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## **EDITORIAL**

The Chief Editor on behalf of the Editorial Board, has great pleasure in presenting the maiden edition Vol 1 No 1 of the Journal of the Faculty of Humanities, Social and Management Sciences (JFHSMS) Edwin Clark University, Kiagbodo to the research community and the world at large. JFHSMS aims to create a platform between the researchers and authors who seek to publish their work and the people who wish to keep up with the latest findings in the areas of Humanities, Social and Management Sciences. The journal provides opportunities to the researchers, academics and professionals to publish their research papers around the world. The quick review process, quality Editorial Board and quality articles guarantees this Journal as unique.

The Chief Editor is very grateful to the members of the faculty research committee and Editorial Board for their prompt and kind response towards the establishment of this Journal. Their contributions, no doubt is highly commendable and their efforts both human and material cannot be over-emphasized.

We seek the blessings and support of all in the success journey of the Journal.

Prof. (Mrs) Juliana O. Okoh

The Editor-in-Chief

**POOR REMUNERATION, PHOBIA OF RETIREMENT AND BUREAUCRATIC  
CORRUPTION:  
THE NIGERIA EXPERIENCE**

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**ABSTRACT**

The existing remuneration paid to workers in the public/civil service in Nigeria is quite poor and below the poverty level. Many are unable to afford three standard meals a day and cannot earn the World Bank standard of income a day. This coupled with government inability to pay gratuity and pension as at when due, workers resort to corruption while in the public/civil service. This paper examines the role of these factors in aggravating the menace of bureaucratic corruption in Nigeria. It relied on secondary data and the methodology adopted is content analysis of materials already published in the subject area. The study revealed that government payment of poor remuneration to workers, phobia of retirement and non-payment of gratuity and pension to retirees as at when due encourages bureaucratic corruption in Nigeria. Thus the study recommended the payment of high remuneration and governments commitment to the payment of benefits to retirees as at when due as one antidote to the upsurge of bureaucratic corruption

**Keywords:** Remuneration, Phobia, Retirement, Bureaucratic Corruption, Pension and Gratuity.

**Introduction**

The public/civil service, generally is made up of workers who are paid remuneration by government according to qualification, experience, profession and rank. Civil generally means belonging to the general public and not the armed or other uniformed force (Olagboye 2005). Therefore civil service means government service which is an organization made up of people employed by government to serve the public in a civil capacity. In the administration of a state the public and civil service are indispensable. The state cannot be administered without the service of these categories of workers. Even in biblical days, Solomon needed and made use of civil service to govern ancient Israel. Therefore the civil service is an age long institution and

has become indispensable in contemporary government all over the world.

According to Augustus Adebayo, well-known author in public administration, the civil service is the “entire service of government which is divided into departments and in which civil servants work”. On the other hand, the civil service handbook describes the civil service as a “body or organ which enjoys continuity of existence” and whose members unlike elected political office holders at the end of which they may not be returned to office.

The civil service which is the bureaucracy is not a mere arrangement, procedures and people for performing specialized functions but have progressed and developed beyond that. In the book 'People, power and politics by Bonovan,



Morgan and Patholin, the civil service now also plays a significant role in “initiating new programs and policies and therefore become an important policy maker as well as policy implementer”. The civil service in Nigeria does not only implement policies but also originate policies. In governance, the civil service / bureaucracy is found in the three arms of government, judiciary, legislature and the Executive. The civil service is made up of people recruited into the different cadres in the service. The period of service is thirty-five years or sixty years of age whichever comes first, after which the employee retires from service. Upon retirement such a person(s) are entitled to gratuity and pension for expected life period. Some retirees from the civil service are under the old pension scheme while others are under the new scheme known as contributory pension scheme.

Retirement from service in any organization after a successful completion of the above stipulated service years is supposed to be an enviable, glorious end in the life of every employee. Olusakin(2018) view retirement to be of two categories of compulsory or involuntary mandatory or regulatory retirement. Compulsory or involuntary retirement means an imposed retirement over an employee by the employer due to various reasons while voluntary retirement is on the basis of personal withdrawal from active service by an employee who has completed the required years of service.

