Motivation and Ethics: Essential Factors for Sustainable Public Service Delivery in Nigeria

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Abstract: The issue of accountability and transparency in the Nigerian public service has been a topical one thus subjected to various scholarly discourses. Despite the material and human resources at her disposal, service delivery in the country has been below public expectations. This paper is two-fold. It set to: examine the issues affecting public service delivery; and demonstrate how motivation can enhance ethical behaviours among public servants towards ensuring sustainable public service delivery. Psychological Egoism, Needs and Reinforcement theory were utilized as theoretical basis in the study. This was a secondary data based research that utilized evidences from relevant literatures including Corruption Perception Index (CPI) from year 2000 to 2014, thus analysed through content analysis. The paper found out among other things that certain Human resource, political and institutional factors has led to the erosion of ethics by public servants. This adversely affects public service delivery in Nigeria. It is expected that in order for public servants to adhere to the code of conduct of their respective offices, there is need to motivate them and set up a body that rewards good behaviour and/or punish bad behaviour. By doing this, sanity, better and equitable service delivery will be achieved.

Keywords: Ethics, Motivation, Nigeria, Public Service, Service Delivery

Introduction

The public service as a stabilizing machinery of government activities guarantees continuity in governance of any country (Osawe, 2014). In fact, the effective functioning of the government bureaucracy matters as it is an important determinant of poverty, inequality, economic growth and development as stressed by the past studies (Acemoglu 2005, Besley and Persson 2010). According to Adegoroye (2003), public service refers to all organizations that are responsible for the delivery of government services. "Organizations" in the aforementioned definition is the utilization of resources amongst which is human resource to achieve a common goal. One could rightly say that the human resources of any country are the most critical asset for the achievement of organizational growth and National development (Adewusi, 2015; Habib, 2012; Kalejaiye, Sokefun and Adewusi, 2015). It is not wrong to assert that public services are the government machinery for service delivery, thus are set up to serve the people in the area of provision of electricity, creation of employment, education for all, security of life and properties, amongst others. Hence, public service delivery in this paper shall be referred to as the dividends accruing to the citizens from both elected, employed and appointed public officials in such areas like electricity, employment, education, security of life and properties. From the foregoing, the need for public servants (i.e., Civil servants, Armed forces and other public enterprises) to adhere to existing ethical pronouncement of their respective offices serve as the propelling force for long term service delivery is no doubt a key to the socio-economic and political development. Furthermore, one

of the core characteristics of a forward-looking country is the existence of some form of ethical principles and norms which ensures that (i) standards are maintained (ii) bureaucratic powers are not abused by the bureaucrats, for selfish purposes (especially for personal or family aggrandizement). Such principles like impartiality, meritocracy, honesty, loyalty, transparency, discipline, fairness, courtesy, cooperation, rules and regulations, etc. provide the ethical environment within which the Nigerian public service has to and should operate (Agba, Ochimana, Elejo and Abubakar, 2013). Since the public service is managed by human resources. They are expected to be equipped with the right attitude/behaviour which could be done through motivation. Motivation is the management report process of influencing people's behaviour (Luthans, 1998).

The primary function of any Government in a developed or developing Nation is to ensure an equitable distribution of public goods and services to its citizens. However recently, the issue of accountability, integrity and transparency in the Nigerian public service has been a topical one thus subjected to various academic discourses (Adesopo, 2013; Agba, Ochimana and Abubakar, 2013; Ananti and umeifekwem, 2012; Anyadike, 2014; Anyim, Ufodiama and Olusanya, 2013; Arowolo, 2012; Beetseh and Kohol, 2013; Casimir, Izueke and Nzekwe, 2014; Chukwuebuka and Chidubem, 2011; Ejumudo, 2013; Eketu and Nwuche, 2014; Fatile, 2013; Ibietan and Joshua, 2013; Inyang and Akaegbu, 2014; Isimoya, 2014; Osifo, 2012; Junaidu and Aminu, 2015; Lawanson and Adeoye, 2013; Mukoro, 2003; Nkwede, 2013; Nwankwo, Obi and Sydney-Agbor, 2013; Nwokncha and Uremadu, 2012; Okekecha, 2013; Omisore and Adeleke, 2015; Osawe; 2014; Osuagwu, 2012; Tom and Biobele, 2015; Whitton, 2001; Yahya, 2006). This can however be linked to cases related to the abuse of offices by public offices in Nigeria, which have affected the distribution of public goods as the interests of public office holders have override that of the general public.

