

Local Government Elected Officers and Career Officers Dichotomy in Nigeria: How to Resolve the Imbroglia

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ABSTRACT	NG-Journal of Social Development
<p><i>The local government system in Nigeria has the mandate to perform major functions which the higher tiers of government may not perform. To ensure that the development goals of the local government is achieved, it requires efficient manpower. The local government manpower includes the career civil servants and political office holders. How the two work in harmony has become a herculean task. Therefore the paper critically examined the roles of the career civil servants and politicians, and how the two can work to achieve the goals of the local government. The paper adopted documentary research methodology, and content analysis technique was used. Team work was emphasized as a veritable tool to be used to foster grassroots development. Dichotomy between political office holders and local government career officers</i></p>	<p><i>Vol. 12. Issue 1 (2023) ISSN(p) 0189-5958 ISSN (e) 2814-1105 Home page https://www.ajol.info/index.php/ngjsd ARTICLE INFO: Keyword: <i>Policy making, team work, administration, local government</i> Article History <i>Received 11th November 2023 Accepted: 5th December 2023 DOI: https://dx.doi.org/10.4314/ngjsd.v12i1.2</i></i></p>

was critically interrogated. It is the position of the paper that politics and administration cannot be separated. Ultimately the paper is of the view that local government officers should eschew politics and mind their statutory duty of providing administrative services and guiding the political office holders on the nitty-gritty of local government administration and policy formulation. Therefore the two should work as partners in progress.

1. Introduction

In contemporary Nigeria, the local government has ultimately become inseparable from the day to day life of the citizens Chukwuemeka, Dike and Edokobi (2021) . This is because the local government is now involved in the overall social and economic development of the grassroots as against its traditional role of mere maintaining law and order. To accomplish this above, the local government requires a bureaucratic system that is designed to implement the decisions of political leaders. Political leaders make policy, the local government bureaucracy execute it Chukwuemeka (2012) If the local government bureaucracy lacks the capacity to implement the policies of the elected political leadership, those policies however well intentioned, will not be implemented effectively.

The Local government bureaucrats represents the employees of government. This refers to the set of people responsible for the functioning of the local government through the implementation of policies (Ugwu 2001) In the same vein, the Elected political office holders include the Chairman of the Council, the councilors. However there are those in the local government who are political office holders but are not elected but appointed by the Chairman who is the chief executive (Chukwuemeka and Iloanya 2023).

1.1 The Local Government structure under the new dispensation

With the 1999 constitution as in the Second Republic, Nigeria operates a presidential system of government in which power is divided and shared among the three arms of government (Ugwu, 2001).In the local government they include:

- a) The Executive: The executive comprises the chairmen, vice chairman, supervisors, the secretary and other principal officer of the local government.
- b) The legislature: consists of elected councilors representing various wards in the local government
- c) The Judiciary: is hereby represented by the customary courts but it is under the control of the state government instead of the local government. The state appoints the president and other

members of the customary courts. The local government does not control it. Therefore, it may not be right to say that it is the third arm of the local government system.

Principal Officers of local government include:

- The Chairman
- The Vice-Chairman
- Supervisors
- Secretary to the local government
- Head of personnel/Director of administration
- Treasurer
- Heads of department
- Internal auditor

Local Government Professionalization in Nigeria

The failure of the local government to achieve the set objectives on one part is funding and second is lack of professionalism in the public and local government administration. Professionalism argue Okafor and Onuigbo (2015, Ofordile and Chukwuemeka 2023) presumes specialize knowledge resulting from formal education and training. As an occupation, local government and public administration possess such features as educational qualifications, exposures to training, work schedules, code of ethics, code of conduct, existence of professional bodies like Chattered Institute of Local Government and Public Administration of Nigeria (CILGAN), recruitment and disciplinary procedures, mission statements that guide behavior in terms of set goals etc. Local government and public administration no doubts are part of professions with professional standards. Those who work in the local government and civil service need to be inculcated with shared values and training in basic skills to professionally carry out official duties. Local government practice ought to be a profession like those in the accounting, engineering professions who cannot practice without ICAN and COREN. The two notable professional bodies go to universities and polytechnics to assess and accredit their programs. The essence is to ensure that such programs are abiding by the professional standards of practice.

Ideal professional local government and public administration argue Okafor and Onuigbo (2015) should possess the following attributes:

- (a) A competent, professional, development-oriented, public spirited and customer friendly local government service capable of responding effectively and speedily to the needs of the citizenry.
- (b) Local government service with the core values of political neutrality, impartiality, integrity, loyalty, transparency, professionalism and accountability.
- (c) Local government service that is guided by equity, where things are done the right way based on extant rules and regulations but with room for discretion, which should be exercised in public interest.

