

BUREAUCRACY AND EFFICIENCY: ENUGU STATE CIVIL SERVICE IN FOCUS

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Abstract

This paper tries to assess the level of efficiency in the bureaucracy and the functions of the bureaucracy. It is hoped that the study will help to educate civil servants on their expected roles and factors that can make them to be more efficient in the delivery of social service to the citizenry. The paper adopted the bureaucratic theory as the theoretical frame work which lays emphasis on the adherence of the ideal type principles of bureaucracy as advocated by Max Weber the study exposed several issues about the bureaucracy and efficiency among which; are that disregard of administrative ethics as one of the major causes of inefficiency in the civil service. It was equally discovered that there has emerged new approaches that are better than the ideal type. The paper recommends that civil servants should be enlightened on the need to be administratively ethical.

Keywords: Bureaucracy, civil servants, ethics and service delivery

Introduction

In view of the fact that ethics and morality are the norms of every descent society, and the bedrock on which wholesome, efficient just and prosperous bureaucracy can be built upon, there is the need to stress on the importance of efficiency in the civil service. There is no gain saying the fact that effective, efficient, patriotic, and committed public servants who should be accountable for their stewardship are desirable for any nation to match forward.

However, it is of note that our civil servants have become reckless and blatant. Our civil servants now bend the rules and are involved in wide spectrum of acts such as accepting gratification, concealing offences relating to corruption, fraudulent acquisition of property, fraudulent receipt of property, deliberate frustration of investigation, making false statements or returns, bribery of public officials, dealing with property acquired through gratification.

The public expect the civil servants to demonstrate initiative, resourcefulness, and managerial skill. These could be achieved through strict observance of administrative ethics. This research project examines critically the concepts of administrative ethics with reference to its application in the civil service.

In the 19th century, a British liberal Lord Acton said "All power tends to corrupt and absolute power corrupts absolutely". Though power is hardly ever be absolute, it is expected that those in authority should act within the framework of the law. Administrative executives should be limited by what their subjects and subordinates stand for. It is important to remind those who wield authority to the members of the public that the power enjoyed by them is to enable them achieve the goals of the government.

Authority in the civil service has to be for the general welfare of the public and not for the private or personal gains of departmental or divisional heads. Authority should not be exercised in a manner to advance the interest of a family, clique or ethnic group. Officers in authority should ensure that all those under them are given the same opportunities in accordance with laid down principles and rules. Preferential treatment for any officer or class amounts to favoritism. It is often said of an individual that if character is lost, everything is lost, it is in a bid to ensure and sustain good character and high professional conduct that administrative ethics are enshrined in the civil service hand book, public service rules and financial regulations for use-by civil servants for strict adherence so as to ensure efficiency in services delivery. Bureaucratic efficiency could be achieved through adherence to administrative ethics. It is a state in which civil servants discharge their official duties in strict compliance with public laws and regulations and in keeping with public will. It means being pedantic. It is a moral and legal liability of public officers to discharge their lawful duties for which they are paid from public purse in accordance with the terms of their appointment and in keeping with the statutory provisions governing the lawful performance of their duties. It is the moral principles required of civil servants in the course of their daily duties. Administrative ethics is an essential condition for civil service efficiency

and high, productivity and a solid foundation for the growth and development of the bureaucracy. It enhances public accountability, great responsiveness to public interest and general public satisfaction. It instills in the civil servants high standard of conduct. In fact the importance of administrative ethics cannot be overemphasized.

Britain was the first country that developed a democratic type of professional code for the civil servants. Till date, the British civil service is well known for its efficiency Nigeria after its independence borrowed its civil service pattern from Britain. Since then, the country has developed a professional code of ethics for its civil service. However, it contains authoritarian, bureaucratic and other non democratic elements besides the usual ethics. They are contained in the civil services handbook.

The interest of the researcher was drawn following cases of inefficiency in the civil service. For this reason, the researcher considers it necessary to evaluate the bureaucracy and determine factors that hinder its efficiency and suggest ways of enhancing its efficiency.

