FOCUSING BEYOND THE STIGMA OF BUREAUCRATIC INEFFICIENCY TO BUIDING A COMPETENCE BASE BUREAUCRACY IN NIGERIA: THE IMPERATIVE OF TRAINING.

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Abstract.

One of the major challenging to the effective working of the Nigerian state has been the gross inefficiency associated with its public bureaucracy. This is not to say that there are no good hands to effectively carryout assigned task on the contrary the problem has been that of using inappropriate methods to meet current challenges; the result has been failure due to incompetence. The failure of the bureaucracy has had serious consequences on the development process of Nigeria thus, necessitating the applications of series of reforms to correct the problem, yet neglecting the imperative of taking seriously the relevance of continuous training of bureaucrats. From the 1970s to date, the various government have fared well on promises of taking the issue of creating an enabling environment that will facilitate staff training but have failed in actual implementation thus complicating the whole situation. This paper using the documentary and analytical method has attempted to examine the concept of training and its utility to improving workers competence in the worker place vis-à-vis the challenges that are undermining effective training programs for the Nigerian bureaucrat.

Introduction and Background to the Paper.

Government is a pretty crucial institution of the state especially if it takes on a governance dimension that actively incorporates and integrates the people in the mobilization and utilization public resources for the good of the citizenry. Government is the mechanism through which ordered rule is maintained; the machinery for making and enforcing collective decisions in society and elsewhere (Heywood, 2006:424). Government is personified by the legislature, judiciary and the executive all combining to define the authoritative allocation of values in any given society. Of these three arms of government, the executive arm is vested with enormous powers for state administration. The executive arm of government subsumes the public bureaucracy; it is essential in the control and supervision of its public bureaucracy in the administration of public policies. The effective administration of public resources requires knowledge which is necessary to strengthen bureaucrats' competence in the discharge of their constitutionally assigned responsibility.

Competence relates to the build-up of knowledge and skills of an individual that enables him/her to perform assigned responsibility with precision and tact to meet expected target. Built-in competent is important not only to the individual worker but helps reduce the supervision task of the superordinate as it releases him to respond to other responsibility of equal organizational importance. It is also a good mechanism for succession training and promotion as well as a gold standard for measuring training effectiveness. The relevance of this tool to public bureaucracy and governance cannot be underestimated. However with the politicization of the Nigerian bureaucracy and the elevation of mediocrity in public

service, civil servant competence was thrown overboard reflecting in the abuse of public service ethos and poor standard of state services.

All things being equal, bureaucratic value imposes on the bureaucrat to act professionally with absolute commitment to the public interest within the framework of bureaucratic neutrality, anonymity, impersonality and fairness. In the performance of his /her public duty, the bureaucrat is to always tactly balance the sometimes conflicting and challenging interest of politicians and the general public. These codes of ethics are to engender in bureaucrat a sense of duty that stands the bureaucrat above personal preference (Agba, et. al. 2008). Unfortunately, the regimes under which the Nigerian bureaucrats served over the passing years promoted a bureaucratic culture that was contrary to the norms outlined above. The various government attitude at those times mirrored above supported behaviours in public servants that undermined the strengthening of the fundamental character and elements necessary for a competence public servant as standard required for building bureaucratic efficiency were fractured. During these period the systematic training need identification coupled with the building and upgrading of skilled staff through training became very sporadic, unsystematic and poorly funded, with the training institutions showing significant signs of decay and in a shadow of their original state as such all key public institutions were under skilled and lacked the capacity to capitalize on technological changes and to modernize (Shala, 2006).

Hence, the competence needed to articulate and deliver good advice via viable policy option capable of promoting good administration and good governance for Nigerians diminished.

> Unlike its progenitor, which at its highest levels was professional, impacting meaningfully on the policy process, the Nigerian civil service today is largely content with performing a merely clerical role, and even this in a largely unprofessional manner. This ineptitude has been compounded by unabashed corruption and is often quoted as the root of the non-performance of the various governments (IDEA, 2001:140).