(d) Creation of suitable a environment where civil servants are assured of protection and job security in the faithful discharge of their duties and responsibilities

(e) A competitively well remunerated and innovative local government and public administration.

To ensure the professionalism of the local and public administration is more than what Okafor and Onuigbo (2015) enunciated. Chukwuemeka (2012, Chukwuemeka and Okoye 2018) contend that to professionalize the local government implies that there should be division of labor, hierarchy, abiding by abstract rules and regulations, formality and impersonality, employment of local government/public administration professional, efficiency and effectiveness should be upheld. Other vital features of professionalized local government are summarized as follows:

(a) Observing code of conduct, ethics and totality of public service rules and regulations

(b) Transfer of service from other sectors to the local government should be restricted

(c) Eschew official misconduct and other conduct not congruent to official norms and ethics such as willful act or omission or general misconduct to the scandal of the public or to the prejudice of discipline and proper administration of the local government e.g. dishonesty, drunkenness, false claims against the local government, foul language, insubordination, negligence, falsification or suppression of records, failure to keep records, sleeping on duty, loitering, unruly behavior, dereliction of duty, improper/skimpy dressing, and any other misbehavior that contradicts the official professional ethics, hawking merchandize or other forms of trading in the office etc.

1.2 Local Government Political Office Holders and Career Officers Dichotomy: The Imbroglio

Earlier writers on public administration and local government in modern times, notably American writers, drew a sharp dividing line between administration and politics. Woodrow Wilson stressed that administration lies outside the proper sphere of politics and that administrative questions are not political questions. From this premise he argued that although politics sets the tasks for administration, it should not be suffered to manipulate its officers. Another contemporary of Wilson is John Pfiffner who took the same line and argued that politics must be controlled and confined to its proper sphere which is the determination, crystallization and declaration of the will of the community, whereas administration is 'the carrying into effect of this will once it has been made clear by political processes' (Adebayo, 1995). He went on to conclude that politics should stick to its policy-determining sphere and leave administration to apply its own technical processes free from the fight of political meddling.

Frank Goodnow is another classical scholar of public administration who share same view with Wilson and Pfiffner. He defined politics as expression of the will of state and administration as execution of that will. W.F. Willoughby another classical scholar who shared the same view with Goodnow, went to the extreme of not merely separating administration from politics, but setting it up as the fourth arm of government along with the legislative, the executive, and the judiciary Chukwuemeka (2012).

Albert Stickney shared same view with the scholars mentioned above. He argued that civil servants must have duties of only one class, that the men in the executive administration should have

nothing to do with general legislation and deciding as to the policy of all departments of government. Administration should not meddle with politics.

1.3 Inseparability of administration and politics

The perception of the classical scholars argues Adebayo (1995), Chukwuemeka, Ewui, and Ukeje (2020) inevitably gave rise to an image of the administrator as a robot – like implementer of policy; an individual who should have no active or vested interest in the character of public policy. This does not mean that administration should take over the duty of policy making from politicians. It is ethically off-limits, for once such practice was encouraged administrator would become a politician, in that case stiff competition would arise between him and the politician who will control the policy making machinery.

As administrative reforms were gradually introduced into the American public life and the spoils system became a thing of the past. Programs require a lot of technical knowledge and expertise. Most of these expertise belong to civil servants rather than politicians.

Lapa Lombarda further posits that where national integration and speedy economic development as the national goals are paramount, and their attainment are expected to take place largely at the public hands, public administrators are in the political limelight because they tend to be injected into policy making activities”. (Onyishi, 2000).

O.J. Murray, another Nigerian scholar, adopts the same view with Lapa lombarda but with a little modification. Murray starts his argument, that in the academic sense, it is possible to postulate a distinction, to say that politics is concerned with deciding on the exercise of power and administration with executing decisions. But these functions cannot then be said as belonging exclusively to distinct structures or institutions, he contended. The parliament or legislature may have a predominant concern with politics-that is with taking major decisions but the administrator is deeply involved with formulating policy and is concerned constantly with determining how discretionary authority should be used in particular activities.

