values. The second distinction between administration and politics is meant to delineate purely administrative matters and officials from political ones, especially in terms of professionalism, recruitment, responsibility, and policy process (Rutgers, 2003:19). Thus, to paraphrase Woodrow Wilson who played a major part in outlining the separation, the 'business of administration' should be differentiated from that of politics and politicians if administration is to achieve its purpose of managing men and material to serve the purpose of government. The third distinction reinforces the other two by placing public administration in the space between the state (as the authority that makes policy decisions) and the society (as the people who require administering). These distinctions and dichotomies have been part of the growth of public administration, and the bureaucracy, through its interesting

evolution. That evolution, if we remind ourselves of Enahoro's characterisation again, has not been totally salutary especially in practice. The good intention at the heart of the conception of a civil servant seems to have been subverted by historical forces.

Coda: Bureaucracy as Vocation and as Value Institution

Though Weber conceives of the bureaucracy as a parasitic and instrumental force subordinate to politicians, it was still an institution that has its own unique vocational attribute. In other words, the bureaucratic institution came into existence with a specific idea of birthing a unique bureaucratic persona defined by some unique sets of attributes and mentalities. A profession becomes a calling or a vocation when it becomes integrated within an ethical framework and is therefore attached to a larger vision and purpose beyond itself. It is in this sense that a bureaucrat is 'called' to serve the state and a purpose beyond himself/herself. There is no better way to illustrate this than to return to Pharaonic Egypt where the bureaucracy had its first institutional stirring. Integration into the public service in ancient Egypt had an educational and a larger cultural purpose. In the first place, it was a vocation reserved for only the best who had been distinguished through scribal education. The educational framework was especially crafted to ensure that the student would learn beyond the immediate requirement of a livelihood, to imbibe a larger ethical and cultural attitude that makes him essentially a 'good' public servant, not torn between himself and the state he was supposed to serve.

In his classic essay, 'Politics as Vocation,' Weber outlines what a vocation consists of—it is an act of utter dedication. For Weber, there are two ways of making a vocation out of politics:

Either one lives "for" politics, or one lives "from" politics. These are by no means mutually exclusive alternatives. As a rule, at least

ideally [*ideell*], but mostly materially as well, one does both. Whoever lives “for” politics “makes it his life,” in the *inward* sense. He either enjoys the naked possession of the power he exercises, or he nourishes his inward equilibrium and self-esteem with the consciousness of giving *meaning* to his life by serving a “cause”. Probably every serious person who lives for a cause, also lives from this cause. The distinction therefore refers to a far more weighty aspect of the matter: the economic. Whoever strives to make politics a permanent source of *income* lives “from” politics—“for” politics he for whom this is not the case (Ibid, 2008:162).

The bureaucrat, by virtue of his profession, lives ‘from’ politics as a salaried official, a way to earn a living. Yet, such an official is equally involved in a vocation. Being parasitic on the politicians does not translate, for the bureaucrat, into being dishonourable. Honour, for Weber, stands at the core of the vocation of the public servant. Thus, ‘...we have the development of modern officialdom, through many years of special training, into an expert and highly qualified intellectual workforce with a sense of honour reflecting their status [*ständisch*] that has been highly developed in the interests of integrity’ (ibid: 165). It is this ethical sense of honour that strengthens the effective technical performance of the state, and hence prevents the bureaucracy from collapsing upon the weight of its own activities. An honourable public official is the one who sees to the execution of a policy to the best of his ability, even if he disagrees with the policy choice. This is an honourable act because it demonstrates that the bureaucrat’s sense of duty and service overrides his personal wilfulness.

The idea of honour, and in recent times, of spirituality, is meant to provide a critical ethical framework for the production of meaning in the workplace. Service, in this sense, speaks to the search for

meaning and significance through commitment, trust and dedicated loyalty to the tenets of professionalism. A genuine civil servant, within the context of Weber's idea of a vocation, is forced by the demands of his profession to ask several ethical questions: What is the soul of what I do as a public servant? What gives me strength when the stress of work becomes too much? Why am I here at all? What lies at the core of public service? Am I a good public servant? Am I contributing anything to the meaning evolution of the service? Is my spirituality a plus in my workplace?

Inserting spirituality into the bureaucratic framework provides a form of spiritual discipline that borrows a lot from Puritanism without the Puritans' religious underpinning. In contemporary administrative terms, the conjuncture between spirituality, honour and administration is rendered in terms of the creation of value in the public service. Mr Chairman, as a noble vocation, public administration is meant to contribute to the upholding of society and societal norms. It is especially charged with the task of mediating and moderating the common good by which citizens are connected to the benefits of good governance. The public service is therefore connected to the public through the values and value orientation that it pursues. The idea of public value enables us to connect directly to two significant factors in the understanding and utility of the public service. The first is the relationship between public value and public management. The second is that between public value and the efficiency of public performance. Indeed, the public value approach constitutes "a way of thinking which is post-bureaucratic and post-competitive allowing us to move beyond the narrow market versus government failure approaches" (O'Flynn, 2007:353).

The idea of public value allows us to enlarge what has been called the managerial imagination sufficiently in a way that transcends the

traditional understanding of the task of the public manager as that of safeguarding specific institutional perspectives and dynamics, and preventing the administrative status quo from being undermined by politicians. This traditional managerial imagination rests on the assumption that...the purposes of a public service enterprise...have been set out clearly in statutes enacted by legislative bodies or in formal policy declarations signed by elected chief executives. As the hard-won results of sustained democratic debates, these formal mandates legitimate public enterprises: they authoritatively declare that the particular enterprises so established are in the public interest and can therefore properly claim social resources. They also offer concrete operational guidance to managers by indicating what particular purposes are to be advanced by the particular public enterprises and what particular means are to be used. Taken together, the mandated purposes and means define the terms in which managers will be held accountable (Moore, 1995:17).

This traditional managerial imagination produced the bureaucrat or the administrator whose brief is simply the reliable management and control of any organizational operations. This imagination specifically prevents managers from being entrepreneurial, from being leaders and executives who are motivated by the achievements of measurable results and outputs. Within the traditional managerial mandate, it becomes impossible for bureaucrats to work towards what Moore calls "renegotiated policy mandates" (ibid.) that rearticulate the common good for the benefits of the people. The public value approach allows for the emergence of public managers as strategists who consider the relationship between means and ends: "They engage the politics surrounding their organization to help define public value as well as engineer how their organisations operate. They anticipate a world of political conflict and changing technologies that require them to re-engineer their organisations

often instead of expecting a stable harmony that allows them to perfect their current operations” (ibid:20).

Within the new managerial imagination, the objective of the public manager is to deliberately create public value. Understanding it this way, Mr Chairman, immediately enables us to take public administration away from a liberal context and its individualistic predilections that see government as so minimal as not to have any legitimacy in interfering in individuals’ lives and their capacity to create *private* values. With the public value approach, we articulate an understanding of public administration and the public service that could serve a postcolonial context like Nigeria where government is required to actively interfere in the administrative context to empower the citizens in terms of infrastructural development. This public value approach therefore specifically counteracts the new public management (NPM) and its private approach to rendering public management.

In Mark Moore’s account of public value, we arrive at an intersection between public service management and democratic requirements that enable both to impact positively on the lives of the citizens. Public value therefore references the objective points of measurement and assessment—efficiency, effectiveness, fairness, accountability, transparency, justness, etc.—which allow the citizens, public officials and even public managers themselves to become the arbiters of values. One significant critique of Moore’s perspective on public value is its failure to recognize that it is something which, even within the context of a democratic society, is highly contested and interrogated by those who matter in the democratic equation. On the contrary, Bozeman would have us see public values in the plural. For him, public values provide “normative consensus about the rights, benefits, and prerogatives to which citizens should (and

should not) be entitled; the obligations of citizens to society, the state, and one another; and the principles on which governments and policies should be based” (cited in Bryson, Crosby and Bloomberg, 2015:5). So, it becomes immediately obvious that Bozeman’s definition of public value advanced Moore’s in critical senses. For him, the understanding of what public values are not only highly contested, consensus is hardly ever achieved. But then, some forms of consensus is required, and for Bozeman, that can be achieved from several sources—legislative mandates, constitution, opinion polls, policies, and so on. From Bozeman’s characterization, we can deduce seven constellations of public values:

- The public sector’s contribution to society
- Transformation of interests to decisions
- The relationship between public administrators and politicians
- The relationship between public administrators and their environment
- Inter-organisational aspects of public administration,
- The behaviour of public employees
- The relationships between public administration and the citizens (ibid:8).

However, whether we are talking about Moore’s managerial action or Bozeman’s understanding of public values as societally oriented, the significant point is that both orient the public service and public administration towards the enhancement of democratic satisfaction and the wellbeing of the citizens. Thus, we finally arrive at a significant means by which we could enlarge the meaning of public administration, or the bureaucracy, as a noble vocation. The nobility inherent in the bureaucracy derives from its capacity to *create* and continually recreate public values within an entrepreneurial dynamics that allows citizens’ and societal satisfaction.

The question then is, to what extent is a country's public service system and institutional dynamics able to facilitate the efficient generation of public goods through a philosophical foundation of the creation of public values around which the public service orients and enhances a democratic polity. It is exactly this question that enables us to come to term with the debilitation of the Nigerian public service. My entire administrative scholarship has been geared towards unravelling these questions and finding answers to them.

Mr Chairman, in what follows, I will speak primarily to the Nigerian administrative conditions, and how the cogent issue of public value enables us to identify the bureau-pathology that has hindered the optimal functionality of the public service, and Nigeria's democratic experiment, as well as what model of reform my thirty years of reform advocacy and reform scholarship suggests.

The Bureaucratic Rolls Royce: The Trajectory of Dysfunction

Mr Chairman Sir, I will like to dedicate this section to a theoretical narrative of the degeneration of the bureaucracy which Weber considered a vocation. I will not be calling a dog a bad name in order to hang it because the dog already earned its bad name. Rather, I will attempt to re-examine that name for the possibility of a re-christening.

Let me start with a very fundamental question that reaches into the operational dynamics of the bureaucracy itself: What is it about the bureaucratic system that makes it so powerful as to threaten its very own essence as well as the service it is supposed to carry out on behalf of government? There are two answers to this question: first, the bureaucracy is the very locus of governmental power; and second, the bureaucracy functions through the coordination of complex activities. In other words, the government itself is

empowered through a powerful bureaucracy that implements the many decisions of government through its coordinated efficiency. Thus, it becomes very easy for the bureaucracy to become a power unto itself simply not only because the organisation carries the authority of the state but also because the state is somehow limited in supervising the use of that authority (Kettl, 2006:368). Due to the complex nature of the need to administer and implement policies, it becomes imperative, first, that the bureaucracy must necessarily delegate power in a top-down manner, and second that the front-line or what has been called 'street-level bureaucrats' exercise a level of authority in the discretion with which they interpret how the job should be done. For Kettl, therefore, 'a major issue for managing bureaucracies...is ensuring compliance, with bureaucrats exercising their discretion in ways that are consistent with the organisation's mission' (ibid:368). Thus,

The bureaucratic form of organisation carries with it several well-known pathologies. Organisational rules can create powerful incentives to follow them for their own sake. An emphasis on procedures can limit an organization's responsiveness to those it is supposed to serve. The exercise of authority can make it difficult for workers to use their professional judgment in dealing with problems that might not fit the standard rubric. Once set, organisational structure can be hard to change (ibid:372-373).

The British civil service provides a good example of the congealing of administrative practice into blind conformance. At the time the Fulton Report of 1968 came out, the British civil service had already reached the high point of bureaucratic establishment. The task of the Fulton Report was to determine the capability readiness of the British civil service to confront the modern British society and its technological complexity. At this point, the British civil service had

already been compared to a useful Rolls Royce that lacked direction simply because it has ensnared itself in its own bureaucratic complexities. The Fulton Report recommended a managerial restructuring that would displace the cult of generalists that was predominant in the system. The Report recommended the recruitment of specialists with relevant qualifications, more and better training that would allow the specialists get quickly to the top of the hierarchy, a Civil Service College to train administrators in management, a greater synergy between the private sector and the civil service, and so on. The Fulton Report eventually failed because most of its significant recommendations were not implemented. Essentially, the implementation of the Report was left to those whom it criticised and who have an enduring interest in maintaining the status quo. The British civil service is therefore regarded as 'a great rock on the tide-line' because it had undergone many reforms without essentially changing. Thus, Hennessy remarks that 'the history of Whitehall is a story of long periods of routine punctuated by occasional orgies of reform' (cited in Peters and Savoie, 1998:3). This observation applies to almost all civil services around the world, and no less to those that were transplanted in Africa at colonisation.

