

ETHICAL DILEMMA IN NIGERIAN PUBLIC SERVICE: A THEORETICAL EXPOSITION

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Abstract

Ethical dilemma provides a circumstance that requires a choice between competing ideologies in a given, usually undesirable or confusing situation among public servants. Therefore, the focus of this study is to examine ethical dilemma in Nigerian public service: A theoretical exposition. Methodologically, the study used secondary sources of information like textbooks, journals, government documents etc. and analyzed issues through the use of content analysis. This paper also adopts Utilitarianism theory to analyse ethical dilemma in Nigerian Public Service. Therefore, through holistic discussion, the study found out that irrespective of the penal actions and punishment in the public service, yet, public misconduct is still growing in geometric progression. The study among others recommends that there should be zero tolerance of corruption and other vices in all sectors of the economy for efficient and effective public service delivery in Nigeria.

Key Words: Code of Conduct, Dilemma, Ethical, Theoretical Exposition, Nigerian Public Service

Introduction

Today, in Nigeria, the human values, the sense of responsibility to perform the tasks for which one gets paid, and the respect for the values are greatly shaken. Even though the younger generation has been introduced in all kind of the relations underlying material interest, they benefit by all means, by ignoring everything else associated with the “human being” and the human morality. People often forget the quality of their acts or conduct. From the observations of the performance of the public administration in this prolonged transition, it is not difficult to understand that local or Federal government of the Nigeria's administration leave much to be desired with its image to the public, with low quality in the implementation of the tasks imposed by the law, with the high level of corruption etc. Ethics in the public administration is an elaborate discussion that is usually considered a branch of political ethics. In public administration, ethics addresses the fundamental premise of a public administrator's duty as a "steward" to the public. In other words, it is the moral justification and consideration for decisions and actions made during the completion of daily duties when working to provide the general services of government and nonprofit organizations.

Ethics is the entirety of rules of proper moral conduct corresponding to the ideology of a particular society or organization. Ethics in public administration is a broad area, because values and morals vary between cultures. Despite the differences in ethical values, there is a growing common ground of what is considered good conduct and correct conduct with ethics. Ethics are an accountability standard by which the public will scrutinize the work being conducted by the members of these organizations. The question of ethics emerges in the public sector on account of its subordinate character.

The term is also applied to any system or theory of moral values or principles. How should we live? Shall we aim at happiness or at knowledge, virtue, or the creation of beautiful objects? If we choose happiness, will it be our own or the happiness of all? And what of the more particular questions that face us: is it right to be dishonest in a good cause? Can we justify living in opulence while elsewhere in the world people are starving? Is going to war justified in cases where it is likely that innocent people will be killed? Is it wrong to clone a human being or to destroy human embryos in medical research? What are our obligations, if any, to the generations of humans who will come after us and to the nonhuman animals

with which we share the planet? Ethics deals with such questions at all levels. Its subject consists of the fundamental issues of practical decision making, and its major concerns include the nature of ultimate value and the standards by which human actions can be judged right or wrong. The terms ethics and morality are closely related. It is now common to refer to ethical judgments or to ethical principles where it once would have been more accurate to speak of moral judgments or moral principles. These applications are an extension of the meaning of ethics. In earlier usage, the term referred not to morality itself but to the field of study, or branch of inquiry, that has morality as its subject matter. In this sense, ethics is equivalent to moral philosophy.

The field of ethics, along with aesthetics, concerns matters of value, and thus comprises the branch of philosophy called axiology. Ethics seeks to resolve questions of human morality by defining concepts such as good and evil, right and wrong, virtue and vice, justice and crime. As a field of intellectual inquiry, moral philosophy also is related to the fields of moral psychology, descriptive ethics, and value theory.

Objective of the Study

The objective of this study is to use theory to examine ethical dilemma in Nigerian public service.

Methodology

Methodologically, the study used secondary sources of information like textbooks, journals, government documents etc. and analyzed issues through the use of content analysis.

