

The Role of Public Service in Efficient and Effective Service Delivery in Nigeria Public Organizations

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Abstract

Public services are at the centre of the management of public bureaucracy, hence their roles in efficient and effective service delivery in any organization cannot be overemphasized. It implies that decision-making and policy implementation is an indispensable function of public servants. It is, therefore, important to note that policy decision, policy formulation and implementation are crucial aspects of the functions of public service. This study examined the central role and indispensability of the public service in the machinery of government. The study collected data through documentary sources. The data analyzed revealed that the activities of the bureaucratic officials in public organization do not conform to the norm of the role of public service in an administrative system. It further revealed that corruption has eaten deep into the fabric of the lives of public officials. The study recommended that since the modern civil service is faced with diverse and complex socio-economic development, government should adopt and place emphasis on “Managerial Approach” which means an effective utilization of personnel, money and materials in order to achieve organizational objectives.

Keywords: Efficient Service, Service delivery, Public Organization and Public Service

Introduction

A State is a sovereign community of people united by the bond of mutual benefits, needs, common purposes, occupying a definite territory and endowed with the instrumentality of government which exists to provide social welfare and maintain social order. Government is the central and determinant element of the state. Indeed, government is the machinery or agent of the state through which it exercises its powers, expresses its will, realizes its purposes and maintains its existence (Ogunna, 1999). The power of the state is vested on government as its sole agent for the purpose of clarifying and crystallizing its will,

formulating and exercising policies, adjudicating laws towards the achievement of complex objectives of the state.

Government processes involve legislation, execution and adjudication. Among these essential processes execution, is the concern of public servant, being the live-wire of government. In a political system where there is an excellent body of legislations and policies accompanied by an impartial adjudication but without the execution of the excellent policies and legislations and an absence of enforcement of adjudicated cases, the obvious result would be social disorder, economic disaster and political disorganization. This in turn would result in total failure of government and the decay of the state.

Since there is a noticeable growth in the size of modern government all over the world, the activities of government today extend to many areas of society's life. Government is involved in foreign affairs or international relations, agriculture, industry, health, education, sports, et cetera. It is impossible for the individuals that constitute the three arms of government alone to carry on these because they may not have the competence, enough time and energy to do so within the time necessary to satisfy the population. Therefore, additional hands are needed and this can be found in the civil service, or public administration. These varieties of experts found in public administration, such as teachers, doctors, auditors, accountants, engineers, space scientists, and others, help out in the accomplishment of organizational objectives.

The demands of increased productivity, performance or achievement require a complex division of labour in which many more people are involved than those in government. Thus, clerks are required to file letters, engineer to construct roads and operate machines, doctors to treat patients, secretaries to write memoranda, statisticians to gather data and so on and so forth. These additional hands are found in public administration (Ezeani, 2006).

Public administration is all about governance. Governance does not mean arbitrary exercise of authority, but an exercise according to law which is independent of personalities and their whims (Goel, 2006). Since independence in 1960, Nigerian public administration has been struggling to orientate itself from a routine, law and order administration to administration geared to results and equipped to face the challenges of the contemporary state. Unfortunately, while successive rulers/leaders have been conscious of the needs for this reorientation, they have also been so preoccupied with a series of political problems and disturbances that there has been little time left to ponder on the problems of public administration (Adebayo, 1980).

According to Dimock (1969), “administration is the central ingredient in the whole of governmental operations.” A well designed and efficiently made policy without enforcement is politically invalid and of no societal utility. This underscores the central role and the indispensability of public service in the machinery of government. Hence, all policies objectives are geared toward actualizing the goals and objective of the government therefore, public service must exist in any organization set up for a defined purpose or objective (Adebayo, 1980).

The aim of this study is to examine the roles of public service in the administration of public policies for effective and efficient service delivery. We shall attempt to look at some of these indicators that enables an effective enforcement of the excellent policies for socio-economic and political development in Nigeria.