In Nigeria according to decree No.43 of 1988 retirement in the civil service has been pegged at 60 years or 35 years in service whichever comes first and also depending on the individual area of employment. For instance, the retirement age of academic staff who are not professors are to retire at 70 years as contained in Act No 11 of 1993 (Juliana B Aidenojie 2015) But many people are not enthusiastic about retirement, rather dread it due to challenges of lack of full or definite remuneration payment and government delay in the payment of gratuity and pension. Consequently workers resort to unorthodox and dubious means in enriching themselves

while in service to cater for themselves during retirement.

A worker is expected to be paid remuneration for work done in the civil service either monthly or twice a month. Before now some government organizations or establishments even pay workers remuneration weekly. Corruption is aggravated in government service where there are low remuneration paid to workers and where in the service there are large income disparities, particularly in developing nations which Nigeria is not an exception.

### The Problem

In Nigeria, bureaucratic corruption has become a clog in the war against corruption. Bureaucratic corruption perpetrated by civil servants has become intractable due to basically poor remunerations paid to workers, income disparities and government non-committal to the payment of gratuity and pension to retirees as at when due. The workers resort to unwholesome means of enriching themselves while in the civil service in order to address financial and related matters while in service and after retirement. As a result of uncertainty of life after retirement many have been confronted with lots of psychosomatic problems and some show psycho-phobic responses. Today civil servants in Nigeria perceive retirement as the most intractable problem ( Abdullahi 2002 cited by Juliana & Aidenojie E (2015). Due to increase in the number of people retired, the welfare has become an issue of national attention. There is need for both employees and employers to consider life after retirement as the payment of pension and gratuity is becoming a difficult task of government at all levels to cope with now.

The focus of this paper is the relationship between poor remuneration paid to workers, Phobia of retirement and delay in the payment of gratuity and pension by government and bureaucratic corruption in the civil service of Nigeria.

Aim and objectives.

The main aim of this paper is to examine the

- I. Ascertain the level of remuneration paid to workers in the civil service
- II. The cause of fear of retirement by workers in the civil service
- III. The cause of bureaucratic corruption perpetrated by civil servants
- IV. Suggest ways in form of solutions to mitigate poor remuneration and bureaucratic corruption.

The study is also geared towards proving answers to the following

Does poor remuneration paid to workers and fear of retirement encourages bureaucratic corruption?

- I. What are the possible solutions to mitigate bureaucratic corruption in the civil service in Nigeria
- II. Why government is not committed to the payment of gratuity and pension to retirees as at when due?

#### Research Method:

The paper adopted the content analysis to establish the relationship between poor remuneration paid to workers, fear of retirement due to governments' non-committal to the payment of gratuity and pension to retirees, and the upsurge of the incidents of bureaucratic corruption in Nigeria.

Consequently, relevant data for the paper were derived from existing literature via textbooks, journal articles and internet materials

Civil servants are employees of government to carry out specific functions in the process of governmental administration and they are paid salary or remunerations at the end of the month. However, in some countries workers are paid fortnightly. The remunerations paid to workers in the civil service are according to qualifications, experience and profession. These factors determine the salary grade levels of civil servants and their total package. remuneration These elements also are the determinants of the gratuity and monthly pension retirees are entitled to. The paid to remunerations workers in the civil service in Nigeria is adjudged as one of the lowest globally. Due to poor remunerations paid to

workers in the civil service most of them are poor. In fact the workers in the civil service in Nigeria are under paid because they are paid less than what they produce. Generally in a capitalist economy most workers are paid less than what they produce. The system in capitalist organization extracts much labor out of the worker as it can (Buzuev 1987). There are no functioning social policies operating in the civil service that can ameliorate the glaring incidences of poverty. Many that depend on their monthly remunerations cannot afford a car, a house, payment of medical bills and school fees for their children. Under such circumstance, workers resort to corrupt practices as a way out of the ugly situation while in service and save for retirement period. Through there exist in paper in some states, housing and car loans for civil servants such as policies are not implemented regularly and not transparent. In addition the civil servants who are the beneficiaries must pay back the loan including interest before retirement.