The Nigerian bureaucracy has indeed come long way from its inception during the colonial era till the present. It has received some kudos and many hard knocks. It has been reformed, reviewed, restructured, yet has remained basically the same. While some Nigerians see the bureaucracy as being indolent, corrupt, over bloated, a drain pipe and a cemetery for good government policies and programmes, yet some see it as victim of bad political leadership which has been one of the greatest challenges facing Nigeria bureaucracy today.

Douglas (2009) on civil service efficiency stated that had it not been for the widely reported mistakes and blunders, people might be thinking that we now have a much improved level of civil service efficiency. But what has let them down is not the efficiency, but the quality of the outputs. In other words the civil service might well be more efficient than a decade ago but it is less effective (Douglas, 2009). Thus, the author stated that efficiency indicates how well an organization uses its resources to produce goods and services. Hence, it focuses on resources (inputs), goods and services (outputs), and the rates (productivity) at which inputs are used to produce or deliver the outputs (Douglas, 2009). In this light, the author suggested that to understand fully the meaning of "efficiency", it is necessary to understand the following terms: inputs, outputs (including quantity and quality), productivity, and level of service. Further on the concept of efficiency, McCullough (2012) described efficiency as a level of performance that describes a process that uses the lowest amount of inputs to create the greatest amount of outputs. Efficiency relates to the use of all inputs in producing any given output, including personal time and energy (McCullough, 2012). According to McCullough (2012), efficiency is an important attribute because all inputs are scarce. Time, money and raw materials are limited, so it makes sense to try to conserve them while maintaining an acceptable level of output or a general production level, Fasokun (2007) simply defined efficient as reducing the amount of wasted inputs. The author stated that is given to the concept of efficiency in the economic literature, namely, if with the resource endowments available in an economy in any given situation (in the sense of being offered by their owners), the output obtainable is not in a vector-wise sense larger than what is produced, then the situation is one of 'efficient' production. Putting it differently, if the resource endowments of an economy are given, then a 'production possibility frontier' can be drawn with respect to those endowments showing the alternative bundles of maximal amounts of commodities that can be produced with those endowments (Fasokun, 2007). Any point on this frontier is a point of efficient production.

Bureaucracy And Efficiency in the Public Service

Aspnas (2008) carried out a study in which he stated that under some conditions efficiency can be impossible to achieve. According to Gajduschek (2003), most contemporary scholars regard bureaucracy as an inefficient phenomenon. At the same time, we may find a great number of bureaucratic organizations in the various social spheres. According to Gajduschek (2003), Max Weber, who introduced the concept of bureaucracy into the social sciences however, was convinced that bureaucracy is superior to any other organizational form and explained its prevalence by the immanent rationality of bureaucratic organizations. In analyzing Weber's text, the author argues that Weber was mistranslated into English and then misinterpreted. Weber's term rationality is not at all identical to efficiency. Rationality includes also uncertainty reduction regarding internal organizational procedure's as well as outputs.

Uncertainty reduction may induce several advantages, which, in several cases, ensure organizational superiority (Gajduschek, 2003). Amy (2007) in her study stated that most criticisms of bureaucracy are based more on myth than reality. These agencies actually play a valuable and indispensable role in making our society a better place to live. According to the author, bureaucracy evokes images such as massive waste, inefficiency, poor service, ever-growing organizations, mindless rules, and reams of useless forms. Amy

(2007) made mention that the term "bureaucrat" also comes loaded with a whole host of negative connotations: lazy, hostile, overpaid, imperious, and inflexible. In short, the author was of the notion that bureaucracy and bureaucrats are unmitigated bad things - with absolutely no redeeming qualities. In this light, Amy (2007) suggested that it is difficult to achieve efficiency in bureaucracy.