The stated necessity of training and retraining of bureaucrats to improve their competence was rooted more in promises than in actual practice by the government. By this disconnect, the civil service failed to develop the techno-managerial competence of their organization staff members which meant that they lack the skills and techniques necessary for efficient and effective performance (Olowu, 2006:133). The snowball effects of this disconnect on the citizens and the State was the incessant dissatisfaction with sub-standard services and financial losses that have become the certificates of inefficiency of public institutions (Ozor, 2004:255) in Nigeria.

This failure had been occasion by poor skills acquired, or the use of outdated skills to meet contemporary challenges in the public place. As Killick, (1981:43) noted the result was the use of methods that are not quantified and tested against data and the result in this case will be a hit-or-miss collection of policies and of possible large costs imposed upon the economy because of the pursuit of

inconsistent ends by inappropriate means. Hence, the inability to delivery rightly the benefits of good governance to Nigerians has precipitated the perception among Nigerians that its bureaucracy was wasteful, fraudulent and abused thereby exacerbated the popular distrust of the institutions of government itself, distrust of government size, direction, performance and power array (Henry, 2007:11-12). This has diminished to portray public administration as vital to their lives, their liberty and their pursuit of happiness (Henry, 2007: XI). As such, bureaucratic ineptitude has been fingered by students, scholars and citizens alike to have played prominently to the collapse of genuine state policies.

Thus, the inability of those at the helm of governance to check the growing incompetence had become a serious cost on the Nigerian state which called for a wholesome state reform agenda to strengthen bureaucratic competence through reforms to make it efficient and responsive. This paper therefore examines the meaning, process, value and challenges to training of bureaucrats despite its capacity to boost bureaucrats competence coupled with its potential for reducing inefficiency and improving public service delivery in Nigeria.

Public Bureaucracy: A Review of Concept and the Focus of Change Efforts Aimed at Binding the Loss ends of Incompetence.

In the extant literatures relating to public administration, sociology, economics and political science conceptual definitions abound of public administration. There are at least three themes that guides the way public administration is viewed, namely how to govern a society, secondly, the way of management and organization of the administration, and thirdly, the civil service culture (Paul, 2004). Although in some way the term get used in a derogatory manner reflecting the high level of inefficiency derived from its character of rigidity and pointless time consuming formalities: in short 'red-tape' (Heywood, 2006:357) that has made it resistant to change, thus it has become a cog in the wheel of administrative progress yet public bureaucracy is still a standing institution and the wheel upon which progressive movement of the state is made possible. That perception notwithstanding, whether public bureaucracy, civil service or public administration,

> Public administration houses the implementation of government policy and an academic discipline that studies this implementation and that prepares civil servants for this work. As a field of inquiry with a diverse scope its fundamental goal... is to advance management and policies so that government can function. Some of the various definitions which have been offered for the term are: the management of public programs; the translation of politics into the reality that citizens see every day and the study of government decision making, the analysis of the policies themselves, the various inputs that have produced them, and the inputs necessary to produce alternative policies (Wikipedia, 2011) .

Couching our understanding of public bureaucracy from these grounds, public bureaucracy then is a broad ranging and amorphous combination of theory and practice; its purpose is to promote a superior

understanding of government and its relationship with the society it governs, this is better realized where the public policies focus is not only responsive to social needs but the managerial practices involved is attuned to effectiveness, efficiency in such a manner it leads to the fulfillment of the deeper human needs of the citizens (Henry, 2007:3). This goal is functionally achieved through the time honoured principles of planning, organizing, staffing, directing, coordinating, reporting and budgeting with a focused on the implementation of public policies of government with bureaucrats vastly knowledgeable in the practice.