There is no doubt about the level of poverty in Nigeria. Though there are numerous definitions of poverty, The United Nation defines poverty as a "denial of choice and opportunity, a violation of human dignity"(2014). This means not having enough to feed and clothe a family, not having a school or clinic to go, not having the land on which to grow ones food or a job to earn ones living, not having access to credit. This amounts to insecurity, powerlessness and exclusion of individual household and communities.

The Copegham Declaration (1995) states that poverty is the condition characterized by severe deprivation of basic human needs including food, safe drinking water, sanitation facilities, health, shelter, education and information. The World Bank standard income daily is \$1.5 per day which is unachievable by majority of the people in Nigeria

The issue of retirement and its phobia by civil servants in Nigeria is hinged on poor remuneration and the level of poverty while in service

Retirement falls with the popular saying that "everything that has a beginning must have an end" A civil servants starts his career by being

recruited into the service. The disengagement from the civil service by a serving officer is usually through either resignation, withdrawal or voluntary and compulsory retirement. Disengagement results in discharge from the service, termination of appointment compulsory retirement or dismissal.

Retirement from service in any organization after successful completion of stipulated years of service or years of age is supposed to be an enviable, glorious end in ones' life but in the civil service in Nigeria the opposite is the case. This situation is prevalent because the remuneration paid to workers hardly takes care of the basic needs of the family and no functional social welfare program for workers while in service and during retirement. Even the statutory gratuity and pension for retirees are not paid for years. The fact is that

retirement is expected to be and should be an exciting time. It is a period to travel and do things of interest freely. In Nigeria retirement is a nightmare due to numerous challenges awaiting them. The fear of retirement is not only associated to adjustment to stable work routine and income and its related sense of purpose. Other retirement challenges include relationship, particularly those without new meaningful activities to replace work, there is the risk of boredom and sense of purpose which can metamorphose to depression and other health problems. To Masses (2007) retirement is to withdraw from business or public life in order to leisure on ones income, savings or pension. He further states that for retirement to be meaningful and successful prime ingredients must be available, robust health, financial security and the balance of intellectual, physical, cultural and social activities. The situation in Nigeria these prime ingredients are absent and retirees are left without gratuity or pension for years. Even when they are paid particularly the monthly pension, is done intermittently.

Bur(2000) however regarded retirement as the act of leaving the service either voluntarily or compulsorily when such an employee have served for a specific period of years or removed on compulsory retirement, lay off, dismissal ( due to insubordination or misconduct ) death,

illness, disability or voluntary withdrawal from service . He identified various sources of retirement, voluntary retirement involuntary retirement, lay- offs, flexible retirement and redundancy, discharge of staff, termination of appointment, LIFO separation and dismissal. This result of this study will encourage governments at all levels to pay more attention to the welfare of civil servants by ensuring the functioning of social welfare packages for civil servants and ensuring returnees enjoy their benefits immediately they retire as one of ways of eradicating administrative corruption.

Nwachukwu (2000) viewed retirement as a socially accepted way of withdrawing from ones occupation or business in later life to enable one enjoy leisure, freedom or simply cope with health challenges. But Cole (2002) refers to retirement as a "period when an employee reaches the end of his working life. From whatever perspective one view retirement, it is an important face in human development all over the world. According to Wikipedia, retirement is the point where an individual disengages totally from occupation, business or from office. Retirement is a multifaceted social activity retirement shows the disconnection from customary activity in business, industry or active service as full time employee (Morris 2001) Igwe (2000) defined retirement as the termination of the services of an individual when he or she becomes incapable of rendering active service.

Asuquo and Moloki (2007) stated that there are three forms of retirement namely ; voluntary or self retirement is when the individual decides to leave service due to personal reasons inspite of age, experience, length of service or policies of retirement. The second form of retirement is the compulsory or forced retirement. Such circumstances is beyond the individuals anticipation and where is not prepared for it. This type of situation is regarded as negatively in that as unplanned and under reasons such as insufficiency , old age, and rationalization in work force (Elder & Johnson 2003). Oneye 2012 stated retirement from work often give rise to a lot of problems for retirees. These problems include sudden lose of income, financial insufficiency and anxiety ,

deteriorating health conditions, anxiety after retirement accommodation. In addition, learning new survival skills for post retirement life.

