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MOTIVATION AND ETHICS: CRITICAL FACTORS FOR SUSTAINABLE PUBLIC SERVICE DELIVERY IN NIGERIA

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ABSTRACT

The primary function of any government is to ensure an equitable distribution of public goods and services to its citizens. Despite the material and human resource in Nigeria, Nigerians have been short-changed by the quality of public service delivery in the country. Against this backdrop, this paper: examined the issues affecting public service delivery and demonstrated how motivation can enhance ethical behaviours among public servants. Corruption Perception Index (CPI) from year 2000 to 2016 was used to argue the position of the paper. The study discovered, among other things that certain Human Resource (HR), political and institutional factors have led to the erosion of moral conduct by public servants. While measures such as reforms and campaigns have been taken to curb political and institutional issues, limited remedial actions have been proffered to tackle that of HR. These have negatively affected public service delivery in Nigeria. Therefore, apart from putting some ethical principles in place, there is need to motivate public servants to get at their best. In addition to this, good behaviour is to be rewarded and bad behaviour is to be punished across all public services in the country, by a truly independent and incorruptible statutory body. By doing this, sanity and equitable service delivery will be achieved.

Keywords: Ethics, Human Resource, Motivation, Nigeria, Public Service, Service Delivery.

INTRODUCTION

The public service as a stabilizing machinery of government activities, guarantees the continuity of governance in any country (Osawe, 2014). In fact, the effective functioning of the government bureaucracy matters a lot, as it is an important determinant of poverty, inequality/equity, economic growth and National development (Acemoglu 2005, Besley and Persson 2010). To Adegoroye (2005), the 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 among which is human resource to achieve a common goal. Therefore, without the human factor, goals will be difficult to achieve. The above statement confirms the critical role of the human resource of any country, which have been referred to by authors as the most critical asset for the achievement of organi-

zational growth and National development (Adewusi, 2015; Kalejaiye, Sokefun and Adewusi, 2015; Habib, 2012).

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. Public services are set up to serve the people in the basic area of life, such as 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.

It should be mentioned here that one of the core characteristics of a forward-looking country is the existence of some form of norms and values 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 and ethics.

However, the issue of accountability, integrity and transparency in the Nigerian public service has been a topical one which has been subjected to various academic discourses (Eketu and Nwuche, 2014; Inyang and Akaegbu, 2014; Omisore and Adeleke, 2015; Tom and Biobele, 2015; Isimoya, 2014; Anyadike, 2014; Junaidu and Aminu, 2015). In a country blessed with both material and human resource, Nigeria still suffers from abysmal service delivery. This can however be linked to cases related to the abuse of public offices in Nigeria, which have affected the distribution of public goods as the interests of public office holders have overridden that of the general public. From the beginning of the President Muhammadu Buhari administration, several government agencies have been facing probes and many public officials are standing trial for alleged misappropriation of public funds, despite several ethical principles. To corroborate the above assertion, the Corruption Perceptions Index (CPI) report released by transparency International in 2016 shows that Nigeria ranks 136th with other African countries such as Niger, Egypt, Namibia, Senegal, Ghana and South Africa performing better (Transparent International, 2016).

Hence, the need to urgently address issues connected to service delivery in Nigeria cannot be overemphasized. It was against this background that this paper examined motivation as an essential factor for enhancing ethical behaviour among public servants towards ensuring sustainable service delivery. Specifically, this paper examined the issues affecting sustainable service delivery and demonstrates how motivation can enhance ethical behaviour.

Conceptual Clarification**Concept of Ethics**

Ethics is derived from the Greek word *ethike* which is from *ethikos* (ethical) and means "moral". It deals with principle of right or good conduct in accordance with the accepted standards governing the conduct of a people or society.

It is the philosophical study of the general nature of morality and of the specific moral choices to be made by the individual in his relationship with others (Macionis, 2005). This is because it is used as exemplar to justify the principles of moral and methods of operation in a given society using logically and universally accepted standard Onwuegbusi, 2014; Obono *et al*, 2006; Gribich, 1999). In other words, morality has to do with a set of social rules and standards that guide the conduct of people in a society, including the professional, educational, religious and other social engagements or undertakings. Incipiently, ethics is conceived as a science of morals, a branch of philosophy (Ikeanyibe and Imhanlahimi, 2006).