Drawing from the conception of bureaucracy three theories have played prominently at illuminating the nature and perception of bureaucratic institution. These theories are the rational-administrative model located dominantly within the work of Max Weber which holds to the ideals of organization structured on rule based on a system of rational rules that is opposed to traditionalism or charisma. It is from this model that the convergence thesis by James Burnham did emerged. The second is that of power-bloc model by Carl Marx which takes bureaucracy to have evolved in accordance to the specific requirement of capitalism. While the third theory is that of bureaucratic oversupply model which evolved out of the work of William Niskanen which views bureaucrats regardless of their image as public servants, to be primarily motivated by career   self-interest and thus seek the expansion of the agency in which they work and an increase in its budget (Heywood, 2006:361).

Given the divergence of these models the contesting issues about the evolving bureaucratic debate relating to its powers, political involvement and representation have mirrored its deep divide with the interest of the people rather than the point of agreement to the lay mind. That notwithstanding the bureaucratic institution

> is grounded in political legitimacy. In administrative states, the bureaucracy functions as a linkage between political bodies and the people. As administrative complexities deepens, civil servants gain more responsibility for interpreting and applying public policies and their potential impact on the quality of citizens' lives increases…to safeguard the integrity of the state, bureaucrats incorporate elements to assure neutrality and professionalism (Wise, 2007:223).

Tracing the origin of a modern public service in Nigeria cannot be divorced from colonial administration. The colonial bureaucracy (civil service) was established and fashioned to suit the nature and pattern of colonial administration. Specifically, the structuring of colonial civil service was skewed in such a manner that was highly classed with the upper echelon of the service staffed by European colonial masters, while the lower cadre was occupied by Africans of local Nigerian origin. In all intent and purpose the colonial civil service was designed in accordance to a hierarchy that reflected a master-servant relationship that was systematically mechanical.   Thus from the beginning, the Nigerian civil service concentrated its attention on housekeeping functions of the state, such as the maintenance of law and order, the application of rules and regulations, and the organization of the resources of the country

into a condition that facilitated their exploitation by private British enterprises (MAMSER, 1987:110 and Adebayo, 2000). The post colonial civil underwent a drastic restructuring that opened the avenue for native Nigerian to occupy all levels of the service as well as introduced some adjustment in the conditions of service of the civil service.

These changes nonetheless, the post colonial bureaucratic restructuring did not breach neither did it alter the traditional Weberian model of bureaucracy organization. The traditional pattern of Weber's ideal bureaucracy had the following characterization:

 i) fixed, clear understood and demarcated, division of task;

2) hierarchical means of authority based on impersonality and governed by clear rules and regulations;

3) focus on position and not the person (that is, power and authority which emanates from the position and maintains controls over other position);

4) separation of management and ownership of the enterprise; 5) clear method of hiring and promotion based on merit (Bamber and Simmon, 2001:342).

This pattern of organizational structuring captured the main spirit of organization inherent in the doctrines of the scientific management school of thought espoused the prevailing perception over management thinking in the early era of industrial development in Europe. The noteworthy rationale that dictated thinking at that time was the attainment of efficiency, standardization, quality and control over work and workers in the organization (Bamber, 2001). This form of structuring was highly mechanistic in the pursuit of efficiency in the work place consequently Weber's bureaucratic model inadvertently ignored the human-side of enterprise. This machine bureaucracy was very effective for decades in the era of mass production in which the economy of scale was the leading and compelling guideline nevertheless, with the passage of time, bureaucratic model threatened to be destroyed by its own control burden (Friso Den Hertog, 2001:64). The dissatisfaction with the philosophy, structuring and the practice of Weber's bureaucratic model was reflective in the wave of new evolving management thinking focused at redefine and attuning management to the changing demands of social, economic and political exigencies. Although it is believed that Weber's 'ideal-type analysis is considered of limited utility in designing real-world organization because it fails to take into account the vast cultural differences among society; that notwithstanding, these criticisms should not be taken as rendering the Weberian analysis useless (Rosebloom, et. al. 2009:146).