Clarification of concepts

Public Service

Ayeni (1987) refers to public service as “functionaries of state who are appointed to their government jobs through non-elective process. Similarly, it has been used to denote the institutions made up of persons permanently or temporary employed to hold post in the civil administration of the state. Akpan (1982) sees the public service as:

Comprising those public servants appointed on a permanent contract or temporary basis without any influence of political considerations, for the purpose of executing public policy or serving the different organs of government, irrespective of the political complexion and ideology of the policy-makers.

Therefore, public service is government employee who have acquired skill and professional expertise required for the job, permanently or temporary engaged for effective service delivery in governmental institution. According to Ezeani (2006), Public Service refers not only to service within government, departments and ministries, but also in parastatals, police force, and the armed forces. The public servants comprise all the staff of the above mentioned government institutions.

Organizational Efficiency and Effectiveness

The concepts efficiency and effectiveness are sometimes used synonymously since they are abstract measures of performance. Ekong (1980) rightly states:

From the strictly comparative point of view, both efficiency and effectiveness are abstract measures of organizational performance. The two of them evaluate the conditions under, and the degree to which organizations are attaining their various goals. This concept therefore provides useful indicators of the ability of an organization to survive in its environment.

Ezeani (2006) differs in his own view of the concepts of efficiency and effectiveness. Ezeani posits that though there are similarities shared by the two concepts, they do not mean the same thing. Efficiency is simply defined as the ratio of output (that is, useful work performed) to the input (that is total energy) expected. The criterion of efficiency is relevant or useful when measuring the performance of commercial organizations that are largely guided by the profit motive. In such organization(s) the emphasis is on the selection of alternative(s) that will yield the greatest net (money) return to the organization, and the minimization of cost. Thus, in commercial organizations, money is the common denominator in measuring output and income (Simon, 1976).

According to Ekong (1980), the criterion of efficiency becomes problematic when applied to the civil service and other social service oriented organization(s). Hence, the civil service and other non-profit making organizations perform some social service functions that cannot be used in measuring their performance.

Effectiveness on the other hand means the extent to which an organization realized its goals. Organizations goals according to Etzioni (1964) are the desired state of affairs which the organization as a collectivity attempts to realize. Such state of affair which the organization strives to realize, according to Ekong (1980), constitutes an ideal the progress of organization.

From the above discussions, it can be concluded that while efficiency can be measured in terms of output, input and cost factors, effectiveness can be determined when an organization have achieved its set of goals. However, the two concepts became necessary here in view of the fact that the concept “public service” deals with human aspects in public organization charged with the responsibilities of implementing policies.

Theoretical Framework

The Human Relation School theory of scholars like Elton Mayo formed the theoretical underpinning of the study. The earliest theories and practices of management focused mainly on the technology of work and the workplace. In other words, the emphasis was

on how to organize work, especially at the shop floor. The work of Fredrick Taylor (1856-1915), Henry Fayol 1841-1925), Max Weber (1864-1920), etc stand out clearly in this regard. These early attempts at defining the scope of management were criticized because they ignored the human side of management. The critics argued that the organization is a social system and that, instead of focus on work and workplace technology, the ‘human side of enterprise’ should be emphasized. They, therefore, concentrated on how to adapt organization structure, and processes to the socio-psychological needs of human beings within each organization. Mayo, Benard, McGregor, Maslow, etc are prominent in this Human Relations School. The work of scholars emphasizes the need for enriching the job of workers through challenging and stimulating responsibilities and with commensurate authority to enable them to perform. In addition, managers should recognize the importance of work teams, informal group recognition, and participatory decision-making as major sources of work satisfaction. Kelly (1969) gives a summary of the finding of the Human Relations School in which he emphasizes the importance of realizing that social and psychological motives can be more influential than economic motives in structuring the behavior of workers. As Staw (1986) notes, a basic assumption of the human relations movement was that the manager’s concern for worker would lead to increased satisfaction, which would in turn result in improved performance.

