CHAPTER ONE

INTRODUCTION

1.1   BACKGROUND OF STUDY

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

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

Also worthy of note among many civil servants include, unethical behaviour such as refusal to proceed on transfer or accept posting, habitual lateness to work, deliberate delay in treating official document, unauthorized removal of public records immoral and unruly behaviour, foul language, lethargy, apathy, laziness, rudeness to

members of the public, malingering, presenting false sick certificates in order to go and attend to private businesses and a host of other deplorable attitudes. This is the area in which the civil service is in need of immediate drastic attention.

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

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

Authority in the civil service has to be for the general welfare of the public and not for the private or personal gains of departmental or divisional heads. Authority should not be exercised in a manner to advance the interest of a family, clique or ethnic group. Officers in authority should ensure that all those under them are given the same

opportunities in accordance with laid down principles and rules. Preferential treatment for any officer or class amounts to favoritism.

It is often said of an individual that if character is lost, everything is lost, it is in a bid to ensure and sustain good character and high professional conduct that administrative ethics are enshrined in the civil service hand book, public service rules and financial regulations for use-by civil servants for strict adherence so as to ensure efficiency in services delivery .

Bureaucratic efficiency could be achieved through adherence to administrative ethics. It is a state in which civil servants discharge their official duties in strict compliance with public laws and regulations and in keeping with public will. It means being pedantic. It is a moral and legal liability of public officers to discharge their lawful duties for which they are paid from public purse in accordance with the terms of their appointment and in keeping with the statutory provisions governing the lawful performance of their duties. It is the moral principles required of civil servants in the course of their daily duties.

Administrative ethics is an essential condition for civil service efficiency and high productivity and a solid foundation for the growth and development of the bureaucracy It enhances public accountability, great responsiveness to public interest and general

public satisfaction. It instills in the civil servants high standard of conduct. In fact the importance of administrative ethics cannot be overemphasized.

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

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

1.2   STATEMENT OF RESEARCH PROBLEM

The Nigerian bureaucracy has indeed come long way from its inception during the colonial era till the present. It has received some kudos and many hard knocks. It has been reformed, 'reviewed', restructured, yet has remained basically the same.

While some Nigerians see the bureaucracy as been indolent, corrupt, over bloated, a drain pipe and a cemetery for good government policies and programmes, yet some see it as victim of bad political leadership which has been one of the greatest challenges facing Nigeria bureaucracy today.

Bureaucratic inefficiency has now posed serious concern in the civil service. It distorts the smooth operations of the entire civil service. It has resulted in unproductively and adversely affects he efficient delivery of public goods and services.

It is on the bases of the above that the researcher intends to tackle such nagging issues like, what is the place of the bureaucracy in the functioning of government?, what factors are responsible for this bureaucratic inefficiency? What impact has the civil service made towards restoring efficiency in the bureaucracy etc.

1.3   OBJECTIVE OF THE STUDY

The major objective of this research work is to assess effects and causes inefficiency of the bureaucracy in with a view to offering suggestions on how to make them to be more efficient. To achieve this, the researcher wishes ;

(i) to elaborate on the role of the bureaucracy.

(ii) to find out the causes of inefficiency in the bureaucracy.

(iii) to Identify and examine factors that can promote efficiency in the bureaucracy.

(iv) to stress on the need for adhering to administrative ethics as a sure way of achieving efficiency in the bureaucracy.

1.4 RESEARCH QUESTIONS

1. Of what importance is the bureaucracy in the society?

2. In what ways do inefficiency of the bureaucracy affect social services delivery?

3. How may efficiency in the bureaucracy be improved?

4. Do civil servants understand and adhere to administrative ethics?

1.5 SIGNIFICANCE OF THE STUDY

This work is well researched, up to date and comprehensive. Hence, it is going to be of immense help to a good number of persons or group. The work will be of great help to policy makers as useful suggestions have been made on suitable bureaucratic practices which if adopted would help the bureaucracy to be more efficient. To the civil servants, this work has created awareness on the roles expected of them by the society and how to efficiently deliver services to the people. Also, to the students and other scholars, this work will

enlighten them on how to carry out academic research and teach them indept knowledge about bureaucracy and efficiency

1.6 SCOPE OF THE STUDY

This work is limited to the topic Bureaucracy and efficiency. The focus is on three ministries in Enugu State namely ministry of Education, information and justice. The work therefore centres on the activities of the civil service in their strive towards providing services to the citizenry

1.7 LIMITATION OF STUDY

This research work limited by the time span within which the researcher is expected to complete it. Again, for the fact that this research work is carried out when the researcher was doing her course work including preparing for examination made the work very complex for her o actually concentrated very well on this research work. Finance was another constraint. Due to some financial constraints, the researcher could not travel to far places to get all the necessary data for the work. There was the problem of shortage of materials for the completion of the work. There was also the problem of some respondents not willing to disclose some important information to the researcher for fear of losing their bob. The high

cost of newspaper journals magazines and text books did not help matters.

1.8 DEFINITION OF TERMS

(1) Bureaucracy: According to Garston (2006) bureaucracy refers to an organization of nonelected officials of government or organizations who implement the rules, laws and functions of their institution.

(2) **Efficiency**: According to Harvey (2007), efficiency is the ratio of inputs to out puts. In other words, it is all about how to achieve the output with fewer resources.

(3) **Administrative Ethics.** A state in which civil servants discharge their official duties in strict compliance with public laws and regulations and in keeping with public will.

(4) **Red-Tapism;** Excessive adherence to bureaucratic orders, too much attention to rules and regulations by civil servants in the performance of official functions.

(5) **Administrative value**: According to Kerhaghan (1973), it is an enduring belief that in administrative decision making a particular mode of conduct is personally or socially preferable to alternative modes of conduct.

(6) **Code of conduct**: A set of laws, rules and standard of conduct which civil servants must abide by .

(7) **Civil service commission**: A body responsible for the appointment, discipline, transfer, promotion, retirement of civil servants of grade level seven and above.

1.9   THEORETICAL FRAMEWORK

The theoretical framework adopted by the researcher is the ***bureaucratic theory***. The bureaucratic theory emphasizes the application of "idea type" for rational attainment of the efficiency in organization. The bureaucratic theory was developed by Max Weber. According to Marx Weber, the Idea type is a mental map or mental construct. This idea type as designed by Max Weber (In his book the theory of social and economic organization which was translated by Talcott Parsons and A.M. Henderson in 1947) has the following characteristics

(i)   The bureaucrats are subject to authority only in official capacities and they are personally free.

(ii)   They are organized in a clearly organized hierarchy of offices, that is each lower office is under the control and supervision of a higher one

(iii) Each office has a clearly defined sphere of competence in the legal sense. A specified sphere of competence involves,

    (a) A sphere of obligations to perform functions which has been marked off.

    (b) The provision of the incumbent with the necessary authority to carry out these functions.

    (c) That the necessary means of compulsion are clearly defined and their use is subject to definite conditions.

(iv) The office is filled by a free contractual relationship. Thus, in principle, there is free selection.

(v) The officials are selected on the basis of technical qualification. This is tested by examination or guaranteed by diplomas certifying technical training or both. They are appointed not elected.

(vi) The officials are remunerated by fixed salaries and usually have the right of persons. The official is always free to resign and his appointment can also be terminated by the employing authority under retain circumstances. The salary scale is primarily graded according to his rank in the hierarchy but in addition to this criterion, the responsibility of the position and the requirement of the incumbent's social status may be taken into account.

vii. The office is treated as the sole occupation of the incumbent.

viii. It constitutes a career with system of promotion according to seniority or achievement, or both. Promotion is dependent on the judgment of superiors.

ix. The Official works entirely separated from ownership of the means of administration and without appropriation of his position.

x. He is subject to strict and systematic discipline and control in the conduct of office.

According to Weber the purely bureaucratic type of administrative organization (ie the monocratic variety of bureaucracy) is from a purely technical point of view capable of attaining the highest degree of efficiency. Thus, it is the most rationally known means of carrying out imperative control over human beings. It is superior to any other form of organization in precision, stability, discipline and reliability. It thus makes possible a high degree of calculability of result for the heads of the organization.