Geraldine (2011) emphasized on how conservatives like to play on this popular prejudice by constantly equating the public service with bureaucracy. According to Geraldine (2011), once the public service is thought of as "bureaucracy," the case for reducing it becomes obvious. In light of this, the author suggested that the public service would achieve efficiency better with less bureaucracy and fewer bureaucrats in our lives (Geraldine, 2011). Most people value programs of the public service - especially in the areas of education, health and the environment - and do not want to see them reduced; but everyone hates bureaucracy. Using the term "bureaucracy" in this way is a rhetorical sleight-of-hand that obscures the real costs of cutting back on government programs (Geraldine, 2011). Furthermore, Marcelo (2010) stated that while disparaging and attacking bureaucracy in the public service has become a very effective tactic for anti-government activists, it is based more on mythology than reality. The main aim of this article by Marcelo (2010) takes a careful look at bureaucracy and finds that there is little evidence to support most of the common criticisms of these administrative agencies. Studies show a connection between bureaucracy and bureaucrats and efficiency in the public service and also discover that bureaucracy and bureaucrats are not nearly as bad as we usually think they are (Marcelo, 2010). The study also considered the case for bureaucracy - that these much-maligned organizations and the public servants that work in them are actually playing many valuable and indispensable roles in our society (Marcelo, 2010). Many of the significant achievements of modern democratic government would in fact not be possible without the large bureaucracies that oversee and implement them. It turns out that government bureaucracies are actually good (Marcelo, 2010). Also, on bureaucracy and efficiency in the public service, Tirole (2006) asserted that bureaucrats pervade economic life. According to the author, they approve our medical procedures, process our credit card enquiries, decide whether to arrest and incarcerate us, issue our licenses, approve our immigration status, schedule our appointments, and so on, which may make it look like there is efficiency in bureaucracy (Tirole, 2006). Arguably most economic interactions that we engage in involve not the canonical buyer-seller relationship of economic theory, but are instead affected by some intermediary (Tirole, 2006). Hence, Tirole (2006) concluded by asserting that it is difficult to align efficiency with bureaucracies, both in the private and public sector.

Wilson (2009) mentioned some features and perception of a typical bureaucratic organization. Some of the features mentioned by Wilson (2009) include - standards of consumer service are low, bureaucratic organization are largely unresponsive to customer complaints, their decisions are rarely overturned, they are predisposed to turning down consumer requests, they take forever to come to decisions, and finally, they appear to be governed by rules (perhaps the defining characteristic of a bureaucracy) rather than using their discretion in the appropriate way (Wilson, 2009). Wilson (2009) further stated that most importantly, bureaucrats are used only when they exhibit these "inefficiencies": ironically, the factors which lead bureaucrats to be more efficient also render them unnecessary.

Guido and Raith (2011) refused to be of the notion that efficiency can be achieved in bureaucracy. According to the authors, the bureaucracy's optimal policies depend on the threat that a complaint imposes on the official when oversight is set optimally to correct bureaucratic error. In this light, Guido and Raith (2011) stated that if the bureaucrat has little fear that she will be found to be wrong, she can be induced to report honestly and exert effort with no distortion in monitoring propensities. This is the situation where the truth-telling constraint does not affect organizational practice. On the other hand, Guido and Raith (2011) feels that when bureaucrats feel threatened by complaints and investigations, the truth-telling constraint is violated when oversight is set at the efficient level, because the bureaucrat prefers to give in to the consumer and thus reduce the likelihood of investigation. Dewatripont, Jewitt, and Tirole (2007) asserted that bureaucracies become less responsive to complaints, even though complaints reveal that bureaucratic error has occurred. It also increases monitoring in the absence of a complaint beyond its efficient level. Thus they have more oversight in cases where there is little need for it. This apparently inefficient way of monitoring is used to induce the bureaucrat to deny benefits to the consumer and run the risk of a complaint (Dewatripont et al, 2007). According to the author bureaucratic oversight is biased against consumers. This arises because, (i) by ignoring complaints, superiors intervene too little if the consumer is incorrectly denied benefits, and (ii) by over-scrutinizing cases with no complaint, they intervene too much when the consumer is (sometimes incorrectly) given the asset (Dewatripont et al., 2007).