This is also drawn from the fact that its application in Nigerian, the bureaucratic institution had become grossly rigid and highly mismanaged to produce the quality of good administration the collectives aspired for in Nigeria. The prevailing pattern of corruption, abuses and resultant inefficiency further strengthened the call for and necessity of bureaucratic reforms (Takaya, 1989). The visible traces of these limiting factors had no doubt allowed the convergence of thought by both the apologist and the critics of the

Nigerian bureaucratic institution that some adjustments were not only imperative but urgently needed to fine tune the system to adopt to modern management styles (MAMSER, 1987:110). The challenges inherent in the Nigerian bureaucratic organization were brought upon it by both endogenous and exogenous factors. For the former, it was dictated purely by the element of greed and the quest for bureaucratic expansion, which brought bureaucrats great power and influence. While for the latter, it was due to the involvement of the military in government, who used the bureaucratic institution as an instrument for balancing, acceptance, representation, control and consolidation of political power in Nigeria's polity.

The direct involvement of public bureaucracy in the mainstream wave of government political power play through these roles identified above was fundamentally the main straw that fractured the competence ethos and value of Nigerian bureaucratic institution from serving as signpost and gold standard for good governance and good administration. As the contesting focus and goal of public bureaucracy was no long to serve the public interest but rather the acquisition of power and wealth as their military and political counterpart. In the struggle which was defined by the winner takes all (zero-sum-game) in a-no-holds-bar political environment outside the corridors of due process and the rule of law, developing the competence of the civil service was no longer a seriously cherished ethos.

Given this scenario, the managerial competence of the civil service wore thin and thinner as the years went by (Adebayo, 2000 and 2006 and Tunji, 2010) as typified by the gross inefficiency and poor service delivery in all of government dimension in Nigeria. There is no contesting with the fact that the diminishing strands of bureaucratic competence were quite visible judging by the quantum and frequency at which bureaucratic reforms were rolled out for implementation. While some of these reforms agenda were mere political gymnastics that were headed nowhere in the vast field of political and government confusion, others reform agenda made its marks, if not of immediate significance yet, it latter provoked the strengthening of efforts to change in some way the faulty pattern of doing government business in Nigeria.

The history of Nigerian bureaucratic reforms can be periodized into pre-1960 and the post-1960. On a comparative note, it has been observed that

> the pre-1960 reforms were carried out essentially to Nigerianize the service as well as to enhance worker's service condition; they affected the structure of the service and remunerations. Post-independence reforms were motivated by remarkably different reasons, though similarities remained in the areas of concern for salaries/wages. Concerns now shifted to achieving better management of personnel and other resources to enable the service respond to challenges in the local and on the global environment (Benson, 2010:139).

The post colonial era (1960-date) witnessed the implementation of six (6) different administrative reforms aimed at tightening the loss ends of bureaucratic incompetence and inefficiency in the administration of the Nigerian state. The reform needs of the post independent era were emblematic of the desire by the government to redefine and focus Nigeria's public bureaucracy to meet the changing dynamics and challenges of an emergent republic. Among the barrage of reforms brought on the Nigerian bureaucracy there has been a significant consensus among most scholars of Nigerian bureaucracy that the Jerome Udoji recommendations of 1972 remains a watershed and gold standard evolved and designed to promote efficiency and make the civil service result oriented (Adebayo, 2000 and Iyayi, 2004).

Strengthening the Foundation of Competence via Training.

The role and place of public bureaucracy to government is fundamental requiring the effective and competent undertaking of the functions of state administration, policy advice, articulating group interest and maintaining political stability. Specifically, the effectiveness of any public policy as a solution to any public issue it is addressing depends practically on the professional competence of the key players, their intellectual endowment, their skills and knowledge. All these variables, acting individually and /or collectively on all the identified stages of policy making, determine the rationality and therefore, the effectiveness of any public policy in promoting innovation in any society (Okoli and Onuigbo, 2010:2). Strengthening the functional competence of bureaucrats depend genuinely on the continued training they receive and the opportunity provided to express it in the process of job performance in their organization. Competence refers to a person's ability to demonstrate to others that they can perform a task, process or function to a predetermined standard; competence is all about putting learning into practice; it is about the difference between 'knowing how' and 'doing' to a satisfactory level; using predetermined standard (Cole, 2004:350). Competence could be view from the perspective of a trait, motive, skill, person's self image, person's social role all these are essential to performing a job, but is not causally related to superior job performance (Torrington, 2005:377). According to Cole, (2004) there is a linear relationship between education and competence; the linkage begins with education, training, development, to learning and culminates in competence. Competence is not an end in itself but a means to an end. It is acquired through training using a variety of tools and methodologies. Competence is the tool the bureaucrat use to add value to his capacity, the lives of the citizenry and the functioning of government in the administration of national resource. It is a symbolic instrument in the tool kit of bureaucrats which enables them to rightly articulate, aggregate and balance contending public interest in ways that conflict is significantly eliminated in the process of allocation of values among seemingly diverse groups in society. Competence is strengthened by training and the opportunities availed the bureaucrat to express the knowledge and skills acquired.