Meanwhile, the researcher relied on the idea type bureaucracy as advocated by Marx Weber to measure or assess the efficiency of the public service.

CHATER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

More recently, bureaucracy and efficiency in the public service has been an issue of contemporary discourse. Several researchers have had one thing or the other to say about this subject. In this light, this chapter aims at examining the ideas of several authors on the issues directly and indirectly related to the subject of discourse. This section will be divided into several subheadings with each one trying to provide reasonable information that will help in assessing the ideas of the researchers on each subheading. Some of the points that will be examined include the concept of bureaucracy, the concept of efficiency, bureaucracy and efficiency in the public service, and others. It is expected that this chapter will provide us with a proper theoretical background to the paper.

2.2 THE CONCEPT OF BUREAUCRACY

According to Garston (2006), a bureaucracy is an organization of non-elected officials a government or organization who implements the rules, laws, and functions of their institution. In a study carried out by Garston (2006), bureaucracy was identified as the most efficient and rational way of organizing. Bureaucratization as seen by

Max Weber was the key part of the rational-legal authority, and the key process in the ongoing rationalization of the Western society (Garston. 2006). Swedberg and Agevall (2005) further described bureaucracy as characterized by hierarchical organization, delineated lines of authority in a fixed area of activity, action taken on the basis of and recorded in written rules, bureaucratic officials need expert training, rules are implemented by neutral officials, career advancement depends on technical qualifications judged by organization, not individuals.

While recognizing bureaucracy as the most efficient form of organization, and even indispensable for the modern state, Allan (2005) suggested that Weber also saw bureaucracy as a threat to individual freedoms, and the ongoing bureaucratization as leading to a "polar night of icy darkness", in which increasing rationalization of human life traps individuals in the aforementioned "iron cage" of bureaucratic, rule-based, rational control. According to Allan (2005), entrepreneurs care capable of counteracting bureaucracy.

Kuldeep (2012) in his description of the concept of bureaucracy saw it as an abstract system for rational solution of management problems without the frictions caused by human errors and emotions. According to Kuldeep (2012), the concept of bureaucracy was developed by Max Weber. In his article, the author suggested that

bureaucratic organizations are the most rational means of carrying out imperative control over human beings. According to the author, the theory of bureaucracy is based upon the nature of authority relationships in organization. It is concerned with how organizations actually operate rather than with how they should function (Kuldeep (2012). In conclusion, Kuldeep (2012) asserted that bureaucratic model was visualized by Weber as an orderly structuring of power to achieve rational human behavior under a hierarchy of professionals.

Furthermore on the concept of bureaucracy, modern academics asked themselves to which extent elected officials do control their bureaucratic agents (Hall, 2006). Because bureaucrats have more information than elected officials about what they are doing and what they should be doing, bureaucrats might have the ability to implement policies or regulations that are against public interest. These concerns led to the "Congressional abdication" hypotheses, a claim that the American Congress had left its authority over public policy to appointed bureaucrats (Hall, 2006). The relationships between the government, interest groups, bureaucrats and the genera! public, all have an effect on each other. Without one of these pieces the entire structure would completely change. This relationship is considered a network so that not one single piece can describe or control the entire process (Hall, 2006).

Ritzer (2004) in her concept of bureaucracy stated that it is a major sub-field of Public Choice. According to the author, bureaucracy is the set of regulations drawn by governments to control activity, usually in large organizations and governments (Ritzer, 2004). In this article, the author made mention that bureaucracy is represented by a standardized procedure that dictates the execution of all processes within an institution, division of power, hierarchy and relationships. In every-day practice the interpretation and execution of policy leads to informal influence. In conclusion, the author described bureaucracy as a concept in sociology and political science referring to the way in which the administrative execution of legal rules is socially organized (Ritzer, 2004).

Finally, Wintrobe (2007) stated that to most Americans, "bureaucracy" is a fighting word. Few things are more disliked than bureaucracy, few occupations held in lower esteem than the bureaucrat (Wintrobe, 2007). The author in his book stated that both bureaucracy and bureaucrat are subjected to repeated criticism in the press and damned regularly by political soap box orators and ordinary citizens (Wintrobe, 2007). "Inefficiency," "red (ape," "stupidily," "secree\," "smugness," "aggressiveness," and "self-interest" are only a few of the emotionally charged words used to castigate bureaucrats. The author described bureaucracy from the standpoint

of public administration and social science literature in general. In the description, bureaucracy means much more than the various bothersome characteristics of modem organizations. The term in serious administrative literature denotes the general, formal structural elements of a type of human organization, particularly a governmental organization (Wintrobe, 2007J. In this sense bureaucracy has both good and bad qualities: it is a neutral term rather than one referring to only the negative traits of organizations (Wintrobe, 2007).

2.3   THE CONCEPT OF EFFICIENCY

Harvey (2007) on the concept of efficiency defined efficiency as the ratio of inputs to outputs. In other words, how to achieve the same output with fewer resources - 'doing more with less' in the current buzz phrase (Harvey, 2007). However, the author mentioned that the prerequisite has to be making sure that the right decisions and services are being delivered. According to Harvey (2007), there is no point in being the most efficient if producing the wrong outputs and services. In addition, Harvey (2007) stated that in practice what has happened in too many instances across the public sector is that the drive for "efficiency" has become all-consuming, driving out considerations of quality or fitness for purpose. Hence, the author ended up with bizarre and perverse outcomes such as the need for

hospitals to close wards in order to meet their targets or the need for councils to spend thousands of pounds on housing to bring it up to a centrally imposed standard, only to have it demolished a few years later for lack of demand (Harvey, 2007).

Douglas (2009) on civil service efficiency stated that had it not been for the widely reported mistakes and blunders, people might be thinking that we now have a much improved level of civil service efficiency. But what has let them down is not the efficiency, but the quality of the outputs. In other words the civil service might well be more efficient than a decade ago but it is less effective (Douglas, 2009). Thus, the author stated that efficiency indicates how well an organization uses its resources to produce goods and services. Hence, it focuses on resources (inputs), goods and services (outputs), and the rates (productivity) at which inputs are used to produce or deliver the outputs (Douglas, 2009). In this light, the author suggested that to understand fully the meaning of "efficiency", it is necessary to understand the following terms: inputs, outputs (including quantity and quality), productivity, and level of service.

Further on the concept of efficiency, McCullough (2012) described efficiency as a level of performance that describes a process that uses the lowest amount of inputs to create the greatest amount of outputs. Efficiency relates to the use of all inputs in

producing any given output, including personal time and energy (McCullough, 2012). According to McCullough (2012), efficiency is an important attribute because all inputs are scarce. Time, money and raw materials are limited, so it makes sense to try to conserve them while maintaining an acceptable level of output or a general production level.

Fasokun (2007) simply defined efficient as reducing the amount of wasted inputs- The author stated that is given to the concept of efficiency in the economic literature, namely, if with the resource endowments available in an economy in any given situation (in the sense of being offered by their owners), the output obtainable is not in a vector-wise sense larger than what is produced, then the situation is one of 'efficient' production. Putting it differently, if the resource endowments of an economy are given, then a 'production possibility frontier' can be drawn with respect to those endowments showing the alternative bundles of maximal amounts of commodities that can be produced with those endowments (Fasokun, 2007). Any point on this frontier is a point of efficient production.

Furthermore on the concept of efficiency Fasokun (2007) slated that it by no means follows that any point on this frontier is 'better' or 'socially preferable' to a point inside the frontier, i.e. that a movement from a situation of 'inefficient production' to a situation of 'efficient

production' is necessarily a good thing. Welfare economics spent decades looking for arguments that could establish that a point of efficient production, no matter where it is located on the frontier, is preferable to a point of inefficient production. But a comparison between any two points necessarily requires a judgment about income distribution. It follows then that not only can we not compare two points, one inside the frontier and one on the frontier but producing vector-wise non comparable commodity bundles, without making some judgment about income distribution, but we cannot even compare two points, one involving a larger output (vector-wise) than another, without such a judgment (Fasokun, 2007).