Furthermore, Desaily (2007) stated that in bureaucracy, when the cost of monitoring is quadratic, this policy of ignoring some complaints and over-monitoring routine cases results in

- (i) a higher average probability of monitoring than in non-bureaucratic settings, but fewer mistakes corrected. Desaily (2007) also emphasized on the speed at which bureaucratic decisions are made. One way to make bureaucrats less worried about investigations is for them to be more certain before they make a decision. The author stated that when bureaucrats worry enough about the prospect of a customer complaint, decision-making is delayed more than is technologically efficient in order to make bureaucrats surer that they are making the correct decision. In this way, they become more likely to reveal their findings truthfully rather than capitulate to the desires of consumers (Desaily, 2007)

In the writings of Laximicanth (2007) to ensure that civil servants comply with the stipulated code of conduct and achieve high productivity certain measures of control are therefore provided to ensure strict compliance with ethical codes of conduct in order to achieve efficiency. These control measures are:

- i. **Statutory and Regulatory Control:-** Civil servants operate within the framework of the law. The officials are expected to conform strictly with the laws in the course of discharging their functions. The constitution establishes public institutions and offices and provides the basic rules with which they operate. Legislatures make laws from time to time which govern administrative behaviour. The civil service is therefore regulated by such rules and regulations as contained in general orders, financial instructions and establishment circulars, the constitution, acts of state and National Assemblies. These rules and regulations are meant to ensure that civil servants work according to the rules in accordance with public will. It is the role of the civil service commission to ensure that these rules and regulations are properly implemented and obeyed by every civil servant.
- ii. **Administrative Control:** Administrative heads (officers) are charged with the onerous responsibility of enforcing administrative ethics and procedures in the civil service. They ensure that their subordinates perform their duties in compliance with administrative ethics. This they do by properly directing, supervising and controlling the workers in order to ensure optimum compliance with administrative ethics so as to realize the goals of the civil service. Superior civil servants be accompanied with clinical approach to supervision and modern positive communication that could inspire great initiative and creativity among civil servants. A ministerial climate provided by good leadership could provide excellent internal check, inspire the civil servants to give their best, eliminate delays, waste of public resources, apathy, aloofness and other negative work ethics.
- iii. **Administrative Inquiry:** To enhance Administrative Ethics, an Administrative Board of Inquiry could be set up to probe a civil servant or group of civil servants alleged to have committed act of gross misconduct and maladministration. The report of this administrative board of inquiry would be submitted to the appropriate authority who will implement the recommendations of the board of inquiry.
- iv. **Legislative Control:** The legislature possesses the power to amend or repeal existing legislation under which a public establishment operates in order to ensure a more responsible, accountable and efficient administration. The legislature can also institute panel of inquiry in the activities of ministries when there are serious allegations of wrong doings, inefficiency or gross maladministration against the official of the ministry involved. The primary purpose of the inquiry is to expose and impose sanctions for corruption, waste of public funds and materials, mismanagement of funds, abuse of powers, maladministration and inefficiency.
- v. **Judicial Control:** When a civil servant acts dishonestly or exceeds his legal authority in the discharge of his functions, he may be taken to court of law where his actions may be declared ultra vires and therefore null and void and therefore of no consequence. Also when a civil servant has committed any form of corruption, misappropriation of public funds, fraud, forging, embezzlement, cheating of government, diversion of public materials or funds etc the individual may be taken to court for appropriate sanctions as provided by the law.
- vi. **The Public Complaints Commission:** The primary objective of the public complaints commission is to promote administrative ethics and ensure justice for individual citizens in the country. It acts as a legal safeguard against the excesses of overzealous public servants. The commission therefore handles such issues like administrative actions that are unreasonable, unfair, oppressive or inconsistent with the general functions of the administrative organ. Examples of these cases are denial of official benefits, withholding of retirement benefits. It also investigates actions that are improper in motivation or irrelevant in consideration, all cases of injustices arising from selfish or