According to Kolind, the fate of the bureaucracy is due essentially to the fact that it has been operating within an organisational trajectory which he calls the 'first cycle'. In a book subtitled 'Winning the War against Bureaucracy,' Kolind argues that when organisational culture congeals in the absence of the imperative of modernisation, then, just as the British example shows, bureaucratic success begins to breed failure. Every organisation has its unique life cycle. However, given circumstances and context, different organisations end up with different cultural apparatus. Organisation development theory (OD) therefore provides the theoretical framework within which we can make sense of the trajectory of development unique to each

organisation. OD, in other words, involves a critical, systematic and sustained intervention in the development of structures, processes, beliefs, systems, values, attitudes and indeed people within organisational context. Essentially, OD facilitates an organisation's capacity readiness to confront local and global, internal and external challenges and change especially from disruptive technologies, global economic fluctuations, national/political dynamics and administrative contingencies.

The evolution of a system or an organisation, within the context of organisation development theory, follows a five-stage trajectory: birth, adolescence, maturity, institutionalisation, and reformulation. This sequence of growth and development ensures that an organisation's culture engages itself and other external factors in a dynamic manner that enables it to grow beyond its basic structural elements into a mature institution under constant reform and reformulation. Organisation development theory insists that the natural development of organisations must make it possible to identify how such organisations have moved, in sequential order from being a mere structure distinguished by a pattern of relationship among elements within a system, to an institution as a framework of values and behavioural regulation. For Balogun, ...while a structure is a pattern of relations among complex organic or inorganic objects, an institution is a combination of the core values (e.g., national unity, freedom, equality, dignity, integrity, professionalism, excellence and perfection), the supportive structural and legal arrangements (like ministries, departments and enabling laws), and the behaviour patterns that have consistently proved capable of achieving pre-determined objectives, adapting to inter-generational change, and outliving their human progenitors (Balogun, 2010:6).

It is institutions, rather than structures, that achieve objectives and meet goals. And for them to be able to do this adequately, OD

recommends several processes that must continually refresh the organisational dynamics and prevent it from going into institutional stagnation. These include:

a. **Change is a continuous phenomenon:** Organizations are required to study external and internal environmental factors, identification of drawbacks, obsolescence and carry out change. The change may take place in organisational structure, work design, processes and various operational systems.

b. **Organisational transformation:** It refers to carrying out fundamental change in the organization. It is a commitment made by high-level managerial staff to carry out modification to existing systems. It is a systems approach. Organisational culture is required to be changed to adjust to the external environment.

c. **Learning organisation:** An all-out effort is required on the part of managers to keep employees educated on the latest technology, systems, know-how and processes. It is a part and parcel of the OD requirement.

d. **Total quality management:** TQM includes employee involvement, teamwork, decision-making, problem-solving, high level involvement, adopting a work culture aimed at growth and quality of product and services. TQM requires total commitment, removing fear psychosis caused by failure at lower levels, development of successful work culture and continuous improvement.

e. **Visioning:** Visioning envisages as to what the organization would look like in the future. It is related to the shape in terms of HR facilities, the growth and the needs of people it is likely to fulfill. Based on the vision, database is required to be built, leading to interpretation of information, arriving at suitable decisions and setting a course of action leading to growth. Visioning refers to looking at the organisation in 'totality'.

(f) **Virtual organisations:** Getting whole system in one room, evolving action plan and implementation (Kondalkar 2009: 9-10). However, when there is a short-circuiting of the organisational development process—when, that is, the organisation fails to interrogate its own internal contradictions—the result is an organisational ossification. This is exactly what Kolind calls the *first cycle*; the point at which early organisational successes turn into nightmares. One organisational culture relevant to our reflection about the evolution of the Nigerian civil service and the administrative context of Africa and the third world in general is the *bureaucratic* culture. From the Weberian bureaucratic framework, we arrive at an administrative culture that is hierarchical and rule-oriented, which, unattended to, tend to collapse upon itself. Hence, the climate of such a bureaucratic organisation becomes dominated by control ('co'), backed up by dependency ('de'). Such a climate ('code') shows that bureaucracy and a rigid hierarchy dominate the organization. Because actions are generally referred to the higher levels for approval, decisions are usually delayed. It is more important to follow rules and regulations here than to achieve results. Senior employees protect those subordinates who do not make any procedural mistakes. The ethos of a bureaucratic organization is characterized by playing it safe, inertia, lack of collaboration, and being closed (ibid: 7-8).

The bureaucratic culture represents a particular stage in the development of an organisation. Within the African context, this development is taken with a sceptical consideration given that the civil services in Africa did not benefit from a value-institution connection that explains organisation development in the West. When the bureaucratic framework encountered statism in Africa, the result was a glaring administrative distortion that led to the subversion of the Weberian values—especially of meritocracy—by elitism, the

advancement of the bureaucrats' class interest. It takes little reflection, also, to see how the bureaucratic paradigm became an unabashed platform for political dogma manifesting in the enthronement of one-party rule, authoritarian and centralised direction and planning with regard to politics and the economy, later compounded by military rule.

Table 1: Profile of Organisational Culture

Culture	Focus	Climate	Ethos
Autocratic/ Feudal	Proper protocol	Deaf (dependency- affiliation)	Opposite values to openness, confrontation, trust, authenticity, proactivity, autonomy, collaboration, experimentation (OCTAPACE)
Bureaucratic	Rules and regulations	Code(control- dependency)	Sick (playing safe, inertia, conflict, and closeness)
Entrepreneurial/ Democratic/ Organic	Results and customers	Ace (achievement- extension)	OCTAPACE (all eight values)
Technocratic	Perfection	Expex(Expert power- extension)	PACE (proactivity, autonomy, collaboration, experimentation)

Source: Kondalkar 2009

Kolind identifies three factors that inject a downward spiral in the lifecycle of an organisation before such an organisation achieves maturity and commences the process of reformulating its original

vision. These factors are size, age and success. These factors turn a life cycle into a death cycle for any organisation in spite of whatever success the organisation has made. The first condition for the growth of a bureaucratic culture is the size of an organisation. Growth comes with fragmentation of procedures and activities, and the need for coordination that takes the manager far away from the discretion with which the 'street-level' officials or bureaucrats interpret the rules and do the job. Thus, in most cases, the essence of customers' feedback information about innovation or reform is often lost before it gets to the top. As the service grows older (the age factor), it develops traditions, specific ways of communicating internally, a culture of conflict handling or avoiding, and a tradition for dealing with new ideas. Decay sets in if age gives tradition preference over innovation. And the older the service gets, the deep rooted the preference for tradition becomes.

Table 2: How Organisation get on the Downward Track

Success:	Leads to More:	With the consequence that:	But the organisation continues to blame others:	...which in the end leads to decline and:
<p>Successful growth over time involves three basic factors:</p> <ul style="list-style-type: none"> • Sizes • Ages • Success 	<p>Management layers. Departments. Formalized procedures. Long-ranged planning. Budgeting. Reports. Meeting. Coordination. Sub-optimization. Traditions. "Our way" mentality. Internal friction. Intrigue.</p>	<p>Management loses touch with customers and grassroots. Information gets delayed and filtered. Arrogance prevents management from taking challenges seriously.</p>	<p>Competition that has become much more intense this year. Customers that have changed preferences to much cheaper products. The rise or fall of the U.S. dollar. The emergence of the low-cost supplier from Asia. Unions that demand higher wages and expensive health schemes.</p>	<p>Less action. Slower action. More of the same action—that is less innovation.</p>

Source: Kolind, 2006: 8.

The most dangerous factor however is success because it inevitably leads to self-satisfaction and an unreflective defence of the status quo even where the once successful system is not necessarily as successful any more (Kolind 2006: 10). Indeed, the soft factors that are behind such success like management style, core values and their practical interpretation very rarely show up in time for incipient decay to be easily noticeable. And long after this unique selling point is no more, the organisation continues to live in the illusion that it possesses the secret key to success. In other words, 'the organisation continues to perceive that it is still on the upward part of the life cycle curve and it often takes a dramatic crisis to uncover the reality' (ibid: 11). Public administration systems behave similarly. Administrative leadership think they know what the problem is and simply stop listening and do more of the things they know best (ibid: 13). In addition, civil servants seldom take responsibility for what happens. They tend to blame others for it. The resulting organisation's deafness lead to a tendency to react slowly to both weaknesses and opportunities response by doing more of the same rather than doing something different from that which perpetuates the status quo.

Colonial Legacy and Post-colonial Burden: The Lifetime of the NCS

Michel Crozier in *The Bureaucratic Phenomenon* concludes that bureaucratic institutions are culture-bound; they can only be understood within the cultural context in which they operate. This statement implies, firstly, that since bureaucrats are placed differently within the organisation, they operate within different cultural framework: 'they think differently, they process information differently, they decide differently' (Kettl, 2006:370). There is however a second sense in which the bureaucratic phenomenon is culture-bound. This is the sense in which the bureaucratic structural

framework and dynamics respond, or fail to respond, differently to a different cultural environment.

The lessons to be drawn from Nigeria's civil service history are many; provocative and paradoxical. The point of these lessons began from the institutional dynamics left behind by the colonial administration as well as the many national responses to these dynamics. In this context, we are forced to confront the force of Lord Hailsham's assertion that the beginning and the future of any nation is signalled by the kind of institutions they put in place or inherited. A nation is therefore as good as its institutions, or what the nation makes of those institutions.

The blueprint for the establishment of the Nigerian civil service was modeled after the British civil service system. When the system began its organisational journey in 1954, it was heralded by a series of reform efforts that were meant to prepare the civil service for its intended responsibilities. Palmer gives an insight into what the Nigerian civil service had to confront:

The bureaucracies of the First World maintain, regulate, and extend economic and social infrastructure that are well established. Things are in place, and the role of First World bureaucracies is to keep it that way. The bureaucracies of the Third World by contrast, must build the economic and social infrastructures of their respective societies from the scratch. Very little is in place. The bureaucracies of the Third World must design, execute and maintain the economic development plans that political leaders have so glibly promised. The responsibility is awesome!

Reforms of the Nigerian civil service system began essentially because the colonial reformers engrafted the Weberian bureaucratic framework without any thought to an initial deconstruction exercise

that would have facilitated an institutional conjoining between the structures of an organisation and the values that motivate them. The essence of the reforms has been therefore to alleviate the pang of institutionalisation. Nigeria is caught, as it were, within a traumatic transition from structural to institutional consolidation within which reformulation has become a kind of damage control exercise.

The evolution of the Nigerian civil service, through its transition from adolescence to maturity, makes it clear that the civil service system is attempting to jumpstart its institutional stage of growth from an incredibly compromised position. Put in terms of the recommendation of the organisation development framework, it becomes obvious that the civil service system's sequence of organisational growth has been short-circuited by several disruptive forces even right before it began its evolution in the pre-1954 period. In organisation development theory, the reformation of an organisation ought to be a function of an initial transformation from a structural base to an institutional one with the full complement of values and institutional elements. Reforms and reformulations would then become attempts at redeeming the original mandate that inaugurates the civil service from encroaching decline and degeneration.

On the contrary, the Nigerian civil service was never fully formed. Its trajectory was repeatedly interrupted by severe dysfunctional factors, highlighted above, and the multiple reform efforts have directed at correcting them.. By the time the wave of democratisation arrived in the early 90s, it met in place weak political and administrative structures that were unable to contribute to good governance dynamics in Nigeria. Institutionalisation was further compromised by

- An institutional gap resulting from the loss of the value-foundation of the colonial inherited institutions. State failure results from the inability of existing institutions to capture the complex dynamics of the society and act accordingly. Thus, we have a structurally stunted Weberian administrative framework in arrested development, and brutally hijacked by personalities for various selfish ends. The second implication is simply that the dynamics of hitching administration to developmental objectives, which is critical to the post-colonial realities of African states, has failed to adequately get off the ground. It would not get off the ground because the institutional strength of the civil service has been compromised.
- Hostile political environment defined by negligence and insensitivity to the critical role that politics play in the whole reform equation. Administrative reforms are usually context-specific and deeply political with success or failure hinging on the degree of political support and sense of ownership.