In Nigeria, despite the material and human resources at her disposal, service delivery in the country has been below public expectations. While public sector organizations and institutions are the shopping floor for government business, Nigerians have regrettably been short-changed by the quality of public service delivery. Notably, governmental organizations have over the years been showcases for the combined evils of inefficiency, ineffectiveness, lawlessness and corruption and, as a consequence, impediments to effective implementation of government policies (Ejumudo, 2013). Recently, several government agencies are facing probes and many public officials standing trial for alleged misappropriation of public funds as well as the abysmal public service delivery, despite several ethical principles. These have shown that public personnel with who are motivated in other to adhere to the ethical pronouncement of their offices are in short supply. According to Lacey (1976) "ethics is synonymous with "moral", connoting customs, habits and accepted ways of behaviour of an individual or a community hence, ethics is defined as an inquiry into how men ought to act in general not as an end itself, but a means to an end. One could rightly deduce from the above definition that ethics are more or less ground rules with which all needs to abide to. Furthermore, the Corruption Perceptions Index (CPI) report released recently by transparency International shows that Nigeria ranks 136th with other African countries such as Niger, Egypt, Namibia, Senegal, Ghana and South Africa performing better. It was against this backdrop that this paper examines motivation as an essential factor for enhancing ethical behaviour among public servants towards ensuring sustainable service delivery. Specifically, this paper examines the issues affecting sustainable service delivery and demonstrates how motivation can enhance ethical behaviour towards ensuring sustainable service delivery in Nigerian public service.

Ethical issues and service delivery in Nigerian public service

The issues of ethics and other factors affecting Nigerian public service have been issues of National discourse. Some researchers stressed that Corruption is the major obstacle faced by Nigerian public service (Adesopo, 2013; Akpomuvire, 2003; Ananti and umeifekwem, 2012; Arowolo, 2012; Casimir *et al*, 2014; Ejumudo, 2013; Eketu and Nwuche, 2014; Fatile, 2013Inyang and Akaegbu, 2014; Nwokocha and Uremadu, 2012; Omisore and Adeleke, 2015; Osawe; 2014; Yahaya, 2006). To buttress this, the Table 1.0 shows the Corruption Perception Index (CPI) of some selected African countries as released by Transparent International. Transparency International (TI) has been publishing the Corruption Perceptions Index (CPI) since 1995. It is a publication released annually, ranking countries "by their perceived levels of corruption, as determined by expert assessments and opinion surveys". The CPI focuses on corruption in the public sector, or corruption which involves public officials, civil servants or politicians. The data sources used to compile the index include questions relating to the abuse of public power and focus on: bribery of public officials, kickbacks in public procurement, embezzlement of public funds, and on questions that probe the strength and effectiveness of anti-corruption efforts in the public sector (Transparent international, 2014). For the purpose of selected African countries however, data up to fifteen (15) consecutive years (2000 to 2014) was utilized to ensure an all-encompassing figures. It should be mentioned here that the higher the score, the lower the level of corruption and vice versa.

Table 1.0: Corruption Perception Index (CPI) of selected African Countries from 2000 to 2014

Country Year	Tunisia	Malawi	Egypt	Nigeria	Namibia	Zambia	South Africa	Botswana	Ghana	Senegal
2000	5.2	4.1	3.1	1.2	5.4	3.4	5.0	6.0	3.5	3.5
Rank (th)	33/90	46/90	64/90	90/90	31/90	58/90	34/90	26/90	54/90	54/90
2001	5.3	3.2	3.6	1.0	5.4	2.6	4.8	6.0	3.4	2.9
Rank (th)	33/91	61/91	54/91	90/91	30/91	76/91	39/91	26/91	59/91	67/91
2002	4.8	2.9	3.4	1.6	5.7	2.6	4.8	5.7	3.9	3.1
Rank (th)	38/102	68/102	62/102	101/102	28/102	80/102	38/102	30/102	50/102	66/102
2003	4.9	2.8	3.3	1.4	4.7	2.5	4.4	6.0	3.3	3.2
Rank (th)	39/133	84/133	72/133	132/133	42/133	99/133	49/133	31/133	72/133	76/133
2004	5.0	2.8	3.2	1.6	4.1	2.6	4.6	6.0	3.6	3.0
Rank (th)	40/146	92/146	78/146	144/146	56/146	107/146	47/146	31/146	64/146	86/146
2005	4.9	2.8	3.4	1.9	4.3	2.6	4.5	5.9	3.5	3.2
Rank (th)	43/158	100/158	73/158	154/158	49/158	115/158	46/158	32/158	65/158	81/158
2006	4.6	2.7	3.3	2.2	4.1	2.6	4.6	5.6	3.3	3.3
Rank (th)	51/163	105/163	70/163	142/163	55/163	111/163	51/163	37/163	70/163	70/163
2007	4.2	2.7	2.9	2.2	4.5	2.6	5.1	5.4	3.7	3.6
Rank (th)	61/179	118/179	105	147/179	57/179	123/179	43/179	38/179	69/179	71/179
2008	4.4	2.8	2.8	2.7	4.5	2.8	4.9	5.8	3.9	3.4
Rank (th)	62/180	115/180	115/180	121/180	61/180	115/180	54/180	36/180	67/180	85/180
2009	4.2	3.3	2.8	2.5	4.5	3.0	4.7	5.6	3.9	3.0
Rank (th)	65/180	89/180	111/180	130/180	56/180	99/180	55/180	37/180	69/180	99/180
2010	4.3	3.4	3.1	2.4	4.4	3.0	4.5	5.8	4.1	2.9
Rank (th)	59/178	85/178	98/178	134/178	56/178	101/178	54/178	33/178	62/178	105/178
2011	3.8	3.0	2.9	2.4	4.4	3.2	4.1	6.1	3.9	2.9
Rank (th)	73/182	100/182	112/182	143/182	59/182	91/182	64/182	32/182	69/182	112/182