sectional consideration. In addition, they handle delays in payment of salaries and allowances, delays in the payment of retirement benefits, delays in the payment of death gratuity to the families of deceased public servants, delays in the payment of work men's compensations. In the performance of its duties, the commission is vested with the power to compel the attendance much relevance to how large corporations operate as to public institutions. Key principles have evolved in how they operate such as neutrality or leaving vision making to politicians. However this can constrain initiative, motivation and creative potential (Berk. 2011). At least in some quarters there are discernible new patterns of organization in companies, 'bureaucracies' and society as a whole: Sharing, co-creation and openness. 'Open innovation' is the catchphrase. This is reconfiguring how companies operate, well beyond IT and initiatives like open source. There are new technical possibilities to relate to audiences, clients or citizens, for example through Web There is a greater shift to the user and some already talk of a far more interactive Web 3.0. This is enhancing possibilities to deepen and reinvent democratic processes and the relationship of individuals to organizations (Rourke, 2004). A shift from hierarchical to network thinking. Traditional organizational thinking looked at boundaries, levels, precise-functions and set responsibilities through which efficiency or product and policy innovation was to occur. It appeared neat and clear. Now new platforms for collaboration and partnerships between citizens, corporations and public institutions are developing. Relationships can cut across organizational types or geographic borders and connections are more permeable. Things can seem fuzzy. In this process the nature of innovation itself is changing especially in rethinking and redesigning services and how they are delivered (Rourke, 2004). Breaking down division between disciplines. Silo thinking and working is increasingly showing its weakness. It lacks knowledge coming from within the interconnections. Whilst acknowledging specialist knowledge working across boundaries can create new or joint insights. Within organizations the developmental, marketing and communications roles are seen as more significant than before. These latter capacities do not sit easily with public sector organization (Rowley & Schneider, 2004). Increased mobility and cultural cross-fertilization: Identities are being reshaped. Multiple perspectives on issues are emerging. The acknowledged canon in many disciplines is being questioned. As the terra firma shifts issues of trust, loyalty and the role of the expert are being reconsidered (Rowley & Schneider, 2004).

Creativity as a resource: The ability to be imaginative and inventive is increasingly seen as an important asset. This requires organizations that allow individuals to be curious and that foster a culture of debate. Fluidity, suppleness, adaptability and responsiveness are the organizational watchwords. How, in this context, do organizations allow for greater creativity? The rise of the new generalists: As a result of these changes new kinds of jobs that never existed before are being invented. One that is likely to emerge as significant is the 'new generalist'. This is a person who understands the essence and core arguments of specialist subjects, but has the capacity to range over disciplines, is able to make connections and create synergies and develop new insights. This contrasts to the somewhat maligned 'old generalist'. In stereotype this was an amateur who knew little of substance (Rowley & Schneider, 2004).

Ethical Conducts as Criteria for Bureaucratic Efficiency

Administrative ethics denotes the professional code of morality in civil service. They constitute the moral fiber of civil servants. They regulate the conduct and behaviour of different categories of civil servants. Thus, they provide rules of the game. The civil service being a profession in the modern state has developed a code of morality for its members. This code consists of traditions, precedents and standards which have to be kept up by the civil servants. The civil servants are expected to set-up high moral standard not only for themselves but also for the community at large. This is more so in the context of growing size and role of administration and its impact on the society. Chester Barnard has described ethical conduct or moral behaviour as "governed by beliefs or feelings of what is right or wrong regardless of self-interest or immediate consequences of a decision to do or not to do specific things under particular condition?"

Glen Stahl (in his book public personnel Administration) rightly remarked "The problem of ethical conduct of public officials arises by virtue of the power and influence that he commands and the commitment that he undertakes of loyal and disinterested service to the public". Paul H. Appleby (in his book Morality and administration in democratic government) preferred the expression -Morality instead of ethics. He is of the view that morality and administration cannot be separated. According to him, "it is not merely bigger government that ultimately matters; what is significant is that morality in administration alone could ensure better government" Adebayo (1981:96) maintains that civil servant in adhering to Administrative ethics must ensure that decision once taken is that of minister or government as a whole, and it is contrary to

administrative ethics for a civil servant to take credit for any measure accepted by government and of which he is the author. Since the decision is that of the minister, the minister must take full responsibility for it. If the decision happens to be wrong or unpopular, the minister must not protect himself by blaming his officials. It is also expected that the minister should defend his officials if they are attacked in public. A minister who cannot observe this ethics is normally expected to resign.