Theoretical Framework

This paper adopts Utilitarianism Theory to analyse ethical dilemma in Nigerian Public Service. This is because theoretical investigations into ethical dilemmas in public sector respond to theories that perceive public service as a value-laden profession and used to accomplish the balance between societal and personal well-being. Utilitarianism represents the dominant and most influential normative teleological or consequential ethical philosophy. Utilitarianism states that in any situation where there is a moral choice, the right thing to do is that which is likely to produce the greatest happiness for the greatest number of people or the least harm to the world as a whole. Therefore, everyone ought to obey the laws that ensure the balance between the good for the individual and for the society as a whole (Rhodes, 1986). As Clark (2000) states, the utilitarian approach on ethics provides a very important justification, that of utility. The important aspect of utilitarianism is its inclusiveness. It is the consideration of all. It is this requirement to be comprehensive that distinguishes it from the more common form of teleological reasoning, "The Ends Justify the Means" (Vance & Trani, 2008).

Utilitarianism focuses on ends and not on the means required to achieving those ends and it takes into account all present and future benefits and harms that accrues or might accrue to anyone who is affected by the action, including items that may be difficult to evaluate accurately (Schumann, 2001).

Practically, the greatest benefit of the utilitarian theory would be the requirement that all should at least be considered. This consideration would certainly influence all public decisions, international and domestic, even if deontological and virtue ethics were part of the moral reasoning (Singer, 2006). As the general public becomes confident that their elected officials are making decisions for the good of the populace, they may become more interested in the political process as a whole. This is one of the most important outcomes of this type of utilitarian thinking, the trust that people will gain in the democratic process

Conceptual Clarifications

Ethics: The word ethics is derived from the Greek word 'ethikos' meaning 'customs'. This Greek word has the Latin equivalent 'mors' meaning the same as custom or mores. This explains why ethics is sometimes called moral philosophy or is used inter-changeably with morality. Customs or mores means the habitual way of acting of a people. On this basis, ethics simply refers to the manner of acting, which a

particular society approves or disapproves as helpful or harmful to the common interest and these patterns admits of no explanation except as mere facts (Aristotle Nicomachean). Ethics also called moral philosophy is concerned with what is morally good and bad and morally right and wrong. Ethics is also a branch of philosophy that "involves systematizing, defending, and recommending concepts of right and wrong behavior". Ethics is the entirety of rules of proper moral conduct corresponding to the ideology of a particular society or organization. Ethics in public administration is a broad area, because values and morals vary between cultures. Despite the differences in ethical values, there is a growing common ground of what is considered good conduct and correct conduct with ethics. Ethics are an accountability standard by which the public will scrutinize the work being conducted by the members of these organizations.

Dilemma: A dilemma is described as a grim problem apparently incapable of a satisfactory solution or a situation involving choice between equally unsatisfactory alternatives (Davis, Aroskar, Liaschenko, & Drought, 1997). It is concept appraised by Sletteboe (1997) who recognized three circumstances that can give rise to a dilemma. These include two or more alternatives to choose between; a wanted option leads to unwanted consequence; and a choice where one does not know what is the right thing to do. He also suggested five defining features of dilemma as there were engagement, equally unattractive alternatives, awareness of the alternatives, the need for a choice, and uncertainty of actions.

Ethical Dilemma: In philosophy, ethical dilemmas, also called ethical paradoxes or moral dilemmas are *situations* in which an agent stands under two (or more) *conflicting moral requirements*, none of which *overrides* the other. A closely related definition characterizes *ethical dilemmas* as situations in which *every available choice* is *wrong*. The term is also used in a *wider sense* in everyday language to refer to ethical conflicts that may be resolvable, to psychologically difficult choices or to other types of difficult ethical problems. This article is about ethical dilemmas in the *strict philosophical sense*, often referred to as *genuine ethical dilemmas*. Various examples have been proposed but there is disagreement as to whether these constitute *genuine* or *merely apparent* ethical dilemmas. The central debate around ethical dilemmas concerns the question of whether there are any. Defenders often point to apparent examples while their opponents usually aim to show their existence contradicts very fundamental ethical principles. Ethical dilemmas come in various types. An important distinction concerns the difference between *epistemic dilemmas*, which give a possibly false impression to the agent of an unresolvable conflict, and actual or *ontological dilemmas*. There is broad agreement that there are *epistemic dilemmas* but the main interest in ethical dilemmas takes place on the *ontological level*. Traditionally, philosophers held that it is a requirement for good moral theories to be free from ethical dilemmas. But this assumption has been questioned in contemporary philosophy.