2012	4.4	3.7	3.2	2.7	4.8	3.7	4.3	6.5	4.5	3.6
Rank (th)	75/174	88/174	118/174	139/174	58/174	88/174	69/174	30/174	64/174	94/174
2013	4.1	3.7	3.2	2.5	4.8	3.8	4.2	6.4	4.6	4.1
Rank (th)	77/175	91/175	114/174	144/175	57/175	83/175	72/175	30/175	63/175	77/175
2014	4.0	3.3	3.7	2.7	4.9	3.8	4.4	6.3	4.8	4.3
Rank (th)	79/174	110/175	94/174	136/174	55/174	85/174	67/174	31/174	61/174	69/174

Source: http://www.transparency.org/research/cpiRetrieved 23/09/2015

In 2000, Nigeria was the most corrupt country amongst countries surveyed for the year, but was ranked 90th out of 91 countries in 2001. In 2002 and 2003, she was ranked 101th and 132th in 102 and 133 surveyed countries respectively. However in 2004, she ranked 144th in 146 surveyed countries while in 2005, she was 154th in 158 countries surveyed. More so, Nigeria ranked 142th in 163 countries surveyed, unfortunately, she was ranked 147th in 179 countries surveyed for 2007. Nigeria in 2008 and 2009 was ranked 121th and 130th respectively among 180 countries surveyed. In 2010, Nigeria was ranked 134th among 178 countries surveyed, but performed woefully in 2011 as she was ranked 143th among 182 countries surveyed for that year. In 2012, Nigeria was placed in 139th position among 174 countries while in 2013, she was ranked 144th in 175 countries. Lastly, in 2014, Nigeria was ranked 136th among 174 countries surveyed for the year. From the foregoing, it is not wrong to conclude that corruption a major milieu in the Nigerian public sector. Furthermore, Corruption can involve high costs and substantial uncertainties compared to its benefits (Osuagwu, 2012). Thus, Corruption has a negative effect on the social, political, environmental and economic development of a country (Okekeocha, 2013).

Studies stressed that over-bloated staff Structure (Ogunrotifa, 2012), nonchalant attitude of public servants (Beetseh and Kohol, 2013), lack of spirit of teamwork, Godfatherism, nepotism, lack of flexible rules (Akpomuvire, 2003), poor working conditions of public servants and lack of participation of Human Resource department in ethics infrastructure (Anyim *et al*, 2013), lack of desire and willingness of public servants to adhere to code of conduct; personal enrichment/self-interest and political friends at the helms of affairs where policies on public programmes are made and executed (Anyadike, 2014), egoistic imperatives of public servants and lack of purpose-directed leadership (Dorosamy, 2010), lack of transparency and accountability (Adesopo, 2013; Ezeibe and Iwuocha, 2011) and unethical leadership culture (Atiya, Naser and Shebaib, 2015), poor attitude of public servants (Kirfi, Balarebe and Shantali, 2013) and unsuitable workers recruited to work as public servants (Akpomuvire, 2003) are factors affecting Nigerian public service, thus lead to degeneration of the delivery of public goods.

Ananti and umeifekwem, (2012) further argued that lateness to duty, lack of dedication to duty, high level of insubordination, indiscipline, high level of absenteeism and dereliction of duty hinders efficient service delivery in Nigerian public service. Nwokocha and Uremadu (2012), opined amongst other things that (i) cultural background of some public servants antagonizes public service ethics; (ii) believe system of some public servants has a lackadaisical attitude towards work and sanctions for poor service delivery as they are been too "religious" and (iii) web of kinship of public servants as they tie themselves to the apron strings of ethnicity, fraternal and other informal groups; are the causes of ethical flaws which in turn affects service delivery in Nigeria. Though the above factors may dictate the behaviour towards workplace ethics, however, the issue of individual difference and personality traits was not considered in their study, therefore, having a similar cultural background does not mean they will behave in same way. More so, politicization of the top hierarchy of the Civil Service, lack of financial accountability and probity, perpetual breakdown of discipline, virtual institutionalization of corruption at all levels and segments of the service, disregards for rules and regulations, loss of direction and general decline of

efficiency are issues mitigating against the delivery of public goods to the Nigerian citizens (Ezeibe and Iwuocha, 2011). Dorasamy (2010) submitted that all these unethical behaviour and practices in the public service has impacted on the quality of service delivery in many government departments.

