



EXPLICATING ETHICAL CHALLENGES FACING NIGERIAN PUBLIC ADMINISTRATION

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Abstract: *The paper focuses on assessing the challenge of ethical crisis in the Nigerian public service. It observes that ethical problems emanated from the hierarchical structure of the public service, lack of political will to combat it, low social values and pressure mounted on public officials for inducement. It further noticed that despite promulgation of laws and establishment of legal and administrative institutions to handle unethical attitude, it has continued unabated. Unethical behaviours have resulted in high cost of governance through diversion of funds into private hands, over-invoicing and inflation of contracts and creation of corrupt bureaucrats. The paper concludes that through public enlightenment, staff development, and strong internal and external monitoring systems in the public service, unethical challenges will be overcome.*

Keywords: *Ethics; Ethical behaviour; Public; Public service; Nigeria*

Introduction

Public administration operates at all the levels of government: federal, state and local and the non-governmental organizations and they are involved in the administration and management of non-profit organization and the like. Expectedly, the role of public administration in Nigeria could be well followed in the context of the values, politics, traditions, customs, indigenous institutional arrangements and most importantly, the ideas of the society (Aborishade, 2009).

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Fundamentally, the problem of ethics in the public service may be said to exist whenever public servants individually or collectively, use positions in a way which compromises public confidence and trust because of conflicts of loyalties or values or as a result of attempts to achieve some term of private gain at the expense of public welfare or common goal.

The dynamics of bureaucracy itself brought about unintended consequences resulting from personal interests. Also, the bureaucratic centralization and hierarchical power base creates opportunity for unethical behaviours, in that, power is held in few hands, the exercise of discretionary powers by rank and file and middle level officials and the challenge of balancing diverse and competing demand (Holzer and Schwester, 2011). Hence, understanding the moral implications of one's actions and resolving the dilemmas they pose is one of the difficult problems in the public sector (Denhardt and Denhardt, 2009). Infact, public service embodied the ethical principles of common good, that is, service to others and social equity. They bear the role of the provider of essential services such as public education, public health, justice, security among others. Indeed, a strong service ethics is a common thread that spans a wide spectrum of institutions of governing in the state (Holzer and Schwester, 2011).

Paradoxically, the Nigeria environment encourages inefficiency, ineffectiveness and permits a lukewarm attitude that has negative impacts on the nation's public service. There is the need for ethnical codes to regulate the behavior of the public servants. As can be clearly discerned, Nigeria is a product of the lingering ethical crisis in all spheres of life in the country. Rules are fragrantly side track, loopholes and situations are readily exploited and all these have led to a high incidence of corruption, abuse of power and privileges, moral bankruptcy, selfishness and retardation of progress in the country (Agagu, 2011).

Hence, a crucial line of enquiry is the examination of the holistic social and institutional building processes to overcome the problem of unethical conduct in the Nigerian public service. Therefore, the research paper focuses on the analysis of the causes and dimension of ethical challenges in the Nigerian public service and put forward strategies to combat the scourge in public offices in Nigeria.

Conceptual Clarification

Administrative Ethics

Conceptual framework is a body of inter-related ideas, argument, principles or rules that form the intellectual background on which the research is based (Uloucha, 2014). We begin with the concept of administrative ethics.

According to Asogwa (2008) the word ethnics is derived from the Greek word 'ethos' which means morals and it is called morale in English. It simply means the prevailing custom and accepted traditional customs and usage of a particular social group that are necessary for its survival and welfare. It is used, interchangeably with morality and in this vein; it deals with values relating to human conduct and character.

Ethics attempts to discover why an action is right or wrong. It has to do with a code of conduct or set of principles by which men live or which binds a group of people together. It expects the group so band together to exhibit uniform and acceptance standards. For example, ethics of various professionals are judged by the ethics of their respective professionals and in this way, ethics guides and refines the behaviour of a group while compliance, adherence to or conformity with the ethical standards gives a profession its public image (Okeke, 2004).