H. Laski (1943) observed that although there exists some degree of conflicts between politician's interest to promote his political fortunes and the civil servants insistence to adhere to administrative.

Ethical Conducts Expected of Civil Servants

To enhance the image and future of the civil service and ensure efficiency and productivity, the committee on the review of public service rules in the white paper report identified the following ethics and encoded them the civil service handbook, public service rules and financial regulation of the Nigerian civil service.

This chapter focuses on the presentation of data collected in the course of the study with a view to making valuable recommendations and conclusions.

In the analysis of the data, tables were used in the presentation of data. The simple statistical method of frequencies and percentage were applied

The research question were therefore analyzed

Analysis of Data

Research Question one (1)

Has bureaucracy been efficient in the civil service?

Table .1 Response by respondents on the question whether bureaucracy has been efficient in the service.

OPTION	NO OF RESPONDENTS	PERCENTAGE OF RESPONSE
YES	5	11.1%
NO	35	77.8%
NO IDEA	5	11.1%
TOTAL	45	100%

The table above shows the Bureaucracy in the service has been inefficient as testified by 77.8% of the staff in the ministry. .

11.1% of the respondents are of the view that bureaucracy has been efficient.

While 11.1% of the respondents had no idea.

Research Question Two (2)

In what ways do the inefficiency of the bureaucracy manifest in the society?

Table .2

OPTION	NO OF RESPONDENTS	PERCENTAGE OF RESPONSE
Poor Social Service	40	88.9%

Political Domination	3	6.7%
NO IDEA	2	4.4%
TOTAL	45	100%

From the table, it could be deduced that poor social service delivery in the society is a consequent of bureaucratic inefficiency".

Where by 88.9% of the respondents maintain that bureaucratic inefficiency results to poor social service delivery and 11.1% maintain that bureaucratic inefficiency lead to political domination.

Research Question 3

Does poor recruitment system causes bureaucratic inefficiency?

OPTION	NO OF RESPONDENTS	PERCENTAGE OF RESPONSE
YES	5	84.4%
NO	5	11.2%
NO IDEA	2	4.4%
TOTAL	45	100%

TABLE .3 Shows that out of 45 respondents, 38 (84.4%) were of the view that poor recruitment system in the service cause or leads to bureaucratic inefficiency in the service.

Seven (7) persons were of the view that poor recruitment system causes bureaucratic inefficiency in the service.

Research question 4

Has bribery and corruption led to Bureaucratic inefficiency in the service?

Table .4

OPTION	NO OF RESPONDENTS	PERCENTAGE OF RESPONSE
YES	30	66.7%
NO	10	22.2%
NO IDEA	5	11.1%
TOTAL	45	100%

From the above, 66.7% of the respondents were of the view that bribery and corruption has led to bureaucratic inefficiency in the civil service. 22.2% were of the view that bribery and corruption does not lead , to bureaucratic inefficiency. While 11.1% of the respondent were saying that they have no idea of the answer to the question.

Research question 5

Non- adherence to administrative ethics by civil servants leads to bureaucratic inefficiency in the civil service?

Table .4: Response from respondents

OPTION	NO OF RESPONDENTS	PERCENTAGE OF RESPONSE
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YES	33	73.3%
NO	7	15.6%
NO IDEA	5	11.1%
TOTAL	45	100%

From the table above, it is visible that non-adherence to administrative ethics by civil servants leads to bureaucratic inefficiency in the civil service as testified by 73.3% of the respondents. 15.6% of the respondents were of the view that non-adherence to administrative ethics by civil servants don't lead to bureaucratic inefficiency.

While 11.1% did not know whether it leads to bureaucratic inefficiency or not.