Researchers stressed that many of the overdose reforms and the enforcement of multifarious disciplinary regimes have not appreciably shielded public servants from the vagaries of its own undoing (Ezeibe and Iwuoba, 2011; Osawe, 2014). This is to say that despite several reforms by successive government in Nigeria, such as Morgan Commission (1963), Eldwood Commission (1966), Adebo Commission (1971), Udoji Commission (1974), Dotun Philips Commission (1985), Civil Service Reform Decree (1988), Ayida Review Panel (1994), Civil Service Reforms under President Olusegun Obasanjo between 1997 – 2007, reforms headed by Steven Oransanya Daniel between 2010 – 2013, no reasonable results has been gathered as their purported goals are yet to be achieved. Fatile (2013) posited that all these aforementioned reforms have failed to provide sanity into the public service. Inyang and Akaegbu (2014) found out that the reforms of the public service were often structural in nature and paid little attention to the people-factor and people-management issues. As this brings fear in terms of job security to some workers, affords them to engage in unethical practices in order for them not to be at the losing side.to buttress this the Nigeria's anti-corruption commission, the Economic and Financial Crime Commission (EFCC), as they recently provided dramatic evidences, which put the total amount of money stolen by past and present Nigerian rulers and laundered mainly in anti-corruption-preaching Western banks at US$521 billion (Nigeria World News, 2005). Kirfi et al (2013) suggested that SERVICOM is an essential element for effective and efficient Service delivery in the Nigerian public service. Furthermore, Adesopo (2013) submitted that political commitment, civil service charter, empowering the legislative arm of the government amongst others is factors to consider for good service delivery. However, Beetseh and Kohol (2013) observed that counseling interventions could help to build a strong and viable civil service.

Agba *et al* (2013) argues that ethics and anti-corruption campaign have become an integral part of the Nigerian public service and governance but with little relevance, and large scale evidences of failure. In other words, the effectiveness of ethical codes of conduct among civil servants, politicians and the noise about anti-corruption campaign remain doubtful in the face of the rising spade of ineptitude to work, embezzlement of public funds, bazaar mentality, insecurity of lives and property, bribe-taking, and the likes. He therefore suggested that government and leaders at federal, state and local government levels should enthrone ethical codes through living by example and the various whistleblowers, normally known as anti-corruption agencies like the Economic and Financial Crime Commission (EFCC) and Independent Corrupt Practices Commission (ICPC) through capacity building and the employment of men of integrity to work in them. Nonetheless, studies have shown that not all ethic violation are dealt with by these aforementioned bodies as their decisions are influenced by the elites who knew if those violators are detected, allegations will also be linked to them, thus, putting them in trouble. Casimir *et al*, (2014), suggested traditional Oath taking by public servants. However, Nigerians are too religious; thus, traditional oath taking might not work. Despite their Godly nature, misconduct cannot be far-fetched in the Nigerian public service (Aminu, 2015). Fatile (2013) suggested a comprehensive agenda on mass education campaigns on the extent and cost of corruption and unethical behaviour as well as enacting, improving and effective enforcing legal instruments, code of conduct and regulations promoting ethics and performance of ethical values in the public sector would depend on the prevalence of good governance.

Apparently, some of the issues affecting service delivery in the Nigerian public service have been identified with some measures. It is right to say that most of the issues affecting public service delivery are; the human resource factor, such as selfish interests of public servants,

lateness to work, poor working conditions, poor attitude of public servants etc.; political factors, such as politicization of the top hierarchy of the Civil Service, Godfatherism, Nepotism and institutional factors such as lack of transparency, accountability, bad leadership and so on. Therefore, most measures identified by past studies have only focused on the political and institutional factors such as reforms, Service Compact with all Nigerians (SERVICOM) aspect while neglecting the human resource factor. It was against this backdrop the study intends to demonstrate how motivation of public servants through rewards and punishments could enhance ethical behaviours towards achieving sustainable public service delivery in Nigeria.

Theoretical Expositions

Psychological Egoism

The descriptive egoist's theory is called "psychological egoism." Psychological egoism describes human nature as being wholly self-centered and self-motivated. Hobbes maintains that, "No man giveth but with intention of good to himself; because gift is voluntary; and of all voluntary acts the object to every man is his own pleasure." In its strong form, psychological egoism asserts that people always act in their own interests, and, cannot but act in their own interests, even though they may disguise their motivation with references to helping others or doing their duty. It is not wrong to say that psychological egoism renders ethics useless. This is to say that most officials in Nigerian public service are motivated by their respective "selfish interest(s)" and not the public interests which were their primary assignments. By implication, this renders the Code of Conduct Bureau and Tribunal Act, the Public Service Rules, and Financial Regulations ethical principles which an official in the Nigerian public service needs to adhere to useless. This explains how Nigerian public service came about her challenges in delivering sustainable public goods. However, what are these "interests" which are considered as selfish? Since this theory could not pinpoint them, then it is insufficient, thus inadequate to explain issues raised in the study.