In his own submission, Onah (2004) opines that ethics deals with what is good and bad and with moral duty and obligation. Morality in turn stands for principles concerning right and wrong or good and bad behavior. An ethical behavior must invariably be morally sound, the reverse being the case for an unethical one. It is a truism that administrators must live to exhibit an integration of universal values such as wisdom and reverence, honesty and integrity, devotion to human interests as well as to those traditions which are favoured in the cultural stream of a particular civilization (Sharma, 2012).

Work ethics in the Nigerian public service may be defined as the application of moral standards in the course of official work within the context of a specific political environment. This is the ethical foundation that defines as the underlying moral principle on which the civil service is based (Faseke, 2006).

Public Service

According to Asogwa et al (2011) the public service of the federation is made up of all officials of government at the federal, state and local government in the ministries, parastatals, extra-ministerial departments and the para-military organizations. To them, the structure of the public service is used to pursue its political, social and economic interests and to serve the masses.

In their own submission Abdulkarim et al (2010) posit that public service refers to all organizations that exist as part of government machinery for implementing policies and programmes of government, as well as delivery of certain services to the people. In Nigeria, the machinery of public services consists of such bodies such as the police and other security agencies, the armed forces, the national assembly, the judiciary service, public enterprises, parastatals, regulatory agencies, education institutions, research institutions among others, all under the guise of public service even through civil service are part thereof.

The calling or vocation of public service is at the heart of public administration and this is based on a duty or inner commitment to a cause that extend beyond the exigencies of the moment. Infact, the desire to serve the public interest, rather than having a strong desire for monetary gain and other external reward is the fundamental basis of the vocation (Holzer and Schwester, 2011). Equally, the role of public administrators as an instrument for implementing policies and as a stabilizing force in the society are strategically important to the continued existence of all and sundry in any body-polity (Engomwan, 2018).

Historically, public bureaucracy in Nigeria evolved from the colonial service established by the British authority as the administrative machinery for governing the country and it continued to expand as the political and administrative structures of the country expand over the years. The few administrative units that existed right from the pre- independence era increased to 12 to 1967, to 19 states in 1979 and 21 in 1987, up to the present day 36 states and the federal capital territory exist.

In Nigeria, the government has enacted guidelines for ethical standards in the Nigeria public service. For example, section 23 of the 1999 constitution of the federal republic of Nigeria provides that the national ethics shall be discipline, integrity impartiality, dignity of human person social justice, religious tolerance and self reliance. The fifth schedule of the 1999 constitution contains the code of conduct/tribunal act of 1989 contains specific provisions on ethical issues. These include:

1. Prevention of conflict of interest and duties and responsibilities.
2. Running/managing of any private business, profession or trade by public officers.
3. Prohibition of foreign accounts.

4. Non-acceptance of more than one remuneration position as chairman, director or employee of a government controlled company/parastatals by retired officers.
5. Prohibition of the acceptance or request for property or gifts to facilitate the discharge of duties.
6. Restriction on loans, gifts or benefits to contain public officers.
7. Declaration of assets immediately after taking office and thereafter at the end of every four and at the end of his term of office etc (Eneaya, 2010).

The government has taken various steps having identified the need to promote ethical conduct and accountability in the Nigerian Public service that include the followings:

- a. Creation of industrial mechanism for maintaining ethical standard in the 1999 constitution of the federal republic of Nigeria;
- b. The creation of anti-corruption agencies under the democratic rule;
- c. The making of financial regulations, Due process, Service Charter etc.;
- d. The use of government official notices and institutions through circulars;
- e. The practice of the due process policy etc.

The institutional mechanisms to guide against unethical conducts in the Nigerian Public Service include:

- (i) **The Public Complain Commission, otherwise known as Ombudsman.** The ombudsman of any democratic society where constitution suggests the complex nature of government and its continued group on the lives of the citizens inform the need for a watchman that will guarantee that government, carrying out its day-to-day function does not triangle or fundamental rights of its citizen (Fayonyomi, 2007).
- (ii) **Economic and Financial Crimes Commission (EFCC):** The commission was established in 2003 with the responsibility for enforcing of all economic and financial crimes in Nigeria. These include; money laundering, advance fee fraud and other related offences and the failed bank and financial malpractices acts. (Eneaya, 2010).
- (iii) **Independence Corrupt Practices and Other Related Offences Commission (ICPC):** The act establishing the body was passed in 2000. The body was set up during the Obasanjo's democratic rule to guide against office and public office holders.