Public Service: A public service is a service intended to serve all members of a community. Public services include services provided by a government to people living within its jurisdiction, either directly through public sector agencies or by financing provision of services by private businesses or voluntary organizations (or even by family households, though terminology may differ depending on context). Other public services are undertaken on behalf of a government's residents or in the interest of its citizens. The term is associated with a social consensus (usually expressed through democratic elections) that certain services should be available to all, regardless of income, physical ability or mental acuity. Examples of such services include the fire brigade, police, air force, and paramedics (see also public service broadcasting).

Even where public services are neither publicly provided nor publicly financed, they are usually subject to regulation going beyond that applying to most economic sectors for social and political reasons. Public policy, when made in the public's interest and with its motivations, is a type of public service. The meaning of Public service is contained in section 277 (91) of the Constitution of the Federal Republic of Nigeria of 1979 now section 169 of the 1999 Constitution as encompassing the civil service (Ministerial departments), statutory corporations or parastatals, judiciary, legislature, educational institutions, financially wholly or principally owned by government at the State, Local and Federal levels, Nigeria Police or Armed Forces and other organizations in which the Federal or state

governments owned controlling share or interest . In Nigeria, the Country's government bureaucracy is the public service.

Code of Conduct: A code of conduct is a set of rules outlining the responsibilities of, or proper practices for, an individual, party or organization. Related concepts include ethical, honor and moral codes, as well as hibachis and religious laws. The International Federation of Accountants provides a working definition of code of conduct as, principles, values, standards, or rules of behavior that guide the decisions, procedures and systems of an organization in a way that contributes to the welfare of its key stakeholders and respects the rights of all constituents affected by its operations.

The Code of Conduct for Public Officers: The public service is the machinery that Government uses to render services to the people and as such, public servants should think of how they can constantly and conveniently improve themselves to give better service (Bellow & Murtala, 2015).

The process of rendering of these services must conform to the prescribed code of conduct provided by the constitution of the Federal Republic of Nigeria. Thus the said constitution has established a threshold or standards that would guide a public servant in the discharge of his or her duties. Part1 of the fifth schedule of the 1999 constitution has generally made provision in respect of code of conduct and work attitude for a public servant. Section 1 provides that, 'a public officer shall not put himself in a position where his personal interest conflicts with his duties and responsibilities'.

This section makes it imperative for a public officer not to put himself in a position where his personal interest conflicts with his duties and responsibilities. This duty is an aspect of the common law duty to act in good faith. It shows that the law imposes on the public officer the duty to show good faith in the discharge of his duties and responsibilities. The rule is strict and is justified on the basis that would a public officer be faced with such a conflict between his persona interest and his official duty, he will naturally favour his personal interest over that of his duty. The law, therefore, requires him not even to allow to be exposed to such temptation. Sometimes in the course of his official duty, a public officer may experience a situation where his personal interest is in conflict with his duty. In such a situation, the public officer is liable for a breach of code of conduct, if he allows his personal interest to take precedent (Marshall & Murtala, 2015).