Maslow Needs theory

Maslow wanted to understand what motivates people. He believed that people possess a set of motivation systems unrelated to rewards or unconscious desires (McLeod, 2014). Maslow (1943) stated that people are motivated to achieve certain needs. When one need is fulfilled a person seeks to fulfill the next one, and so on. These needs include physiological (food, water, sleep, air, sex, freedom of movement, and a moderate temperature), Security (personal security, job security, and security for properties), belongingness (to give and receive love), Esteem (of self-confidence, worth, strength, capability and adequacy of being useful and necessary in the world) and self-actualization needs (realization of one's potential).

One can rightly conclude that, deprivation of any of these aforementioned human needs will affect a typical Nigerian worker, hence, satisfaction of these needs through unethical means which is the major source of corruption that affects the public service in Nigeria. This leads to a defect in the quality of service delivery. However, since the psychological Egoism model has defined Human beings has been self-centered; they tend to satisfy their needs through means which are unethical, thus, affect the public service generally. In essence, they choose to be satisfied at the expense of the general public who appointed/recruits them to their respective posts to serve them. Therefore, to bring out the best for workers, it is very important for organizations to provide these needs for the workers, so the latter would not have the course to achieve them themselves through the much stressed unethical means. This theory has helped in explaining and predicting issues related to satisfaction of needs, whether through ethical or unethical means and its resultant effects. Thus, this adoption of this theory seems insufficient since the paper intends to demonstrate how motivation could instill public

servants to exhibit ethical behaviour(s) towards a sustainable service delivery. This compels the researcher to adopt other theory of motivation – reinforcement theory.

Reinforcement theory

Reinforcement theory of motivation otherwise referred to as Operant Conditioning was proposed by BF Skinner and his associates. It is based on "law of effect", which states that "an individual's behaviour is a function of its consequences" (Management Study Guide, 2013) i.e., individual's behaviour with positive consequences tends to be repeated, but individual's behaviour with negative consequences tends not to be repeated. This theory focuses totally on what happens to an individual when he takes some action. Thus, according to Skinner, the external environment of the organization must be designed effectively and positively so as to motivate the employee. This theory is a strong tool for analyzing controlling mechanism for individual's behaviour. However, it does not focus on the causes of individual's behaviour. Furthermore, According to Huitt and Hummel (1997), four methods are employed in operant conditioning namely: Positive reinforcement, which is any pleasant or desirable consequences that follows a response and increases the possibility that the response will be repeated; Negative reinforcement, is psychological reinforcement by the removal of an unpleasant stimulus when a desired response occurs; Positive punishment occurs when a stimulus is presented following an undesired behaviour and subsequent occurrences of the undesired behaviour are reduced or eliminated; Negative punishment, which involves removing a pleasing stimulus other than the one maintaining the behaviour in order to decrease the frequency of the behaviour; and Extinction, implies lowering the probability of undesired behaviour by removing reward for that kind of behaviour.

From the foregoing, one could right deduce that rewards are of two forms, i.e., positive (adding something as reward) and negative (removing something as reward) which increases the probability that a public servant will repeat some desired behaviour. Also, punishment are of two forms, positive (adding something as punishment) and negative (removing something is punishment) so that an undesirable behaviour will be reduced or eliminated from workers. Whether reinforcement of punishment, the matter is that public servants are to exhibit desirable behaviour that promotes organizational goals among which is the delivery of public goods to those who elected, appointed or recruited them. In doing this, managers and head of public enterprise must study their workers behaviours closely so as to identify work and non-work factors that motivates or demotivates them. It is suggested that, workers are to be motivated through rewards (whether financial or non-financial) and punishments irrespective of their level, as it will serve as an example to others. By so doing, those who violate their work ethics will be punished, and those who abide to ethics in such a way that they recorded success stories should be rewarded so that a thick line or demarcation will be drawn between what constitute good and bad behaviour.