The Nigerian experience with reform implementation and management therefore demonstrates how systemic and institutional deficiencies can play a significant role in the failure of reforms. For 60 solid years, the Nigerian civil service has been attempting, through serious reform efforts, to achieve an institutional foundation that would enable the strengthening of the governance framework the Nigerian state urgently requires to impact the lives of Nigerians through a business model that facilitates a democratic service delivery. Yet, reforms almost always break down at the point of execution. There is an immediate lesson to be learnt here, and Professor Adamolekun's 2005 study of administrative reforms in Africa enables us to graphically learn that lesson that reform success is not a matter

of how many times reform is carried out or the regularity of the reform agenda. Rather, the critical issue concerns the urgent need to ensure that a reform goes through its full cycle.

Table 3: Classification of 29 Sub-Saharan Countries by Levels of Civil Service Reforms Efforts

A. Advanced Reforms (‘virtuous cycle’)	B. Committed Reformers	C. Hesitant Reformers	D. Beginners and Non-starters (‘vicious cycle’)
Botswana	Benin	Cote d’Ivoire	Democratic Republic of the Congo
Mauritius Namibia South Africa	Burkina Faso Ethiopia Ghana Kenya Mali Mauritania Rwanda Senegal Tanzania Uganda Zambia	Gabon Guinea Nigeria Togo Zimbabwe	Burundi Central Africa Republic Liberia Sierra Leone Somalia Sudan

Source: Adamolekun, “Reorienting Public Management in Africa: Selected Issues and Some Country Experiences, (2005).

The table reveals that as at 2005, Nigeria was still a “hesitant reformer,” in spite of the volume of reform efforts that commenced with independence. Thus, the reforms that lasted for 45 years could only earn us the status of a hesitant reformer, compared with the reform credentials of the advanced reformer nation like Botswana or the committed reformer like Ghana, those we got independence with in the same year. The reform cycle leads from the conception of the reform idea through the complex trajectory of reform implementation to its successful resolution, management and evaluation. No matter the level of reform regularity or the volume of reforms, once this cycle is not got right, reform will always break down. This is called the reform execution trap in administrative scholarship.

This execution trap speaks essentially to two fundamental deficiencies in the institutional framework of the civil service in Nigeria. In the first place, there is a fundamental conception-reality gap that ensures that the local condition and environment of administration in Nigeria almost always work contrary to the intent and trajectory of reforms. This conception-reality gap can be identified in various forms:

- Disconnect in designs between the three classic problems underlying administrative system’s dysfunction namely governance, policy and administrative operations to enable systemic impact of changes.
- Equating symptoms with the disease to be cured in conception.
- Faulty diagnosis and prognosis stemming from (a) adoption of World Bank/IMF’s preference for cost reduction that occasion restructuring/severance which eventually fails to save cost in real terms, and leads to a demotivated and discouraged workforce; and (b) placing undue emphasis on the need to

reduce the size and cost of the civil service rather than tackling the more challenging task of sustaining institutional capacities such as:

- What is wrong with the operating system or business model?
- Why is the public service malfunctioning?
- Extensive use of consultants prescriptions that shows little understanding of the real issues defining system's dysfunction.
- Use of best practice knowledge out of touch with the local work culture.
- Tendency to reduce system's issues to common sense.

In the second place, the institutional framework for thinking about reform in the civil service is equally deficient because of the passion for reform without the knowledge of what it takes to successfully manage a reform process. We see the demonstration of this immediately in terms of:

- Failure to recognise that public administration systems have theoretical underpinnings.
- Inability to ground or derive reform solutions from action research.
- Refusal to learn from past mistakes.
- Over-emphasis on changes in structures and procedures in disregard for the most critical and challenging soft side of culture change that enables shift in business behaviour.

These two deficiencies can be translated into deep institutional worries about the state of the implementation capability readiness

of Ministries, Departments and Agencies (MDAs) as well as the systemic capability and capacity issues involving:

- Input process-oriented business model
- Skills and competency gaps
- Lack of clarity on actions required to execute national plan
- Poor alignment between national plans, sectoral activities and departmental/unit programmes
- Unclear accountabilities for execution
- Inadequate performance monitoring and reporting
- Organizational silos and culture blocking of execution
- Undefined rewards and sanctions

Indeed, the sad story of why administrative reforms have consistently failed to achieve the proposed changes especially in the immediate post-independence period is embedded in the fact that opportunities were often lost when the system appeared to be most successful than when it was in trouble. The civil service often rejected ideas and solution invented within its organisational walls. There were initial conditions that could have made R.A. Butler's administrative 'Rolls Royce' a functional tool of governance in the hands of the post-independence governments in Nigeria.

- First, there were sets of individuals, schooled in the value-based institutional parameters of the retreating colonialists, and were eager to lay the foundation of an indigenous national development in Nigeria.
- Second, there was equally in existence a development-sensitive national dynamics rooted in a proper Weberian federal framework consisting of a centre and regional arrangement circumscribed by competitive learning and sharing. A region thus facilitates its own development within the federal space that leads to the eventual development of Nigeria.

- Third, there was also a development atmosphere around the twin imperatives of nation building and economic development.

On the contrary, the 'Rolls Royce' did not eventually become adequately functional. Like Butler asserted, the governments knew that it was a fluid administrative machine that could get the tasks of governance done, but they did not know what to do with it or how exactly to go about deploying its awesome capacities. In other words, the civil service wasted its inaugural strengths and the motivation to put in place a truly post-colonial administration that could transform the business of government and the lives of the citizens.

Weber's bureaucratic realism was like a fish out of water when it confronted the volatile circumstances of the post-independence period. In other words, bureaucratic dysfunction became inevitable in an atmosphere of elitism, statism and zero-sum power play. Given that the bureaucracy is, essentially, the locus of governmental power, as we earlier noted, and the bureaucratic paradigm, within the African context, immediately translated into a template for political dogma that manifested in a number of authoritarian regimes including but not limited to one-party regimes and military administrations. By the time the first military coup happened in 1966, the Nigerian civil service had become the organisational framework for an economic philosophy that saw the Nigerian state as occupying the commanding height of the economy. With military rule and a strong absence of democratic institutions that would enforce accountability, the Nigerian civil service entered its phase of decline without having reached maturity.

A strong demonstration of that decline was the onset of bureau-pathology, similar to the administrative congealing of the British civil service at the turn of the century. This rapidly unraveling bureau-

pathology ensures that the civil service is institutionally closed to innovation, hence forfeits the open-mindedness required to effect meaningful changes through a dynamic relationship with the environment within which it operates. This inherent dysfunction of the traditional administrative framework predisposes officers only to be methodical and discipline in adhering only to rules and regulations as an end rather than a means. Consequently, as the many technically-minded practitioners witness daily, every effort to build capacity of the personnel and make them efficient without a change in business model and work culture, results in what has been called 'trained incapacity'; a state of affairs in which old and new skills and abilities in staff function become grossly inadequate to address emergent and ever-changing administrative conditions in the civil service. Bureaucratic structure therefore ensures that a huge proportion of the MDAs brain power is not used as there is really no quality assurance mechanism that limits the chances of the objectively less deserving managers from being at the top. Hence, within the civil service, it became quite the norm that *there are too many people doing nothing, too many doing too little, and too few people doing too much*. This was the central thesis of my doctorate in 2006. The unfortunate truth, however, is that that thesis is still significant within the context of the unfolding of the NCS. I reworked this doctorate into a larger framework with new empirical observations in *Public Administration and Civil Service Reforms in Nigeria*. The third edition of the book, in 2012, attests to the continuing relevance of that hypothesis.

One serious example of the bureaucratic closed-mindedness under military regulation was its failure to discern the paradigm moment contained in the Udoji Commission Report of 1974. By 1970 when the Federal Government was preparing the National Development Plan and the civil service was getting set to assume its enlarged

capacity in policy making and execution, the inherited Weberian bureaucratic framework was already coming under serious global attack for its administrative excesses, and especially its incapacity to meet the demands for democratic governance. The charge was that the public service was heavily bureaucratic and unadventurous on account of its reluctance to transit from an administrative to a managerial culture. The Fulton Report of 1968 was the essential document that heralded *managerialism* that gave the nod to professionalism as the basis of a functional civil service. Inspired by the Fulton Report, the Udoji Commission had a basis for recommending 'a new style public service' backstopped by a results-oriented management system operated by professionals and specialists in particular fields, as well as the adoption of a new set of management techniques with Project Management approaches as distinct from the known traditional, hierarchical and bureaucratic system.

Unfortunately, the Udoji Report went the way of other administrative predecessors, including the Fulton Report itself. Like the Fulton Report, most of the worthy recommendations of the Udoji Report were rejected. They were rather substituted with the implementation of a superficial wage component with the result that wages were disconnected from productivity improvement levels in the national economy. From this point on, it became more of a plunge for the civil service.

Transformational Leadership and the Change Agenda

Mr Chairman Sir, I am very proud to stand before this distinguished gathering to declare that I am a Nigerian bureaucrat who is driven by the horrors of post-colonial administrative predicament; the perpetual transitioning of administrative reform programmes and initiatives in Nigeria to research the reality of practice i.e. the policy-

implementation gap in Nigeria's arrested development. My mission in researching the public service is to be an expert-insider in the vanguard of what I considered in the 1980s as the most critical gap in the Nigerian development equation: the policy and development execution trap that the public service as a management system had become. When I came to this conclusion, I was a development policy researcher, and at the time implementation research had become a central issue driving development and policy work in government. A breakdown of my research outputs, commencing with my doctoral dissertation, reveals a fascination with how, from the understanding of what ails the Nigerian civil service system, we could arrive at a philosophical, structural, institutional and operational dynamics that will enable us envision a world class public service institution that works better than what the administrative structures are delivering in Nigeria. To put in the diagnostic terms I earlier introduced, my research is geared towards investigating the means, through the conjunction of theories and practices, by which the Nigerian leadership, political and bureaucratic, could be enlightened to move out of the debilitating cycle of protracted transitioning into a transformational dynamics that democracy requires. In my 2006 doctoral dissertation titled *Nigerian Civil Service: A Framework for Reform* (now in its third edition of publication as *Public Administration and Civil Service Reforms in Nigeria*), I deployed historical, theoretical and practical arguments to explore the question of how the Nigerian civil service could be capacitated to carry the burden of post-colonial development through the consideration of what I called the 'Elements of an Optimal Public Administration System Model for the Nigerian Federal Civil Service.' In *Managing Complex Reforms* (2011), I outlined the fundamental reform issues involved in pushing the public service towards optimal functionality. It is in this book that I began to critically unpack the critical problems denoted by the execution trap that remains the number one hindrance to successful reform in Nigeria.

By the time *The Future of the Nigerian Civil Service* was published, I had come full cycle in my confrontation with the dysfunctional dynamics that prevents this civil service system from performing optimally within the governance networks of twentieth century Nigeria. My research keeps returning to the devil in the implementation details.

The execution trap demonstrates a specific administration condition in post-colonial Nigeria—the reason why change only reveals a perpetual transition from one reform to another without an accompanying transformational dynamics that deploy the transformational elements of reforms to the enhancement of Nigeria's democratic experience. Mr Chairman, since independence, the Nigerian state has never been bereft of visions and ideas on how the transformation of the post-colonial state and its administrative apparatuses can be reformed into optimal machineries for the wellbeing of Nigerians. What has however remained a recurring decimal in the reform architecture since 1960 is the failure to exorcise the devil in the execution details. Different past leaders of this great nation have sincerely implemented policies and programmes that created varying levels of changes. That means the most far-sighted and competent among them have some measure of understanding of how to manage change. However, these plans and programmes unfortunately get trapped in their transition phases. Most of these change initiatives, that is, become embroiled in perpetual transitions because they struggle to overcome structural limitations to achieve transformation for a range of reasons that include poor programme design, poor resource allocation, unstable macroeconomic climate, lack of disciplined execution, policy and project discontinuity, capacity deficit, political interference, the Nigerian factor, etc.