Underlying this philosophy is the system of rules, moral principles and values with how people ought to live their lives and interact with others for mutual benefits of all involved. Ethics is therefore, associated with what is good and right as against bad and wrong in the conduct of human affairs (Balogun, 2000; Gribich, 1999; Babbie, 1998). Furthermore ethics is connected with rules of behaviour and standards of social contract(s) or relationship (Asobie, 2001). Section 172 of Nigerian constitution (1999) as amended states that, amongst others "a person in the public service of the federation shall observe and conform to the code of conduct..." The above statement led us to highlight some codes of conduct for public servants.

Code of Conduct in Public Service

According to the study of Omisiore and Adeleke (2015), the Code of Conduct Bureau and Tribunal Act, the Public Service Rules, and Financial Regulations have a set of ethical principles which an official in the Nigerian public service must adhere to.

Discipline: Those officers who wish to provide public goods and services for others should be disciplined. They should always remember that effective leadership involves exemplary character, hard work, transparency and integrity. Good conduct is one of the criteria for promotion. Officers should be familiar with government regulations and rules regarding good conduct.

Loyalty: Loyalty does not connote submission to a particular group of persons or certain caucus. Therefore, public servants must ensure they possess and display unquestionable loyalty to their superiors as well as the government of the day. This can be linked with the recent speech of President Muhammadu Buhari when he opined that "I belong to everybody and I belong to no body".

Honesty: Public servants should be honest in carrying out their duties and in their dealings with the public. They should realize that they are paid salaries for the duties which they perform; and demand or receive nothing in money or kind from anyone in the performance of their duties except their normal statutory entitlements.

Courage: Public servants must be courageous in carrying out their duties. They must never discriminate by dispensing special favours or privileges to anyone, whether for remuneration or not; and never accept, for himself or herself or for family members, favours or benefits under circumstances

which might be construed by reasonable persons as influencing the performance of duties.

Courtesy: Public servants must be polite at all times in executing their daily duties. It costs nothing to be polite to your colleagues and the general public served by you. Remember that polite instructions are usually more easily obeyed. Also, members of the public always cherish courtesy and consideration for public servants. Courtesy in the office and to the general public makes it easier to get on with other people. In fact, a loaded schedule of duties or any other circumstance cannot justify bad temper by public servants.

Co-Operation: As no one is an island of knowledge, thus no one is totally independent. We all need each other for survival. Nobody knows it all. It is imperative for all staff in the department of a ministry to cooperate as a team in order to realize the overall objective of the department. The officers and staff of a ministry should work together as a team to attain the goals of the ministry.

Tact: "Tact" means skillfulness in handling a difficult situation without giving offence to the people involved. This is very necessary in the public service. Skill in dealing with people by creating an impression of willingness to be of assistance enhances the efficiency of the office and gives the public satisfaction. Uphold these principles, ever conscious that public office is a public trust.

However, to what extent have the several public officials been able to stick to these ethical pronouncements?

Concept of Motivation

The term motivation is derived from the

Latin word "Movere" meaning to move or having a motive. Motivation involves a constellation of closely related beliefs, perceptions, values, interests, and actions. It should be mentioned here that several definitions of the concept of "motivation" have emerged and will continue to emerge. Given this fact, motivation refers to "the reasons underlying behaviour" (Guay *et al.*, 2010: 712). Gredler, *et. al.* (2004: 106) broadly define motivation as "the attribute that moves us to do or not to do something". Turner (1995: 413) considers motivation to be synonymous with cognitive engagement, which he defines as "voluntary uses of high-level self-regulated learning strategies, such as paying attention, connection, planning, and monitoring".

Robbins (1993 as cited in Ramlall, 2004), defined the concept as the willingness to exert high levels of effort toward organizational goals, conditioned by the effort's ability to satisfy some individual need. Therefore to engage in the practice of motivating employees, employers must understand the unsatisfied needs of the employee groups. Unsatisfied needs can be defined as tension that stimulates drives within the individual (Ramlall, 2004). In this context, this type of "tension" presents a threat on workers behaviour as they could go extra mile to satisfy their needs through unethical means for survival (Kalejaiye *et al.*, 2015). Nonetheless, motivation is of two types, intrinsic and extrinsic motivation. These are explained in details below;

Intrinsic Motivation: Intrinsically motivated behaviour is behaviour that is performed for its own sake. The source of motivation actually performing the behaviour and motivation comes from doing the work itself. When workers are intrinsically motivated, they derive a sense of accomplishment and

achievement from helping their organizations to achieve their goals and gain competitive advantages. Jobs that are interesting and challenging or high on the five characteristics described by the job characteristics model (i.e. skill variety, task identity, task significance, autonomy, and feedback) are more likely to lead to intrinsic motivation than jobs that are boring or do not make use of a person's skills abilities. For instance, a police officer or health worker who enjoys saving life's and properties, or any public office holder whose work is nothing except formulation and implementation of policies that are geared towards ameliorating the welfare of the citizenry is said to be intrinsically motivated, so far the motivation comes from within.