2.4   BUREAUCRACY AND EFFICIENCY IN THE PUBLIC SERVICE

Aspnas (2008) carried out a study in which he stated that under some conditions efficiency can be impossible to achieve. According to Gajduschek (2003). Most contemporary scholars regard bureaucracy as an inefficient phenomenon. At the same time, we may find a great number of bureaucratic organizations in the various social spheres. According to Gajduschek (2003), Max Weber, who introduced the concept of bureaucracy into the social sciences, however, was convinced that bureaucracy is superior to any other organizational

form and explained its prevalence by the immanent rationality of bureaucratic organizations. In analyzing Weber's text, the author argues that Weber was mistranslated into English and then misinterpreted. Weber's term rationality is not at all identical to efficiency. Rationality includes also uncertainty reduction regarding internal organizational procedures as well as outputs.

Uncertainty reduction may induce several advantages, which, in several cases, ensure organizational superiority (Gajduschek, 2003). Amy (2007) in her study stated that most criticisms of bureaucracy are based more on myth than reality. These agencies actually play a valuable and indispensable role in making our society a better place to live. According to the author, bureaucracy evokes images such as massive waste, inefficiency, poor service, ever-growing organizations, mindless rules, and reams of useless forms. Amy (2007) made mention that the term "bureaucrat" also comes loaded with a whole host of negative connotations: lazy, hostile, overpaid, imperious, and inflexible. In short, the author was of the notion that bureaucracy and bureaucrats are unmitigated bad things - with absolutely no redeeming qualities. In this light, Amy (2007) suggested that it is difficult to achieve efficiency in bureaucracy.

Geraldine (2011) emphasized on how conservatives like to play on this popular prejudice by constantly equating the public service

with bureaucracy. According to Geraldine (2011), once the public service is thought of as "bureaucracy," the case for reducing it becomes obvious. In light of this, the author suggested that the public service would achieve efficiency better with less bureaucracy and fewer bureaucrats in our lives (Geraldine, 2011). Most people value programs of the public service - especially in the areas of education, health and the environment - and do not want to see them reduced; but everyone hates bureaucracy. Using the term "bureaucracy'" in this way is a rhetorical sleight-of-hand that obscures the real costs of cutting back on government programs (Geraldine, 2011).

Furthermore, Marcelo (2010) stated that while disparaging and attacking bureaucracy in the public service has become a very effective tactic for anti-government activists, it is based more on mythology than reality. The main aim of this article by Marcelo (2010) takes a careful look at bureaucracy and finds that there is little evidence to support most of the common criticisms of these administrative agencies. Studies show a connection between bureaucracy and bureaucrats and efficiency in the public service and also discover that bureaucracy and bureaucrats are not nearly as bad as we usually think they are (Marcelo, 2010). The study also considered the case for bureaucracy - that these much-maligned organizations and the public servants that work in them are actually

playing many valuable and indispensable roles in our society (Marcelo, 2010). Many of the significant achievements of modern democratic government would in fact not be possible without the large bureaucracies that oversee and implement them. It turns out that government bureaucracies arc actually good (Marcelo, 2010).

Also, on bureaucracy and efficiency in the public service, Tirole (2006) asserted that bureaucrats pervade economic life. According to the author, they approve our medical procedures, process our credit card enquiries, decide whether to arrest and incarcerate us, issue our licenses, approve our immigration status, schedule our appointments, and so on, which may make it look like there is efficiency in bureaucracy (Tirole, 2006). Arguably most economic interactions that we engage in involve not the canonical buyer-seller relationship of economic theory, but are instead affected by some intermediary (Tirole, 2006). Hence, Tirole (2006) concluded by asserting that it is difficult to align efficiency with bureaucracies, both in the private and public sector.

Wilson (2009) mentioned some features and perception of a typical bureaucratic organization. Some of the features mentioned by Wilson (2009) include - standards of consumer service are low, bureaucratic organization are largely unresponsive to customer complaints, their decisions are rarely overturned, they are predisposed to turning down

consumer requests, they take forever to **come** to decisions, and finally, they appear to be governed by rules (perhaps the defining characteristic of a bureaucracy) rather than using their discretion in the appropriate way (Wilson, 2009). **Wilson** (2009) further stated that most importantly, bureaucrats are used only when they exhibit these "inefficiencies": ironically, the factors which lead bureaucrats to be more efficient also render them unnecessary.

Guido and Raith (2011) refused to be of the notion that efficiency can be achieved in bureaucracy. According to the authors, the bureaucracy's optimal policies depend on the threat that a complaint imposes on the official when oversight is set optimally to correct bureaucratic error. In this light, Guido and Raith (2011) stated that if the bureaucrat has little fear that she will be found to be wrong, she can be induced to report honestly and exert effort with no distortion in monitoring propensities. This is the situation where the truth-telling constraint does not affect organizational practice (Guido & Raith. 2011). On the other hand, Guido and Raith (2011) feels that when bureaucrats feel threatened by complaints and investigations, the truth-telling constraint is violated when oversight is set at the efficient level, because the bureaucrat prefers to give in to the consumer and thus reduce the likelihood of investigation.

Dewatripont, Jewitt, and Tirole (2007) asserted that bureaucracies become less responsive to complaints, even though complaints reveal that bureaucratic error has occurred. It also increases monitoring in the absence of a complaint beyond its efficient level. Thus they have more oversight in cases where there is little need for it. This apparently inefficient way of monitoring is used to induce the bureaucrat to deny benefits to the consumer and run the risk of a complaint (Dewatripont et ah, 2007). According to the author bureaucratic oversight is biased against consumers. This arises because, (i) by ignoring complaints, superiors intervene too little if the consumer is incorrectly denied benefits, and (ii) by over-scrutinizing cases with no complaint, they intervene too much when the consumer is (sometimes incorrectly) given the asset (Dewatripont et al., 2007).

Furthermore, Desaily (2007) stated that in bureaucracy, when the cost of monitoring is quadratic, this policy of ignoring some complaints and over-monitoring routine cases results in (i) a higher average probability of monitoring than in non-bureaucratic settings, but (ii) fewer mistakes corrected. Desaily (2007) also emphasized on the speed at which bureaucratic decisions are made. One way to make bureaucrats less worried about investigations is for them to be more certain before they make a decision. The author stated that when bureaucrats worry enough about the prospect of a customer

complaint, decision-making is delayed more lhan is technologically efficient in order to make bureaucrats surer that they are making the correct decision. In this way, they become more likely to reveal their findings truthfully rather than capitulate to the desires of consumers (Desaily, 2007).

Although most of the literatures covered in this section are of the notion that efficiency cannot be achieved in bureaucracy, this present study will seek to examine if the views of the

majority of these authors are correct, or if efficiency can actually be achieved in bureaucracy.

This study will be using the Ministry of Education, Enugu State, to gather empirical data that will facilitate the completion of this study. It is important to further examine the function of K bureaucracy.

2.5   FUNCTIONS OF BUREAUCRACY

According to Cliff (2012), the federal bureaucracy performs three primary tasks in government: implementation, administration, and regulation. The author clarifies the functions

by stating that when Congress passes a law, it sets down guidelines to carry out the new policies.

Actually putting these policies into practice is known as implementation. Often, policy directives are not clearly defined, and

bureaucrats must interpret the meaning of the law. The bureaucracy often has some flexibility, known as administrative discretion, in actual implementation (Cliff, 2012). Furthermore, Cliff (2012) asserted that the routine of bureaucracy; collecting taxes, issuing permits, giving tests, and so on — is the administration of its defined purpose.

Ogalue (2011) differentiated between a bureaucratic clerk and an economic entrepreneur. He stated that the bureaucratic clerk pursues power. The economic entrepreneur pursues profit. According to the author, both profit and power exist because of uncertainty and both accrue to the possessors of information. In the modern corporation, the information gatherers and processors of information are the managers (Ogalue, 2011). They are the possessors of power. A major difference between the business corporation and the public institution is that the power of managers can be paid off. However, Ogalue (2011) asserted that there is the principle of fixed and official jurisdictional areas, which are generally ordered by rules, that is, by laws or administrative regulations. In this function of bureaucracy,

> The regular activities required for the purposes of the bureaucratically governed structure are distributed in a fixed way as official duties.