Transformation however requires more than back and forth changes whose reform potentials are difficult to enumerate. Rather,

transformation needs decisive transitions with multiple programmes that project significant outcomes, capable of adding up to ignite massive multiplier effect that converge to jumpstart the national economy, into an envisioned new developmental state. Unlike changes and transitions, transformation is far more unpredictable, iterative and experimental, and it requires a level of risk taking, strategic policy intelligence, passion and commitment that transcends the traditional transactional leadership approaches for which public service is renowned. Reform success anywhere requires a transformational leadership model with capacity to take strategies and implementation actions through continuous adaptation to overcome obstacles and exploit opportunities. It therefore takes a transformational leader to find out that something is missing between existing public service mission, management culture and the public interest, and to act decisively, with forceful political will, on his or her diagnosis. As opposed to the transactional leadership model of traditional bureaucracy, a transformational leader deploys several elements—organisational, ethical, psychological, social, etc.—to facilitate efficiency and the progress of not only the organization but also the employees. While the transformational leader must necessarily wield a vision and mission statement, his team work and team spirit strategy is founded not on rigid personnel management requirements. On the contrary, he or she promotes the enthusiasm of the employees through relational commitments to the employees' welfare and wellbeing, human dignity, and so on. In fact, the objective of the transformational leader is to ensure a tight coincidence between the identity of the employees and that of the organisation in a way that facilitates a unique sense of ownership and buy-in into the vision and the mission. In its original conception by James Downton and James McGregor Burns, transformational leadership, unlike the unidirectional trajectory of leadership influence in the transactional model, involves a mutual relational influence between

a leader and the followers that enables a higher level of enthusiasm, motivation and efficiency. Within the context of Nigeria, this entails a commitment to building a Nigerian public service that embodies the aspiration of Nigeria, and captures the underlying values of the nation as espoused in the “Fundamental Objectives and Directive Principles of State Policies” as enshrined in Chapter II of the 1999 Constitution of the Federal Republic of Nigeria.

So a public service propelled by a transformational leadership model will promote a change agenda that will translate into:

- i. Ensuring that public service values and democratic governance codes guide the actions of government and public officials throughout the system.
- ii. Leadership sensitivity that promotes institutional adaptations in the public interest, in measures that enhance management capacity and organisational performance required to ignite national structural transformation.
- iii. Change facilitation by identifying assets, empowering the workforce and recalibrating the culture of public institutions to deliver improved outcomes.
- iv. Setting high expectations and invests in continuous learning and incremental system improvement.
- v. Understanding the nuance and diversity of context, how people think, their strengths and weaknesses; and leverages the knowledge to initiate interventions to support all and sundry to fulfil their respective aspirations and potentials.
- vi. The emergence of public-spirited leaders with servant-leadership flavour who not only put the needs of others before theirs, and create opportunities for others to lead, but are equally effective because they are collaborative, facilitative

and supportive in interpersonal relationship and live by example so as to be able to build trust.

Turning the Nigerian public servant into a transformational leader requires the development of critical but distinctive competences of adapting existing public managers to the challenges posed by the imperative of development complexities and the ever changing policy environment rather than focusing unreflectively on the mechanics of rules interpretation and application. Indeed, the desire for a new public service with new philosophical and values foundation managed with competences is underpinned by new intellectual concepts and a paradigm shift that would cover the processes of the governance framework, manpower planning, recruitment, training, skills set, career management, capacity utilisation, performance management system, organisational values and culture. The general trends in leadership development to inject this new orientation would entail:

- i. Developing a public service leadership model that reflects methodology for public sector change envisioned:
 - Such a model would evolve from a definition of a competence profile for future leaders.
 - Through the deployment of predictive tools of future research based on concepts of what form the future public sector will take and the challenges that will be faced.
 - Reinforced with the development of new parameters for identifying, selecting, mentoring and training the 'best and the brightest.
 - This then links incentives with performance for better leadership and management development programme.

- ii. Second step usually involve the setting up of new institution or system like the Senior Executive Service (SES) as in the United Kingdom, Singapore, United States of America, Australia, etc. for identifying, developing and pipelining potential leaders in the public service.
- iii. Linking existing management training and professional development programmes to encompass leadership development.

Re-visioning a New Public Service for Nigeria

The prospect of a 'new public service', as against the menacing view of the Big Bad Bureaucracy, in Nigeria requires a critical and definite paradigm shift. I will be providing the theoretical underpinning for this shift through Douglas McGregor's analysis of Theory X and Y in bureaucratic thinking. This hypothesis is significant because it provides us with a theory that reinvigorates the reform dynamics within the civil service system in Nigeria.

In a 2008 paper titled 'The Public Service of 2025,' the Honourable Bourgon identifies the civil service of the future as one that would be distinguished by its architecture of employment and human resource management. However, such a civil service would have to work real hard to regain the hard reputation which the government had as the employer of choice. Bourgon lists five trends which a civil service of the future must confront and adapt to for any civil service system to remain critical to the governance network of service delivery for the citizens. These five trends are:

- ***Trend One: Hybridisation of Public Human Resource Models.***
This would involve a civil service system exploring the possibility of a mixed regime that combined the career-based

and position-based models of recruitment into the civil service.

- ***Trend Two: A Reduction of Protection, Immunity and Privilege.***

In this regard, there has been a serious encroachment on the traditional permanent tenure of the civil servants in favour of flexible and fixed-term contract appointments. This has been accompanied, in some cases, by placing public servants on general labour laws. For Bourgon,

Several concerns have emerged from changes in the employment status of public servants. Firstly, there is the issue of whether or not civil servants may become more vulnerable to political pressures. Secondly, there are fundamental cultural values embedded in a national civil service which need to be safeguarded. Thirdly, the loss of traditional job guarantees in the public sector may make it even more difficult for governments to compete with the private sector for a shrinking pool of talented people (2008:6).

Yet, a civil service system of the future would have to adapt to a framework that would give it enough Human Resources Management bite to make performance impact.

- ***Trend Three: Emphasis on Individual Performance***

Such a future civil service would also be concerned with how its HRM framework can be capacitated enough with pay, compensation and incentives to build individual and unit performance that would result in organisational progress.

- ***Trend Four: Decentralisation of HRM Policies***

This involves achieving flexibility and freedom in HRM policy implementation through devolving powers to implement to MDAs.

Such a decentralisation would be done within several frameworks that could have no central agency, a single agency or multiple agencies facilitating the implementation.

- ***Trend Five: Cultivation of a Senior Civil Servant System***

This would be an attempt to separate a top echelon of intelligent and competent administrative officers that would focus the leadership of the civil service and direct its policy formulation and implementation capacity (ibid.)

It is however each state, with its civil service system, that would determine the framework that would best accommodate the peculiar administrative regime necessary for reforms. In Nigeria, for instance, it would increasingly become imperative that we rethink the paradigmatic institutional condition upon which an efficient and effective civil service system can be founded. To arrive at Bourgon's value-based, performance-oriented, entrepreneurial and technology-enabled civil service of the future requires, a huge reform initiative including a committed and courageous political will that drives the civil service system, to the cutting edge of global modern organisation that delivers the goods and services effectively and efficiently.

Reforming an organisation essentially implies allowing such an institution confront what we call the modernising imperative. This imperative demands that one redirects the civil service away from its crippling bureaucratic culture towards a more democratic and entrepreneurial and technocratic organisation with the capacity to deliver national goals. The best way to do this, using Kolind's life cycle metaphor, is to facilitate the transition to a 'second cycle' which requires attaching the dynamite of innovation to the 'great rock in the tide line' in order to give it the necessary push to perform. The lack of innovation that is central to the bureaucratic culture fails to get the civil service to its objective: the evolution of an

entrepreneurial/democratic organisational culture subject to continual innovation and experimentation. This organisational culture will be value-based, technology-enabled and performance-oriented. Modernising the civil service, in other words, challenge the 'long-standing assumptions that public services should be organised according to bureaucratic principles, and delivered through a career bureaucracy serving governments of any political persuasion' (Butcher 2003:1).

The idea of innovation and reforms are concerned with the effort to transform the public sector or the civil service through the adoption of creative means to the challenge of service delivery in the public service. This involves not only the creation of new ideas and methods from the scratch, but also the doing of old things in new and better ways. There is no doubt that reforms and innovation in Africa have been influenced by best practices and reform experiences from the industrialised countries. However, any attempt at reforming the public sector should begin with an appreciation and development of the strength of the reforming organisation. In other words, reform can only be optimal if those involved 'are gradually getting transformed to be "better", by having an insight into, and better knowledge and awareness of the need for change' (Olaopa, 2009:19).

McGregor's Theory X and Y serve as a theoretical diagnostic of organisations and systems. McGregor's theory evolved as a human relations theory that outlines certain underlining assumptions that managers have with regards to organisational functionality and performance. I will however adapt the theory as the theoretical foundation for facilitating the paradigm shift away from a bureaucratic to an entrepreneurial and democratic culture that would serve as the basis for recuperating the NCS within a framework of a new public service; a world class institution that will possess the capability

readiness for democratic service delivery in the Twenty first century. Theory X derives from three basic propositions. Firstly, management involves the deployment of people, material and money as means towards the achievement of particular economic objectives. Secondly, organisational objectives require the control and motivation of people; and, thirdly, that without a strict organisational regimen; humans are usually unproductive and resistant to organisational needs. This theory is backed by a very dim and gloomy perception of human nature which conceives of an average employee as being (a) indolent by nature, (b) lacking in ambition and motivation, (c) naturally egoistic and therefore set to work contrary to organisational requirements, (d) naturally resistant to change, especially those that would contradict his selfish desires, (e) naturally deceivable. Given these assumptions, organisational goals can only be achieved if the discerning manager employs a very strong tactic in getting his indolent employees to achieve the set targets. It is easy to see how this 'command and control' can evolve into a monolithic and bureaucratic culture that breeds passive subordinate who are not eager to deploy their creative and entrepreneurial energies to further organisational objectives.

If Theory X is motivated by a transactional model of managerial leadership (the idea of a leader as a thermostat for regulating the administrative atmosphere) then Theory Y requires the shared transformative capacity of a leader. My earlier mention of Downton and Burns' notion of a transformational leader becomes the template of leadership deploying Theory Y dynamics. In other words, a leader deploying Theory Y needs a deeper understanding of human nature and human psychology. McGregor suggests Maslow's hierarchy of needs, and better assumptions that transcend the barest level of human behaviour. Thus, rather than being motivated by the bare need for food, shelter and survival, McGregor's Theory Y insists

that humans are motivated by the need to satisfy the higher-order needs like social relationship, search for esteem and dignity as well as the need to exercise their creative genius especially with regards to organisational performance. The responsibility of a Theory Y leader is to provide the atmosphere that unleashes the potentials of his already motivated employees. In his work, *Leadership*, James McGregor Burns argues that a transforming leader is essentially concerned with the unravelling of higher needs and motives in the followers. In other words, he or she is motivated by the need to satisfy the full implications of what it means to regard his or her followers and employees as human persons rather than human capital. Thus, according to Burns, the transformational leadership is also a moral leadership:

By this term I mean, first, that leaders are led to have a relationship not only of power but of mutual needs, aspirations, and values; second, that in responding to leaders, followers have adequate knowledge of alternative leaders and programs and the capacity to choose among those alternatives; and, third, that leaders take responsibility for their commitments—if they promise certain kinds of economic, social, and political change, they assume leadership in the bringing about of that change. Moral leadership is not mere preaching, or the uttering of pieties, or the insistence on social conformity. Moral leadership emerges from, and always returns to, the fundamental wants and needs, aspirations, and values of the followers. I mean the kind of leadership that can produce social change that will satisfy followers' authentic needs. I mean less the Ten Commandments than the Golden Rule. But even the Golden Rule is inadequate, for it measures the wants and needs of others simply by our own (1979:4).

From the above, we can then calibrate the managerial assumptions behind Theory Y to include:

- The expenditure of physical and mental effort in work is as natural as play or rest.
- External control and the threat of punishment are not the only means for bringing about effort towards organisational objectives as man will exercise self-direction and self-control in the service of objectives to which he is committed.
- Commitment to objectives is a function of the rewards associated with their achievement. The most significant of such rewards, such as the satisfaction of ego and self-actualisation needs, can be direct products of efforts directed towards organisational objectives.
- The average human being learns under proper conditions not only to accept but also to seek responsibility.
- The capacity to exercise a relatively high degree of imagination, ingenuity, and creativity in the solution of organisational problems is widely, not narrowly, distributed in the population.
- Under the conditions of modern industrial life, the intellectual potentialities of the average human being are only partially utilized' (McGregor, 1960:47-48).