Extrinsic Motivation: On the other hand, extrinsically motivated behaviour is that behaviour that is performed to acquire material or social rewards or to avoid punishment; the source of motivation is the consequences of the behaviour: not the behaviour itself. Precisely, motivation that comes from the consequences of a particular behaviour, and not the behaviour itself, is said to be an extrinsic motivation.

Intrinsic and Extrinsic Motivation: People can be intrinsically motivated, extrinsically motivated, or both intrinsically and extrinsically motivated. A public official who derives a sense of accomplishment and achievement from managing large public corporation and strive to reach year-end targets to obtain a hefty bonus is both intrinsically and extrinsically motivated.

Whether a worker is intrinsically or extrinsically motivated or both, depends on a wide variety of factors; (i) workers own personal characteristics (such as their personalities, abilities, values, attitudes and needs); (ii) the

nature of their jobs (such as whether they have been enriched or whether their job possesses the five core characteristics of the job characteristics model); and (3) the nature of the organization (such as its structure, culture, control systems, human resource management system and the way in which reward and punishments are distributed to workers).

An Overview of Nigerian Public Service

The public service is an organization of people that are responsible for managing the resources of a nation on behalf of the people who are the owners of these resources. It is run by both elected and appointed officials. According to Section 318(1) of the Nigerian 1999 constitution, elective as well as appointed officials include: The President and Vice President, Governors and their Deputies, Ministers and Commissioners, members and staff of legislative houses, Chairmen, Directors of all Corporations and Companies in which the government has controlling shares (Nigerian Constitution, 1999).

The meaning of public service has also been noted in Section 277 Sub section 91 of the Constitution of the Federal Republic of Nigeria of 1979 as amended in 1989 as encompassing "the civil service (Ministerial departments), statutory corporations or parastatals, judiciary, legislature, educational institutions, financially, wholly or principally owned by government at the State, Local and Federal levels, Nigeria Police or Armed Forces and other organizations in which the Federal or state governments owned controlling share of interest".

According to Adegoye (2005), the term public service refers to all organizations that are responsible for the delivery of government services, including:

a. The Civil Service: The career personnel of the Presidency, Ministries, Extra-Ministerial

Departments, the National Assembly and the Judiciary.

b. The Armed Forces: The Police, Other Security Agencies e.g. Para-Military organizations.

c. The Parastatals or Public Enterprises who do not exist to make profit but at least operates at break even.

Function of Public Service

The public service of all nations are characterized by impartial application of rule; clearly defined system of authority; system of procedure for processing work and division of labour based upon functional specialization. The public service (Ministries, Departments, and Agencies) has always been the tool available to the Nigerian government for the implementation of developmental goals and objectives. It is seen as the pivot for growth of African economies (United Nations, 2003). It is responsible for the creation of an appropriate conducive environment in which all sectors of the economy can operate maximally. According to Adegoroye (2005), the functions of the public service include the following

1. Serving the people²
2. Implementing and enforcing economic, political and social policies of the current government
3. Designing and implementing public programme
4. Raising revenue for the government Ensuring managerial, political and financial accountability.
6. Monitoring and evaluating the performance of organizations (public, private or non-governmental) that are rendering service on behalf of government.
7. Driving all development initiatives
8. Delivering quality public services (such as education, electricity, water and transportation).

From the forgoing, it is not wrong to assert that public services are the government machinery for service delivery, and 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. To what extent does the Nigerian public service provide the basic necessities of life enumerated above? This is one of the critical questions the study set out to proffer answers to.

Issues and public service delivery in Nigeria: Evidences from Previous Studies

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 facing Nigerian public service (Ananti and umeifekwem, 2012; Osawe; 2014; Adesopo, 2013; Nwokocha and Uremadu, 2012). To buttress this, the Table 1.0 shows the Corruption Perception Index (CPI) of selected African countries as released by Transparency 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) were 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.