Contemporary scholars interested in Human Relation management based their principles of policies on the teachings of the Human Relation School. For instance, Cuming (1968) developed three principles on which personnel policies in industry and commerce are based as follows:-

- i.** All employees should be treated with justice. There should be a code of fair play, which means having regard for equity. No favoritisms should be shown towards individuals, and there should be consistency in treatment between all employees and over period of time.
- ii.** The needs of employees must be recognized, particularly their desires to job satisfaction, for knowledge of what is going on within the organization and for consultation before changes affecting them take place.
- iii.** A business will function better democratically rather than autocratically.

Success is much more likely if the cooperation of employees is sought in achieving objectives than by trying to coerce them to these ends, with the use of authority. We cannot but strongly associate ourselves with these principles as they appear to even underscore the

operational roles of Human Relation management which are largely, abused and compromised in the Nigerian public organizations today.

Literature Review

The efficiency and effectiveness of any public organization depends on the performance of employees. While we argued earlier that efficiency is concerned with organizational means, and effectiveness is concerned with organizational ends. Both factors are subject to input and output of the employee. We shall now discuss the concept of productivity which is the measures for analyzing efficiency and effectiveness of the public service in an organization, hence, an effective integration of resources, will determined output.

Employee Productivity

Productivity is often seen as total output/total input. Thus the productivity of an employee is seen as the relationship between unit of labour input and unit of output. The effectiveness of the use of the factors of production to produce goods and services is commonly referred to as productivity (Nwachukwu, 1988).

According to Mali (1978) productivity as the “measure of how well resources are brought together in organization and utilized for accomplishing a set of results. Productivity is reaching the highest level of performance with the least expenditures of resources.

Nwachukwu (1988) observed that “how to improve productivity of Nigerian employees has been the topic of many seminars, symposia, conferences, and workshops. It is recognized fact that productivity is a critical factor in economic and social development for it determines the standard of living of the citizens. Low productivity gives rise to high prices when employees earnings are very low. When productivity is high, organizations earn high incomes and profits and are in a better position to pay higher wages. He argued that Nigerian employees are said to have a poor attitude to work resulting in low productivity.

Eze (1981) observed that many achievement-oriented shrewd observers of Nigerian people at work have always come out with a common impression that generally Nigerian workers are lazy, slow, sleepy, reluctant to act, unconcerned, and deceitful in their approach. These workers are said to lacks the zeal, the briskness and the momentum of hard working people and generally, they dislike to hear anybody talk about efficiency, dedication, honesty, competence, determination, and productivity – all of which characterize achievement people in a production oriented society.

Although, the description may be true, however, it is important to examine the real situation that leads to these attitudes of Nigerian civil service. To deal with the problem, it is important to attempt to identify the causes. Ogunna (1999) posits that public administration involves human beings with different attitudes, values, interests and orientation, coordination becomes a primary function of public administrator through which conflicting social energies are reconciled in a manner to achieve organizational objective. Pfiffner and Presthus (1967), define public administration as “coordination of individual and group efforts to carry out public policy”. Coordination according to them is the technique of drawing together conflicting skills and interests and leading them towards common end”.

Functions of Public Service

Having attempted to define the meaning of employee productivity and public administration and also the underlying importance to the organizational goal, it is now imperative to x-ray the functions of a public service or an administrator. Although, administration is a universal phenomenon, the functions of course differ in kind and scope depending on the type of organization in which the administrator find itself. Generally, the functions which public administration everywhere discharges are planning, organizing, staffing, directing, coordinating, reporting and budgeting. These are commonly expressed by the acronym (POSDCORD).

In order to give more credence to these functions, the acronym POSDCROD are further explained thus:

Planning: An administrator or chief executive must be concerned with working out in broad outline the things that have to be done by his organization or department and must also decide the methods to be employed for doing them in order to accomplish the purpose set for their organization or department, with the greatest efficiency (Adebayo 1980).

Organizing: It is the designing of a system of roles and functional relationship deliberately structured for the purpose of executing policies and decision made by those in authority of the establishment. In order word Adebayo posits that it is the setting of our formal structure of authority and flow of work in such a way that the work in the various subdivisions, sections, and branches is carefully arranged, clearly defined, and effectively coordinated in order to accomplish the objective of the organization or department. Organizing connotes controlling human and materials resources so as to achieve the goal of the establishment.