The lessons from McGregor would trigger a rethinking process that would facilitate a transition to a new public service dynamics. What are these lessons?

One, the idea and dynamics of human resources management and human relations constitute a tremendous plank in building an organisational framework that gives the nod to productivity and performance. It is human relations that constitute the 'human side of enterprise'.

Two, we should not take the mistaken but prevalent, assumption that McGregor prefers Theory Y and rejected outrightly Theory X. In a new public service, elements of both theories are important in motivating employees towards a productivity framework that turns the civil service into a performance machine that satisfies the democratic yearning of the citizenry.

The third point to make about the foundation of a new public service is the need to turn public administration itself away from being a mere theory of government to a new understanding of it as a theory of governance. The bureaucratic culture that has prevailed in the institutional arrangement of the African civil service, as we have seen, is premised on the idea of public administration as determined by government. We have argued earlier that the first condition for the modernisation imperative is that innovation and reform must address cultural circumstances of the African states rather than a blind adaptation of global reform and innovation ideas. The second condition for modernising the African civil service and creating the bureaucratic system is to make governance the centre of public administration. Public administration as governance derives from the recent transformation of the economy and government of industrial societies that has led to (a) a radical change in the internal modes of functioning; and (b) the expansion of governmental activities into a 'governance network' that brings in non-state actors into the governance system.

The concept of governance therefore becomes a singularly significant term that conceptually challenges the essence of public administration today. Andy Smith has outlined a framework that differentiates between 'governance as narrative' and 'governance as agenda' in an attempt to enable a rethinking of public administration in contemporary time. Governance as the central narrative for public

administration explains the new mode of public policy making and implementation which involves a wide range of public bodies on the one hand, and their interaction with other non-state actors and bodies on the other. In this sense, 'governance as a narrative considers that the administration of public affairs has shifted away from vertical hierarchy toward more horizontal forms of coordination. More state, local government and private actors are involved in this process, each having a more equal public voice' (Smith, 2007:761). On the other hand, governance as agenda for public administration highlights the increasing use of the governance concept as the source of an agenda for rethinking and reforming public administration. This agenda is based on the failure of government and governability in the past years to meaningfully impact the lives of the citizens. Therefore, 'by making public decision making more open and accountable, good governance has been used as a synonym for both greater democracy and greater efficiency' (ibid.).

If these three theoretical points are granted as being necessary as facilitators of the paradigm change we desire to move the NCS towards a new public service, then the next and final thing that is needed is a framework of reform around which the re-visioning process in practice can begin. Mr. Chairman Sir, I will suggest four broad but cardinal reform areas that could constitute the reform superstructure around which the future of the Nigerian civil service can be envisioned.

An Institutional Philosophy: A Case for Neo-Weberianism?

The criticism of the Weberian bureaucratic framework appears to be a trenchant pastime among public administration scholars, but we should not assume that the bureaucracy is by that fact hopeless. This assumption of its redundancy would be wrong for two reasons. First, the managerial revolution in most Western countries was not

an attempt to entirely jettison the Weberian model. Rather, the reform efforts were an incremental attempt to recalibrate its efficiency and effectiveness. Second, the Weberian bureaucratic framework has not outlived its utility, especially when considering the African context. Rather, what is required is a rethinking provided by the neo-Weberian framework. According to Schroeter.

The machine like efficiency of bureaucratic organisations can still be brought to use in private- and public sector administrations that process masses of routine cases, and most of us value rule-bound behaviour and impartiality in the legal and law enforcement systems. The significance of bureaucratic organisational settings and methods is more than a function of policy sectors and administrative tasks; it also depends on the type of politico-administrative regimes. This linkage was (and still is) often neglected when international advisers and consultants rushed to transitional states in Central and Eastern Europe, Latin America, or developing nations in Africa or Asia to assist in public-sector modernisation projects with prepared new public management blueprints for administrative reform. Rather than getting rid of bureaucratic rigidities and fostering market-style forms of service delivery, the most pressing need in those countries was to establish basic bureaucratic institutions: clear lines of political accountability, a professional merit-based career civil service, and a body of abstract rules to guide administrative behaviour (2007:59).

The New Public Management (NPM) came into pre-eminence on the supposed obsolescence of the traditional Weberian administrative system. This system was characterised as being hierarchical, cumbersome and acutely bureaucratic to effectively fulfil the mandate of good governance. When the capacity of this system to deliver services that match public expectation was undergoing debates in Europe, the system had already been entrenched enough to provide

a structural and institutional foundation around which rehabilitation and rethinking can be done. The NPM revolution was essentially not an attempt to root out the Weberian system, but to rehabilitate its service delivery modalities.

However, with the constant spate of reforms all over the continent and particularly in Nigeria, there exists an uneasy alliance between the Weberian administrative system and the vestiges of several other models dominated ably by the NPM. Could there be any future hope of a rejuvenated and modernised traditional administrative model under the label of the neo-Weberian state (NWS)? Such a state is characterised by four basic principles: (a) the centrality of the state system enabled by political, organisational and managerial capacities; (b) there would be the reform and enforcement of administrative law that would ensure that individuals are protected from unpredictable actions by state agencies; (c) the preservation of public services that would make life better for the citizens; and (d) the functioning of representative democracy that would give stability and strength to public bureaucracy (Osmani 2012:7).

The significance of rethinking the Nigerian state as an instance of a neo-Weberian institutional framework provides the opportunity of really reconnecting with the lost initiative of engaging the Weberian bureaucratic framework after independence as the basis from which to renegotiate our administrative experience with the NPM. The Structural Adjustment Programme (SAP) reform disaster denied us of this. Neo-Weberianism therefore provides the foundational basis for a thorough deconstruction of the institutional basis of the Nigerian state and the Nigerian civil service in a critical manner that restores value and professionalism.

Creating a critical mass of new professionals

The second fundamental focus for any modernisation reform must, as a matter of urgency, address the leadership issue as well as the philosophical essence of the public service. Modernising the civil service is not just a function of operational and strategic (re)arrangement and (re)configurations; it is also fundamentally a function of re-enacting the ideal of what it means to be a civil/public servant. That is the first ideal that is lost within the unfolding of the bureaucratic culture. By the same logic, that is the first model that ought to be envisioned and re-visited in the new public service. The re-visioning of the essence of public service and of the public servant will serve two significant purposes in the architecture of the new public service in Nigeria.

First, creating a new crop of professional managers constitutes the first critical steps towards realising a new improved HRM framework that makes the foundation for any sound civil service. More importantly, giving attention to HRM also provides the basis for responding to and operationalising Bourgon's five trends that will prepare a civil service as a critical player in the governance network that circumscribes administrative operation. The service policy architecture that will deliver this new generation of public managers will also be defined by trends that the service must necessarily adopt. These are:

- Strengthening career-based service with tenured position-based models of recruitments, flexible employment policy and the strengthening of service's leadership-strategic corps through the introduction of senior executive service.
- Workforce study to determine skills gap, establish service's IQ and redundancies for deep-seated service re-skilling, job evaluation and manning level analysis to address internal

relative job worth and improving the links between pay and performance.

- A competency-based HR function founded on a robust performance management system that adequately and creatively harnesses skills technologies, ideas and paradigms towards the goal of productivity.

Second, creating a new breed of public professionals also raises issues about the professional and ethical basis of the new public service. The success of any public service reform initiatives is consequent upon the availability of highly skilled, talented and professional public servants. The task of policymaking in government is complex and needs specialist knowledge of the subject. This requires a broad plan of rebranding the profession that reiterates the essence of service through distinct programme that incorporate professionalism, re-professionalisation and the incorporation of ethics and spirituality into the service. Spirituality, in a broad sense, can be taken to be the sum total of the entire value system that undergirds professionalism and professional conduct in the public service. These attitudes and actions-moulding values broken into three: **ethical values** (i.e. integrity, honesty, respect); **democratic values** (i.e. responsiveness, representativeness, rule of law); and **professional values** (i.e. excellence, innovation).

Institutional Re-engineering

Once a properly oriented and capable civil service leadership, consisting of a new crop of professional, knowledgeable and intelligent managers, has been put in place, the next urgent issue that would determine the character of the new public service in Nigeria will involve the choice and effectiveness of the institutional reform strategy that will produce effective and efficient performance and productivity.

This institutional reform strategy will unfold around three **critical issues**:

- Reengineering the MDAs management system into performance-oriented, technology-enabled and social compact or accountable business model.

This implies that there is a need to rethink the ways and manners in which government business is carried out if the MDAs are to become more strategic and less bureaucratic in service delivery.

- Strengthening and leveraging Public-Private Partnership to facilitate and deepen effective and efficient service delivery.

This is predicated on the fact that (a) government does not have the capacity to do everything that will make the citizens' lives worth living; and (b) government cannot afford to achieve the little it could by being rule-bound, unresponsive and inefficient; it requires a fundamental change that will make it lean, decentralised, effective, creative and responsive; and there are little resources available to government to do anything.

- Addressing policy gap within a framework of institutionalised strategic planning, M&E and action research networked to established policy-research nexus that immediately serves as the veritable framework for a community of practice and service. This will effectively entail taking reform to the heart of governance, to the cabinet (i.e. Federal Executive Council) to build a culture of rigorous policy analysis, prioritisation and fiscal responsibility to inform every memo presented in FEC.

Recommendations for Future Research

Mr Chairman Sir, I will wrap up this narrative of my vision of the unfolding of a new public service in Nigeria by recommending core

issues that are so urgent they cannot be left to the sometimes slow grind of academic cogitation. This is so because they constitute critical signposts around which a professional-academic relationship can coalesce in the near future. I sincerely hope that this professorial honour will constitute the beginning of such a productive collaboration.

- The first area of concern is that which motivated this inaugural lecture in the first place—a dynamic professional and academic synergy around which a fruitful conversation can be initiated both on (a) the practical significance of the universities in post-colonial and developing Nigeria; and (b) the contribution of professional civil servants to the enlivening of the traditional theoretical ambience of the ivory tower. This is one significant context where the study of public administration can become a significant force in national development beyond an arid fascination with theories.

- A second area that bears future research is the continued emphasis on the potentials and pitfalls of the Weberian administrative system. The emergence of a neo-Weberian framework is a serious demonstration of the research strength of what has been considered a 'traditional' administrative paradigm. The extent to which this paradigm can participate in public administration strategies in Nigeria is a research question. Furthermore, the neo-Weberian framework will also draw attention to the following critical issues in research:

- i. Governance: state system, state legitimacy, constitutional order, rule of law, security, law and order.
- ii. Administrative law enforcement to insulate the administrative system from political interference.
- iii. Social contract accountability rooted in service delivery praxis .

- The real objective of instigating the reform of the Nigerian civil service, and capacitating its MDAs, is essentially to facilitate the transformation of Nigeria's productivity profile. It is time to step up multilateral, multisectoral and interdisciplinary research frameworks that address the concept of productivity from multiple perspectives that enable scholars to understand its complexities and possibilities. The urgency of a productivity paradigm shift raises many other research focuses:

- The biggest obstacle to productivity transformation in Nigeria is the adversarial industrial relations that pit trade unions against the management of the MDAs. Research should now be more focused on how this adversarial unionism could be translated into a more developmental dynamics that is guided by a collective bargaining principle motivated by consensus and compromise. The Nigerian industrial landscape offers us more instances of trade unionism and rich experiences of industrial actions to facilitate research programs.

- **Data Gap:** Since the era of the development planning in the 60s, Nigeria has failed to back its planning exercise with relevant and fundamental data. It takes little reflection to see the relationship between data and productivity, and furthermore how the data gap could severely limit any hope of a productivity explosion in the Nigerian economy. It is time to make the data gap a focal point of researches in the social sciences. This is a critical link between development planning and high productivity. As it is now, it constitutes one of the weak links, if not the weakest.

- **Wastage:** Research into wastage ought to tie together several variables and factors, including the nature of the Nigerian state, employment policy, cost of governance issues, downsizing/rightsizing, labour productivity and the administrative and economic implications of redundancies. In other words, such a research module must be

motivated by the urgent need to facilitate the emergence of an integrated Waste Reduction Management template that could orient national policy on the public service modality.