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. But in 2014 and 2015, Nigeria was ranked 136th among 174 and 167 countries respectively surveyed for the year. Lastly in 2016, Nigeria was ranked the lowest (136/176) among these selected African countries. From the foregoing, it may not be wrong to conclude that corruption is a major milieu in the Nigerian public sector. Corruption has a negative effect on the social, political, environmental and economic development of a country (Okekeocha, 2013) because it can involve high costs and substantial uncertainties compared to its benefits (Osuagwu, 2012).

Studies stressed that over-bloated staff Structure (Ogunrotifa, 2012), nonchalant attitude of public servants (Ananti and Umeifekwem, 2012; 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 leading to degeneration of the delivery of public goods.

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.

Table 1. Corruption Perception Index (CPI) of selected African Countries from 2000 to 2015

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
cxxRank (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
2015	3.8	3.1	3.6	2.6	5.3	3.8	4.4	6.3	4.7	4.4
Rank (th)	76/167	112/167	88/167	136/167	45/167	76/167	61/167	28/167	56/167	61/174
2016	4.1	3.1	3.4	2.8	5.2	3.8	4.5	6.0	4.3	4.5
Rank (th)	75/176	120/176	108/176	136/176	53/176	87/176	64/176	35/176	70/176	64/176

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 governmental departments.

It has been 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 Iwuocha, 2011; Osawe, 2014). This is to say that despite several reforms by successive governments 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). Inyang and Akaegbu (2014) discovered that the reforms of the public service were often structural in nature and paid little attention

to the people-factor and people-management issues.

This imposes fear on public servants in terms of job security, which 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), 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 Service Compact (SERVICOM) is an essential element for effective and efficient service delivery in the Nigerian public service. Meanwhile, political commitments, civil service charter, empowering the legislative arm of the government amongst others are factors to consider for good service delivery (Adesopo, 2013). 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 ineptitude to work, embezzlement of public funds, bazaar mentality, insecurity of lives and property, bribe-taking, and the likes. He therefore suggested that government at federal, state and local government levels should enthrone ethical codes through living by example and that 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, 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 found guilty, allegations will also be linked to them, thus, putting them in trouble. AniCasimir *et al*, (2014), therefore suggested traditional Oath taking by public servants. However, the majority Nigerian populace believes most in God/Allah thus, traditional oath taking might not work. Despite their Godly nature, misconduct is not far-fetched in the Nigerian public service (Junaidu and Aminu, 2015). Fatile (2013) suggested a comprehensive agenda on mass education campaigns on the cost of unethical behaviour. He also argued that enacting, improving and effectively enforcing legal instruments, code of conduct and regulations promoting ethics in the public sector, would depend on the prevalence of good governance.

Theoretical Underpinnings Psychological Egoism

The descriptive egoist's theory is called "psychological egoism." Psychological egoism describes human nature as being wholly self-centered and self-motivated. Examples of this predate the formation of the theory, and, are found in writings such as that of British Victorian historian, Macaulay, and, in that of British Reformation political philosopher, Thomas Hobbes (Moseley, 2015). 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 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 useless. This explains how problems of the Nigerian public service are generated. 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's hierarchy of needs is a theory in psychology proposed by Abraham Maslow in his 1943 paper "A Theory of Human Motivation" in *Psychological Review*. Maslow subsequently extended the idea to include his observations of humans' innate curiosity (Maslow, 1954). Maslow wanted to understand what motivates people. He believed that people possess a set of motivation systems unrelated to rewards or unconscious desires (McLeod, 2007; 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, Security, belongingness, Esteem and self-actualization needs.

Physiological needs: These are basic needs such as food, water, sleep, air, sex, freedom of movement, and a moderate temperature. If any of these needs are in limited supply, one feel the distressing tension of hunger,

thirst, fatigue, and shortness of breath, sexual frustration, confinement, or the discomfort of being too hot or cold. These irritants motivate us to seek the missing commodity so that our body can return to balance or at rest. As long as the body feels substantially deprived, it marshals all its energies in the service of satisfying these demands.

Safety and Security Needs: If the physiological needs are relatively well gratified, there then emerges a new set of needs, which we may categorize roughly as the safety needs such as personal security, job security, and security for properties. The safety needs operate mainly on a psychological level. All that has been said of the physiological needs is equally true, although in lesser degree, of these desires. The organism may equally well be wholly dominated by them. They may serve as the almost exclusive organizers of behaviour, recruiting all the capacities of the organism in their service, and we may then fairly describe the whole organism as a safety-seeking mechanism (Maslow, 1943).