(iv) **Budget monetary and price intelligence unit (BMPIU):** The body was set-up in 2001 to enforce transparency and accountability in the management of public resources. This was done to reduce corruption and cheap practices in government. (Eneaya, 2010).

(v) **The Judiciary:** This is the arm of government with constitutional power to prosecute offender brought before the court. The court is equally empowered, in the course of dispensing justice, to prevent the commission of criminal acts in the country at large.

The need for the eradication of these unethical behaviors cannot be over-emphasized, as this will position the Nigerian public service rightly to discharge their responsibilities. Attempts at reenergizing the Nigerian public service in the 21st century, President Olusegun Obasanjo hoisted a conference for the Nigeria public servants in Abuja between 18th – 20th July 2003, where eight ethical principles of public life were highlighted. The principles are (a) selfishness (ii) integrity (iii) objectivity (iv) accountability (v) openness (vi) honesty (vii) patriotism (viii) leadership.

The conference equally resolved to uphold the following code of ethics:

1. Ethical standard that can engender public confidence, trust and impartiality of government;
2. Accountability and transparency when taken decision or actions to public office;
3. Anti-corruption crusade must be supported in deeds and in utterances;
4. Support for government reform in issues such improved service delivery among others;
5. Decision making should not reflect personal or sectional interest;
6. Private interest must be handed with probity and in a manner that will stand the test of public scrutiny;
7. Public interest must guide all actions and decisions of the public servants;
8. Conflict of interest must be resolved in favour of public interest;
9. Influencing the decision of another officer to protect private interest should be amended;
10. Conflicts and beliefs should not be accepted any public officials;

11. Government property should be effectively utilized and not to be used for private purposes;
12. Party politics should not be played to the extent that public office should be used for politically partisan politics;
13. Past employment demands that previous office should not be used as an advantage to give undue favour (Maduabum, 2009).

Theoretical Framework

Bureaucratic Theory of Administration

Theoretical framework provides the skeleton that forms the foundation of the research studies as it provides the necessary support for the proposed study by helping to systematically identify known variables as well as relationships among the variables (Uluocha, 2014). Based on the facts above, the work is contextualized within bureaucratic theory of management.

Max Weber, a German, born in West Germany in 1864 is a leading figure and progenitor of the bureaucratic theory. Max's theory of bureaucracy is a mental construct based on his practical industrial experience designed to have universal application and therefore has heuristic value in administration as he took a historical approach to arrive at one best way to organize human organization which is rational legal authority. According to him, rational-legal power lies at the heart of the core of modern bureaucracies that is practiced throughout the world. The writings of constitutions, documentations, organizing offices and institutions and laws are all in conformity with the teachings of bureaucratic theory (Egonmwan, 2018).

According to Sharfritz et al (2003) the word bureaucracy can be viewed from different perspectives. Firstly, it is the totality of government offices or bureaucracy (a French word meaning office) that constitutes the permanent government of a state, that is, those public functions that continue irrespective of changes in political leader. Secondly, the bureaucracy refers to all the public officials of a government both high and low, elected and appointed. Thirdly, it is often generally used to refer to any inefficient organization encumbered by red tape. Fourthly, it refers to a specific set of structural arrangements.

Max Weber used the ideal type of approach to extrapolate the central features that would characterize the most fully developed bureaucratic form of organization

(Sharfritz, 2003) The Weber's ideal types of bureaucracy possess the following characteristics:

1. The bureaucrats must be free as individuals.
2. The bureaucrats are arranged in a clearly defined hierarchy of offices, the traditional scale chain wherein every bureaucrat has an ambiguous place and knows his or her place.
3. The functions of each office are clearly specified in writing.
4. The bureaucrat accepts and maintains appointment in writings.
5. Appointments are made on the basis of technical qualification.
6. The bureaucrats receive relevant salaries and perform duties which reflect the varying levels of hierarchy.
7. The office must be the bureaucrats role or at the least, major occupation.
8. A career based merit system
9. The bureaucrats do not have property rights to his office
10. The bureaucrats conduct must be subject to systematic control and strict discipline (Sharif, 2003).