FIG 1: Relationship between Motivation, Ethics and Service Delivery in the Nigerian Public Service
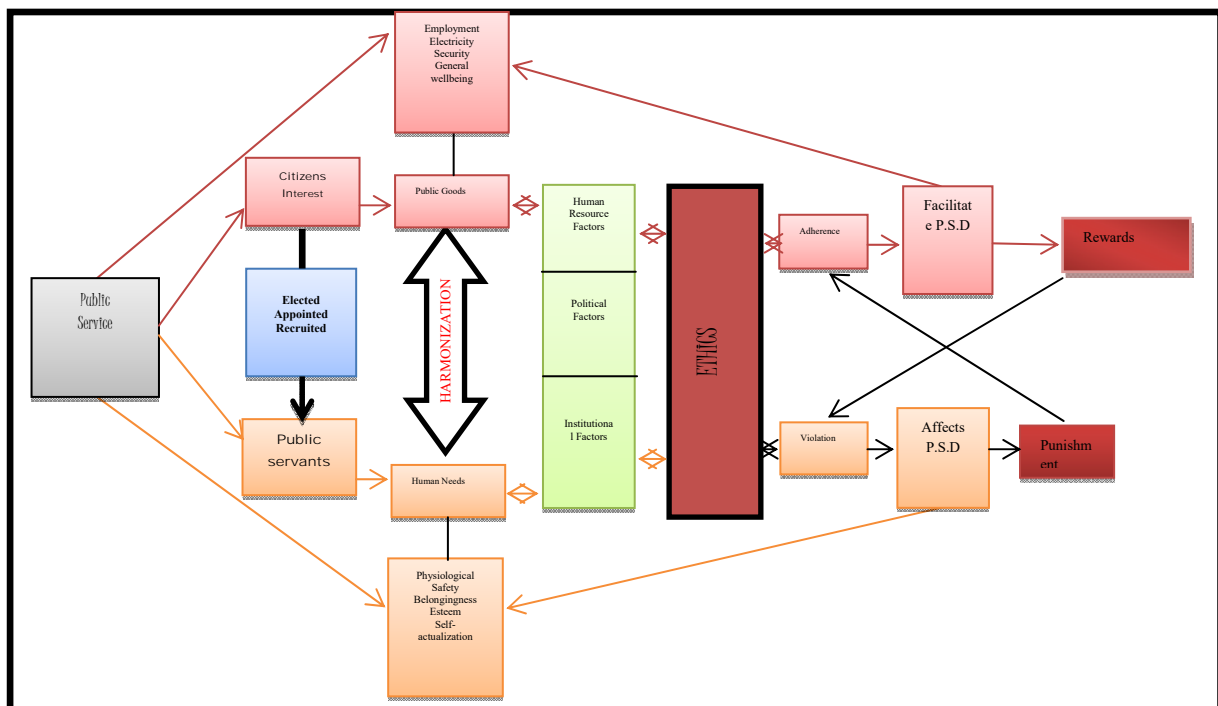
Proposed Conceptual Framework

Drawing from the pictorial representation above, there exists certain interests from two major stakeholders in the Nigerian public service, that of the citizen and the public servants. While the citizens , has through voting activities elects some public servants into respective posts, these elected servant in turn appoints and recruits workers who are perceived as deem fit for relevant posts. On one hand, the citizens are interested in certain public goods such as electricity, employment generation, security of life and properties among others. Public servants on the other hand, are interested in satisfying their needs such as physiological, safety, social, esteem and self-actualization needs.

However, due to the selfish interests by the public servants, they tend to satisfy their own needs as argued by Psychological Egoism theory at the expense of the need to the public which they were initially elected, appointed or recruited for. As a result of these selfish interests by the public servants, the problem of sustainable public service delivery which was as a result of three major issues; the human, political and institutional factors, as identified by the literature. These factors have come to being due to the erosion of ethical pronouncement of public servants respective offices which was a function of the self-centeredness.

The effect of the erosion or violation of ethical principles adversely affects the public service delivery. Therefore, to correct this, those who violates the ethics of their offices should be punished, whether positive or negative punishment, so that they can serve as examples to others who would adhere to the ethical principles of their offices, which will bring about sustainable service delivery. It should be mentioned there that when servants achieves results ethically, there should be form of reward accruing to them, presented to them by a National or international statutory body. This would enhance their ego, thus, intrinsic motivation will be derived by the servant which is also used by other public servants as a model through which they can also be recognized all over the nation as an ethical public servant.

Methodology

This is a secondary data based research that utilized evidences from relevant literatures including Corruption Perception Index (CPI) from year 2000 to 2014, published journals, News, articles, speeches, magazines and textbooks, thus analyzed through content analysis. This methodology was used to supplement myriads of literature on the issue of public service delivery in Nigeria, and since the paper dealt with a macro/national issue, at the face of limited resources such as time, finance and personnel, it will be almost impossible to collect an empirical data.

Discussion

After a review of relevant literature, this section shall be dedicated to examining these factors and equally pinpoint how they affect sustainable public service delivery. This has been categorized into three, namely Human resource, political, and institutional factors

Human resource Factors

I. *Election/Recruitment/Appointment of Unsuitable Public Servants*: One of the major crises of service delivery in the Nigerian public service is the election/recruitment/appointment of unsuitable candidates in preference to candidates of high merit. Politics in Nigeria has been monetized over time, therefore, most of Nigerian citizens vote for candidates who could buy their votes. This as been a major obstacle in the Nigerian politics. More so, some forms of recruitment are done by middle/lower ranks that see it as an opportunity of making money by collecting bribes from applicants. Some could even pay in kind such as sex agreements and having sensitive relationship with them. Much as this situation is reprehensible, it is not the heart of the matter. The recruitment and selection of unsuitable, unqualified candidates, who lacks the required Knowledge, Skills and Attitudes (KSA's), undermines the quality of service delivery of the public service, occurs in the recruitment of higher grades of staff into sensitive positions such as secretaries, accountants, technical officers, work superintendents and others. Highly placed functionaries at the top system are responsible for the recruitment of this grade of staffs. In the public service, it is the responsibility of the Public Service Commission (PSC), while in other system within the public service; it may be the function of a special committee appointed for the purpose, or of a Board of Directors of the public organization. While few people in the Public service commission believes on merit-based recruitment of public servants, majority of the members are keen to ensure that their own candidates are appointed, which will later transcends to an axiom of "if I rub your back, then you rub my back too". When these candidates of theirs have been recruited, they form informal groups, referred to as 'cabals' to dictate how 'things will be done' in the public service. When this happens, personal interests supersede that of the citizens which is one of the major banes of sustainable public service delivery.