Essien Udom, another contemporary of Murray and Lapa Lombarda, and also a Nigerian scholar, argues that politics and administration are extremely intimate in developing countries. According to him, the civil servants in developing counties do not see themselves as completely detached from the policy making structure as the classical scholar have it. This does not mean that public servants should replace the politicians. It simply means that they must view themselves more as partners in nation –building and development rather than as boss and servant.

Udom, therefore, argues that the distinction between politician and the higher public servant as the policy maker and the policy executor respectively exists more in theory than in practice, especially in the developing counties e.g. Nigeria, because all developing countries are trying to improve the material conditions of their people.

Graham Douglas observed that traditionally the pre-occupation of Nigerian civil service based on the British civil service is that of implementation of government decisions, policies, plans, programs, and with the control mechanism requisite for an effective and efficient operation of the implementation procedures or work process.

But the hierarchical structuring of the typical ministry makes for the involvement of the members of the upper echelons of his hierarchical structure in process, leading from the conception of an idea to its adoption by the government in form of a cabinet conclusion. That the old saying that the civil servant is to be seen, not heard in the policy formulation is a piece of gross understatement; this is so because the civil servant, as it seems may not be heard but so strong is his word on paper and so confidently does it reverberate through the corridors and of the pantheons of power, that except when dogmatic or ideological modification inspired by expertise and experience, it is a dominant feature in the evolution of many cabinet decisions.

A number of factors militate against the separation of politics from administration:

1. The role of career officials in defining policy options, analyzing the environment, anticipating problems and proffering suitable advice.
2. Their role in associating, storing and retrieving data upon which decisions are based.
3. Their role in interpreting the data and spirit of laid down policies
4. Their role in marshalling and deploying human material resources to achieve policy objectives and in timing implementation of decisions.
5. Their biases and prejudices as human beings and as political animals.

Undoubtedly, the administrator cannot avoid some policy-making responsibilities. Much of the policy-making responsibility on the part of the administrator takes place in the course of the application of administrative processes.

According to Ndem, some of the politicians in Nigeria and other third world countries are creatures of their environment, poor education, non-availability of the necessary and relevant literature which will help supplement the strap-dash type of education which the majority of new bred politicians had acquired. In the recent, they are important and ill informed, the bureaucrats therefore with their superior education find it convenient to improve their views, even if by way of advice, to the politicians who are relieved of the burden of thinking and critical examination of the issue concerned. Such an exercise is beyond their competence for they are not in possession of the necessary mental equipment". In a situation such as this, Ndem continued 'the civil servants especially the permanent secretaries, find themselves in a most formidable position. This is regrettable, but inevitable since these categories of bureaucrats have the education and have acquired as well the minutal of the administrative techniques-a foundation of modern administration; this throws the political head of a ministry into a position of playing the second fiddle. Before we conclude this section, it is interesting to note that John Pfiffner later recognized that politics and administration cannot be separated, but should not encroach on each other in a meddlesome manner.

1.4 Policy Making and Administration in Nigeria: The Local Government Experience

Adebayo Augustus, a Nigerian Scholar and Practitioner of public administration writes about his own witnesses where a minister came to office every day, sat down and acquitted something in his in-tray. Another case where a minister asked for his permanent secretary to be removed to some other department because for about four consecutive days no single file had entered his in-tray and that he had sat at his desk for all these days with nothing to do.

Adebayo also talks about the poor educational background of the political masters, as many of them are thrown into their offices because of political appointments, which is sincerely not done on merit but on choice of the maker. Most of them due to their low level of education after going

through pages of the permanent secretary's minutes, find it difficult to comprehend anything and in order to hide their ignorance will minute back to the permanent secretary, appending phrases like "Agree with you; please proceed" or "approved" . Sometimes the political head might be annoyed, maybe he had squabbles with his wife or someone else, and his poor disposition may lead him to accuse his permanent secretary of inefficiency. This can undoubtedly cause a lot of problem in the department.

It is pertinent at this juncture to enunciate some of the reasons why Adebayo views the bureaucrats as both policy formulators and implementers. Despite the poor educational background of some of the politicians as already mentioned, Adebayo put forward other factors like preoccupation with politics; pattern of decision making and nature of politics.