Section 2 (a) provides that, 'public officer shall not receive or be paid the emoluments of any public office at the same time as he receives or is paid the emoluments of any other public officer'. This section restricts a public officer from receiving or being paid the emoluments of any public officer at the same time as he receives or is paid the emoluments of any other public office. This rule is closely linked to that which prohibits a conflict of interest considered above. It seeks to prevent a public officer from receiving or be paid emoluments from two different public offices. Emolument according to section 19 of the Fifth Schedule of the 1999 Constitution as amended means; Any salary, wage, over – time or leave pay, commission, fee, bonus, gratuity, benefit, advantage (whether or not that advantage is capable of being turned into money or money's worth), allowances, pension or annuity paid, given or granted in respect of any employment or office. Sub – paragraph (b) of this section goes ahead to restrict a public officer from engaging or participating in the management of running of any private business, profession or trade except where his employment is on part – time basis. But the rule did not prevent a public officer from engaging in farming.

Section 3 prohibits maintaining or operating a foreign bank account by the President, Vice – President, Governor, Deputy Governor, and Ministers of Government of the Federation and Commissioners of the Governments of the States, and such other public officers or persons as the National Assembly may by law prescribed. Section 4 ban a public officer from accepting more than remunerative position as chairman, director or employee of a company owned or controlled by the Government; or any public authority after his retirement from public service and while receiving pension from public funds (Marshall & Murtala, 2015).

However, section 14 (a) exempt members of legislative houses from the provision of this section. Sub – paragraph (2) of this section also bans a retired servant from receiving any other remuneration from public funds in addition to his pension and the emolument of such one remunerative position. This

provision disallows a public officer from benefiting twice from public funds, while there others that are yet to benefit even once.

Ethics in Public Service and the Role of Public Administration

It is already proven that the quality of the public services and the role of the public administration in their implementation have a direct impact on the life of the citizens. In the mutual report of the public administration and the community, with special importance and often determinative, are the ways of behaviour of the officials for the duties they have for the people, in the respect of the law (Lang, 2012). Already it has been proven in many cases, the damage to the image of the public employees at all levels.

Institutions that operate to control and monitor the work in public administration, as well as media have given many certified and proven cases concerning the implication of statesmen in corruptive affairs of all kinds. There have been many cases, regardless of the political colors that run the country. Misappropriation of funds and monetary values, affecting impartiality, equality and other requirements for the participation in tenders and auctions that are held in this period, preferential management of funds that aim to increase the life-standard of the community, have become daily news and people are no more impressed by them. Which are the arguments which may illustrate this situation, which has crippled the prestige of public administration in general? We believe that the problem begins with the selection of the people chosen to work in public administration and the civil commitment of those responsible for implementing the tasks in their work. In this regard, we can say that a determinant factor is the political environment, which provides the framework for public services conditioning, thus, the performance of those who work in public administration today.

We believe that the ratio of the militants to the real professionals in the field, which are needed in public affairs, remains very troubling. Each time the colour of the party in power in Nigeria has changed, the public administration has been shocked. Often, real specialists have been discarded to leave their places to genuine militants left to the country policies. Such replacements have affected the level of management and public affairs jobs, paving the way for poor and bureaucratic attitudes in the administration's work and daily tasks. According to Rosenbloom & Kravchuk (2005), the public works administrators should act with much responsibility, because their work consists in many aspects, which can lead to the abuse of public interest and to corruption. While Bertrand (2004) and Lang (2012) claim that public administration differs from other forms of government by its competence and by the fact that its ultimate goal is the general interest. It is important that, the behavior of the public administration must be characterized by trustworthiness, respect, responsibility, care and honesty. The Public Officer must be characterized in all his actions by impartiality and civil virtues. A clerk, who heads a key sector in public administration, should consider "selfishness" as an unknown factor. He should also be concerned by the welfare of others, acting only on the basis of law. According to Aliaj, et. al., (2003), should be in constant struggle with corruption and other negative indicators that we randomly encounter today. By constantly seeing such cases, the continuous discussions about ethics in public administration are very useful. They lead us to the conclusion that we should do more for the quality and the professional training of the clerks selected to work in the administration. Particularly, the country's universities should offer courses on administrative ethics, which will help for an education of quality of the new administrators.