Love and Belongingness:

The need for love or belongingness comes into play after the physiological and security drives have been satisfied. Gratification is a matter of degree rather than an either-or accomplishment. But once a need has been significantly satisfied over a long period of time, it becomes functionally absent. The action switches to the next highest level, in this case, love. Maslow's concept of belonging combines the twin urges to give and receive love (Maslow, 1943:15). The deprivation of this need, by implication, leads to workers forming informal groups referred to as 'cabals'.

Esteem Needs

The need that activates itself from been sat-

isfied is the esteem needs. Satisfaction of the self-esteem need leads to feelings of self-confidence, worth, strength, capability and adequacy of being useful and necessary in the world. But thwarting of these needs produces feelings of inferiority, of weakness and of helplessness. These feelings in turn give rise to either basic discouragement or else compensatory or neurotic trends (Maslow, 1943).

Self-actualization Needs

This level of need refers to what a person's full potential is and the realization of that potential. Maslow describes this level as the desire to accomplish everything that one can, to become the most that one can be (Maslow, 1943). Self-actualization can take many forms, depending on the individual. These variations may include the quest for knowledge, understanding, peace, self-fulfillment, meaning in life, or beauty.

One can rightly conclude that, deprivation of any of these aforementioned human needs will affect a typical Nigerian worker, hence, leads to a defect in the quality of service delivery. However, since the psychological Egoism model has identified human nature being self-centered, since 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 elect, appointed or recruit them to their respective posts to serve them. This theory has helped in explaining and predicting issues related to satisfaction of needs, whether through ethical or unethical means and its resultant effects. Hence, 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 another theory of motivation.

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 actions. 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 were employed in operant conditioning, namely: positive reinforcement, negative reinforcement, positive punishment, and negative punishment.

Positive and Negative Reinforcement:

According to Wood, Wood, and Boyd (2005), positive reinforcement is "any pleasant or desirable consequences that follows a response and increases the possibility that the response will be repeated". Positive reinforcement uses the reward system. The reward system is a collection of brain structures which attempt to regulate and control behaviour by inducing pleasurable effects. Some examples of rewards in the workplace are monetary bonuses, promotions, praise, paid holiday leave, and attention. However

according, negative reinforcement is a psychological reinforcement by the removal of an unpleasant stimulus when a desired response occurs. Negative reinforcement also uses the reward system. A person is rewarded for desired behaviour by having something unpleasant removed. This removal is the reward.

Positive and Negative Punishment

Positive punishment is easier for people to identify because it is common in society. According to Hockenbury and Hockenbury (2010), it is usually referred to as "punishment" or "punishment by application". Positive punishment occurs when a stimulus is presented following an undesired behaviour and subsequent occurrences of the undesired behaviour are reduced or eliminated (Cheney and Pierce, 2004) as cited in (Fahey, 2015). Conversely, negative punishment as a type of punishment involves removing a pleasing stimulus other than the one maintaining the behaviour in order to decrease the frequency of the behaviour. Normally, the behaviour decreases immediately (Sundel and Sundel, 2005). Whether positive or negative punishment, the onus of the matter is that when any of the punishment is applied, it tends to reduce or eliminate a particular undesired behaviour exhibited by workers.

Extinction

It implies absence of reinforcements. In other words, extinction implies lowering the probability of undesired behaviour by removing reward for that kind of behaviour. For instance, if an employee no longer receives praise and admiration for his good work, he may feel that his behaviour is generating no fruitful consequence. Extinction may unintentionally lower desirable behaviour.