- **Productivity institutions:** One of the few paradoxes of the productivity predicament in Nigeria is the many productivity-related research and training institutes:—Industrial Training Fund (ITF), Management Training Institutions (MDIs), National Institute for Policy and Strategic Studies (NIPSS), Federal Institute of Industrial Research (FIRO), National Productivity Centre (NPC), Research Institutes, etc. have remained comatose as a result of low and poor funding and has impacted their critical performance profile. Researches into management training and research institutes must investigate their capacities vis-à-vis their need to relate with industries, as well as generate research and development (R&D) insights and innovations that have the possibilities of transforming Nigeria's productivity profile.

- **Public Service Ethics:** This draws the Faculty of Management and Social Sciences into a collaborative research with the humanities. This research reaches into the very definition of who a public servant is, the ethical import of service, and what it means to do public service. Research in this area explores the various implications of the social contract between the government and the citizen, and relates the public service to its responsibilities to the society.

- **The public-private partnership template** ought to form a very rigorous research focus that unravels its many complexities and intricacies. The PPP is not just a collaborative endeavour that is linear and uncomplicated. It is the function of research to outline its possibilities and limitations for an economy like Nigeria.

- **Other possibilities for research in this regard** will include the following nodal points:

- i) A new Maintenance Culture Model for restoring our ageing capital stock and restoring national infrastructure within the framework of the National Infrastructure Development Strategy.
- ii) A deepened assets and facilities management policy implemented to reinforce the new national maintenance culture model.
- iii) Carefully implemented and monitored redefined ratio of local contents in production within the framework of the new national industrial revolution policy.
- iv) Following the recommendations of the Oronsaye Committee Report, there is a need for a systematic institutional rationalisation in the public sector, rooted in a properly defined role of the state to eliminate redundancies, duplication and overlapping of MDAs functions and an appropriate PPP interface targeted at revolutionising service delivery within a deepened SERVICOM framework.
- v) Re-professionalisation of the artisans corps to institute new labour standards and work culture.

- Apart from the general concern with professionalism and professional conduct in the public administration literature in Nigeria, emphasis on the role of workplace spirituality in the enhancement of productivity and performance ought to constitute an issue of ongoing research. The virulence of religion in Nigeria makes this issue a critical research interest. Pertinent questions that can motivate the research will include: If religion is supposedly so virulent, should it be introduced in the workplace as a factor in performance? What is the relationship between religious and spirituality? Does spirituality in the workplace exclude religious manifestations? Does religion/spirituality matter in the workplace? Is there a conceptual and/or

empirical relationship between spirituality and workplace performance and productivity?

- There is also the fundamental urgency of researching into Nigeria's irreducible administrative document, the National Strategy on Public Service Reform (NSPSR). I have elsewhere outlined why this document is irreducible: First, it is a document that incorporates the critical lessons learned from the public service reform efforts undertaken since 1999. It is therefore a document prepared to succeed in the transformation imperative. Second, this document also recognises the imperative of a reformed civil service in the achievement of the Vision 2020 macro-economic policies of the Nigerian Government. There is therefore a need for an interdisciplinary collaboration between academic and administrators to take apart this document in a bid to make it stronger, as well to connect its strong institutional points to a policy architecture regarding the public service and the democratic imperatives in Nigeria.

- This next point follows necessarily as a research focus. This has to do with the capability readiness of the Ministries, Departments and Agencies (MDAs). These are the engine houses of the public service. They are the nodal points at which policy becomes translated into implementation dynamics that translate into democratic goods and values. Why are they not working at optimal capacities? This is the starting point of cogent and energetic administrative-academic research. The research dynamics must commence by diagnosing existing cultural norms, ethos and business models which the MDAs operate and which hinder their optimal functionality. It must then move on to extant models and templates that could be empowering within Nigeria's unique administrative context. For instance, This process of culture change entails searching beyond surface-level

signals for the deepest assumptions that staff take for granted, critically analysing these assumptions and commencing a serious alteration of their most troubling aspects, following a 5-way process:

- i. Changing performance metrics and incentives by focusing on the service's performance evaluation system and specific individual requirements to the strategy implementation.
- ii. Building new capability with pilot projects managed by multi disciplinary task forces to give staff opportunities to experiment with new tools, technologies and work processes to confront identified performance problems.
- iii. Bringing in new people with specialist but unique expertise to dilute current work culture, enable skills transfer and create new horizons of possibilities for learning and orientation.
- iv. Strengthening learning infrastructure using benchmarking tools.
- v. Creating avenues to brainstorm on ideas for performance improvement and envisioning new approaches to doing things that have proven reliable and need to be institutionalised.

• Whatever gains we may achieve in public service reform and innovation would have amounted to absolutely nothing if we neglect to factor corruption—administrative and political—into our reflections on the efficient capacitation of the public service for the sake of democratic governance. This then implies the urgent need for research to intervene at the connecting juncture of democracy, public service and anti-corruption dynamics. What does corruption entail for democratic governance? In what critical senses can an anti-corruption regime stem the decline of the public service into undemocratic tendencies? What are the very wrong assumptions of the anti-corruption policies themselves?

Reform Agenda as Professor of Public Administration

Mr Chairman, permit me, before signing off, to perform one fundamental assignment required of me as a professor of public administration at the Lead City University. And this is to briefly set before this august audience, and before my employer, the agenda which I hope will form the basis of my teaching template at the intersection of theory and practice at this great University.

A professor owes his or her appointment to the Vice Chancellor and the University's Council. He or she is appointed to serve as one of the dimensions of the global intellectual face that the university presents to the world, in the context of internationalisation that attracts both students and multi-dimensional collaborations. In the case of someone coming from practice, the case is even more significant as such a professor enables the university to make a stentorian claim that it is aware of its roles and responsibilities to its multiple communities, and that it is sufficiently capacitated to facilitate dynamic interactions and collaborations that makes it truly a fertile ground for creative thoughts, insights, ideas, interventions and innovation. Most importantly, a professor's impact must mostly be felt on the academic and intellectual life of the university community. I have had the good privilege of being at the very center of the theory-practice dynamics since I joined the Nigerian civil service in the early 1990s. From then till now, and despite my retirement, I have been drawn into the robust and energetic public administration scholarship and professional practice whose foundation was laid by worthy administrators and scholars like Chief Simeon Adebo, Professor Ladipo Adamolekun, Chief Jerome Udoji, Prof. Adebayo Adedeji and many more like them. Even though I was a very reluctant inductee into the Nigerian administrative vortex of the 90s, I have benefitted immensely through the dysfunction and achievement of this most resilient of all administrative systems. My insertion point into the

public service system was a very active period in its evolution when administrators in Nigeria were concerned with the rhetoric, dynamics and implications of policy implementation as the basis for establishing solid governance framework for Nigeria, and for undermining the Big Bad Bureaucracy that had limited the governance gains of the nation. This energetic implementation research focused on how both the context and factors affecting the implementation of policies and programmes of government enable us to understand the 'what', 'why' and 'how' policy interventions work in real and complex settings. It also enables the deployment of problem-solving techniques to improve the outcomes of such implementation programmes.

By 1992 when I joined the public service, the ferment of the discourse on the implementation dynamics for public policy implementation was already underway, especially around the contentious aspects of the notorious Decree 43 of 1988. By 1994, the Allison Ayida Review Committee was inaugurated to critically examine the reform assumptions, recommendations and implementation programmes of the Dotun Phillips Study Report of 1984. In the Nigerian reform literature, the Ayida Review Committee has the infamous record of having reversed the essentially managerial philosophy, assumptions, and projections of the Phillips Report. It is therefore on record that we owe the reconstitution of the old bureaucratic tradition before the advent of managerialism to the Ayida Review Committee. At this point, even the gains of the Udoji Commission recommendation for a managerial reconstitution of the public service in Nigeria were totally lost.

By 1995, I got my opportunity for a real induction into the complex workings of the administrative atmosphere when I was appointed as the Deputy Secretary to the White Paper Panel under the chairmanship of Alhaji Moibi Shittu. My desk responsibility was to

oversee the implementation of the public service reform, especially for the re-establishment of the Office of the Head of Service of the Federation (OHSOF). From this point forward, I have benefitted from several positioning. One of the most eventful of these was my appointment as the Head of Policy Division and Coordination of the Education Sector Strategy and Change Team (1999-2002).

One of my critical initial observations, which eventually moulded my theory-practice dynamics, was that the ongoing administrative conversation at the time I was introduced to administrative professionalism was more of a revisionist longing for the notion of the glorious public service from the 1960s to 1975. What was missing was a vibrant public administration interface that explores the complex relationship between theory and practice of the public service especially within a politically charged administrative context like Nigeria. This was my initial intellectual diagnosis. The administrative diagnosis came from my observation that there was an urgent need for a system-wide rejigging of the policy architecture as well as the dynamics of rules and regulations in a manner that will transform the change management framework for achieving successful implementation programmes of the government. This is because implementation of policies and programmes within an integrated service with a service-wide single framework of rules, standards and regulations would always give life to any desire for change management.

My meetings with the late Prof. Adebayo Adedeji and Chief Olusegun Obasanjo led to my deployment to the Management Services Office in 2002, as the Technical Head of the Strategic Planning Team on public service reform. It was only a short step from this responsibility to my appointment to the Expert Working Group of the African Union Conference of African Ministers of Public/Civil Service

(CAMPS) that developed the reform strategy document known as the African Public Service Charter. As the technical head of the Nigerian public service strategic team, I had the support of the Nigerian government as well as technical support of international development agencies to understudy over 30 public services across the globe.

The administrative dynamics involved in the design of the public service reform document gave me several unique leeway that enabled some significant institutional designs that have continued to play fundamental roles in the Nigerian reform processes and procedures. I am proud to say I played a critical part in the conceptualization and emergence of the Bureau of Public Service Reform (BPSR) for which I served as the pioneer Director of Programmes. The BPSR was therefore positioned for the completion of the national strategy for public service reform in 2003. It was also at this desk as the director of programmes that I got the many opportunities for technical and administrative responsibilities from the United Nations General Assembly to the UN-ECA and CAFRAD, all of which added to my immense experience and expertise, especially with best practices and how they could be intersected with the African and Nigerian administrative realities. Becoming a permanent secretary made it possible for me to achieve some latitude that facilitated the transformation of some of my reform conceptions and ideas into reality.

Mr Chairman sir, permit me to outline a few of the technical/administrative policy *coups* I championed and achieved as a public service professional.

At the Ministry for Labour and Productivity, I led the technical process that successfully conceptualized and developed the document that encapsulates the national productivity model for Nigeria.

At the Ministry for Youth Development, I not only participated in several national e-governance strategy development programmes, but I also initiated the technical processes for the documentation of youth development strategy.

I have also, at various multi-sectoral levels, been involved in the implementations of many MDAs restructuring and change management exercises, including at the State House where I was first the Special Adviser to the Head of Service of the Federation, and then later as permanent secretary between 2011 and 2012.

I have had the benefit of consulting for over a dozen international development agencies and partners—the World Bank, UNDP, UK-DFID, USAID, UNICEF, UNESCO, the Commonwealth Secretariat and many others. These are all organizations that have at one time or the other engaged with Nigeria and other African countries on administrative and governance reform matters.

My expertise as a public service reform consultant on public sector projects has also availed me of critical interfaces with the public and the private sectors to which I serve as Consultant/Facilitator at Accenture, KPMG, Pan-African University/Lagos Business School, PricewaterhouseCoopers (PwC), and many others.

My membership of professional associations also facilitated a deep community of administrative experience of administrative gatekeeping. These associations include: Nigerian National Institute of Management Consultants of Nigeria (NIMCN), Nigerian Association of Public Administration and Management (NAPAM), African Association for Public Administration and Management (AAPAM), Commonwealth Association for Public Administration and Management (CAPAM), Chartered Institute for Personnel Management (CIPM), National Institute of Management (NIM),

National Economic Society (NES), Institute of Public Administration of Nigeria (IPAN), and the International Institute of Administrative Sciences (IIAS).

And certainly not the least: I have attended executive management courses at the Lagos Business School, the Kennedy School of Government at Harvard University, the Royal Institute of Public Administration at the UK School of Government, the Lee Kwan Yew Institute for Policy in Singapore, Management Training Institute in New Zealand, etc. I have also been a guest lecturer at Administrative Staff College of Nigeria (ASCON) for 11 years, and also for many years at the Centre for Management Development (CMD), the National Institute for Policy and Strategic Studies (NIPSS), African Training & Research Centre in Administration & Development (CAFRAD).