Weber's idea on bureaucracy was developed at a time when size and complexity of organization were increasingly rapidly and there was no computer-based technology to assist with the routine processing of administrative work (Martins, 2004).

There are five types of bureaucratic system in the world today and they are:

1. **Guardian bureaucracy:** this is a system where authority has been transferred to a ruling family as the case in Saudi Arabia.
2. **Caste or Class based bureaucracy:** This is a situation where elites are admitted into the public service. Examples include France, Britain etc.;
3. **Patronage based or Spoil System:** This is a situation where top public holders are selected on political patronage. Example is Nigeria;
4. **Merit based bureaucracy:** This is based on personal skills, professionalism and access is based on ability to pass entrance examination and interview;
5. **Representative bureaucracy:** This is based on the fact that access to bureaucratic offices is based on balancing discretionary policies such as federal character

principle, affirmative action, protective policies among others (Egonmwan, 2018).

However, several dysfunctions or limitations have been identified in assumptions of the bureaucratic theory. They include failure to allocate authority and responsibility clearly rigid and impersonal rule, blundering officials, slow performance, buck passing conflicting procedures and directives, duplication or effect empire building among officers (Sharma, 2012).

The research work is contextualized within the bureaucratic theory because lays strong emphasis of structures, hierarchy and delegation of responsibility that fully characterized the Nigerian public service. Also, it espouses the application of rules of conduct in complex organizations and the use of procedures to guide the conduct of public servants. This is aptly captures the concern of the research paper which seeks to analyze the challenge of ethical challenges in the Nigerian public service with a view of promoting efficiency among them.

Methodology

The researcher adopted qualitative research design and expressive data from secondary data were collected from secondary sources such as journals, books, periodicals, and other published materials. Data analysis involves the use of explorative and interpretive methods dominant in the qualitative research mode to probe into the issue of ethical challenges in the Nigerian public service.

Findings and Discussion

The paper addresses ethical challenges in the Nigerian public service. This section of the paper analyses the factors that induced ethical challenges in the Nigerian public service. From literature reviews, theoretical exploration of texts, journals and published materials, the researcher draws together relevant information for further extrapolation on the issue of ethical challenges in the Nigerian public service.

Assessing the Factors Militating against Ethical Behavior in the Nigerian Public Service

Opinions have been expressed by prominent administrative practitioners, scholars and researchers on the causes of unethical behaviours in the Nigerian public service overtime. Faseke (2008) located the problem of unethical conducts of the Nigerian public service in historical circumstances in which it was created. She writes the civil service in the colonial days exhibited certain characteristics which from the definition earlier given could be deemed to be unethical. Regarded as an extension of the British, civil service, it gained a notorious reputation for its discriminating policy. Africans with degrees from recognized universities were at best, appointed into intermediate level rather than the higher echelon of the service. The civil service was classified along racial lines into two senior (dominated by Europeans) and native staff Africans.

It is disheartening to note that as rural as the Nigerian society was in the 1960's and 1970's permanent secretaries enjoyed the privilege of spending their leave abroad at the expense of others. Unethical conduct was not confined to the highest civil servants alone. The slothfulness and the non-claimant attitude of the junior staff already identified during colonization assumed larger dimensions in the post-independent period as it became a major avenue for extorting money from anxious Nigerians who could not wait for files to reach their destination. All attempts at establishing a just, efficient and honest administration have proved abortive and regrettably none of the aims and objectives of government have been achieved (Faseke, 2008).

On his part, Ake (2000) observes that with minor exceptions, public servants are not always objective, administration is often personalized and attitudinal orientations are more often than not, diffused rather than specific, pluralistic rather than universalistic, ascriptive rather than achievement focused. Rules are not always taken seriously, sometimes they apply ad-hoc and when they did not work they are discarded altogether according to convenience.