1. *Politicians are busy with politics*

Political departmental heads are so immersed in constituency squabbles and pressures that there is hardly any time left to spare for getting to grapple with work in the department, let alone laying down guidelines. In consideration of the impecunious state of Nigeria, when one is appointed into public position, his people immediately look upon him as a messiah, who has come to salvage them. All round the time the political office holder is in the office, there is always a sizable crowd waiting to see him. They are people from his community or local government, most of whom require assistance in one form or the other-financial assistance for some to pay their children's school fees; to bail some relation from police custody; to be registered as a contractor or a secure consultancy services; to fix scores of people in clerical appointments and a host of other forms of assistance too numerous to mention. There are those from home who have come in post – haste to let the chairman of the local government know that his political opponent was busy at home spreading false report about him and was appearing to be gaining ground. The chairman must come with them immediately to put an end to the lies of his opponents. Amidst all these, what time is left to study departmental papers, files and minutes, let alone lay down guidelines? When a situation like this arises, the Head of Personnel Management is left with no alternative but for him to take the initiative in running the local government. After all, Habert Morrison cited in Chukwuemeka (2012, Ukeje, Ndukwe, Chukwuemeka (2018) remarked that it is better that a department should be run by its civil servants than it should not be run at all. In most cases in the civil service, the press and public call the permanent secretary names like "over-powerful" and "super permanent "when situation like this arises.

2. *Administration and decision-making: Annual Budget*

There was the pattern of decision-making inherent in the Nigeria public service and local government system which gave civil servants the initiative in decision –making. Take, for example, the preparation of the annual estimates. A budget constitutes the work program of a local government for a given period of time a year or two or five years. The budget as a work program, is therefore collection of decisions on which the local government performance is to be based during a given period. The preparation of budget is an exercise conducted entirely by the civil servants. The Chairman or Secretary of the local government does not in most cases know the nitty-gritty or initiative to do it.

Annually, the "call circular" issued from the treasury requesting all departments to commence preparing their draft estimates for the following year. These are submitted to the Treasury in the

form of ‘advance proposals’. The Treasury in turn scrutinizes them, makes its own “strictures” and returns them to the various departments for a re-submission in the form of draft estimates.

The bulk of this is carried out by the local government bureaucrats and not politicians. Budgeting as a matter of fact is a policy document –distributive policy.

3. *Politicians are birds of passage*

Adebayo in Chukwuemeka and Anwuzia (2021) also examines the nature of politics, which he observes that most of the time; there is hardly any policy to lay down or on which to give guidelines. This is really no fault of any individual political boss. The fault lies in the nature of the political system in which politicians have to operate in most developing countries, especially in Nigerian local government system. No differences of ideology or clearly defined principles really exist between one political party and the other to distinguish their attitudes and the direction of their programs. The fact is that in Nigeria the political climate is forever the same with other underdeveloped countries, no matter the party that comes to power. This is largely because social and infrastructural development is yet at a stage of under-fulfillment that it cannot sustain the luxury of a super structure based on changes of political climate. Most communities still lack adequate health delivery care, good roads, water supplies, educational facilities, power and electricity supplies. The program of whatever political party comes to power is therefore mainly pre-occupied with the task of tackling these basic and vital needs.

The incidence of frequent carpet crossing or defection from one party to the other, may be attributed to this basic circumstance of politics. For instance, the man who fought an election in PDP ticket and found himself in the opposition camp would be subjected to great pressure by his constituency. The people there had suffered for so long from lack of good roads, water supply, health facilities and other basic infrastructure that they were not prepared to continue to suffer in mystery. The only choice is to defect to the APC the ruling party.

The nature of politics in the country, and its effect on the various governments, created a favorable situation for civil servant to gain a strong foothold in policy-making especial now we have gross political instability and carpet crossing from one party to the other. The enthusiasm and dynamic drive, which motivated each party that come to power in the local government councils had produced strong and virile governments who were masters in their own homes both as to policy and the substance of government. We can therefore just say that administrators are involved in policy formulation. In fact, most of the policies originate from them. The political actors rely heavily on them both for policy formulation and implementation and the reasons for these are not far= fetched.

1. That the political actors are usually birds of passage i.e. they are not permanent. They have a very high turn -over rate, and for this reason, they do not have a comprehensive grip of the system, and therefore have to rely on the bureaucrats.
2. The bureaucrats are usually well equipped and at the same time have acquired the paraphernalia, experience and technical expertise essential for the efficient functioning of the government. For instance an economic or financial policy requires professional consultation and management. The experts abound in the Bureaucracy.

3. The policy-making tools e.g. computer, operational research, cost benefit analysis (CBA) etc are all located within the bureaucracy.
4. We have also come to understand that the bureaucrats are not neutral. They have their political preferences especially in the present Nigerian political dispensation. Most local government workers today are not party card carriers. The so called neutrality of the administrator is a myth.
5. It is argued that administrator makes decisions while the political master makes policies. Be it as it may, the day-to day decisions made by the bureaucrats culminate in public policies.