> The authority to give the commands required for the discharge of these duties is distributed in a stable way and is strictly

delimited by rules concerning the coercive means, physical, sacerdotal, or otherwise, which may be placed al the disposal of officials. Methodical provision is made for the regular and continuous fulfillment of these duties and for the execution of the corresponding rights; only persons who have the generally accepted qualifications to serve are employed.

Dasgupta (2012) stated that the primary function of bureaucracy is the execution and enforcement of the laws made by the legislature and policies decided by the political executive. Besides this the other important functions arc: carrying out administration, offering policy advice, articulating interests, and maintaining political stability (Dasgupta, 2012). The author elaborated on his points by stating that the core function is to implement or execute law and policy, which is related to administering government business (Dasgupta. 2012). This is why the bureaucracy is referred to as 'the administration' while the political executive is termed as the 'government'.

Dasgupta (2012) further stated that the political significance of the bureaucracy largely comes from its role as the policy-advisers to the government. Generally, policy is made by the politicians and bureaucrats simply offer advice. According to the author, since policy-decisions arc made on the basis of information available and advice offered, bureaucrats effectively control the policies made by the

government (Dasgupta, 2012). He further asserts that politicians, being amateurs depend on bureaucrats, who arc professionals and the politicians know what the civil servants tell them. Government decisions thus reflect the influences of bureaucrats.

Apart from the above mentioned functions, Dasgupta (2012) further asserted that policies once made are also implemented by bureaucrats. While implementing policies, bureaucracy comes into contact with interest groups such as doctors, teachers, farmers etc. These groups provide information and advice to the bureaucrats relating to their groups, which help the civil

servants to plan a policy to satisfy the interest groups. Finally, ministers and governments come and go, while civil servants are permanent, once appointed they conlinue till their retirement (Dasgupta. 2012). In conclusion, Dasgupta (2012) stated that bureaucracy provides stability and continuity within political system and with change of government, there is no change of policy immediately.

Furthermore on the functions of bureaucracy, Mascollo (2005) identified six main functions of bureaucracy, namely;

i.   Recognizable division of labor

ii.   Each task within the bureaucracy is clearly defined and assigned

iii. Allocation of responsibility where each worker understands their job and it cannot be changed without the approval of the supervisor

iv. Direct and indirect supervision

v. There is control of the full-time employment of the worker so that workers can be held on task.

vi. Workers make the bureaucracy a career because of the benefits offered.

Finally on the function of bureaucracy, Edwards (2010) noted that as policymakers, bureaucrats play three key roles: they are policy implementers; they administer public policy; and they are regulators. According to the author, policy implementation occurs when the bureaucracy carries out decisions of Congress, the president, and even the courts. Public policies are rarely self-executing: bureaucrats translate legislative policy goals into programs (Edwards, 2010).

In this regard. Edwards (2010) stated that policy implementation docs not always work well, and bureaucrats usually take the blame when it docs not. Reasons why implementation may break down include faulty program design, lack of clarity in the laws bureaucrats administer, lack of resources, the following of standard operating procedures, administrative discretion, and dispersal of policy

responsibility among several units of the bureaucracy (Edwards, 2010).

Furthermore, Edwards (2010) asserted that administrative discretion is the authority of administrative actors to select among various responses to a given problem. Discretion is greatest when rules do not fit a case; but even in agencies with elaborate rules and regulations-especially when more than one rule fits-there is still room for discretion. The author coined the phrase street-level bureaucrats to refer to those bureaucrats who are in constant contact with the public and have considerable discretion (including police officers, welfare workers, and lower court judges) (Edwards, 2010).

2.6   MEANS OF ACHIEVING EFFICIENCY IN BUREAUCRACY

Several means for achieving efficiency in bureaucracy has been identified by various researchers. Heady (2001) asserted that bureaucrats survive by keeping their head down and keeping quiet. Their castle is their desk, and they take things like their parking space quite seriously. They never admit they have sufficient space, money, or staff, and are always looking to expand the "fiefdom" of their jurisdiction. Survival comes before growth, however.   As government organizations mature, dedication to the performance of mission tends to be replaced by dedication to the survival of the official and agency

(Heady 2001). Customer service tends to be replaced by avoidance of conflict with those who can make trouble for the agency. Holding meetings becomes more important than any problem which is supposed to be dealt with in meetings (Heady 2001).

Furthermore. Bradley (2010) stated that in order for efficiency to be achieved in bureaucracy, the following must be put in place; division of labor -- the principle of fixed delegation of authority and responsibility inside the organization. Structure based on hierarchy -- a pyramid of control like in the military where higher-level officials supervise lower-level officials inside the organization. Administration based upon information -- about employees, processes, records, reports, data, etc.. Employment which presupposes expert training -- all employees hired by the organization must demonstrate their qualifications for the job through education, training, or experience, Employees arc full-time career workers — this fosters increased organizational control over employees, Operation of the organization is based upon rigid and impersonal rules of behavior -- this is usually taken to mean that bureaucracy is dehumanized (Bradley. 2010).

According to Chapman (2009), bureaucracies vary by departmentalization, which references the number of cabinet agencies or ministries the government has. The author further argued that at minimum, any government needs five (5) departments: foreign

affairs: justice; finance; defense, and internal affairs. However, Chapman (2009) identified that most growth comes from adding new departments off the internal affairs category (like education, transport, health, etc.). Other departmental growth occurs when regulatory commissions grow in size and become full-fledged departments, or when quasi-public "government corporations" become full-Hedged government agencies. It has been made obvious that the larger the number of departments, the harder it is to coordinate them, and the interrelationship problem will result in fragmented decision making when policy requires different agencies to work on different facets of the same social problem (Chapman, 2009).

Finally, Harley and Hurley (2009) identified that efficiency can be achieved through bureaucracy, but it depends on how it is being controlled. The principle of bureaucracy is very unique and is said to be the only principle that can be used in controlling a large number of governmental agencies and employees. Thus, adhering to the principles of bureaucracy strictly, without going against them can be seen as an effective means of achieving efficiency in bureaucracy (Harley & Hurley, 2009).

2.7 MEANS OF CONTROLLING BUREAUCRACY

According to Edwards (2010), in democratic theory, popular control of government depends on elections, but we could not possibly elect the 4.7 million federal civilian and military employees (or even the few thousand top men and women).'However, the fact that voters do not elect civil servants does not mean that bureaucracies cannot respond to and represent the public's interests. Much depends on whether bureaucracies are effectively controlled by the policymakers that citizens do elect-the president and Congress (Edwards. 2010).

According to the author, some presidential methods of exercising control over bureaucracies include: Appointing the right people to head the agency, issuing executive orders, tinkering with an agency's budget, and reorganizing an agency (Edwards, 2010). On the other hand, Edwards (2010) also identified several measures Congress can take to oversee the bureaucracy: influencing the appointment of agency heads, tinkering with an agency's budget, holding hearings, and rewriting the legislation or making it more detailed.

However, Texas Politics (2012) identified that the governor can also exercise control over bureaucracy. According to the article, the governor's control over the bureaucracy and regulatory organizations

through executive appointments may function in actuality as a means for special interests to capture specialized parts of the bureaucracy for their own benefit, to use the term discussed in the previous section (Texas Politics, 2012). The governor of Texas has very limited power to remove officials once they are appointed, so once an official friendly to an industry is named to a regulatory board, an appointee may be able to defy the governor's will. Though governors are perpetually criticized for naming friends and associates to these positions, this autonomy provide an incentive to governors to name appointees they trust not to defy them (Texas Politics, 2012). Apart from this power, the governor also has two other powers for controlling the bureaucracy: the ability to call special sessions of the legislature and the line-item veto on spending bills (Texas Politics, 2012),

Furthermore, Bawn (2007) argued that Congress can exert control over regulatory agencies either through oversight or through statutory control provisions that establish agency structure and process. According to the authors, each strategy has advantages and disadvantages, and each is employed in varying degrees in different policy areas (Bawn, 2007). Although decisions about oversight and statutory control are separate, they are not independent. Plans to engage in ex post oversight make the benefits of statutory control

less compelling and vice versa. In this sense, however, Bawn (2007) asserted that statutory control and oversight can be viewed as "substitutes" in the "production" of a controlled bureaucracy.