In their own assessment, Asogwa, et al (2018) observe that one source of bad work ethic in the Nigerian public service is that authority is so highly centralized at the top that work activities and job responsibilities seldom trickle down to the numerous subordinates down the organizational hierarchy. Another explanation for this is that government policy and programmes like structural adjustment programme (SAP) impacted negatively on the practice of high ethical standards in the service. They further note that workers had to jettison the idea of relying on salary as a means of

earning by going into private endeavours in order to withstand the hardship occasioned by introduction of structural adjustment programme. Hence, structural problem and policy failure engender unethical conduct in the Nigeria public service.

Eneaya (2010) identified some factors inhibiting right ethical conduct in the Nigerian public service such includes political factors. This was generally lack of political will and commitment by administrative and political leaders to control corruption and unethical behaviour of public officials by different regimes since independence i.e. the electoral malpractices of the 1960's and corrupt practices under General Gowon and subsequent in Nigeria.

Secondly, cultural factors and pressure on public officials by friends and kinsmen seeking favour impose difficult strains on the ethical dispositions of the officials as many kinsmen see their relations in government office as having their own chance of corners official resources for private gains leading to further pressures on incoming officials from other kinsmen. These categories of employees often violate the rules and regulations of public organizations but cannot be easily sacked by the relations or family friends in top positions of the service.

Thirdly, low societal values, the inability of public officials to respond to the aspiration of Nigerians, inefficiency, dishonesty, lack of integrity in government and corruption have been found to create multiple political and economic distrusts, apathy, leading to disobedience to rules and regulations and due process.

Fourth, the value system has changed and inherit industry and achievement are no longer valued, while cheating at work, malpractices, indiscipline, impersonation and cutting corners have permeated the society and integrity is no longer the benchmark for ethical conduct.

Lastly, economic factor, the character of the state is that some top administrative and political executive are rich, while the workers are fighting to be paid living wages. Moreover, poor wages, salaries and conditions of service account for lack of commitment, lack of punctuality, theft, bribery and indiscipline among civil servants.

Okeke (2004) identifies attitudinal problem as a challenge to rightful ethical conduct. She states that an examination of some of the components of the national ethics will induce some revelations. As it was mentioned earlier, corruption is the bane of public life in Nigeria. Besides the top ranking of Nigeria among the most corrupt countries has the transparency international is revealing enough'. She equally point out the fact that "President Obasanjo, on assumption of office in 1999, introduced a

bill of anti-corruption listed the office that constitute corruption. Some of them include; giving or accepting gratification, concealing officers relating to corruption, fraudulent acquisition of property, use of one's office for pecuniary advantage offences though postal means".

Menzel (2010) notes that the root of unethical behaviours in the in the public service can be traced to leadership myopia, where many government leaders do not placed a high priority on ethics and typically recognize its importance only after there has been a serious ethical lapse. In addition, it can be due to lack of top management awareness of misconduct by junior officials, It can also occur where history or culture of the society that permit unethical conduct and ethical illiteracy where leaders and followers do right not interpreted the consequences of their actions as detection is weak and prosecution is complex. In the Nigeria, the big size of the bureaucracy has attracted has been tolerated by successive governments because it affords opportunity to grant political patronage to supporters and acolytes. The large size of the Nigerian bureaucratic establishment without commensurate productivity, efficiency and quality of service constitutes a recurring decimal in the analysis of Nigeria's political system (Aremu and Adedire, 2014). The bureaucracy has grown so large that it has been isolated from the people and thereby becomes irresponsible to the needs of the people and cannot be influenced by the public opinion. So much so, that the control mechanism cannot stop the arbitrary actions of bureaucrats as obtained in other countries of the world. Also, Nigerian bureaucracy has lost its inherited commitment to political neutrality, professionalism, and developmental meritocratic ethos in the time (Oyedele, 2006).

Different reforms of the public service in Nigeria have the common drawback of emphasizing structural changes without due attention for individual or functional changes. For example, staffers have not been given extensive training and adequate tools in technological management and as many are relieved of their appointment, many are sourced for consultancy services that have equally sunk the financial gains expected from the exercise. This has further exacerbate the challenge of ever-increasing corruption rates in the Nigerian public service. In addition, the service has not yet been able to dump the cloak of slowness, inertia and operational practice exclusive in routine. Hence, the functional reform designed to eliminate these drawbacks have failed to produce the type of service that can square-up to the challenge of dynamic technology and driven by innovation and result oriented (Iyayi, 2010). Hence, the performance of public sector in Nigeria has been replete with varying contradictions and has become an epitome of all that is corrupt and fraudulent. The dilapidated state of infrastructure in Nigeria has actually limited the

public servants from carrying out their official responsibilities in various institutions. Coupled with the challenge of poor governance propelled by factors such as incompetence, ignorance, lack of institutional rules, the pursuit of economically inefficient ideologies or misguided economic models such as structural adjustment programme, subsidy withdrawals etc (Obasa, 2017).