In conclusion we can say that the classical model of separating policy from administration is not tenable. The problem before us to examine is how far the bureaucrats are involved in policy formulation and of course policy implementation

1.5 Teaming for excellence among career civil servants and political office holders in the local government system

The political office holders and career civil servants in Nigerian local government system should work as a team to ensure local government goal maximization.

We have chosen to use **TEAM** as Acronym and English word. Therefore we say that **T** is for together, **E** for Everyone, **A** for achieves and **M** for More. Team building therefore according to Grazier in Chukwuemeka (2012) is helping people to understand that they are greater collectively than individually. It is an understanding that all of our decisions will be better when some degree of collaboration is applied. It is bringing people to a place where there is an honest appreciation of each other's essence ... where they come from... Where they have been. Because in this appreciation is the driver for collaboration.

Characteristics of team work process

They are as follows:

- (a) Common goals
- (b) Interdependent
- (c) Common operating procedure
- (d) Accountable

Common Goals

A team must be focused on achieving common goals. Although this seems very straightforward, team members often do not have a common understanding or level of commitment to organization and team goals.

Goals of a team must be:

- clear and explicit
- motivating and challenging
- tied to rewards in order for a team to reach a level of maximum performance.

Interdependent

Team members must rely on each other to get the job done. Interdependence in a team context means individual members recognize that each member brings unique skills, experience, and perspective which are needed to accomplish team goals. In addition, team members must understand the value of group processes and how group processes maximize productivity. To achieve interdependence, team members must

- understand team goals and how they relate to the goals of the organization
- be committed to team goals and
- demonstrate a willingness to solve individual and team problems.

Common

Common Operating Procedure

Teams must have common operating procedures in order to accomplish tasks. This means that team members have established formal and informal systems, procedures, processes and norms for addressing the various issues facing the team. Agreed procedures reduce conflict and problems within the team by ensuring efficient and productive processes.

Accountable

Each member of a team must be held responsible for producing specific outputs and results. There must be a clear delineation of roles and responsibilities within a team for members to be held accountable. As a team matures, a high level of ownership develops among members in which individuals take on a variety of responsibilities that cross over role boundaries.

Common Team problems

It is imperative to state that no team is free from some inherent problems. Whenever two or three are gathered together, there must be areas of differences and misunderstanding. We have summarized common team problems as follows:

- unclear goals
- low commitment
- misunderstanding of jobs or roles
- failure to utilize team members talent
- guarded communication
- failure to share information
- poor meeting
- one person decision
- conflict within team
- amount of time to make decision
- low confidence in others
- criticism and complaining
- distinct subgroups

Components of good Team Process

To foster team sustainability and goal maximization, a team must observe the following conditions:

- clarity in team goals
- clearly defined roles

- clear communication
- well defined decision procedures
- established ground rules
- balance participation and
- improvement plan

Teams which strive to improve and refine these components will reach high levels of team performance than those teams who neglect some or all of these components.

The importance of team work among political officer holders and career civil servants in the local government system could not be overemphasized. No man is an island and therefore the saying that 'one head is better than one' comes into play. An individual could only perform only a minute portion of the job at a time but collective effort makes the difference.

1.6 Unhealthy rivalry between Political office holders and career local government workers

The friction between the political class and local government career workers could come from any of the following:

- a) Some recalcitrant and callous career officers may decide to sit on fringes and allowances accruing to political office holders
- b) The chairman of the local government may decide to delegate the function of the career civil servant in the local government to a political office holder
- c) Award of contract without following due process
- d) High handedness on the part of political officer holders
- e) Lack of participatory leadership and organizational democracy
- f) Inability of political office holders to seek for expertise advice from the career civil servants
- g) Abuse of office
- h) Lack of communication

2. Functions of the Local Government Bureaucracy

Bureaucracy as the executive arm of the government has increased responsibilities resulting from the complex nature of the modern local government system. In its quest to grapple with societal complexity, grassroots development, modern local government depends more and more on the expertise, continuity and information of its bureaucracy. Local government bureaucracy has well a number of functions to perform. They includes inter-alia:

1. Framing Legislation

The bureaucrats are at their best when it comes to framing legislation. Once the legislators have passed a bill on broad principles the details of the legislation will be spelt out for effective implementation by the bureaucrats. In spelling out the details of legislation, the bureaucrat, because of his expert knowledge and with information exercises wide discretion and can extend the legislation beyond its original form. This function of the

bureaucrat has become very important in situations of strong executives. In Nigerian local government system, most legislations are initiated by the executive and most of the executive legislation are framed by bureaucrats.