The fear of retirement life among civil servants in Nigeria is basically factored from financial challenges faced by retirees or pensioners. Though there are other challenges such as anxiety, residential home, lack of occupation, physical disability and aging, dwindling status, decreased stress and deteriorating health condition. However with adequate savings resulting from good remuneration coupled with timely payment of gratuity and pension by government, these challenges can be properly addressed.

#### Bureaucratic Corruption

Corruption as defined by the oxford advance learners' dictionary is “dishonest and wicked behavior”

Corruption has become a phenomenon that exist both in the private and public sector, private life, and even in religious bodies like churches, mosques, shrines, and also in world bodies like FIFA, UNO etc. Corruption can be described as the diversion of material wealth intended for effective achievement of social desirable ends into the pockets of individual(s)

- To NKOM (2000) corruption is the pervasion of public affairs to private advantage, it includes bribery or the use of unauthorized rewards to influence people in position of authority either to act or refuse to act.” The misappropriation of public funds and nepotism”

Scholars have classified corruption into: private, public bureaucratic, military and other forms of institutional corruption ( Samuel 2018 p.178)

- I. Private corruption refers to corruption perpetrated by people outside government, private individuals who engage in unethical unorthodox acts to enrich themselves.
- II. Public corruption takes place in government or by government

officials and their accomplices who may be in the private sector or private individuals. Public corruption takes place in the three arms of government. In addition we have what we can refer to as political corruption in the three arms of government in a democratic dispensation. In fact corruption is monumental at this level as it involves state funds which take place in the area of appointment, award of contract and inflation of contracts, embezzlement and misappropriation of public funds.

- III. Bureaucratic corruption is perpetrated by civil and public servants who implement government policies. This involves personnel in ministries, Departments and Agencies. Corruption at this level is the worst as the allocation and use of funds is executed by staff and they effect proposals and also submit financial needs to carry out the projects/ units and in addition transfer and effect payment.

Administrative corruption is similar if not synonymous with bureaucratic corruption. According to Shleifer (1998) Administrative corruption is when Administrative decision makers use the administrative office and power they are armed with to sustain their office and power, Status and wealth. Administrative corruption in this regard can be defined as the misuse of government officials of their administrative powers for illegitimate and private gain.

World Bank and Transparency International define administrative corruption as “the abuse of entrusted power for private gain or for family relations and Interests” (Jalikhairi 2010, Nostrati 2011) To many Political Scientists, administrative corruption is any transaction between private and public Sector actors

through which collective goods are illegitimately converted into private, regarding pay offs (Heidenheimer et al 1996). This distinction does not draw a differentiation between administrative/political and bureaucratic corruption. The definition only constitutes the necessary involvement of the state and state agents in corruption without any notion as to the level of authority where corruption takes place (Shlefer1998) Administrative corruption is perpetrated at the high level of political system and could also be referred to as political corruption. It is perpetrated when politicians and state agents who are entitled to make and enforce the law on behalf of the people are themselves involved in the corruption. Under this situation administrative corruption can be distinguished from bureaucratic or petty corruption, which is corruption in public administration, at the implementation level. In a wider perspective administrative corruption is the misuse of government officials of their administrative or governmental power for illegitimate private gains.

The process of committing administrative corruption involves nepotism. Nepotism means an unworthy behavior or practice by powerful individuals or group of influential people in society who use their power and position to favor their relations especially by helping them to gain a job, promotion, appointment etc without going through the due process or procedure.

Durkheim (1974) regarded corruption generally as an or any act of deviance as a result of anomalies. He propounded the notion of anomie in reference to the thesis that in modern societies traditional norms and standards become undermined, without been replaced by new ones. He believes that anomie exist when there are no clear standards to guide behaviour in a given area of social life Anomie is a social factor that makes people feel disoriented and anxious thereby making them to be influenced by corruption. Ekeh (1993) and Ake (1991) linked bureaucratic corruption among other factors to the failure of the last colonial era in Africa to meet the long term and short term interests of the people. These scholars are of

the view that states does not exist to advance the interest of the generality rather it has turned out to be the instrument in the hand of few privileged bureaucrats to exploit and oppress the masses.