Research question 6

Is tribalism a source of hindrance in the efficiency of bureaucracy in the civil service?

Table .3 response of respondents on is tribalism a source of hindrance in the efficiency of bureaucracy in the civil service?

OPTION	NO OF RESPONDENTS	PERCENTAGE OF RESPONSE
YES	40	88.9%
NO	3	6.7%
NO IDEA	2	4.4%
TOTAL	45	100%

From the above table, it is clear that tribalism hinders the efficiency of bureaucracy in the civil service as testified by 88.9% of the respondents.

6.7% of the respondents were of the view that tribalism does not hinder bureaucratic efficiency in the civil service

While 4.4% were unable to answer yes or no to the question Research question 7

How may efficiency in the bureaucracy be achieved?

Table .3 response of respondents on how to achieve efficiency in the bureaucracy.

OPTION	NO OF RESPONDENTS	PERCENTAGE OF RESPONSE
Strict adherence to administrative ethics	40	11.1%
Regular retraining of staff	10	22.2%
All of the above	30	66.7%
TOTAL	45	100%

Conclusion

The importance of the civil service has been stressed in this study. However, a visit to the ministries portrays a decadent state of the institution charged with the implementation of government policies and programmes through strict adherence to stipulated codes of conduct. Instances of disregard or sheer abuse of administrative ethics abound. In most cases, some civil servants are seen loitering during working hours. Some stay in the office discussing, sleeping and snoring even when there are piles of file on their table waiting for their attention. Some others engage in open confrontation with one another. Absenteeism is not out of place too. Usually, civil servants who come to work over and above 10.am instead of the official time of 8.am will connive with the time keeper and write 7.30am. A typical day in some of the ministries evokes a sharp picture of disappointment. A walk around the ministries shows an institution that rather than set examples for other institution to emulate exhibit regrettable impression. Some engage in petty trading and are struggling to make ends meet. In most cases, there is high demand for gratification before discharging of official duty. Some out of anger or frustration vent their anger on the visitors (public) to their offices who need their services (especially) those who are not willing to part their back. Some civil servants are so engaged in other works such that they have very little time for their official function while some are busy selling their wares within and around the offices.

The above illustrations go to show the level of disregard or lack of enforcement of administrative ethics in the civil service, which gives rise to inefficiency. It implies that the ethical principles such as honesty, prudence, efficiency, and effectiveness are been abused or blatantly neglected.

Therefore, administrative ethics should be strictly enforced so as to prevent civil servants from been arrogance, aloof, arbitrary, negligent, and corrupt in their behaviour.

Recommendation

To cope with changing situations and rules, ethical standards must be redefined continually to keep them relevant to contemporary situations. Regular review of administrative ethics and making it available and affordable to civil servants will offer a great help.

There is the need to strictly enforce the principles of administrative ethics on every civil servant. Erring civil servants should be made to face the music. Offenders should be reprimanded, demoted or even dismissed from work. This will serve as deterrent to others. There should be no sacred cows in the application of administrative ethics. To help create more awareness on administrative ethics, workshops, seminars and conferences should be organized for the civil servants to enlighten them on the importance of administrative ethics.

Furthermore, salaries and welfare packages for civil servants should be enhanced to minimize the constant desire and demand for gratification by civil servants from members of the public who need their services. Again, superior officers and others concerned should be empowered to monitor, supervise and deal with erring civil servants who violate administrative ethics.

There should be periodic re-examination of every activity in the civil service. This will help to rid off outmoded procedures, unnecessary operations and wasteful duplication of efforts in the civil service.

Administration ethics should be simple and not be too rigid as to leave no discretion in exceptional cases. Its language should be unambiguous and clear, easily understandable by a common citizen and the civil servant in particular. It should help rather than hinder the progress of the work. Too much insistence on the letter of procedural rules leads to red-tape.

There is need to shift from the old patterns in the civil service to the new patterns such as from hierarchical to network thinking, sharing and oppress, imagination to openness.

There should be no political encroachment in the activities of the civil service.

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