Training is a dynamic process subsuming different actors, each of which will have different interest in, influence over and ownership, development activity and outcomes in the training process. These actors include senior managers as the sponsors, who may be influenced by professional, personal, and political agendas; the business partners, as the client who are concerned about customers, competitors, and shareholders; line managers, who are responsible for performance, training and resources; participant who are influenced by their career aspirations and other non-work part of their lives; the HRM staff who are the facilitators concerned with improving best practices and lastly, the training specialist who provide professional expertise and educational perspectives. According to Torrington, et. al, (2005:363) the agendas of each of these groups overlaps on some issues and conflict on others. The basic framework for staff training is reflected in the organizations policy. Some organizations only pay lip-service to staff training in which case they prefer to recruit staff that are already trained or professionally qualified, even then, those skills must be re-tailored to organization specific area of need. but organizations that have positive policy on training are characterized by intimating their staff of the organization's shared vision including that of training, providing the enabling environment, having a supportive culture, empowering management for improved performance, developing a motivated workforce and enhancing learning (Armstrong, 2004:539).

Training mirrors the acquisition of knowledge, skills, and competence as a result of the teaching of vocational or practical skills and knowledge that relate to specific useful competences. Training has the goal of improving ones capability, capacity and performance (Wikipedia, 2011). Training is a content-based activity, normally away from the workplace with and instructor leading to, and aiming to change individual behaviour or attitudes (Mullin, 2010:502). Training takes different dimension yet, it should be adequately enough to inculcate in the individuals new ideas which have the capacity to boost effective job performance and to enhance staff promotability in the organization. Organizational training is built within the framework of redirecting the broad skills of the worker to specific needs area of the organization as well as fine tune the worker's behavior to be compatible with organizational work ethics need for the performance of the job assigned to the benefit of the worker and for organizational efficiency.

The process of determining and identifying training need and the type of training methodology to be utilized is a complex and engaging process that is time consuming requiring patience and tact. Training need has two defining features of identifying any shortcoming, gap, or problem that prevents an individual or organization from achieving its objective. Secondly, ensuring that the challenge identified can be overcome or reduced through training and/ or development (Business Ultimate, 2002). Furthermore, training need derived from those you can anticipate, those that arise from monitoring and those that arise from reaction to unexpected problems. In the view of Bartol and Martin, (1998) there are three types of training programs which are; orientation formally designed to provide new employee with

information about the company and their jobs. Technical skill training is focused at providing specialized knowledge and developing facilities in the use of methods, processes, and techniques associated with a particular discipline or trade, and the third is Management development program.

There are two typologies of training delivery which are systematic or blended (Armstrong, 2004:551). Systematic training is training that is specifically designed, planned and implemented to meet defined needs. It is provided by persons who know how to train and the impact of training is carefully evaluated.

Blended training refers to training intervention that utilizes any event that is deliberately undertaken to assist training to take place by using a variety of activities ranging from formal courses to structured work activities. Systematic pattern of training evolves from the training policy and it is seconded by establishing training organization to identifying training needs, plan require training, carryout training, and then evaluate training; these four stage process make-up the training circle (Cole, 2005). The source from were training needs could be identified are the job description, performance appraisal records and other data which may indicate such needs. Other conditions that points to the need for staff training are lack of interest in one's job, negative attitude to work, low productivity, and tardiness. Equally too, excessive absenteeism, excessive complaints, low quality output, high incidence of accidents (Nwachukwu, 2004), and change in technology to be adopted by the organization provides the organization a rich source for identifying personnel training need.