Ekeh identified two moral imperatives,

- The primordial realm and
- Civil public

According to Ekeh, the primordial realm is governed by moral imperative that makes stealing an act of deviance. Thus emphasis is placed on what will benefit the people collectively while the pursuit of parochial interest is given minimal attention as the people gets more attraction and attention from it because it is the collective interest that predominates in the policy formation and decision. The civil/public does not command the same royalty, patriotism, commitment and confidence due to its kind of cohesion and oppressive structure that does not value the interest, welfare and well being of the people. Consequently stealing in the public sector or civil public is not viewed as defiance, ethically and morally wrong.

To Joseph (1987) bureaucratic corruption is prevalent in Nigeria because the people make use of public offices as prebend to satisfy the short and long term interest of individuals or groups of individuals rather than those of the general populace. Consequently there is prebendalization, to meet the individual family and sectional interest because they are not being governed by recognized moral ethics which bond them beyond their legal, rational justification.

Bureaucratic corruption has become popular in developing countries due to increased income disparities though there are other factors. Other such factors include, wrong value and ideas, ethnicity, poor reward system, favouritism, weak legal system, poor pay, incentives, lack of openness and transparency in the public service, religious centralization of political power, weak enforcement institutions and fear of job security and retirement. However, the major factor lies with poor remunerations which makes the workers unable to provide the necessary basic needs while in service and also

in their retirement.

All categories of corruption enumerated earlier in this paper are all related in their cause and effect. Corruption in all ramifications involves the improper and unlawful behaviour of public service officials, both politicians and civil servants whose positions afford them opportunities for the diversion of money and assets from government to themselves and supporters (Awogbemi 2014).

The causes of corruption differs from country to country. The major contributing factors generally on corruption are policies, programmes and activities that are inadequately conceived and managed, failing institutions, poverty, income, disparities, inadequate civil servants remuneration and lack of accountability and transparency (United Nations 1999). Generally, the scope of corruption is not limited to financial reward as conceived by many people. It also involves material possession, integrity, moral values and the society or the economy on the aggregate and therefore encompasses both institutional and personal decadence (Awogbemi 2014). Though there are no serious distinctions between the categories of corruption and their causes and effects, this paper focus is on the relationship between poor remuneration to workers in the civil service in Nigeria, fear of retirement and bureaucratic corruption. Consequently the causes and effects are considered along this direction.

Low civil servants salaries and poor working conditions, with few incentives and reward for efficient and effective performance in the civil service are in no doubt, strong encouragement for corruption in Nigeria.

In Nigeria, the overall culture of governance plays a significant role as most leaders and top bureaucrat set bad examples of self enrichment and ambiguity or complexity over public ethics thereby encouraging and promoting the lower level officials and members of the public into corrupt ventures. Under such circumstances informal rules are promoted above formal ones, thereby ensuring that stringent legal principles and procedures lose their authority. Thereby corruption elements are embraced by many Nigerians as the norm instead of exception even in the face of anti-corruption

crusaders and government agencies constituted to support clean and clear governance.

Corruption in Nigeria is one of the biggest challenges and this situation has been captured by international organisations such as the World Bank, transparency international. In 2000, Transparency International in its survey of 90 countries including Kenya, Cameroon, Angola, Nigeria, Cote-d'voire, Zimbabwe, Ethiopia, Ghana, Senegal, Zambia, India, Venezuela, Moldova and others, ranked Nigeria as the most corrupt as Nigeria . In 2011, Nigeria was ranked the second most corrupt nation out of 91 countries . Nigeria never improved in the corruption index up to 2003 only to improve marginally in 2004 where it was ranked the 3<sup>rd</sup> most corrupt out of 146 countries. Nigeria got the worst in transparency International rating corruption index since 2015. The report released in Abuja revealed that Nigeria nosedived in its global rating scoring 22 out of 100 points and score the worst performance since 2015. The report stated further that in country comparison Nigeria ranked 149 out of 183 countries dropping down three points compared to 2019 results (Vanguard January 2021 pg 9)

The theoretical framework for the explanation of the relationship between poor remuneration and the fear of retirement and bureaucratic corruption is what is referred to as the vicious circle whereby low income leads to low savings which again leads to low investment. This model has also been used in explaining the pattern of development in developing and under developing nations. The vicious cycle is also referred to as 'poverty trap', in addition, Laureate Igunnar Muder referred to it's as "circular and cumulative causation" (cited by Michael p Todaro and Stephen Smith in economic development 2009).