Discussion on Ethical Dilemma in Nigerian Public Service

Theoretical studies have demonstrated that an ethical dilemma ascends from a situation that necessitates a choice between conflicting sets of principles. Therefore an ethical dilemma can be a circumstance that requires a choice between competing ideologies in a given, usually undesirable or confusing, situation (Liaschenko & Drought, 1997). Conflicts of interest are perhaps the most apparent example that could place public sector leaders in an ethical dilemma. Other types of ethical dilemmas in which public officers may find themselves include conflict between: the values of public administration; justifications for the institutions; aspects of the code of conduct; personal values and supervisor or governmental directive; professional ethics and supervisor or governmental directive; personal values

and professional ethics versus governmental directive; blurred or competing accountabilities; and the dimensions of ethical behaviour (Cranston, Ehrich & Kimber 2002). Ellis and Hartley (2001) proclaimed that ethical dilemmas have no flawless solution, and those making a decision may find themselves in a position of having to defend their decisions. Beauchamp & Childress (2001) evidently stated that ethical dilemmas are conditions in which moral obligation demands appears to demand that a person adopt each of two or more alternative actions, yet the person cannot perform all the required alternatives. In general, however, ethical dilemmas happen in at least two forms. Either some evidence or argument designates that an act is morally right, and some evidence or strength of argument on both side is inconclusive or an agent believes that, on moral ground, she or he is obligated to perform two or more mutually exclusive actions.

For a public officials who try to function as a professional, the demands of law, his duty, impartiality, due process, provides a productive ground in which ethical dilemmas arises. Whistle blowers face this problem because their disclosure may institute a crime when the on-going misbehaviour is severe. Ethical standards are not organized, so there are always chances that dilemma arises and discrepancies always occur about appropriate behaviour. It can be shown in other studies that an ethical dilemma arises in a situation when the choices or behaviour is undesirable and presents harmful ethical consequences (Ellis & Hartley (2001). Right or wrong is not clearly recognized. Ethical dilemmas faced by Public Servants are as follows:

Administrative Discretion: Public bureaucrats are not just facilitators of public policy. They make decisions relating to the lives of citizens, for example, about taxes, survival and the dismissal of people. In doing so, they exercise discretion. The main concern is that they should make decision to avoid ethical dilemmas. In other words, the promotion of general welfare depends on the use or exploitation of administrative discretion. It is factual that within the rules and regulations lay down by legislature and within the prescribed procedures; there is plenty of opportunity for the public official to use his discretion. When faced with alternatives the choice of the public official poses an ethical problem, the choice may be acceptable to only a small section of society. The problem is that the selection of one path of action from among several alternatives is often made on the basis of personal preference, political or other associations, or even personal embellishment, thus ignoring identified facts and thus the possibility of rational decision making. It could well be that all the prescribed rules, regulations and procedures are adhered to but that the discretionary choice may be regarded as unprincipled or even fraudulent.

Corruption: In government offices, corruption is major issue. The majorities of bureaucrats maintain the high standards required by public office and are enthusiastic to promoting the general welfare. The moral standards of public officials are, however, directly related to society as a whole. If the public accepts that in order to secure a quick response from a public official some monetary or other incentive is necessary, and the official accepts the incentive, then the standards of ethical conduct of officials and the public are in fact in harmony from the point of view of the public. The corruption of public officials by private interests is usually indirect, for example, favours by the public to the official under obligation and he gradually substitutes his public loyalties to those doing him favours. The ethical dilemma that faces the public officer with regard to corrupt practices as result of private interests primarily concerns his reaction to the situation. If a corrupt practice or an attempt to corruption is exposed, it is quite possible that the official's personal loyalties or party political relationships may be in conflict with his official responsibilities.

Administrative Secrecy: In government offices, another major ethical dilemma is the secret conduct of public business. This is especially so because confidentiality can provide an opportunity to cover up unethical behaviour. Secrecy is an ally of corruption and corruption is always practiced in secret way. It is generally recognized that in a democracy, the people have a right to discern the working of the government and it would be in the interest of the public for the administration of public affairs to be conducted openly.