Staffing: The administrator is concerned with the personnel function of devising an efficient and effective system of staff recruitment, training, and providing favorable conditions of work. Staffing involves the process of acquiring (recruitment) appointment, training, motivating, control and discipline for the purpose of realizing the set objectives of an administrative organization.

Directing: A Public servant is a leader in his organization. As a leader, he supervises, corrects and controls. In effect, he is a director. Directing is an aspect of leadership function in an organization. An administrator ensures that the roles assigned to subordinates are carried out as specified. He sets targets to be achieved, set pace to be followed, makes specific and general instructions which guide organizational operations and ensures that the instructions are strictly complied with.

Coordinating, according to Adebayo (1980) coordinating is a very important function of an administrator, or technocrat. He must continually ensure that the various branches of the organization are working smoothly, that the interrelated tasks being performed in the various subdivisions and sections of the organizations are harmoniously coordinated. Coordination include supervision hierarchy, leadership structures, and skill, professionally and technically knowledge and skills, communication skills, and human relations skills. Coordination ensures that organizational conflicts are reconciled, reconciling individual and groups interest with overall organizational interest, inducing various groups and individuals to subordinates their conflicting immediate personal and groups interest and values to that of the organization.

Reporting: This is the all-important function of keeping those to whom the public officer is responsible to by informing that of what is going on, while at the same time the administrator or chief executive keeps himself and his subordinates informed through reporting, records, research, and inspection (Adebayo, 1980).

Budgeting: Budgeting is central and indispensable in the management of public organizations. Budget here covers the whole range of financial management in organization – appropriating funds to various expenditure items raising revenue from all revenue sources to meet the expenditure projections, accounting and auditing. Auditing involves pre and post auditing, both aimed at ensuring that public funds are judiciously expended and made in the manner the funds are appropriated.

Of all the above stated functions' decision-making is at the centre of the management functions. This implies that decision-making is an indispensable function of the management. It is important to note therefore that policy advising, policy formulation and implementation are crucial aspects of the functions of an administrative system.

Finally, the primary end of the functions of a public service, or an administrative system is to provide for the welfare of the people – electricity, education, water supply security, good communication, health services and others. Hence the primary function of public service is the provision of social security and public welfare.

The underlying complaint has been stressed further by Adebayo (1980) when he argued that all the characteristics as stated above including complaints against Nigerian Public service apply to bureaucracy in its worst forms only. Public service is not to imbibe the culture and process of bureaucracy in public administrative system but it is yet an element of administration and are inseparable. What gives impression to bureaucratic activities in public organization is the public officials whose roles does not conform with the norms of the role of an administrator or an administrative system. In our modern bureaucratic organization, corruption has eaten deep into the fabric of the lives of the public officials hence, the aims of any public officials occupying public offices is how to get rich quick. The red-tapism therefore undermines the merit system which is result oriented administration. Nowadays, a merit is now thrown under the bridge, and this is why corruption in public organizations is gaining ground among public officials. This attitudinal behaviors of the public officials has constitutes a problem to the contemporary administrative system.

Qualities of a public servant

The functions of the modern governments have necessarily gone beyond the traditional ones of maintaining law and order and making and enforcing public regulations. Modern governments are expected to achieve progress, and progress means economic and social development, and overall welfare of the people for the purpose of bringing about the greatest happiness of the greatest number (Akpan, 1982). It is in consideration of the above facts that people who are to manage the affairs of public organizations should be people with high degree of qualifications, efficiency, and integrity with experiences in their various areas of specializations. In an attempt to distinguish between public administration and private business management Akpan (1982) argued that if the private sector can produce quick results, there is no reason why the public sector should not do the same,

hence the modern cries for results-oriented public service – positive and not negative results.