This is definitely not an excursus into self-glorification. I am now an employee that is duty-bound to convince my employer that their investment in me is not for naught. These expert portfolio, administrative acumen and reform credentials are what I am gladly bringing to the table, with all sense of responsibility.

In this regard, I consider my fundamental objective to be the need to grow a full-fledge and multifocal interdisciplinary dynamics at LCU that brings together colleagues and students, as well as significant others and collaborators across the world. This interdisciplinary matrix will reach out from the Faculty of Management and Social Sciences to other faculties at LCU in a wide-ranging discursive template that will be anchored around the three levels of issues that my reform and administrative scholarship has unearthed as being significant to not only the rehabilitation of the public service in Nigeria, but essentially the Nigerian national project of integrating Nigerians

of various religious and ethnic persuasions into one integral whole and facilitating their well-being. These three levels are:

- a. The first level is the material/infrastructural level which includes the system of production, distribution, consumption and exchange.
- b. The second level comprises of the institutional dimension involving the system of institutions, organisations, the procedural mechanisms underlying democracy and so on.
- c. The third, super-structural level involving social relations, culture, values, beliefs and attitudinal orientation of the people.

Discourses and discussions on these three levels demand the interdisciplinary interventions of many academics, intellectuals, scholars and professionals in a unique way that enables the Faculty of Management and Social Sciences and I to commence the building of a community of theory and practice that leverages on vast national, regional, continental and global networks, collaborations and experiences as a means of engaging with the three levels of reflective, intellectual and professional thinking about Nigerian and her democratic experiment.

Signing Off

The Nigerian Civil Service, since its inauguration in 1954, has been long in the task of reinventing itself as a world class institution inextricably involved in the task of national development. Yet, it does not deserve to be rejected as a big bad bureaucracy. The civil service system in Nigeria, since its inauguration, has weathered many administrative storms and political downturns; from military misadventures to civilian corruption as well as its own internal disruptions. Yet, it is a testimony to its tenacity that it is still standing,

and still involved in the task of unravelling the infrastructural and administrative issues in democratic governance in Nigeria.

Is the public service and all its apparatuses irreformable? A good answer to this question requires a good combination of empirical solidity and optimistic assessment. I am too much of a reformer to dismiss the civil service system in Nigeria as irreformable. This is a system I have studied and theorised for many years. There is no doubt that the Nigerian Civil Service has made several and critical mistakes that have set it back many years and prevented it from building on the historical and administrative gains of the past. I still shake my head in impotent exasperation any time I think about the lost opportunity afforded by the Udoji Commission Report of 1974. I still get the jitters when I remember the 1975 purge of the civil service and the culture of graft it surreptitiously introduced into the public service today (we are still battling with the negative consequences of this terrible policy mistake).

While this is not the best the system can be, it is also not the worst available. Indeed, it is to the credit of successive governments in Nigeria that we can still talk of the civil service system. They have invested policy and reform energies in ways that keep pushing the system to do more. With the National Strategy for Public Service Reform (NSPSR), we now have what I have called an irreducible document that interrogates the historicity and administrative trajectory of the public service in Nigeria into a critical framework for action. I think it is already too late to give up on the public service in Nigeria. It is not perfect yet but a work in progress with a destination worth believing in. I have dedicated a huge chunk of my life to the conviction that the Nigerian Civil Service has a future worth labouring for. The essence of this professorial responsibility, for me, is to further interrogate ways and means by which this huge

administrative and policy laboratory can be reengineered to make for a good and democratic government in Nigeria. It took me a long time to come to this conclusion, but I believe that if the public service system fails in Nigeria, then all else have failed. This belief, if you all share it with me, makes us all stakeholders in the successful transformation of the public service. It is an institution we inherited, but it is an institution that has the latent potentials to transform our lives.

I sincerely thank you all for your attention.

Acknowledgments

Life and accomplishments are made possible by a host of people—families, friends, relatives, colleagues and many others—whose life histories intersect your own at one point or the other. I cannot possibly mention all those who have had positive impacts on my life over the course of my growth and maturation as a man, husband, father, scholar, civil servant and son of God. If I fail to mention your name, kindly take solace in the fact that my standing here today is an embodiment of my eternal gratitude for your awesome contribution to my making.

The Supreme Being of the Universe—Alpha, Omega, Almighty—deserves the first level of gratitude. What I have achieved today is essentially the reflection of His continual glory in my life. But this is not just the usual acknowledgement of God's goodness in my life. This is a testimonial of the intervention of the Almighty in my life. Without the mighty hand of God, I definitely would not be standing right here in front of this august audience, professing my scholarship of many years.

I am sure many of my teachers, classmates, friends and even siblings, will be shocked by this testimony, which I am telling for the first

time. Around 1976 when I was in Form 4 at the secondary school, I was struck with an ailment which appeared at first, and was indeed taken by my parents, as a spiritual attack. I was already a voracious reader then. In secondary school, I went by the name "A-Level". During my Higher School Certificate (HSC), my sobriquet changed to "professor." But all these were threatened by the ailment that ensured that after about forty minutes of intense reading, my brain will begin to throb fiercely with intense and indescribable heat and headache. My usual remedy was to wrap privately, without anyone ever noticing, ice blocks round my head and get some sleep before my brain will sufficiently cool down for me to return to reading. It appeared as a little medical issue until it eventually escalated, and my poor parents became extremely disturbed. I remember seeking medical advice from Mr. (now) Prof. Adesola Ogunniyi, who was at the time in the medical school.

After different medical interventions became futile, my parents resorted to spiritualists and prophets. The intense medical attentions from one general physician to a specialist psychiatrist became so overwhelming that life became ultimately meaningless. In that condition, my academic work through School Certificate to HSC and at the university became a deeply harrowing experience that I was faced with the trauma of an untimely end to my bludgeoning aspiration to be a scholar. At this existential point, suicide was never far from my thought, until I discovered student unionism and activism as a side attraction to escape a looming disaster. This went on unabated until 1985 when my brother, a medical doctor, Dr. Ojefemi Aboyade, returned from England where he had gone for his postgraduate medical training with a drug that I began using immediately I returned from the National Youth Service Corp (NYSC). Alas, I did not take notice of the name of the drug, and it also took me several months before I could be convinced that the

ailment was truly gone. I then returned to the University of Ibadan for my Masters. This was the first time, after about ten years of harrowing brain trauma that I could testify that I effectively submerged myself in real studying. Since then, I have been in a kind of intellectual struggle to regain the "lost years" I spent battling the traumatic painful head affliction. I believe that I brought that intellectual struggle to bear in my thirty-year career to make sense of the civil service system and how to make government work better than it is presently doing. I owe the Almighty this testimony.

I remember my parents - late Pa Festus Adeyemo and Mama Beatrice Okebola Aderinola Ajile Olaopa, who thought it a wise decision, in the foresighted tradition of Aáwé, to send me to school. Though not here today but I say, "your investment has eventually paid off." I also sucked nourishment from my numerous siblings, uncles, aunties, nieces and nephews who all painted the filial mosaic that gave me beauty today. I particularly remember my late brother, Mr Timothy Adebayo Olaopa, who brought me up as a little boy, after I had joyously gone through my formative years with my grandmother, Mama Munirat Apinke Olagunju.

I was nurtured by many teachers right through Awe High School, Olivet Baptist High School, and the University of Ibadan where I cut my academic teeth in thorough scholarship and character. Here I like to express deep appreciation to my Government and Economics Teacher at Awe High School, Mr. Oyewo from Akinmorin (aka Commodity), who impacted indescribably on my generation of students. When I remember my stay at the University of Ibadan, I knew with hindsight that it was for a reason that the Lord brought me in contact with the world class brains I met on ground. These were the best that anyone with the thirst I had, could have. In Political Science, I had the likes of Professors E.U. Essien-Udom, Peter Ekeh,

Busari Adebisi, John A. Ayoade, J. Bayo Adekanye, Tunde Adeniran, Larry Ekpebu, Alex Gboyega, Femi Otubanjo, Fred Onyeoziri, Bayo Okunade, Adigun Agbaje, late Kunle Amuwo, Eghosa Osaghae, O. B.C. Nwolise. In Philosophy, I was nurtured by Professors Peter Bodunrin and Godwin Sogolo. I met Professors Ojetunji Aboyade, Ademola Oyejide and M.O. Kayode in Economics, Prof. Akin Mabogunje in Geography, Professor Onaolapo Soleye in Sociology and Professor Bolanle Awe in History. All these were complemented by the major life lessons I learnt from my Aáwé forebears and predecessors like Dr J.A. Adegbite, Professor Ojetunji Aboyade, Rev (Dr.) S.T. Ola Akande of the Nigerian Baptist Convention fame, Professor E. Latunde Odeku, Prof. Adesola Ogunniyi, and many generations of scholars, professionals and entrepreneurs who fuelled my aspiration to keep moving up in life in excellence.

I met with a lot of goodwill when I reluctantly, due to existential pressure of keeping soul and body together, joined the Nigerian Civil Service. Providence brought late Prof. Ojetunji Aboyade my way. It was with his challenge that I see myself as a critical change agent who is ready, against daunting personal and institutional odds, to stand my ground for the reforms I believe in. I am grateful to him for inspiring my sense of service and conviction that a career in the civil service was a great opportunity. Chief Simeon Adebode constitutes another story thread that makes my life and career a worthwhile one. He also counselled that my conviction to research the civil service as an insider was for him a dream come true, in spite of all the resentments that attended the unrewarding labour in the academic trenches. I thank Professor Akin Mabogunje for the keen interest he has shown in my research and maturation. He introduced me to HE Chief Olusegun Obasanjo, GCFR, who, as President of the Federal Republic of Nigeria, immediately deployed me to provide technical leadership to the 2003 national strategy for public service

reform. That was an experience that immensely contributed to my growing expertise in reform management, and deepened my research for the doctorate. Other mentors who have influenced my life and career trajectory one time or the other include; Dr Michael Omolayole, Professor Tunde Adeniran, Prof. Pat Utomi, Bishop Matthew Hassan Kukah, Alhaji (Chief) Moibi Shitu, Senator Ibrahim Ida, Alhaji Lele Muhtar, Prof. David Iornem, Prof. Isawa Elaigwu; late Prof. Kayode Ogunmoyela and Prof. Gbenga Ogunmoyela, my brothers-in-law, and the entire Ogunmoyela clan of Ifon, Ose LGA of Ondo State, in whom I am well pleased, and many others.

I never can forget Prof. Ladipo Adamolekun who was my thesis supervisor at the Commonwealth Open University, UK. He has not only been a strong and constant feature in my life, but has equally been a mighty intellectual avatar to whom I find myself responding, most of the time. I doff my hat to Professor Femi Otubanjo whose many roles in my life has been significant and beneficial. He was also the person that recommended me for the job of Research Assistant to the late sage, Chief Obafemi Awolowo, while I was still a graduate student at the University of Ibadan. My standing on this podium today owes a lot to his belief that his student has arrived on a scene he strode colossally.

Sometimes in 1999, I was at a workshop for Directorate Level Federal Officers. That was when I came to the notice of late Professor Adebayo Adedeji. After that contact, our relationship was never the same again. He not only made me deliver his 70th Birthday Lecture, but most importantly, he was the one who single-handedly introduced me to the community of practice and experts in public administration in Nigeria. I also remember Professor Said Adejumbi of the UN-ECA and Amb. (Dr.) Adeyemi Dipeolu, Economic Adviser to the President, who have done a lot to provide for me many intellectual

platforms around which many of my ideas about reforms in Nigeria and Africa have been forged in the cauldron of rigorous and engaging debates and discussions. Professor Bayo Okunade is outstanding because he never failed to apply the uncomfortable prod that stimulate my desire to publish my ideas. Late Professor Olusegun Oladipo was a bosom friend and intellectual partner. Though he left the world too soon, he deepened my philosophical quest for ideas and paradigms. Dr. Adeshina Afolayan has remained a reliable research companion in measures that I cannot appreciate enough. I am indebted to a number of bosses, bureaucrats and seniors in the civil service who provided me with ample administrative space to flourish at different times. Space will only allow me to mention just a few—Senator Ibrahim Ida, Mr. Moses Akpobasah, late Mr. Sunday Babalola Ajulo, Alhaji Mahmud Yayale Ahmed, Mr Stephen Oronsaye, Professor Oladapo Afolabi, Dr. Goke Adegoroye, Barr. Dauda Kigbu, Amb. Joe Keshi, and many others. I am grateful to late Prof. Kunle Amuwo, Dr Ojefemi Aboyade and Elder and Dr (Mrs) Joseph Abolarin for their insistence that I earn a doctorate even when I thought it was already too late for me. I like to also appreciate a number of friends who have been sources of encouragement and inspiration, including Mr. Gani Olagbohunmi, Femi and Bimpe Oye, Prof. Victor and Mrs. Ify Chukwuma, Pastors Pade Davies, Rotimi Ojo and Wale Akande.