The data that are used to determine training needs are derived from need analysis drawn from organizational level, job-level, individual and competence standard. When need analysis point to the necessity for training, it should also determine who should be trained, what training type is necessary, who should be the resource persons, and the criteria to measure the effectiveness of the training program. Personnel training can be conducted through the On-the-job or Off-the-Job method depending on the performance gap identified through the process of need analysis. Albeit, on-the-job training entail a mixture of these technique in conducting training program; which include on-the-job instruction, coaching, counseling, delegation by boss, secondment, and guided project/action learning (Cole, 2005) job rotation.

At other instance training is most appropriate through the off-the-job method; this method can be conducted in-house or in-organization, or externally away from the staff work place which could be short or long term depending on the exigencies of needs. For on-the-job or off-the-job training to achieve the right goals, planned training must subsume the what, how, when, by whom, where and at what cost (Cole, 2005) questions of training. Various methods of training delivery is associated with the off-the-job training and they include; lectures, conference/discussion, vestibule or simulation, case study, in-basket exercise, role playing and wilderness training (Grober, 2002). These modes of training have their advantages as well as their weakness. Whether one mode or a combination modes, a setting is required

that is conducive to effectively instill in the trainee the skills and behaviours necessary to articulately perform his/her responsibility in the workplace.

Three reasons stand prominently for the need for training evaluation in the first place, evaluation is necessary in order to assess the effectiveness of training. Secondly, it can be used as a training aid, a kind of feedback by which the trainer is informed about the weakness and strength in a training programme. And thirdly, the question of investment and commitment to training on the part of government (Balogun, 2011) Training evaluation seeks to gauge if the right inputs to training are being utilized and at the end of the program if the training acquired will or is yielding the expected result which presupposes effectiveness. Cole, (2005:357) using the Hamblin, (1970) and Warr, Bird and Rackham, (1970) conception has offered specific criteria and points for gauging training effectiveness. These criteria and stage at which each is to be used presents an illuminating view of the evaluation process that takes place at different levels ranging from immediate to long-term goal which are;

i) Result of Training   Evaluation Strategy

ii) Training………………………..Training-centered

iii) Reactions……………………......Reaction-centered

iv) Learning………………………...Learning-centered

v) Change in Job Behaviour………Job related

vi) Changes in the Organization…...Organization Development

vii) Impact on Organization Goals…Cost-benefit.

This process runs in a downward chain-like spiral beginning with the initial training and terminating at training impact on organizational goal. Evaluation is much easier to conduct where objectives are clearly stated and measurable against which end results can be compared. Hence the Warr, Bird and Rackham, (1970) four major evaluation dimension of context, input, reaction and outcome dimensions become valuable arenas for training evaluation.

The essence of training is that it achieve effectiveness, hence, to be successful Stern have observed that

> in selecting training and development programmes, one size will not fit all. Nor can one course or degree be expected to do the whole development job. It is the menu of options that is offered, a complementary range of learning opportunities that will make sure new skills and learning are properly embedded, helping managers to raise their game and fulfil their potentials. Practical, interpersonal or presentational skills training may fill the gap left by more formal or more academic work (Mullin, 2010:504).

This observation provokes the need for a contingency approach to training when deciding which general approach to training and development should be used (Grober, 2002). Training should be time-defined and specifically designed to meet the particular training need of organizational staff; this necessary to ensure adequate supply of staff that are technical and socially competent, and capable of career

advancement into specialist department or management positions. Therefore, a continual process of staff development and training should fulfil an important part of this process (Mullin, 2010:503).