Oroleye and Ajayi (2020) identified dysfunction symptoms the basis of unethical conduct in the Nigeria public service such as dictatorial tendency of the leadership, generalization of perform agenda the influence selections and promotion, unjustly political compensations that are associated with performance, skewed resource allocation on the basis of favouritism and power centrism. Others are unequal work load distribution in which some departments are either underutilized or overloaded, distorted communication flow line that impeded execution and low productivity, all these sectors constitute to public advancement dysfunction that made it inefficient and irresponsible.

Adejuwon and Ehaine (2011) contend that lacks of efficient application of the account for the collusion between of the political class and the bureaucratic in Nigeria. To them, rules that regulates the activities of individuals and organization are a major determinant of how individuals and organization behave and the unchanging of the stakeholder to play according to the rule often depends on the ability of the state to ensure compliance and apply sanctions. This has been the bane of unethical behaviour to the public service in the country, overtime and it still persists till date.

Fajonyomi (2007) identifies some factors that hinder right ethical conduct and good performance in the Nigeria public service. Such include:

- a. Bad attitude: Civil servants that manifested in the feeling of frequent are the civil service and less occasional election systematic of the people in public affairs;
- b. Structural disorganization that make differentiation of the sectors of governmental machinery thereby creating disjointed policy making and implementation;
- c. Personnel mismanagement as recruitment are done on merit as they reflect personal interest of recruiting officials rather than the manner that can promote efficiency of government. Also, low remuneration and pressure on revenue generating government departments and agencies.

Obasa (2017) explicates that the poor infrastural facilities, essence of good governance and premature retirement constitutes reasons for poor ethical condition

in the public sector in Nigeria. According to him, the dilapidated infrastructure has actually limited effective performance of duties in various institutions and absence of good governance, weak institutions, inefficient ideology, ignorance, in competencies among others. He further explains that pre-mature retirement of well trained and sufficient and skillful crop of professionals will create gap for subordinates in mentoring and cultivation of right attitude in public offices.

Most of the mechanism for the enforcing accountability such a parliament, the courts, the Ombudsman, and the like are ineffective without their own independent access to information on the details of the government runs and this limit the capacity to hold the government accountable by those afore-mentioned mechanisms (Olowu, 2014). Coupled with the challenges of limited apprentices in a democratic setting which is the absence institutional autonomy and limited human and financial resources and this has resulted in institutional corruption in the country. The situation is equally with helped by the problem to interference into relocation in the application of objectives from the federal level to other tiers of government (Utobo, 2014).

Uche (2016) opines that environmental factors in Nigeria induces and promotes unethical behaviour. According to him, in the political environment, it takes place due to deliberate violations of and disregard for ethical obligations and standard and erosion of bureaucratic principles by the political class. In the economic environment, unethical behaviour operates through the sheer need for economic survival through favouritism in tender and contracts, taking of bribes and conversion of public properties to private use. In the social environment, unethical behaviours have manifested through ethnic cleavages, ethnic affiliations, friendships and bending of rules and laws. The implication of unethical behaviour and corrupt practices are that, it creates a situation of political instability by destroying the foundation of trust and confidence in the society, economic misfortunes due to corruptive behaviors and finally, culture of hard work, career making, rewarding of merit are jettisoned in the public sector.