According to Akpan (1982), Members of the Udoji Public Service Review Commission echoed those cries when in paragraph 25(1) of their report they stated. There is need for a new conception of management, providing a more production-or-result-oriented approach to public service, concentrating attention and resources on the purposes for which public institutions are created as servants of society.

Though the conception of the Udoji Public Service Review Commission which echoed more on production or result-oriented approach to public service was criticized by some scholars as a mere academic exercise. The fact that the aims of the commission was to make recommendations which it was presumed as the best way to achieving result oriented public service does not mean that these recommendations can bring about effective performances in the civil services because of the human factors such as bureaucratic activities and red-tapeism by the public officials (Akpan, 1982).

However, the aim of this sub-section is to determine and analyse the qualities of public servants. As the case may be, it is not out of place to draw our attention of top public servant to a few ‘sin qua non’ of their vocation. Adebayo (1980) outlines some of the qualities of public servants which ought to promote an efficient service delivery in public organizations. These include:

Tact: An administrator must be tactful in dealing with his political bosses – the President or Governor, Minister or Commissioner, as the case may be. An administrator must be efficient and brilliant and yet there may be clamour for him to be moved somewhere else on the grounds that he usually puts up the backs of those working with him. An administrator should avoid act of arrogant, pompous, or pedantic when dealing with political bosses and member of the public. Demonstration of tact is manifested in several channels of daily work. It is tactless for an administrator to engage in open confrontation with his political boss. Even the administrator knows that he is in the right, he should devise a subtle way to correct his boss, so that the boss does not feel that he is being thwarted or deliberately subdued (Adebayo, 1980).

Modesty: Modesty is an element of tact. It is asking for resentment and antagonism for an administrator to correct or inform his political boss in public; in a manner which exposes the boss, to a suspicion of ignorance or outright blunder. Administrator have a duty to brief their bosses, both when they are alone together and not when they are in the public or at

some meeting or conference. Participants and out lookers should not be given the impression by the administrator that his Minister is a mere cipher or an ignorant blunder. Administrator should demonstrate a mark of maturity (Adebayo, 1980).

Sense of Judgment: Another quality most essential in an administrator is a fine sense of judgment. Every moment of the day an administrator is engaged on assignment which requires evaluation, weighing of evidence, assessing degrees of urgency on various public issues, and assessing the mood and temper of those sections of the public issues which are clients of the department. The administrator's accuracy of judgment in these matters is of the utmost importance. He has to gauge the facts about any situation and tender advice to the policy-makers who may be far too busy with other political commitments to cross-check on administrator's advice. Advice arising out of a wrong or poor sense of judgment will lead to a wrong decision and, in matters affecting the public, may cause disaffection against government or even an outbreak of organized public resistance, demonstrations and rioting and breakdown of law and order (Adebayo, 1980).

Ability to delegate: According to Adebayo (1980) an administrator should possess the quality necessary to delegate work to his subordinates. It is a mark of poor administration for a top administrator to seek to handle by himself all the essential assignment in the department. In the process, he will create a bottleneck which will cause endless delays, and he will ruin his own health. Furthermore, he will leave his assistants with little to do, thus depriving them of the opportunities to learn and gain experience on the job. A top man who cannot get the best out of his subordinates and give them opportunities to exercise their initiative is not fit to head an organization. An administrator's ability to go round and sit back to reflect, and ponder on the course of his action constitute the hallmark of an efficient and successful administrator.

Sympathy and Consideration: Another quality of an administrator is sympathy and consideration for his subordinates and for members of the public. There should be in him some element of human kindness. An administrator can be firm and strict, and yet sympathetic and considerate. A good administrator inspires his subordinates to give of their best. He praises and encourages their modest efforts and when vetting their work does so with sympathy and consideration. This quality of sympathy and consideration should also extend to members of the public who come to transact business with the administrator (Adebayo, 1980).

Flexibility and Catholicity: Most important of all, an administrator should possess a flexible mind, a catholicity of views and interests, a mind capable of comprehending

enough about every conceivable subject and interrelating them in clear and logical sequence. The administrator must possess the quality of thinking briefly and rapidly about many subjects and their interconnections, of combined political, social, and technical factors into specific judgment for consideration of policy-makers (Adebayo, 1980).