In addition, Bawn (2007) argued that from a legislator's points of view, the benefits of the two strategies depend on the policy area, the political environment, and the legislator's position within congress. These exogenous factors determine a legislator's ideal level of each control strategy. Considering the two types of control in a single model leads to the finding that legislators who are members of the committee with jurisdiction over the agency prefer a lower level of statutory control than nonmembers. The difference occurs because the costs of oversight are lower for committee members (Bawn, 2007).

Umanin (2009) identified one strategy of controlling bureaucracy as democratic uniuul. He further identified five broad approaches to democratic control: (1) control through participation, (2) control through clientele relations, (3) control through pursuit of the public interest, (4) control through accountability, and (5) self-control. Each of these approaches occupies a portion of the map, although the specific features of any given control strategy determine its exact placement (Umanin, 2009). For sociologists, bureaucracy is a component of formal organisaton and it simply means an

organizational model rationally designed to perform complex tasks efficiently. The essence of bureaucratic organization is deliberately enacting policies that control organizational operations. By doing, the organization intends to become as efficient as possible in reaching or meeting goals and objectives.

2.8   SUITABILITY OF BUREAUCRATIC PRINCIPLES AS A WAY OF ENSURING EFFICIENCY IN THE BUREAUCRACY

The 'creative bureaucracy' idea is not a plan, but a proposed way of operating lhal helps create better plans and better future ways of operating. It is an adaptive, responsive and collaborative organizational form that in principle can harness the initiative and full intelligences of those working in them and respond to the changing demands of those they seek to serve. Bureaucracies exist in the public, private and community spheres in various forms. They can be complex in their precise characteristics depending on their purpose, mission, scope and sic. A bureaucracy is the organizational structure of larger organizations which have systematic procedures, protocols and regulations to manage activity. These dictate how most processes are executed as well as the formal division of powers, hierarchies, and relationships intended to anticipate needs and improve efficiency. Here the focus is on the public domain, yet it has

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

i.   **Statutory and Regulatory Control:-** Civil servants operate within the framework of the law. The officials are expected to conform strictly with the laws in the course of discharging their functions. The constitution establishes public institutions and offices and provides the basic rules with which they operate. Legislatures make laws from time to time which govern administrative behaviour. The civil service is therefore regulated by such rules and regulations as contained in general orders, financial instructions and establishment circulars, the constitution, acts of state and National Assemblies. These rules and regulations are meant to ensure that civil servants work according to the rules in accordance with public will. It is the role of the civil service commission to ensure that these rules and regulations are properly implemented and obeyed by every civil servant.

ii.   **Administrative Control:** Administrative heads (officers) are charged with the onerous responsibility of enforcing

administrative ethics and procedures in the civil service. They ensure that their subordinates perform their duties in compliance with administrative ethics. This they do by properly directing, supervising and controlling the workers in order to ensure optimum compliance with administrative ethics so as to realize the goals of the civil service. Superior civil servants should instill in the civil service positive leadership which should be accompanied with clinical approach to supervision and modern positive communication that could inspire great initiative and creativity among civil servants. A ministerial climate provided by good leadership could provide excellent internal check, inspire the civil servants to give their best, eliminate delays, waste of public resources, apathy, aloofness and other negative work ethics.

iii. **Administrative Inquiry:** To enhance Administrative Ethics, an Administrative Board of Inquiry could be set up to probe a civil servant or group of civil servants alleged to have committed act of gross misconduct and maladministration. The report of this administrative board of inquiry would be submitted to the appropriate authority who will implement the recommendations of the board of inquiry.

iy. **Legislative Control:** The legislature possesses the power to amend or repeal existing legislation under which a public establishment operates in order to ensure a more responsible, accountable and efficient administration. The legislature can also institute panel of inquiry en the activities of ministries when there are serious allegations of wrong doings, inefficiency or gross maladministration against the official of the ministry involved. The primary purpose of the inquiry is to expose and impose sanctions for corruption, waste of public funds and materials, mismanagement of funds, abuse of powers, maladministration and inefficiency.

v. **Judicial Control:** When a civil servant acts dishonestly or exceeds his legal authority in the discharge of his functions, he may be tar en to taken to court of law where his actions maybe declared ultra vires and therefore * null and void and there of no consequence. Also when a civil servant has commuted any form, of corruption, misappropriation of public funds, fraud, forging, embezzlement, cheating of government, diversion of public materials or funds etc the individual may be taken to court for appropriate sanctions as provided by the law.

vi. **The public complaints commission:** The primary objective of the public complaints commission is to promote administrative

ethics and ensure justice for individual citizens in the country. It acts as a legal safeguard against the excesses of over zealous public servants. The commission therefore handles such issues like administrative actions that are unreasonable, unfair, oppressive or inconsistent with the general functions of the administrative organ. Examples of these cases are denial of official benefits, withholding of retirement benefits. It also investigates actions that are improper in motivation or irrelevant in consideration. all cases of injustices arising from selfish or sectional consideration. In addition, they handle delays in payment of salaries and allowances, delays in the payment of retirement benefits, delays in the payment of death gratuity to the families of deceased public servants, delays in the payment of work men's compensations. In the performance of its duties, the commission is vested with the power to compel the attendance much relevance to how large corporations operate as to public institutions. Key principles have evolved in how they operate such as neutrality or leaving vision making to politicians. However this can constrain initiative, motivation and creative potential (Berk. 2011).

At least in some quarters there are discernible new patterns of organization in companies, 'bureaucracies' and society as a whole:

Sharing, co-creation and openness. 'Open innovation' is the catchphrase. This is reconfiguring how companies operate, well beyond IT and initiatives like open source. There are new technical possibilities to relate to audiences, clients or citizens, for example through Web 2.0. There is a greater shift to the user and some already talk of a far more interactive Web 3.0. This is enhancing possibilities to deepen and reinvent democratic processes and the relationship of individuals to organizations (Rourke, 2004).

A shift from hierarchical to network thinking. Traditional organizational thinking looked at boundaries, levels, precise-functions and set responsibilities through which efficiency or product and policy innovation was to occur. It appeared neat and clear. Now new platforms for collaboration and partnerships between citizens, corporations and public institutions are developing. Relationships can cut across organizational types or geographic borders and connections are more permeable. Things can seem fuzzy. In this process the nature of innovation itself is changing especially in rethinking and redesigning services and how they are delivered (Rourke, 2004).

Breaking down division between disciplines. Silo thinking and working is increasingly showing its weakness. It lacks knowledge coming from within the interconnections. Whilst acknowledging

specialist knowledge working across boundaries can create new or joint insights.

Within organizations the developmental, marketing and communications roles are seen as more significant than before. These latter capacities do not sit easily with public sector organization (Rowley & Schneider, 2004).

Increased mobility and cultural cross-fertilization: Identities are being reshaped. Multiple perspectives on issues are emerging. The acknowledged canon in many disciplines is being questioned. As the terra firma shifts issues of trust, loyalty and the role of the expert are being reconsidered (Rowley & Schneider, 2004).

Creativity as a resource: The ability to be imaginative and inventive is increasingly seen as an important asset. This requires organizations that allow individuals to be curious and that foster a culture of debate. Fluidity, suppleness, adaptability and responsiveness are the organizational watchwords. How, in this context, do organizations allow for greater creativity?

The rise of the new generalists: As a result of these changes new kinds of jobs that never existed before are being invented. One that is likely to emerge as significant is the 'new generalist'. This is a person who understands the essence and core arguments of specialist subjects, but has the capacity to range over disciplines, is

able to make connections and create synergies and develop new insights. This contrasts to the somewhat maligned 'old generalist'. In stereotype this was an amateur who knew little of substance (Rowley & Schneider, 2004).

2.9   ETHICAL CONDUCTS AS CRITERIA FOR BUREAUCRATIC EFFICIENCY

Administrative ethics denotes the professional code of morality in civil service. They constitute the moral fiber of civil servants. They regulate the conduct and behaviour of different categories of civil servants. Thus, they provide rules of the game.

The civil service being a profession in the modern state has developed a code of morality for its members. This code consists of traditions, precedents and standards which have to be kept up by the civil servants. The civil servants are expected to set-up high moral standard not only for themselves but also for the community at large. This is more so in the context of growing size and role of administration and its impact on the society.