The implications of ethical lapses for development for development in the Nigerian public service are that; first, it leads to a situation where public money is directed to private use and this account for the absence of basic amenities in the bureaucratic machinery and in the society at large. This has been the result of killing of most projects by those at the corridor of power. Second, it increases operational costs and reduces profits and benefits through over-invoicing and inflation of contract. The results have been mass unemployment, inequality in income distribution, urban squalor and poverty and it has also created distrust for bureaucratic officials and

corrupt functionaries in the state. This tends to weak a government by making policy-makers timid in taking bold steps to curb excesses of citizens or to reform the system. Fourth; corruption, when not checked, can lead to social tension and conflict between the haves and have-nots (Agagu, 2011).

Strategies to Combat the Menace of Unethical Behavior in the Nigerian Public Service

Management experts, scholars and researchers have expressed their strong views on ways to ameliorate ethical challenges in the Nigerian Public service overtime. Dibbie (2014) rendered systemic, internal and external administrative processes to overcome to overcome ethical challenges in the Nigerian public service. Such steps include;

1. Administration must be based on merit such that personnel hiring must be based on merit, senior positions should be awarded to individuals who possess the ability and expertise to efficiently perform assigned duties.
2. Establishment and enforcement of professional codes of ethics that is applied individually and collectively to guide against the unforeseen ethical dilemmas in the public service.
3. The promotion of transparency and accountability such that activities of government institutions become visible and not hidden. While accountability will help to ensure that public decisions are in citizens' interest and internal measures must be taken so that rules and regulations as well as code of ethics are duly followed.
4. Bureaucratic Accountability: This can be done internal structure such as compliance with rules and regulations as well as collecting conduct, system performance appraisals, remuneration and organizational reviews External measures include ministerial control, periodic independent auditing and investigative powers of the legislative branch.
5. Participation and Consultation: This deals with intelligence gathering, consultation and advising, planning, programme administration, negotiation, delegated decision making and control.
6. Whistle Blowing: This explain the situation where misdemeanor is disconcerted attention of the agency, the press can be chart to it. It deals with making public knowledge of an infringement on ethical standard.

7. Social Responsibility: This demand the administrative agencies should be the interest of the public and stakeholders, public servants and indeed responsible for the acts in office and are desirable for their action and inactions.
8. Social Audit: This deals with assessing the impacts of public organization on the stakeholders and society at large. This is meant to assess the opinion, perceptions and acceptable of a defined programme.

Faseke (2008) observes that the solution to some of the moral issues in the civil service lies in the followings:

1. Staff development, which must consist of formal and informal training. The latter should comprise on the job training, seminars, workshops and takes to be delivered by re-known scholars, respectable civil servants of impeccable character and indubitable records should not only be given certificates of honour by the government and or its own professional body, but in addition, deliver annual lectures to civil servants with the good of re-orientation of our value system.
2. Some of the rules and regulations governing the civil service should be revised and couched in unambiguous language and the procedure for their enforcement simplified. Enforcement should not be designed only to deter infringement cut to encourage compliance.
3. An administrative tribunal should be set up to deal with cases of official corruption and acts of gross misconduct. A strong professional body with power to inflict punishment for infringement of laid down ethics is also a necessity. In conclusion, the state must be transformed to meet the basic needs of the needs people in arrears of food, shelter, potable water, education, Medicare, housing and other services that would create a sense of belong in the people water than a state that is perceived by the people as alien that is meant to exploit, brutalize and oppress them.

Aliyu (2017) advanced legal solution for ethical reformed in the Nigeria public service, according to him pro-temporary measures such as freedom of information acts, public asset disclose by the public officers should be further encouraged. Corruption should be seen as a criminal offence and other established services for ethical regulations should be made autonomous and independent. Noting that, the civil society groups, media, parliament, the judiciary, and the private sector must be involved in a participatory ways with full voice and empowered. He further advised that the payment of entitlements and benefits will give the workers hope in

retirement that they will not be neglected while accountability of public office workers must be insistent upon by the citizenry as this is put public office holders on their toes.