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to perform. To Prof. Falola, I remain ever so indebted. To the eminent intellectuals, scholars and the entire management of the esteemed Lead City University who found me qualified, acceptable and eventually ratified the appointment, I extend heartfelt gratitude and appreciation. Here, I pay sincere homage to Professor Gabriel Ogunmola, the Chancellor, Professor Babajide Owoeye, Pro-Chancellor; Professor Aderemi Kabir Adeyemo, Vice Chancellor; Dr (Mrs) Oyebola Ayeni, Registrar, and the other leading lights of the Lead City University for our shared visions and aspiration, and for our collective experience in educational management.

I cannot fail to deeply appreciate my family at the Ibadan School of Government and Public Policy (ISGPP). This appointment is received on the behalf of all who lend their capacities and competences to the vision of researching the Nigerian state and its public service apparatuses in order to make it more efficient and effective. I want to specially appreciate my old HSC teacher and later my undergraduate lecturer, Prof. Bayo Okunade, and the intellectual pillars behind the ISGPP, Prof. Akin Mabogunje, Prof. T. Ademola Oyejide, Prof. Adigun Agbaje, Prof. Ayo Olukotun, Prof. Olabode Lucas, Prof. Olabisi Ugbebor, Prof. Kuta Yahaya, Amb. Ayo Olukanni, Dr. Kolade Mosuro, Mr. Bankole Olayebi, Prof. Babatunde Oyedeji, Dr Akeem Amodu, Dr Tunde Oseni, Mr. Feyi Ijimakinwa, as well as to Dr. (Mrs.) Louisa Bassej-Andah and the entire staff of the ISGPP for their dedication and commitment to the vision and the mission. Last and definitely not the least, I have the fortune of living all my life with Olufunlola Modupe Olaopa (nee Ogunmoyela), a woman who constantly challenged me to serve God better and to love her more and in faithfulness to the vow we took together many years ago. It is the dedication to this wonderful woman that saved me from life's many distractions. I am equally blessed with three beautiful children—Opeyemi and Olanrewaju Taiwo, Ademola Olaopa and

Ifeoluwa Olaopa as well as my little angel, Jaden Ademide Taiwo—who constitute everything one would ever desire in children. They calmly and lovingly bore my consuming passion for scholarship and the heavy demands of civil service work while at the same time tasking me to be the best daddy I could ever be.

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Biodata of PROFESSOR ADETUNJI OLAOPA

Professor Tunji Olaopa was born in Awe, Afijio Local Government Area of Oyo State on the 20th of December, 1959, to late Pa Festus Adeyemo and late Mama Beatrice Okebola Olaopa. He attended Demonstration School, Sango Otta, for his primary education and, Awe High School, Awe and Olivet Baptist High School, Oyo, for his secondary education. A 1984 graduate of the University of Ibadan, Prof. Olaopa holds a Bachelor of Science (B.Sc) Honours degree in Political Science, Master's degree (1987) in Political Theory and a Doctorate degree in Public Administration (2006). Following a short stint as graduate assistant, and in management consulting practice and policy research from 1984 to 1988, Olaopa joined the Directorate for Social Mobilization (MAMSER), Lagos State as Principal Research and Political Education Officer and Head of Department in 1988. At the invitation of the Office of the President, Aso Rock, Abuja in January 1992, he joined the mainstream civil service as Speech Writer and Policy Analyst in the Office of the President, doubling as Chief Researcher in the Presidential Advisory Committee (PAC) from 1992-1994.

As a career bureaucrat, Olaopa served the Federal Government in various capacities. He was the Assistant Director/Deputy Secretary of the 1995 Allison Ayida led White Paper Panel for Nigeria's Public Service Reform, taking up thereafter, desk responsibility for reform programme implementation in the General Services Office of the Office of the Secretary to the Government of the Federation. He also served in the Economic Affairs Office and Secretariat of the Vision 2010 design. During this period, he was seconded to understudy the General Assembly of the United Nations in New York and a number of US notable Think Tanks including the Brookings Institution and American Enterprise Institute, Washington D.C. in 1998 and 1999. In July 1999, with the return of civil rule, he was

deployed as the Coordinator, Education Sector Analysis and Head, Policy Division, Office of the Minister in the Federal Ministry of Education, where he served until 2002 when he was redeployed to the Presidency as Deputy Director/Head, Technical Secretariat, Reform Strategy Team, Management Services Office. Upon the launch of the 2003 National Public Service Reform Strategy and the establishment of the Bureau of Public Service Reforms (BPSR) in 2003, he was appointed the pioneer Director of Programmes of BPSR.

In 2000-2002, he served as Member/Secretary to the Presidential Committee on University Reform and Autonomy, Member, Technical Study Team to Colorado to revive the Nigerian Students Loans Scheme, to Washington D.C. to negotiate technical support to revive the National Open University, Member, UNESCO Working Committee on Education Sector Analysis and Basic Education, among others. At different times between 2006 to 2010, he served as Special Assistant on Reforms to the Head of the Civil Service of the Federation, Director of External Linkages and Reforms Department, Office of Head of the Civil Service of the Federation as well as the Director, MDAs Department, Bureau of Public Service Reforms from where he was appointed Permanent Secretary in the Nigerian Civil Service.

During his 15 years tenure on public service reform desks, he served on many continental expert teams including the African Union Commission (AUC) Experts Work Group that developed the public service reform strategy for Africa called African Public Service Charter (APSC), developed in Algiers, Algeria and validated in Namibia and Pretoria. As permanent secretary, he served in that capacity in the Career Management Office, the State House, Federal Ministry of Labour and Productivity, Federal Ministry of Youth Development,

before ending at the Federal Ministry of Communications Technology where he retired in November 2015.

Upon his retirement, he established the Ibadan School of Government and Public Policy (ISGPP) on the 1st of February, 2016. He was appointed Professor of public administration at Lead City University, Ibadan on the 17th of April, 2018. He had served as Member, Visitation Panel to LAUTECH, Ogbomosho and he is, at present a member of the Governing Council of the Technical University, Ibadan.

Prof. Olaopa's about three decades career in the Nigerian Civil Service was replete with seminal contributions in almost all dimensions of the civil service especially its reform strategy formulation and implementation designs and Implementation. As Permanent Secretary in several key positions, Dr. Olaopa contributed to fashioning key institutional frameworks such as the development of the National Public Service Reform Strategy (NSPSR) and the conception of the Bureau of Public Service Reforms (BPSR) in 2003 and the National Strategy for Public Service Reform (NSPSR) in 2009, the facilitation of the National Productivity Model as a framework for paradigm shift in productivity management, industrial relations and remuneration in 2013, facilitation of the process to institute performance management system and professionalisation of the human resource function in the public service both in Nigeria and in Africa via the AUC African Public Service Charter between 2006 to 2011, the National Youth Development Strategy known as the National Accelerated Youth Development Programme (NAYDEP) in 2013.

Prof. Olaopa has undertaken numerous special technical assignments: In 2008, he chaired the Review of Submissions by agencies for Innovation Awards' nomination to the AAPAM, AU Africa Innovation

Award and CAPAM and United Nation's Awards. Still in 2008, he served as a member of the Expert Working Group of the Ministerial Bureau of the 5th & 6th Pan African Conference of Ministers of Public/Civil Service on Continental Capacity Development Initiative and the Long-Term Strategy on Implementation of the Continental Governance & Public Administration Programme. He was Reviewer of United Nations—ECA Study Report on Innovation & Best Practices in Public Sector Reforms in Africa conducted by a team of African experts in 2009. He was United Nations Technical Adviser to the Government of Zambia in support of the 2016 Annual Roundtable Conference of AAPAM in Lusaka. He was Chairman, Head of the Civil Service of the Federation Special Review and Implementation Committee on Performance Management in the Federal Civil Service in 2009. He combined this assignment with being a member of the Technical Advisory & Standardisation Team on the Capacity Building Programme of the Federal Government. In 2010, he was a member of the African Capacity Building Foundation (ACBF) Expert Panel & Network. He was also a speaker at the plenary session on 'Emerging Innovations in the Public Sector' at the 2010 Commonwealth Association for Public Administration & Management (CAPAM) Biennial Conference held in Malta. He was a Guest Speaker at the 1st Liberia's Public Service Day Public Lecture in Monrovia, Liberia and at Lagos State Public Service Day 2013 and at the Summit of Heads of Services of the South West Nigeria in 2014. He was invited in 2012, by the Government of Tanzania and CAFRAD, as Speaker/Technical Reviewer of Tanzania Five Year Development Plan (The Public Service Implementation Capability Readiness Component).

Prof. Olaopa is a member of the Board of Trustees of Lead City University, Ibadan. Since 2004, he has been a guest lecturer at the Administrative Staff College of Nigeria (ASCON), Badagry, the Centre for Management Development (CMD) and the National Institute

for Policy and Strategic Studies (NIPSS), Kuru, Jos. He has also Facilitated Courses at the Pan Atlantic University/Lagos Business School, Lagos since 2009. He has remained a member of the International Youth Fellowship (IYF) Advisory Committee of the Ministers of Youth/Education World Forum, Seoul, South Korea since 2013.

He holds the membership of different professional bodies including the United Kingdom Institute of Management Consultants, Fellow of the Nigerian Institute of Management Consultants (IMC-N), Institute of Public Administration of Nigeria (IPAN), International Institute of Administrative Sciences (IIAS), Commonwealth Association for Public Administration and Management (CAPAM), African Association for Public Administration and Management (AAPAM), National Association for Public Administration and Management (NAPAM), Nigerian Chartered Institute for Personnel Management (CIPM), National Institute of Management (NIM), National Economic Society (NES), and National Political Science Association of Nigeria (NPSA).

A seasoned researcher, trainer, prolific writer and public service reform expert, Professor Olaopa has utilised his extensive theoretical knowledge and critical expert-insider experiences extensively. This blend of theory and practice has yielded a solid base for his profound scholarly contributions. He has authored a dozen (12) major books, thirty (30) monographs, one co-authored book, 20 articles in peer-reviewed journals and several essays, chapters and articles in conference proceedings. He has to his credit dozens of contributions to official technical reports, strategy documents and White papers. He is also an avid public analyst and columnist with numerous newspapers commentaries on literature, arts, the civil service, the Nigerian economy, as well as academic and intellectual culture, amongst others.

Prof. Olaopa is a recipient of many honours and awards. He was honoured as; One of 50 Nigerians of Integrity by The Guardian newspaper in 2011 and in 2012, he received the Dr. Kwame Nkrumah African Distinguished Public Service Order of Merit Award. The 2015 National Productivity Order of Merit (NPOM) Award was conferred on him by His Excellency, President Muhammadu Buhari, GCFR, on the 20th Of August, 2015. He was awarded a Senior Fellowship of the Nigerian Leadership Initiative (NLI)/Yale University Fellowship in 2015; Honorary Doctor of Science (D.Sc) of Lead City University in Public Administration in 2015; Award of Excellence of the Nigeria's Institute of Physics and the Nigerian Historical Society in 2016; Fellow, Institute of Management Consultants of Nigeria in 2016; University of Texas at Austin's Thabo Mbeki Award for Distinguished Public Service and Scholarship in 2018, among others.

Prof. Olaopa is married to Funlola, his wife of 31 years, and they are blessed with three children; Opeyemi (and Olanrewaju Taiwo, son-in-law); Ademola Olaopa and Ifeoluwa Olaopa and a grandchild, Jaden Ademide Taiwo.



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