Therefore the payment of poor remuneration to workers consequently attracts low savings, and investment for retirement period becomes difficult. In the absence of investment for retirement, fear emanates and the option is to use unwholesome means to amass wealth while in service and the handy method is bureaucratic corruption;

However the following factors also influence bureaucratic corruption.

- a) Economic factors
- b) Socio-cultural factors
- c) The political system.

The rate of high unemployment, the dominance of the informal and traditional relationship on ties between people, the maturity of the political system etc. Invariably affects the scale of bureaucratic corruption in any society. On the other hand bureaucratic corruption has serious adverse effect on the efficiency of the administrative system, the legitimacy of the political system and the quality of the socio-cultural system of the society (Farhadinejad 2011). Though there are other factors that may not be directly connected to poor remuneration paid to workers encouraging bureaucratic corruption but poor income earned by the workers is a key factor. Due to poor income they are unable to meet their basic needs especially the absence of good functional social policy that ensures the basic facilities for the workers when they are in service and when out of service (retirement). The fear of retirement entertained by workers in the civil service which endear them to bureaucratic corruption is basically economic. Some of these factors in summary include;

- Unequal distribution of wealth
- Weak monitoring mechanism.
- Concentrated economy/government bureaucracy.
- Unequal, allowances and reward system of employees on the same grade level.
- Unemployment
- Lack of transparency.
- Greed and poverty.

There are general effects of corruption which applies to bureaucratic corruption and in summary they are as follows (Mamadu 2009).

- Poor investment.
- Rise in poverty.
- Poor national development
- National crisis.

- Loss of much needed revenue.
- Decrease in national prestige and respect.
- Leads to brain drain.
- Causes civil unrest.
- Business failure.
- Election rigging.
- Absence of law and order and failure of government institutions.

According to Ribadu (2006) corruption is worst than terrorism as it is responsible for perpetual collapse of infrastructure and institutions in Nigeria. It is the cause of endemic poverty and under development and cyclical failure and democracy to take root (Awogbemi 2014) Government at all levels in Nigeria recognises the cancerous effects of corruption to the conduct of average development of the country and embarked on war against it. Since 1999 this war against corruption generally has remained a core commitment of various regimes. This has led to the establishment to the Code of Conduct Bureau, National Drug Law Enforcement Agency (NDLEA) Money Laundering Act of 1995, re-enacted in 2004, Advance Fee Fraud (419) and fraud related offences Act of 1995, Independent corrupt practices and related offences Act of 2000, the Economic and Financial Crimes Commission (EFCC) 2003 etc.

Through these Agencies the Federal Government has recovered billions of naira back to the treasury of government and this has installed some restraint to those involved and intending on corruption.

## Conclusion

This paper has examined the effects of payment of poor remuneration to workers as it causes low savings and low investment towards retirement, on bureaucratic corruption. Consequently the workers settle down for criminal primitive accumulation of wealth while in the civil service through bureaucratic corruption to take care of their basic needs while in service and during their period of retirement. Thus creating further challenges against the success of the war against corruption by the government

re-socialized in the benefits of ethics and behave accordingly.

## Recommendations:

Governments at all levels should ensure the strict implementation of the old and new pension scheme.

Government at all levels should ensure timely payment of gratuity and pensions to retirees immediately they retire.

Government should ensure the formulation and implementation of workers social insurance and welfare packages where retirees are also beneficiaries.

The government should effect the payment of remuneration/allowances to her workers that are in tandem with global standards.

The main anti-corruption agencies, ICPC and EFCC should be made more effective through serious public enlightenment of their activities at the grassroots. In fact they should open offices in all local government areas in the country and outlets in all government offices.

The leadership in the government should adopt intelligence gathering method and collaboration amongst all agencies concerned with the war against corruption. In addition demonstrate seriousness in tracking and punishing corrupt Government officials including civil servants.

Special courts be established to try corruption cases in order to avoid delay of such cases in the conventional courts.

Well articulated reward system be adopted for good and honest civil servants and wage increase to reduce income disparity.

Institutionalize code of ethics for civil servants where they are re-educated and enlightened,



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