Relaxation and Sleep: According to Harold Wilson (1885), a good night sleep... you have got to be able to sleep... a statesman who cannot sleep is no good. An administrator must be able to relax and above all, be able to sleep.

School of Experience: In conclusion, the young administrator who has read through may become bewildered and wonder how one can come to possess all these qualities. In essence, some of these attributes may be innate while most of them can be acquired. There no ways of acquiring the qualities. The first is through education – formal education which consists in under-going appropriate courses of instruction in schools of administration. But by far the greater and most effective means of acquiring these attribute is through school of experience (Adebayo, 1980).

All the above qualities enumerated are very important and necessary for any aspiring public servant as well as the top administrator who may have the opportunity to serve in an advanced public office. For an organization to achieve its desired objectives, priority should be given to the qualities of manpower that would be engaged to carry out the implementations of their policies.

Communication for effective service delivery

Effective administration demands efficient communication system. In the public service, senior officials perform a considerable portion of their task through communication in writing. They do not have to write all the time, and indeed one of the hallmarks of an administrator is to develop the habit of communication by discussion – telephone discussion, meetings and conferences, interviews with members of the public and clients of the department. A good deal is achieved through face to face discussion, and much time is thereby saved. Besides letters and minutes cannot achieve the rapid exchange of ideas which can be obtained through face-to-face communication (Adebayo, 1980).

An administrator must have art of writing of minutes, memoranda, and speeches.

The Art Minuting – Minutes are views, opinions, advice, information, or directives expressed in writing during the course of day-to-day work in the office. They are usually enclosed in paper jackets, known as files. Each file bears a reference number by which it

is easily identified. For the purpose of tidy arrangement and easy reference, each file is devoted to a single specific subject (Adebayo, 1980:57).

The Circumstances that may Require Writing of Minutes by a Senior Official are:

When a supervisor in office ask for information or explanation on any particular matter. Such a request may be oral or it may be by means of a minute addressed to the official. The official may be requested to give his reply in writing or he may himself find it necessary or consider it advisable to place his reply or record. Therefore, he has to write a minute (Adebayo, 1980).

A letter in form of correspondence – A letter or some other form of correspondence may be received in the office from another department or agency of government, or from a member of the public or from some private or public organization. Such correspondence may be asking for information seeking permission or approval on a particular matter falling within the responsibility of the department in which the official is working. The practice is to place such correspondence in the appropriate file on the subject, and if such a subject fall within the schedules of officials, the file is sent to him for action on the correspondence. The official will often find it necessary to write minutes to his superiors, expressing his views and advice on the correspondence. It is after the matter has been thoroughly considered in the department by all those who have to do with it, and approval given at appropriate level for a particular line of action, that a formal reply is sent by way of a letter to the correspondent (Adebayo, 1980).

Memorandums in form of Communication – A minutes is usually shorter than a memorandum. While a minute is more informal, a memorandum is usually a document meant to be studied and considered by many people as are concerned or interested in the relevant subject. Unlike in minuting, abbreviations are often used in minutes e.g. pl., see at bc., f.f.a, the letter faired f.y.s. etc., it is not proper to use abbreviations when writing a memorandum. Memorandum usually is prepared for r deliberations by the constituted body. For example, the decision to prepare an executive council memorandum in a department may originate directly from the Minister or Commissioner who is the political head of the department. A particular issue may have been the subject of consideration, which the Minister is convinced that it is necessary to consult, inform or seek the approval of the Executive Council on the issue under consideration. Memorandum is usually prepared by the Permanent Secretary on behalf of the Minister or Commissioner.