II. *Falsification and forgery*: This is another HR problem inherent in the public service. The chronic habit of falsification of facts by public servants such as the educational qualification and age amongst others. It is remarkable how, out of every twenty public servants in Nigeria, it is cumbersome to find eight of them who present their true educational qualification and declared their true age on joining the public service. This, perhaps, is another issue of socioeconomic culture in Nigeria (Adebayo, 2008:180). This is because an average Nigerian wants to stay in the public service as long as possible in order to insure himself against wants and penury in his advancing years. Whatever efforts such servant might make to deceive the world, the truth is that

on one can cheat nature. Such official(s) is often placed on assignments in consonant with the age and educational qualification they declared and presented respectively. The result is that, having to cope with the physical strain and demand of a job meant for someone ten years younger, they crack under the strain and become physically wreck. As such, delivery of public service is greatly affected

III. *Over-staffing of the Public Service*: The public service have more employees than she needed. This is a serious problem which public service must deal with as a matter of urgency if they are to deliver quality public goods. It makes public institution costly to run as much will be spent on recurrent expenditure such as wages and salaries, among others. Overstaffing has demoralizing effects on the underemployed person, thus redundancy. It breeds indolence which lowers the general tone of efficiency of the public service. By implication, ethical principles are eroded by these servants, having multiplier effects on the delivery of public services to the teaming populace as a result of poor attitudes towards work, lateness to duty, increasing absence from work amongst others.

IV. *Inadequate Learning and Development Programmes***:** According to Adebayo (2008), much progress has been made in the various public services of Nigeria towards training and staff development during the past decades, and particularly the introduction of a result-oriented approach to public service following the Report of the Public Service Review Commission in 1972. However, the scope and depth of training still falls far short of normal requirements for the delivery of public goods by the public servants. He further, argued that training programmes focused much more on the senior management compare to other level of management in the public service.

V. *Lack of spirit of teamwork***:** The situation which the public service has different informal groups formed by public servants, the principle of *esprit de corps* would surely be absent, a situation which the then Public Service Commission in Nigeria saw and described is still very much today. According to Adebayo (2008:174), paragraph 112 of the Public Service Commission Report observed that as between the administrators and professionals "the relationship is one of acrimony and antagonism in a conflict rather than partnership in the enterprise, with resultant lack of teamwork necessary in modern management". When in a department, the professional officers develop a cynical and lukewarm attitude to work and the administrator plods wearily on without the benefit of sound advice from the professional experts, and then the output from the department is bound to be adversely affected (Adebayo, 2008:174).

VI. *Nonchalant Attitudes of public servants to work***:** The attitude of most public servants to work in Nigeria is nothing to write home about. Studies have shown that employees who has spent much time in his place of work tends to engage in nonchalant attitudes since they are already familiar with the 'nooks and crannies" of their establishment (Kalejaiye and Adeyemi, 2015). They might even decide not to come to work, while their salary keeps on coming in every month end. Their attendances are written for them by their colleagues to avoid any sanction from their superiors. Some comes to work late and leave early. Some even go to the extent of holding other jobs hereby neglecting their primary job/assignment(s). This situation whereby an individual holds two or more jobs is referred to as Moonlighting. This practice is more common in the public services, especially among health workers, lecturers etc.

VII. *Cultural background and believe system of public servants***:** Some of the public servants came from background where their culture antagonizes that of the public service. It is so common in the Nigerian public service where the quantum of titles one has confers on one a degree of immunity e.g. Comrade, Honorable, Sir/Lady, etc. Others include respect for age, husband's tittle, wife's tittle, position of the family in the society, sex and others. These titles/factors build false consciousness on the holder, make them egoistic, and weaken discipline. Meanwhile, the Public Service is however interested in results not titles. This has results to a scenario whereby public servants disregard the rules and regulations of their respective offices. Furthermore, our belief system is another negative influence on results from the public service. Nigerians are very religious people. Despite that all religions teach Integrity, most of those who steal Government time for example are those who are very religious (Nwokocha and Uremadu, 2012). The implications of this religious belief to the public service makes a typical Nigerian public servant believe that his promotion or misfortune in the workplace is traceable to God not his conduct (Ahiauzu, 1999), thus whatever happens in their career is the will of God/Allah. This bazaar mentality of public servants results to a lackadaisical attitude to work when he anticipates sanction for poor service delivery.