Okeke (2004) posits that in order to ensure that Nigeria's national ethics are realized, the following are considered necessary:

1. There is dire need for continuous public enlightenment on the importance of public morality the expectations of the government and the people the need for modesty and condemnation of too much demand on the public office holders by the people.
2. A body-governmental and non-governmental should be encouraged to monitor the activities of different public institutions. This body should have are legal backing and violation of the national ethics should be visited with sanctions.
3. Reduction of poverty Level in Nigeria is imperative. Poverty could lead to some unwholesome acts including negative tendencies towards accountability. The present poverty eradication of the government is most inadequate to create conditions of self reliance, integrity and dignity of labour.
4. Government should restructure such bodies as the code of conduct bureau, the National orientation agency to make them more functional. Their existence and activities are rarely known.
5. The police and the law counts enforce breach of criminal laws. The police should be encouraged to do its work and the counts should be made to dispense justice as quick as possible as this will deter most of the offender who toy with the laws of the laws.
6. Immunity of some public officers should be revisited. For instance, a state governor is openly known to be performing against the oath of his office. Nothing happens because nobody can take him to court now could he be arrested. But if we take unethical conduct, root and breach, we should start with those in high places and if our judiciary is committed and truly responsive, the situation will not open a floodgate of litigation.
7. Appointments to public offices are embedded in subjectivity. Transparency of such appointee is hardly guaranteed. This seems to buttress the diction that is there is no art to find the mind's construction in the face, policies of connection hold sways and non-necessarily of merit.

8. The fight against advance fee fraud smuggling, privacy, drug trafficking, child trafficking should be intensified because indulging in them impact negatively on the nation's integrity.

Adebayo (2011) advised that we must now devise measures, convincing in their intention, to give public servants a sense of pride in their work and career, to create in them a feeling of belonging and to foster in them a sense of participation to the task of nation building. It is out that element of assurances that a spirit of confidence will grow which in turn will restore their morale and inspire them to give their best in the service of their country. Indeed, it is necessary to recognize the fact that at no time then the present in the history of this nation has the need become urgent and imperative to restore confidence and morale in the public service.

He further suggested management-oriented solutions to ethically orient public servants in Nigeria. He advised that public servants must develop the ability to adapt to change—in orientation, tempo of work, operating methods. In addition, they should redefined their functions in management term and shift away from housekeeping function an peace emphasis on productivity, programme activities among theirs.

Also emphasis should not be placed in professionalism and speculation as weel process will balance their performance and generation dynamic of the contemporary period.

Agagu (2004) opines that there is the need to redefine the purpose and nature of the Nigerian state. In addition, there is need for well-meaning Nigerians championing enduring reform in the country to begin to focus on and mobilize the civil society towards a new ethical agenda. The current trend whereby the society is tolerant of and encourages corruptions must really serves as the custodian of nation ethics and can sanction leaders and followers alike.

In the contemporary times, administrators should know that that their goal should be the pursuit of the public of public good or interest and in carrying out this role, they must put the national or public interest over and above their personal interest. They can achieve the above stated goal through service orientation and procedural fairness. They must play more functional and patriotic roles in the society (Ighodalo, 2007).

Conclusion and Recommendations

Attempts have been made in the research work to explain the concept of ethics and the challenges in engendering right ethical conduct in the Nigerian public service. In addition, various strategies advocated by different scholars and practitioners in the field of public administration in restoring ethical rebirth have been presented in the body of the research paper. This ranges from institutional restructuring, personnel training and staff development, coupled with the strengthening of the legal institutions and making and application of laws in a desire achieve an orderly and efficient public service.

In Nigeria, we advance the Nolar Report of the British (1991) that contains seven principles of public life encapsulating the values and behavior appropriate to the public sector for ethical re-orientation in the Nigerian public service in the contemporary time. They are:

1. Lack of selfishness that is public office holder should take decisions solely in terms of the public interest.
2. Integrity holders of public office should not place themselves under any financial and other obligations that might influence them in the performance of their duties.
3. Objectivity: in carrying out public business including making appointment, awarding contracts, holders of public office should make choice on merit.
4. Accountability: Holders of public office are accountable for their decisions or actions to the public and must submit themselves to whatever scrutiny is appropriate to the office.
5. Openness: Holder of public office should be open as possible about the decisions and restrict information only when the wider public interests clearly demands.
6. Honesty: Holder of public office should have a duty to declare any private interest relating to their public duties and to take steps to resolve any conflicts arising in a way that protect the public interest.
7. Leadership: Holders of public office should promote and support these principles by leadership and example.

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