It is believed that training is a right and not a privilege of the worker (Nwachukwu, 2004), but in actual practice in Nigeria that is not the case even when worker some workers are enthusiastic for new training experience they are meant to see it as a privilege rather than a right. As under the prevailing organizational culture, public training of staff carries with it an "implied contract" which binds the worker to the organization. Implied Contract is a

> legally enforceable agreement that arises from conduct, from assumed intentions, from some relations among the immediate parties, or from the application of the legal principle of equity. For example, a contract is implied when a party knowingly accepts a benefit from another party in a circumstance where the benefit cannot be considered a gift. Therefore, the party accepting the benefit is under obligation to give fair value for the benefit received (Business Dictionary.com, 2011).

The conditions attached to implied contract in Nigerian public service is that seek to tie the staff to the organization that is characterized by poor remuneration and other conditions of service are less than encouraging. These unhealthy conditions of service and working environment often discourages most ambitious staff who aspire to leave the service as soon as they find better opportunities elsewhere not to accept training opportunities availed them by public organization due to implied contract.

Irrespective of the differences in the type of training received on or off the workplace the end-product is to improve the competence of bureaucrats capable of raising the bar of good administration. Accordingly, good administration should allow bureaucrats to get it right, be customer focused, be open and accountable, act fairly and proportionately, put things right and seek continuous improvement (Ann, 2007). Since the purpose of training is to improve knowledge and skills and to change attitudes, training thus serve as a key variable for improved organizational performance by: i) increasing the confidence, motivation and commitment of staff; ii) allow them recognition, enhanced responsibility and the possibility of increased pay and promotion; iii) a feeling of personal satisfaction and achievement and broaden opportunities for career progression; and iv) help to improve the availability, quality and skill of staff (Mullin, 2010:503). Drawing from these values Ngu, (1994:15) holds strongly that training is so important that it is not only imperative but should be continuous. As such no organization can dispense with it as a programme and as a process.

Training has received its fair share of promises with little effort from the government to redeem those promises. It is pertinent to note that from the Wolle report of 1968 to-date there has been the affirmation of the need for not just training but continued process of training of bureaucrats in Nigeria. Even before now, the strong training investment served as a means of driving the Nigerianization momentum. At the federal level, however, this did not stretch beyond the immediate Nigerianization goal (Tunji, 2008:140).

The promise to strengthen staff training was recaptured in Pepple's (2009) presentation on government's dimension and focus of public bureaucratic reforms in Nigerian for the years ahead with training tower significantly. The underlining philosophy of enhancing bureaucratic capacity and competence via training have not diverge significantly with the spirit that underlines' the previous objectives of administrative reforms as captured and elaborated on by Iyayi, (2004). Marrying those goals of training against the backdrop of the prevailing public workers detestable economic, social, psychological and environmental challenges (Okotoni, and Erero, 2005) coupled with the dilapidated training institutions evokes an incompatible arena for training to have the desired impact as envisaged by government.

The standing stigma of inefficiency pressed on Nigerian public bureaucracy is partly resulting from the lip-service treatment by government institutions to the issue of training public servants the right way. The challenging cost and uncertainty of undertaking training to improve the competence of public servant remain significant and daunting in Nigeria, this problems does not preclude the mounting harassment and the likely loss of seniority occasioned by the uncooperative attitudes of some superior officers in the workplace. There are various training institutions (Administrative Staff College of Nigeria (ASCON), Institute of Policy and Strategic Studies, center for Management Development, the various Federal Training Colleges, institutes and faculties of administration and the Civil Service Institute) with varying curriculum designed to improve the competence of bureaucrats. Specifically, the pursuit of internally generated revenue to keep ASCON going has made its curriculum and scope of training to become too broad in dimension to make significant impact on public service competence in Nigeria to put it mildly. Equally too, nomination for training to ASCON has become a special preserve of a privileged few who have the capacity to manipulate the system to gain entrance have severely undermined its value.