Other human resource issues are poor working Conditions of Public Servants, lack of flexible human resource rules and regulations, high level of insubordination and indiscipline, lack of supervision, cessation of work, untimely payment of salaries as at when due, lack of recognition of trade unions, non-implementation of collective agreement between representatives of employees and employers,

Political Factors

1. *God-fatherism, Tribalism and Nepotism***:** Godfathers are men who have the 'power' and required influence to decide who get what, when and how. As argued in previous sections, good fathers are found everywhere in the public service. They are those who have been in service for a very long time, wealthy, which are mostly embezzled from the public service. These set of people sponsor elections with embezzled money, devising violent methods so as to elect the wrong person(s) to the post of power. These elected person(s) in turn reciprocate the "good deeds" of their godfathers by appointing and recruiting wrong and unsuitable people into the public service. This, however leads to the politicization of the hierarchies of the public service which has adverse implications on the public service delivery of the country, since minority interests has took over that of the majority. Thus, virtual institutionalization of corruption at all levels and segments of the service cannot be over-emphasized.

2. *Lack of purpose-directed leadership:* Since the majority interest has been overridden by that of the minority, then the purpose of been a leader will be displaced, therefore, taken over by self-centered political thugs who enrich their pockets with public funds, meant to provide public goods to the citizenry who owns the monies. By implication, the efficiency of the political process will be affected which has hostile implications on the welfarism of the populace.

Institutional factors

a) *Corruption:* Corruption is the major problem of Nigeria. Corruption is an endemic problem that has been present in the country over six decades. Furthermore, n 2014, Nigeria was ranked 136th among 174 countries surveyed for the year as reported by the Corruption Perception Index (CPI). Corruption has several multiplier effects of the citizenry, employers and employees inclusive in areas such as infrastructure,

industrialization, and income and employment generation. Therefore, in a system that is ridden with corruption, the pace of growth is deliberately slow and fulfills the whims and the wishes of people in direct charge of business negotiation, allocation of certificate of occupancies, and so forth. To get quicker response, one needs to grease the palms to public officials to get the bureaucratic engine to move faster.

b) *Lack of transparency and accountability*: One of the most intimidating problems facing developing democratic economies like Nigeria is transparency and accountability of public servants. Manifestations of deepening attitudinal decay, mindful abuse of official codes and principles and hysterical stealing riddles the public service of today which has resulted to an opaque form of governance which lacks financial accountability and probity has several effects on the delivery of public goods to the citizenry. However, accountability of public officials is inevitable to boost and sustain both developed and developing economies.

c) *Unethical leadership culture*: Unethical practices by top servants in Nigerian public service have seriously undermined the provision of quality public goods in Nigeria. This is borne out of the fact that overall goals of the government as enunciated in the manifesto's and budgets can hardly be achieved by stakeholders without a strict adherence to set down rules and regulations. Causes of these social malaises were attributed to greed, indiscipline coupled with self-centeredness of public servants.

d) *Greediness of public servants and Embezzlement of public funds*: Greed has havoc in the world we are living. The major cause of corruption in Nigeria is greediness. It is because of greediness that makes the political leaders to be embezzling the fund they supposed to use for the national development for their own selfish needs. Embezzlement of public funds is common. Many leaders have helped boost the economies of other nations by depositing embezzled money in foreign banks. Facts and figures have shown that on many occasions, the men who rule the country have embezzled funds into foreign banks.

Conclusion and Recommendation

Ethics is a crucial pre-requisite in the conduct of public servants and human affairs generally. This is predicated upon the fact that as a science and system of morals which define the code or set of principle by which men live, human life and governance will be devoid of order without ethics. Recently, several government agencies were facing probes and many public officials standing trial for alleged misappropriation of public funds, falsified declaration of assets as well as the abysmal public service delivery, despite several ethical principles. These have shown that public personnel with who are motivated in other to adhere to the ethical pronouncement of their offices are in short supply. This study identified three major factors affecting sustainable public service delivery in Nigeria, including human resource factors, political factors and institutional factors.

Successive governments have set up bodies to reduce/eradicate those of institutional and political sectors while neglecting that of human resource. Therefore, it is recommended that public servants who violate the ethics of their offices should be punished, whether positive or negative punishment, so that they can serve as examples to others who would adhere to the ethical principles of their offices, which will in turn bring about sustainable service delivery. More so, when servants achieve results ethically, there should be form of reward accruing to them, presented to them by a National statutory body. This would enhance the ego, thus, intrinsic motivation will be derived by the servant which is also used by other public servants as a model through which they can also be recognized all over the nation as an ethical public

servant. It must be mentioned there that the problem of ethics which brought about a defect on the quality of service delivery by these problem servants is the inability of concerned persons to harmonize the needs of the citizens with that of the public servants. Therefore, it is advised that industrial sociologists, industrial psychologist, human resource experts, industrial relationists are employed into the public service to help detect the needs of these public servants so that these needs will be in consonant with the public needs without one affecting the other.

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