4. Speech Writing as part of Communication - It should be emphasized here that senior public officials in the civil service, e.g. in the universities, local government service, statutory cooperation etc very often have to write speeches for their chief executives. The chief executive may be the President, Governor of a state, the Vice Chancellor of a university, a Minister or a state commissioner or the chairman of a statutory corporation or any governmental agency. Occasions that call for writing speeches for chief executives are numerous and varied – opening of an educational or health institution, opening of an industrial establishment, launching of social or economic programme, university convocation, reception for certain dignitaries, budget speeches etc. They are so numerous and varied as they are often sudden and unexpected (Adebayo, 1980).

Problems of Public Service in Nigeria

The perennial problems and tension in the adjudication of the Nigeria public service is becoming unabated due to the conflict of interest among the political elites and the administrator. These conflicts of interest impinge on the performance of an administrator who is professionally bias to advice the Minister/Commissioner on some policy-decisions. One of the scholar – Rudley (1967) argue in favour of the professional expert (Administrator) being the chief adviser of government. His argument is that in so far, as the functions of the higher civil service lie in the field of policy-making, advice should be given to Ministers, by men who have a personal commitment rather than men who see themselves as only the servants of a minister or the coordinator of other people's policies. Administrator should be a specialist in his/her own field. Furthermore, administrator is by his background, training, career choice, and extra-moral interest likely to have better ways of doing things administratively. Incidentally, the complex nature of our political system has more adverse effect on the performance of administrators, the political elites would rather prefer their personal wills to superintend the will of the masses, against the advice of the professional administrator.

There is no doubt that the training at senior levels will be primarily designed to help trainees to tackle broad policy and organizational issues in terms of policy analysis and planning, organizational problems, and financial and economic implications of policy. However, the public officials have been labelled with numerous criticisms and problems which are responsible for its ineffectiveness and low productivity. These criticisms, according to Dike (1985), are poor organizational and over-staffing, discipline, red-tape and secrecy, insensitivity, rigidity and over-centralization, conservatism and lack of imagination,

apathy, incompetence and lousiness, corruption and favoritism, rudeness and high-handedness, laziness, lateness, truancy and malingering.

Though, attempts have been made by different regimes in putting up a panel to review and address the problems of the civil service, for instance the Udoji Commission (1974), the Dotum Philips Study Group on the civil service (1965), the Babangida civil service reforms of (1988), and Abacha civil service reform of 1998 etc. In spite of these panel's recommendations and government actions on them, this weakness still persist in the civil service.

Conclusion

The Nigeria civil service grew out of the colonial civil service whose function at that time was maintenance of law and order. Thus at that time the civil service was concerned with the formulation and application of rules and regulations in the general control and discipline of the people within and outside the public service organization. This is the concern of public administration. But in recent time the Nigerian government embark on complex socio-economic development programmes, hence the civil service is faced with the challenges of modern complex socio-economic development programme which requires managerial expertise. Management experts have stressed that modern civil service which is faced with diverse and complex socio-economic development program of government should adopt and place emphasis on 'Managerial Approach', "Management" unlike "administration involves the utilization of personnel, money and materials in order to achieve organizational objectives.

The Way Forward;

- i.** For an effective and efficient service delivery, compensation to employees who have put in the barest minimum effort in the attainment of organizational goals should be encouraged for higher productivity.
- ii.** An employee should be given a sense of belonging in an organization by management so as to enable him exert himself or have a full sense of commitment and dedication.
- iii.** Managers of public organizations should endeavour to appreciate the importance of performance evaluation and feedback. This will enable them to know how to identify employees' goals so as to link them with organizational rewards in order to motivate employees.

- iv. Managements of public organizations should endeavour to adopt the principles of human relations theory in their relations with the employees in order to motivate them for a higher productivity.
- v. The use of modern technology should be employed into the civil service to enable the organization achieve its desired objectives.
- vi. The issue of corruption in the civil service should be taken seriously by managements of public organizations, because corruption has done so much evil in the Nigerian civil service. Therefore, any public officer(s) who embezzled public funds or materials should be arrested and prosecuted.
- vii. Finally, for effective and efficient service delivery in public organizations, management should adopt and place emphasis on “Managerial Approach” which means an effective utilization of personnel, money and materials in order to achieve organizational objectives.

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