Chester Barnard has described ethical conduct or moral behaviour as "governed by beliefs or feelings of what is right or wrong regardless of self-interest or immediate consequences of a decision to do or not to do specific things under particular condition?

Glen Stahl (in his book public personnel Administration) rightly remarked "The problem of ethical conduct of public officials arises by virtue of the power and influence that he commands and the commitment that he undertakes of loyal and disinterested service to the public".

Paul H. Appleby (in his book Morality and administration in democratic government) preferred the expression "Morality" instead of ethics. He is of the view that morality and administration cannot be separated. According to him, "it is not merely bigger government that ultimately matters; what is significant is that morality in administration alone could ensure better government"

Adebayo (1981:96) maintains that civil servant in adhering to Administrative ethics must ensure that decision once taken is that of minister or government as a whole, and it is contrary to administrative ethics for a civil servant to take credit for any measure accepted by government and of which he is the author. Since the decision is that of the minister, the minister must take full responsibility for it. If the decision happens to be wrong or unpopular, the minister must not protect himself by blaming his officials. It is also expected that the minister should defend his officials if they are attacked in public. A minister who cannot observe this ethics is normally expected to resign.

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

ETHICAL CONDUCTS EXPECTED OF CIVIL SERVANTS

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

1. **Discipline:** The civil service is expected to be disciplined. They should adhere strictly to rules and regulations and see to it that the interest of the services is paramount in their daily duties. Senior officers should prescribe codes of conduct which they themselves should comply. Superior officers should show leadership by good example by being hardworking, transparent and showing good conduct so that the junior officers should also get acquainted with the codes of conduct and obey lawful orders and established authority. This will enhance healthy working relationship.

2. **Responsiveness:** Civil servants should exhibit prompt acquiescence to popular demands for policy change including demands that are voiced at the polls. This they could do through prompt and good advice to the political executives.

3. **Efficiency:** civil servants should ensure that the performance of their duties is timely, thorough and conservatively priced. Efficiency in the civil service could be achieved through organizing, induction, refresher courses and seminars for civil servants. As a matter of policy, it would be extremely rewarding if civil servants are made to attend training courses. Through this, they will learn not only to be disciplined but to be efficient.

4. **Honesty:** Civil servants should be honest in the performance of their functions and in their dealings with the genera! public. Since civil servants are paid from the public purse, they should avoid asking for gratification from the public before performing their official function. They should justify every expenditure ensure that revenues collected are properly remitted and above all, they should be transparent.

5. **Tact:** Tact means skillfulness in handling difficult situation without offending any one when dealing with political bosses and members of the public, civil servants should avoid being arrogant, pompous, or too pedantic. This is equally important in

minuting, in submissions in the file, in correspondence, and in discussion. According Adebayo (1981:43), "It is a sign of immaturity for an administrator to wish to display his wealth of experience, knowledge or superiority of his education and show up his political boss in poor light. By being tactful, a civil servant will avoid open confrontation with his political boss and the public who need his services.

6. **Kindness:** Civil servants should have sympathy and consideration, both for their subordinates and for members of the public. Though the kindness here does not imply that civil servants should be soft, and spineless or condone sloth, slackness, inefficiency and dishonesty, rather they should show some milk of human kindness.

They should be firm and strict yet sympathetic and considerate. They should respect the privileges and rights of officers, employees and members of the public irrespective of the fact that those concerned are unknown to them. As public servants, they should serve everybody impartially and send every one back to his home feeling that he has had a fair hearing.

7. **Loyalty**: Civil servants should be loyal to the government that has given them the opportunity to serve it. Civil servants should not assume that they have right to salary and wages without

rendering adequate services in return. An inefficient and disloyal civil servant can be dismissed by the government. In the words of Herman Finer (1936) "the civil servants of the government are not to decide their own course; they are to be responsible to the elected representatives of the public and they are to determine the course of action." In other words civil servants must allow their political bosses to dictate the tone while they follow suit.

8. **Tidiness:** Civil servants should ensure that their offices and environment .are tidy always as this enhances efficiency and image of the civil service. There is also the need for civil servants to be properly dressed while at the office for official duty. It is often said that how a person dresses tells keen observers a great deal of the general character and taste of such a person.

9. **Prudence:** This calls for the need for administrative action to be deliberate rather than precipitate; informed rather than ignorant, displaying a care for consequence rather than negligence. It also calls for sufficient administrative discretion,

10. **Due process:** This requires carefulness, fairness, justice and procedural on the part of civil servants. The value of due process also conveys the notion of non-arbitrariness.

Ogunna (1999) in his book Public Administration in Nigeria articulated the following as hindrances to bureaucratic efficiency.

1. **Bribery and corruption;** Bribery and corruption could be regarded as the worst acts against administrative ethics in the Nigerian civil service. Many officials ask for monetary or material gratification before performing their official duties. Bribery and corruption have eaten deep into the fabric of the civil service such that appointments and promotions are given only if officials are bribed. Sometimes monetary inducements are made before licenses of various kinds are issued; contracts are awarded after the awarding officers have been fully rewarded in money and materials.

2. **Dishonesty:** Dishonest officials indulge in such practices as fraud, forgery, embezzlement of public funds, cheating, stealing or misappropriation of public property which are wide spread in the Nigerian civil service. Some scrupulous revenue officials of the state and federal government print fake receipts and use it to collect taxes, etc. This money so collected is never remitted to the government coffers. They end up in the pockets of the dishonest officials. Some officials bend the rule or wrongly interpret or apply official regulation or procedure to achieve selfish or particularistic interests.

There is also the factor of "ghost workers" whereby officials pay salary to non-existent workers only for the money to go back into their pockets. Dishonesty is quite a serious cankerworm which wrecks the public service in Nigeria and which results in inefficient and low productivity.

3. **Unethical Behaviour:** unethical behaviour negates administrative ethics. By unethical behaviour we mean an administrative act which, even though not against the letters of the law, is morally wrong as it is against the intent of the law. It is an act that lacks administrative integrity Ogunna, (1999:458). (Nigro,1973:69) observes that in general terms a conflict of interest exists where a public official is placed in a position where for some advantage to be" gained for himself, he finds it difficult or impossible to devote himself with complete energy and loyalty to the public interest".

There are numerous cases of such unethical behaviours in Nigeria. For example some officials after advertising for vacancies and interviewing candidates still go on to select unqualified ones leaving the qualified candidates for particularistic consideration such as sex, family or friendship relationship.

4.   **Acting without Legal Authority:** Acting without legal authority is rampant among top civil servants in the Nigerian civil service. Some top civil servants create and change existing laws. Some officials inadvertently fail to observe in their administrative acts the required due process as. provided by law or civil service rules. In such situation, the zealous or unwitting or careless official may think he is acting within the law. A good example here is a situation where an officer is forcefully retired without following strictly all the due process required by law.

5   **Gross Inefficiency:** Most civil servants in the Nigerian civil service manifest low productivity due to administrative inefficiency. Administrative inefficiency is a product of low moral and inadequate motivation which in turn results in the manifestation of adaptive behaviours by civil servants. This accounts for the lack of devotion to duty and observance of commitment to the objective of the public organisation among civil servants.

6.   **Failure to Exercise Administrative Initiative:** Usually, civil servants are under the law given certain limits of administrative discretion. In spite of this, some civil servants fail lo take positive decisions by exercising the legitimate discretion.   In most cases the officials don't take the   action   even   when

the law empowers them act in such situation so as to satisfy the public interest. Many reasons account for this failure of administrative initiative. One, the official may see taking the actions been very risky and therefore prefers to play safe, in the words of Ogunna {1999:461) civil servants operate with the principle of risk avoidance. Secondly, the officials may feel that if they take a bold initiative and fail, they may be criticized. Again, the civil servant may see taking the initiative as involving additional work on him. However, the fact remains that to achieve high productivity and efficiency in the civil service, there is need for administrative initiative.

7   **Political Interference:** While the civil servant must carry out the decisions and policy laid down by the political boss, he is confronted with the possibility of resisting the illegitimate demands or pressures of the political head. In a bid to cope with this, he may undermine the administrative ethics.

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CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1 RESEARCH DESIGN

The researcher adopts a survey study method in the collection of data which are relevant to the problem under consideration.