2. Recommending Policy:

In the opinion of classical scholars of public administration as discussed above, policy formulation ought to be separate from policy implementation. In other words, policy formulation is the duty of politicians/legislators while the implementation is that of career bureaucrats. But with the complexity of modern society, the legislature is no longer capable of handling this function effectively and expeditiously. This is largely owing to the fact that most of the policy issues have become so technical and needs expertise advice and guidance. More so, the volumes of work required of legislators are so enormous that they may not have all the time to consider all of them exhaustively. Hence the bureaucrats are called in to help both in the technical aspects of these issues and their details. Technical experts of different dimensions are located in the bureaucracy, which are indispensable in legislation. Most policy issues are initiated by the bureaucrats and are only debated and approved in broad principle by the legislators.

3. Implementing Social Change

The role of bureaucrats in Nigeria and other developing or underdeveloped countries are crucial. Economic development and national integration form the top priority goal of most of these developing nations. The planning and implementation of effective social change and other developmental programs require a lot of technical knowledge.

Government is now called upon to take up more and more responsibilities for the welfare of its citizens; good education, better and healthier environments, health services, good roads, better communities, aid to business community, regulation of different activities involving different classes of people, occupational groups, research institutes etc. All these social changes are carried out by the bureaucracy.

4. Influencing Public Policy

Even when the political master is considering public policy, the bureaucrats are always invited to advice on certain aspects that may require some technicalities. Most of the information needed for effective discussion of the legislation is usually contained in the files and documents located at the bureaucracy. More often than not legislative committees and sub-committees invite relevant bureaucrats to appear before them for questioning and briefing. Politicians as “birds of passage” come and go, but bureaucrats are career civil servants who provide continuity in their respective ministries. That is why before the civil service reform of 1988, the nomenclature ‘permanent secretary’ was used to depict the fact that he is a career civil servant and does not go with any government. Thank God that the 1997 reform re-addressed the issues. It is, therefore, only reasonable and expedient for the politicians to depend on the experience of the bureaucrats to get a better understanding of the implications of particular legislation as it affects ministries.

5. Ensuring Survival and Growth

Robert Mitchel's theory of iron "law of oligarchy" has come to be widely accepted as a major characteristic of all organizations. Bureaucratic organizations strive to maintain themselves in existence even when their original goal or objective is no longer there. Survival has, therefore, become one of the major functions of bureaucratic organizations. They struggle with other organizations for power, prestige and influence. They develop symbols and symbolisms to edge out other competitors. Frequently bureaucratic organizations expand their functions and reach wider publics to ensure their recognition and acceptance. They often embark on welfare services not only for their staff but also for the members of the public to win popular support.

6. Implementing Public Policy

This has been the traditional responsibility of the executive arm of the government of which the bureaucracy is an important part. This aspect of policy is very crucial; hence a policy could lose its value and fail to achieve its intended impact if poorly implemented. In the exercise of this function, the bureaucrats ought to be closely monitored to avert sabotage of certain aspects of the public policy. Passing a law is one thing, but implementing it is yet another.

7. Discharging routine Duties of Government

The bulk of the functions of bureaucrats are essentially routine. Because of these routine functions, bureaucrats have been scandalously accused of shuffling files. This brings to mind why in those old good days, most people do not like to take employments in the Bureaucracy. They say, "the job is so routinized and thus boring, it is ladies work". These routine activities include stamp sets, registering matters, revenue generation, dispatching mails, provisions of water, electricity, maintenance of roads and public facilities, recreational facilities and other numerous functions. People who neglect these services only appreciate them when there is any break down in giving out any of these services like strike. However, these are really the major work of the bureaucracy in modern societies.

3. Conclusion

Local government officers are supposed to act in an apolitical manner, but does this actually work in practice? It can, and generally does, but in local government, life is not always that straight forward. In the same vein political office holders are not career officers in the local government and should be concerned with political matters and not administrative matters. However, the best thing to do to achieve harmonious working environment for career officers and politicians in the local government is for the two to work as partners in progress and not as enemy.

Furthermore, the local government officers and politicians should work as a team and play down their individual differences and attach more importance to achieving the set goals of the local government which ultimately is to provide development to the rural communities. Our local government system could only survive when team work is effective so that the democratic dividends could be delivered to the citizenry at the grassroots.

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