Proposed Conceptual Framework

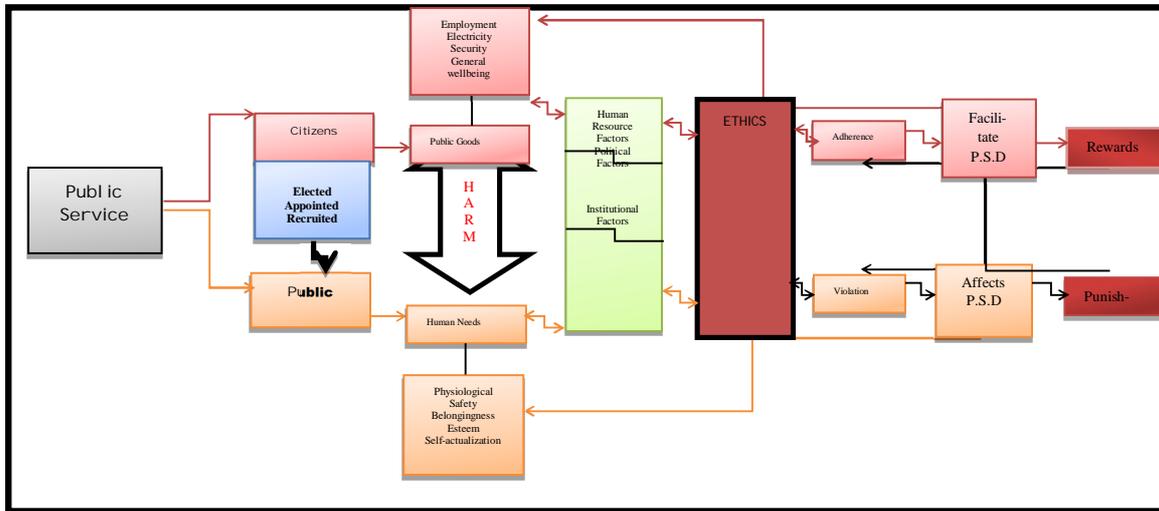


Figure 1: Relationship between Motivation, Ethics and Service Delivery in the Nigerian Public Service

Drawing from figure 1 above, there are 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 elected some public servants into respective posts/offices, these elected servants in turn appoint and recruit 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, after they might have elected the aforementioned officials while on the other hand, public servants also have some needs to satisfy, including physiological, safety, social, esteem and self-actualization needs as highlighted by Abraham Maslow. However, due to the selfish nature of public servants, they tend to satisfy their own needs as argued by Psychological Egoism theory at the expense of the need of the public for which they were initially elected, appointed or recruited for.

As a result of this selfish interest by the public servants, the problem of sustainable public service delivery which comes into existence as a result of three major issues; the human resource, political and institutional factors, as identified by the literature, cannot be far-fetched. These factors have come to being due to the erosion of ethical principles of public servants respective offices which was a function of their self-centeredness. The erosion or violation of ethical principles adversely affects the public service delivery. Therefore, to correct this, those 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, to bring about sustainable service delivery.

It should be mentioned that when public servants achieves results ethically, there should be a form of reward accruing to them, presented to them by a 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 also be mentioned there that the problem of ethics that brought about defect in the quality of service delivery is the inability of concerned persons to harmonize the needs of the citizens with that of the public servants.

Methodology

This study made use of secondary data. It utilized evidences from past studies including Corruption Perception Index (CPI) from year 2000 to 2016, published journals, News articles, speeches, magazines and textbooks, thus analyzed through content analysis. The rationale for this methodology was to supplement myriads of literature and to fill gaps in knowledge of public service delivery issues in Nigeria. More so, the paper dealt with a macro/national issue. Therefore, it will be almost difficult to gather an empirical data because of limited resources such as time, finance and personnel.

Discussion of Findings

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

Human Resource Factors

Recruitment/Appointment of Unsuitable Public Servants: One of the major problems of service delivery in the Nigerian public service is the recruitment/appointment of unsuitable candidates in preference to candidates of high merit. Some recruitment are done by middle/lower rank officers that see it as an opportunity to making money by collecting bribes

from applicants. Some could even pay in kind such as sex agreements and having sensitive relationship with the applicants. 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, undermines the quality of service delivery of the public servants, 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 are responsible for the recruitment of these grades 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 representatives of Public Service Commission believe in merit-based recruitment of public servants, majority of the members are keen to ensure that their own candidates are selected or appointed. In a situation like this, such candidate(s) form informal groups and create allies, referred to as 'cabals' to dictate how 'things are done', which usually go against the codes of conduct -ethics.

Falsification and forgery: This is another HR problem inherent in the public service. This is a chronic habit of falsification of facts by public servants such as educational qualification and age amongst others. Out of every twenty public servants in Nigeria, it is almost difficult 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 unconnected to the fact that 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 servants might make to deceive the world, the truth is that no one can cheat nature. Such official(s) is often placed on assignments at factors-in their age and educational qualification they declared and presented respectively. The result is that, trying to cope with the physical strain and demand of a job meant for someone ten years younger for instance, they crack under the strain and become physically wrecked. As such, delivery of public service is greatly affected

Over-staffing of the Public Service:

The public service have more employees than she needs. 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 service to the teeming populace as a result of poor attitudes towards work, lateness to duty, increasing absence from work amongst others.