3.2 SOURCES OF DATA

Data to be used for the study will be collected though two main sources which include,

(1)   Primary source

(2)   Secondary source

Primary source

The primary source are the data obtained from the field through interviews, questionnaires, surveys, planned experimental observations and intuitions. The questionnaires will be distributed and later analysed by the researcher secondary sources.

The secondary sources of data would be obtained from the review of related literature. In other words, the researcher will consult published and unpublished works, journals, workshop materials, newspaper magazines, office documents (From the ministries).

3.3 AREA OF STUDY

In this research study the researcher focused on three ministries in Enugu State Nigeria.

3.4 POPULATION OF STUDY

The population for this study which is the civil servants in the ministries of education, information and justice Enugu State is 366 workers, both senior and junior staff.

TABLE 3.1

POPULATION DISTRIBUTION TABLE

MINISTRY	POPULATION	PERCENTAGE %
Education	147	40%
Information	104	29%
Justice	115	31%
Total	366	100%

Source: field survey, 2012

3.5 SAMPLE TECHNIQUE

The sample technique applied in selecting sample for the study is simple random sampling technique. The simple random technique is a procedure in which all the individuals in the defined population have an equal and depended chance of being selected as a member of the sample so as to be representative of the population from which they are drawn.

3.6 SAMPLE SIZE DETERMINATION

Basically, the sampling procedure used in this research work is simple random sampling in which the researcher allowed all the staff of the three ministries selected to take part. The population of 350 considered rather large relatively and so the researcher applied the Taro yamani formula (1964), Therefore, to ensure an effective coverage's of the population the formula was applied thus:

$n = N [1+N(e)^2]$

where n = sample size

e = margin of error

N = total population

I = constant

Therefore, N = 366

$e = (0.0s^{-2})$

I = (constant)

n $= N \div 1 + N (e)^2$

$= 366 \div 1 + 366 (0.05)^2$

$= 366 \div 1 + 0.5$

$= 366 \div 1.5$

n = 244

Sample Size Distribution

Table 3.2

S/N	MINISTRY	QUESTIONNAIRE DISTRIBUTION	PERCENTE DISTRIBUTION
1	Education	100	41%
2.	Information	80	33%
3	Justice	64	26%
	Total	244	100%

Source: Field survey: 2012

3.7   INSTRUMENTATION

The researcher used questionnaire and interview method to gather information oral interview was held with the civil servants in the ministries. The researcher developed four research questions and out of each research questions and out of each research questions, three items there development which totaled twelve questions.

3.8   VALIDITY RELIABILITY OF THE INSTRUMENT

The instrument used is so reliable because the researcher used the test –retest method to establish the reliability. To this and, the researcher has to distribute the questionnaire at interval more than once to the same group of civil servants to know how consistent each element of the group is in the scoring of the instrument.

The instrument is valid because the researcher consulted experts such as the supervisor, directors in the minister who read and found the questionnaire to be valid and relevant to the problem under investigation.

3.9 DATA COLLECTION

The research collected data for the study through the use of questionnaire. Two hundred and thirty three (233) copies of the questionnaire was printed and distributed to the respondents. The research went to the area of study to distribute the copies of the questionnaires. A face to face system of questionnaire distribution in which the researcher visited the ministries used as case study. Hence the questionnaires were distributed directly by the researcher himself to the sample elements.

3.10 INSTRUMENT RETURN RATE

The researcher distributed 233 copies of the questionnaire to the respondents of the secretariat and 200 copies were returned while 33 were not returned or retuned vacant.

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CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

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

In the analysis of the data, tables, tables were used in the presentation of data. The simple statistical method of frequencies and percentages were applied. The research questions were therefore analysed.

4.1   ANALYSIS OF DATA

Research Question One (1) Of what important is the bureaucracy in the society?

Table 4:1 Response of respondents on the importance of the bureaucracy to the society.

OPTION	NO OF RESPONDENTS	PERCENTAGE RESPONSE
Implementation of government policies	5	2.5%
Amazing the government	10	5%
All of the above	185	92.5
	200	100%

Source: field work 2012

The table above shows that the importance of the bureaucracy in the society cannot be over emphasizes. This is because among other functions not stated, the major functions of the bureaucracy as testified by almost 185 or 93% of the respondents are to implement government policies and programmes and to advice the government in carrying out its day to day functions.

RESEARCH QUESTION TWO (2)

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

Table 4.2, Response of respondents on the impact of bureaucratic inefficiency to the society.

OPTION	NO OF RESPONDENTS	PERCENTAGE RESPONSE
Poor social services delivery	150	75%
Political domination	48	24%
Don't know	2	1%
	200	100%

Source: field work 2012

From the table above, it could be reduced that poor social services delivery in the society is a consequent of bureaucratic inefficiency. This is the opinion of 150 representing 75% of the 200 respondents. 48 or 25% of the respondents however maintain that

bureaucratic inefficiency results to political domination. Unfortunately only 2 or 1% of the respondents claimed not to know the implication of civil service inefficiency.

RESEARCH QUESTION THREE 3

How may efficiency in the bureaucracy be achieved?

Table 4.3 Response of respondents on how to achieve efficiency in the bureaucracy.

OPTION	NO OF RESPONDENTS	PERCENTAGE RESPONSE
Strict enforcement adherence to administration ethics	50	25%
Regular retraining of staff	30	15%
All of the above	120	60%
	200	100%

Source: field work 2012

The table above shows that out of the 200 respondents, 50 or 25% are of the view that efficiency can be achieved in the civil service through of strict enforcement of administrative ethics which will make the civil servants constantly adhere to it. On the other hand 30 or 15% of the respondents maintain that efficiency can be achieved in the bureaucracy through regular training of staff. Meanwhile, 120 representing 60% of the respondents maintain that efficiency in the

civil service can be achieved by a combination of strict enforcement of administrative ethics and regular retraining of staff.

RESEARCH QUESTION FOUR (4)

Do civil servants understand and adhere to administrative ethics?

Table 4.4: Response from respondents on whether civil servants understand and keep to administrative ethics.

OPTION	NO OF RESPONDENTS	PERCENTAGE RESPONSE
Yes	50	25%
No	100	50%
Very few	45	22.5%
Can't tell	5	2.5
	200	**100%**

Source: Field work 2012

Analysis of the above table shows that 50 or 25% of the 200 respondents agreed that civil servants understand and keep to the administrative ethics while almost 100 or 50 percent of the respondents are of the view that the civil servants neither understand what administrative ethics is no do they abide by them, 45 or 22.5 percent of the respondent maintain that only very few of the civil servants keep to the administrative ethics while 5 or 2.5 percent of the respondent could not tell whether the civil servants understand not keep to the administrative ethics.

CHAPTER FIVE

5.0 SUMMARY OF FINDINGS, RECOMMENDATIONS AND CONCLUSION

In this chapter, the researcher presents the summary of the research findings based on the data collected. Recommendations would be made and conclusion drawn.

5.1 FINDINGS

After a thorough analysis of data gathered the researcher found the following:-

(1) The primary function of bureaucracy is the execution and enforcement of the laws made by the legislature and policies decided by the political executives.

(2) The bureaucracy are equally involved in policy making be being the policy advisers to the government

(3) For efficiency to be achieved in the bureaucracy, the following must be put in place, division of labour, delegation of authority, hierarchy employment based on competence and merit, existence of rigid impersonal rules of behaviour.

(4) There are new patterns to the achievement of efficiency in the civil services which include; sharing and oppress a shift from hierarchical to network thinking, breaking down divisions

between disciplines, increased mobility and cross fertilization, ability to be imaginative and inventive rather than validity to rules.

(5)   Inefficiency of the bureaucracy adversely affects the society as it hampers efficient and effective delivery of social services to the people. This is a very negative impact of the civil service to the citizenry.

(6)   Adherence to administrative ethics and help to improve the efficiency but the problem is that some superior officers don't enforce and most of the contents or provisions of the administrative ethics have outlived their usefulness.

5.2   CONCLUSION

The importance of the civil service has been stressed in this study. However, a visit to the ministries portrays a decadent state of the institution charged with the implementation of government policies and programmes through strict adherence to stipulated codes of conduct. Instances of disregard or sheer abuse of administrative ethics abound.