Nonetheless, the conflicting view by bureaucrats of the objective of being sent for training makes it even the most difficult accepting training opportunities; with this attitude instilling new skills for workplace competence in most bureaucrats remains a daunting task. Only a few bureaucrats see their nomination for training in the true light of increasing competence with consequence for making them more productive through the acquisition of new skills. Most civil servant see their nomination for training as form of punishment while some view it as a means of blowing off steam from the ever encumbering workload that have weight them down and consequently reduced their productivity. With these twisted opinion learning new skills for better competence by bureaucrats becomes quite difficult thus defeating the aim of been sent for training. Equally too, the state of infrastructures in the existing federal training institute are in no good shape to aid proper learning nor training required to build a competent bureaucracy with culture to respond effectively to the dynamics challenges of an increasing complex society and global relations.

Despite these challenges, it does not mean that the Nigerian government does not at least apportion some of its resources for training of staff nor are they unmindful of the relevance of training for the worker and its relevance to improving productivity of the public service in general. The issue is that the resources allocated are too meager to pull in the level of achievement and success set by the government. Inferring from the presentation by Pepple, (1999) of the federal government focus on staff development, training is to begin by creating the right organization context, changing mindsets through cultural change and values to institutional building that support effective training. This goal involves the building of staff capabilities via the strengthening of, and resuscitation of ASCON, federal training centers and the public service institute capacity for effectiveness and intelligent output. The purpose re-alignment is to push and expand the frontiers of training bureaucrats both formally and on-the-job with particular emphasis on job enlargement, job enrichment, coaching, counseling, mentoring and performance appraisal.

Inspite of government's robust focus, the civil service training schools in the states are mainly geared toward training confidential secretaries and official in the junior cadre. The institutes and faculties of administration in our universities are too academic in their offering and make very little effort to equip administrators with the tools of managerial performance (Adebayo, 2000:129). The prevailing poor salary structure and de-motivating working environment characterized by obsolete equipments in public service in Nigeria have made it difficult to utilize new skills acquired either through government sponsorship or independent personal efforts of some determined public bureaucrats in the performance of the job in the workplace (Okuoni and Erero, 2005). The presence of these unsolved limitations identified above may have provoked the conclusion by Adebayo, (2000:129) that it is true, sadly enough to say, that we have failed hitherto in our training and staff development.

Concluding Observation.

The challenge of inefficiency has remained the bane of effective and good administration in Nigeria. Over the years, public bureaucracy has failed to be responsive to the collective aspirations of the Nigerian people. Although there are plethora of reasons that have given birth to this un-savory situation however, bureaucratic ineptitude occasioned by inadequate staff training have remained towering among them. This problem is not resultant from the absence of training institution but due to government neglect, poor funding coupled with decaying infrastructure of those training facilities in Nigeria. psychologically, the average public servant have been made to view training as another form of systematic punishment, hence, most public servants nominated for training often find ways of avoiding it as much as possible, and were they cannot avoid it they seem to endure it while it last. These factors have combined to present training in a bad light with the consequence of training effort failing to achieve the desired result. The sum total of these factors is the resultant bureaucratic inefficiency and poor service delivery in Nigeria.

This public problem has re-invigorated the call by the public for the government to go beyond mere lip-service to actual implementation of training programs. In this direction, training should take the form of a norm reflecting in the continual update of public workers knowledge and skills to replace obsolete skills, as well as multi-skilling of staff to cope with the dynamics of an ever changing time; thus making training a life-long process for staff in the organization. Staff training is a valued tool that reclines at the heart of effective human resource management where it is designed and implemented to meet every level of staff capacity building in an organization. Of all that training avails the organization is its ability to increase an individual self efficacy and lessen job strain (Robbins and Judge, 2008). The confident that new knowledge infuses in the worker of his/her capacity to meet new job challenges is enough impetus for greater productivity. This capacity opens their mind and willingness not only to accept tasking jobs but see further training opportunities not as punishment but as a way of further (incentives) benefiting from the organization. This spirit alone enables the worker to anticipate change as well as open-up to institutional change with least resistance. It is of the essence that the training process should be all inclusive and not a condition that workers see management (government) super-imposing its will on them.

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