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

Lack of spirit of teamwork

The situation in 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 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, then the output from the department is bound to be adversely affected (Adebayo, 2008:174).

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. Attendance is written for them by their colleagues to avoid any sanction from their superiors. Some come to work late and leave early. Some even go to the extent of holding other jobs thereby neglecting their primary assignment. The situation whereby an individual holds two or more jobs is referred to as "Moonlighting". This practice is more common in the public service, especially among health workers, lecturers etc. (Adewusi and Kalejaiye, 2015).

Cultural background and believe system of public servants

It is not uncommon in the Nigerian public service to find workers with quantum of titles which confers on them 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 in the holder, make them egoistic, and weaken discipline. Meanwhile, the Public Service is however interested in results not titles. The implication of this is that public servants disregard the rules and regulations of their respective offices. Furthermore, our religious belief system is another negative influence on public service. Nigerians are very religious. Despite the fact that all religions teaches 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 on 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 has made public servants develop a kind of lackadaisical attitude(s) towards work.

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

God-fatherism, Tribalism and Nepotism

Godfathers are men who have 'power' and the required influence to decide who gets what, when and how. As argued in previous sections, Godfathers are found everywhere in the public service. They are those who have been in service for a very long time, wealthy as a result of public fund theft. These set of people sponsor elections with embezzled money; they devise violence in order to vote wrong person(s) in power. These elected person(s) in turn reciprocate the "good deeds" of their god fathers 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 have adverse implications on the public service delivery in the country, since minority interests might have taken over that of the majority. Hence, virtual institutionalization of corruption at all levels and segments of the service cannot be over-emphasized.

Lack of purpose-directed leadership

Since the majority interest is sometimes overridden by that of the minority, then the purpose of being a leader will be displaced. As a result of this, power might be taken

over by self-centered political thugs who enrich their pockets with public funds, meant to provide public goods to the citizenry who own the fortune. By implication, the efficiency of the political process will be affected which has hostile implications on the welfarism of the populace.

Institutional factors

Corruption: Corruption is the major problem of Nigeria (Casimir *et al*, 2014; Fatile, 2013; Arowolo, 2012). Corruption in Nigeria can be attributed to weak governance structures, poor accountability systems and permissiveness to corrupt practices of public office holders (Aluko, 2013). In 2015, Nigeria was ranked 136th among 167 countries as reported by Transparent International which also repeated itself in 2016 among 176 countries. However, corruption has multiplier effects of the citizenry, industrialists in areas such as infrastructure, industrialization, income and employment generation. Therefore, in a corrupt system, 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 of public officials to get the bureaucratic engine to move faster.

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. Therefore, to ensure sanity, progress and development in the public service, code of ethics, values and accountability are tripartite essentiality and that the institution of enforcement mechanisms is always crucial in achieving this.

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.

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 greediness that makes political leaders to embezzle funds they are 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 Recommendations

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. In the present administration of General Muhammadu Buhari, several government agencies are facing probes and many public officials are 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 who are motivated in order to adhere to the ethical principles 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 those of institutional and political issues while little or nothing has been done to that of human resources. Therefore, the study recommends that:

The Nigerian citizenry should ensure that they vote for a true leader who possesses requisite qualities of what it takes to be in a leadership position. Though a potential leader might entice the populace with fascinating manifestoes. However, the populace should not be carried away by these. Hence, the background of a potential leader should be thoroughly investigated before people cast their votes for them.

The present dispensation and successive governments should make sure that the right people are appointed or recruited for the right posts doing the right job and should be carried out on merit basis. Furthermore, good working conditions are to be put in place for these public servants so that they will be motivated to achieve goals related to the interest of the general public

in such a way that it discourages corrupt practices. 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 not adhere to the ethical principles of their offices, which will bring about sustainable service delivery. More so, when civil/public 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 civil/public 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.

The Nigerian Whistle Blowing Policy should be extended to accommodate the idea of exposing public servants who do not perform their respective obligation accordingly. This should be done in such a way that, after conviction of the erring public servant, the whistle blower is entitled to 10 percent of the former salary, in addition to other punishment (s).

It is recommended that Human Resources Managers, Industrial Sociologist, Industrial psychologist should be employed at all segment of the public service. By doing this, the effective and efficient management of the most vital asset of the nation – public servants will be assured.

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