In most cases, some civil servants are seen loitering during working hours. Some stay in the office either discussing, sleeping and snoring even when there are piles of file on their table waiting for their attention. Some others engage in open confrontation with one another. Absenteeism is not out of place too. Usually, civil servants who come to

work over and above 10.am instead of the official time of 8.am will connive with the time keeper and write 7.30am.

A typical day in some of the ministries evokes a sharp picture of disappointment. A walk around the ministries shows an institution that rather than set examples for other institution to emulate exhibit regrettable impression. Some engage in petty trading and are struggling to make ends meet. In most cases, there is high demand for gratification before discharging of official duty. Some out of anger or frustration vent their anger on the visitors (public) to their offices who need their services (especially) those who are not willing to part their back. Some civil servants are so engaged in other works such that they have very little time for their official function while some are busy selling their wares within and around the offices.

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

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

5.3 SUGGESTIONS

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

There is the need to strictly enforce the principles of administrative ethics on every civil servant. Erring civil servants should be made to face the music. Offenders should be reprimanded, demoted or even dismissed from work. This will serve as deterrent to others. There should be no sacred cows in the application of administrative ethics.

To help create more awareness on administrative ethics, workshops, seminars and conferences should be organized for the civil servants to enlighten them on the importance of administrative ethics.

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

Furthermore, the researcher recommends that this research work be kept in the department of public administration library, in the university

library and other libraries. This will enable other researchers to have access to it for future use or reference.

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

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

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

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

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APPENDIX I

Caritas University
Amorji Nike Enugu
Enugu State
2nd June, 2012.

Dear Respondent,

RESPONSE ON QUESTIONNAIRES

I am a final year student of the above named institution. I am currently carrying out a research work on Bureaucracy and efficiency (Case Study of Enugu State Civil Service)

I will be grateful if you will kindly supply accurate answers in the questionnaire that accompanies this letter. I assure you of utmost confidentiality on any information you may give.

Thanks for your anticipated cooperation.

Yours faithfully,

Uche Purity
Pa/2008/190

QUESTIONNAIRE

SECTION A

Please read the question and tick (✓) the answer that represents your opinion

1. Sex: (a) Male [   ] (b) Female [   ]

2. Marital Status: (a) Single [   ] (b) Married [   ] (c) Divorced

    [   ] (d) Widowed [   ]

3. How long have you been working as a civil servant?

    (a)   6 months- 1 years [   ]   (b)   1 Year 10 years [   ]

    (c)   11 years – 20 years [   ]   (d) 25 years – 43 years [   ]

4. What is your educational qualification?

    (a)   O' Level [   ] (b)OND/NCE [   ]

    (c)   B.Sc/HND [   ]   (d)   Masters/ PhD [   ]

5. What is your rank / G Level?

    (a)   GL 04-06   [   ]   (b)   GL 08 [   ]

    (c)   Gl 010 [   ] (d) GL 014 [   ] (e) GL 017 [   ]

SECTION B

(A)   Of what importance is the bureaucracy in the society?

1   Do you think that the bureaucracy is of any importance to the

    society? (a) Yes [   ] (b) NO [   ] (c) No Idea [   ]

2   What do you think the bureaucracy actually does? (a) Implementing government polices [   ] (b) Advising the government [   ]

3.   Do you think the performance of the bureaucracy in the current democratic dispensation is satisfactory? (a) Yes [   ] (b) No [   ] (c) No idea [   ]

(B) In what ways does inefficiency of the bureaucracy affect social service delivery?

4.   How does the inefficiency of the bureaucracy manifest in social services delivery (a) delay in social services deliver [   ] (b) poor quality of social amenities [   ] (c) No Idea [   ]

5.   What attitudes of the bureaucrats portray them as inefficient? (a) Lateness to work [   ]   (b) Truancy [   ] (c) Negligence of duty [   ] (d) All of the above [   ]

6.   Does the inefficiency of the bureaucracy make them to be unproductive? (a) Yes [   ] (b) No [   ] (c) No idea [   ]

7.   Does poor working environment and equipment contribute to the inefficiency of the bureaucracy? (a) Yes [   ] (b) No [   ] (c) No Idea [   ]

(C) How may efficiency be improved in the bureaucracy?

8. Can efficiency be achieved in the bureaucracy? (a) Yes [   ]
    (b) No [   ] (c) No idea [   ]

9. If yes, how? --

    ----

10. If no, why ---

(D) Do civil servants understand what administrative ethics mean?

11. What do you understand by administrative ethics? -----------------

    ----

12. Do civil servants abide by the administrative ethics? (a) Yes [   ]
    (b) No [   ] (c) No Idea [   ]

13. What do you think can be done to make civil servants adhere to
    administrative ethics? (a) Stiff punishment to offenders [   ]
    (b) creation of awareness on the administrative ethics [   ] (c)
    No idea [   ]

14. Do you agree that strict adherence to administrative ethics by
    civil servants can enhance efficiency in the bureaucracy? (a)
    Yes [   ] (c) No [   ] (c) No idea [   ]

TITLE PAGE

BUREAUCRACY AND EFFICIENCY
(A CASE STUDY OF ENUGU STATE CIVIL SERVICE)

BY

UCHE PURITY
PA/2008/190

A PROJECT REPORT PRESENTED TO THE DEPARTMENT OF PUBLIC ADMINISTRATION, FACULTY OF MANAGEMENT AND SOCIAL SCIENCES, IN PARTIAL FULFILLMENT OF THE REQUIREMENT FOR THE AWARD OF BACHELOR OF SCIENCE (B.SC) DEGREE IN PUBLIC ADMINISTRATION

CARITAS UNIVERSITY, AMORJI-NIKE
ENUGU STATE

AUGUST, 2012.

APPROVAL PAGE

This is to certify that this research project was carried out by Uche Purity (Reg. No: Pal2008/190) of Department of Public Administration, Faculty of Management and Social Sciences, Caritas University Amorji Nike, Enugu State.

This work has been read and approved, as having met the requirement for the award of Bachelor of Science (B.Sc.) Degree in Public Administration, in the Department of Public Administration, Caritas University Amorji Nike Enugu State.

Ndukwe O J
(Supervisor)

Ugada M.O.
(HOD)

Date: -------------------------

Date:----------------------

External Examiner

Date: ----------------------------------

DEDICATION

This work is dedicated to God Almighty for his protection and love.

ACKNOWLEDGEMENT

I am really grateful to the Almighty God who made it possible for me to embark and complete this research work. I wish to express my sincere gratitude to my supervisor Ndukwe O. J. for his academic guidance which formed the bedrock of the success of this research work.

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My special regards to my friends, Oluchi, Mary, Michael, Princewill and others so numerous to mention.

They are friends indeed.
Thanks and God bless.

Uche Purity

Pa/2008/190

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CHAPTER ONE

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CHAPTER TWO

LITERATURE REVIEW

ABSTRACT

*This research project is on Bureaucracy and efficiency (A case study of Enugu State civil service). It is been carried out to assess the level of efficiency in the bureaucracy and the functions of the bureaucracy. It is hoped that the study will help to educate civil servants on their expected roles and factors that can make them to be more efficient in the delivery of social service to the citizenry. The work contains five chapters. The researcher adopted the **bureaucratic theory** as the theoretical frame work. The bureaucratic theory lays emphasis on the adherence of the idea type principles of bureaucracy as advocated by Max Weber. In the course of the research work, the researcher discovered several issues about the bureaucracy and efficiency among which; are that disregard of administrative ethics as one of the major causes of inefficiency in the civil service. It was equally discovered that there has emerged new approaches that are better than the idea type. Meanwhile the researcher therefore suggest recommends that civil servants should be enlightened on the need to be administratively ethical. There is also the need to shift from the out model Max Weber's idea type to the new approaches. The research work is very educative, informative and interesting.*

BUREAUCRACY AND EFFICIENCY
(A CASE STUDY OF ENUGU STATE CIVIL SERVICE)

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DEPARTMENT OF PUBLIC ADMINISTRATION FACULTY OF MANAGEMENT AND SOCIAL SCIENCES
CARITAS UNIVERSITY, AMORJI-NIKE ENUGU STATE

AUGUST, 2012.