Nepotism: It is very common practice in government offices. Nepotism is the appointment of relations and/or friends to public positions and consequently, overlooking the merit principle, may lead to the declining of the quality of the public service. This upsets trust and resulting in unethical management, owing to the ability of a select few to weaken control measures on account of their personal relationship with the policy-maker, and by reason of their not being easily dismissed or replaced by others. It occurs in private and government sector both. Private-sector companies that involve in nepotism risk internal displeasure. Workforces may stop giving their best and accept a career at their current level. Worse, they may move on to another position where upward mobility is possible. In either case, the current company loses. Another by-product of nepotism in the private sector is its potential to dilute the talent pool by inserting less-qualified personnel into positions that suit others better (Folsom & Boulware, 2009). It can be said that those who are appointed with the view that they will conform to the standards and views of their appointing authority could prove to be problematic. The favoured treatment of one individual over another, without taking into account the relative merit of the respective individuals, signifies nothing but victimization of an individual.

Information Leaks: It has been seen that government official are so careless that there are cases of information leak. Official information is often a sensitive nature such a pending tax increases, rezoning land, cost-cutting of staff that disclosure of the information can lead to turmoil, corrupt practices or, for some individuals, improper financial gains. Leaking official information at a date prior to the public announcement thereof is a defilement of procedural prescriptions and can result in an ethical dilemma.

Public Accountability: Public officials have great responsibility to implement key public policies. They ought to be accountable for their official actions to their superiors, the courts and the public. It is however, possible for them to hide behind prescribed procedures, the cloak of competence and even political office-bearers.

Policy Dilemmas: Policy makers in government bodies are often challenged by conflicting responsibilities. They have definite loyalties to their bosses, but also to society. They have liberty to act on behalf and in the interest of others, but they must be answerable to others, their superiors and society for their actions. The official's obligation to respect the political process may conflict with his view on how the objects of policy making are treated. It can be understood that the dilemma of the public official is the clash between his opinion of the public interest and the requirements of law.

How Ethical Dilemma Can Be Resolved in Nigerian Public Service

An ethical dilemma is visualized as intricate matter for the executives of both public and private companies and demanding than a problem of what it appears to be. These dilemmas cannot be solved based on its initial status of presentation. The decision maker faces a several challenging situation in which he faces mutually exclusive alternatives that choosing one option means opposing the other that is equally significant (Rapoport, 1960). The reason is that dilemmas, unlike problems, cannot be solved in the terms in which they are initially presented to the decision-maker.

Nevertheless a dilemma is also dealt properly by modifying and reformulating all the options in an organized and intelligible manner. To resolve ethical dilemmas, a sequence of logical reasoning sets is proposed to assimilate and rearrange the process of dealing with ethical dilemmas. They are:

Accountability: The faithfulness of the administration to the ministers is grounded on their responsibility to be answerable and responsible to the legislature who is accountable to the will of the people and their general interest. It is then an essential ethical duty bearing on civil servants to show a spirit of impartiality and discretion and keep their own personal preferences out in the performance of their duties and responsibilities.

The Rule of Law and the Principle of Legality: The rule of law is central and universal to politics and society. Respect and obedience to the principle of legitimacy is an important requirement to exercise authority. Law establishes the minimum standard for ethics. Unprincipled conduct clearly leads

to violation of law. Thus for enforcement, law should be priority in case of dilemma. Professional integrity: In administrative job, knowledge and expertise should be used with certain standards defining professional ethics such as, avoiding corruption in the delivery of services.

Responsiveness: The government openness to its citizens is major issue in political economy. In this regard, ethical reasoning in state action involves that public institutions be responsive to society and pay attention to the requirements and demands of the people, facilitating access to services and creating an supporting environment for sustainable human and social progress.

Transparency. All over the world, there are many businesses and accounting scandals happened that made companies to operate with openness and transparency. For public corporations, this includes honest, accurate and complete reporting on mandated financial accounting reports. For large and small businesses, transparency includes communicating messages, including marketing messages, that are not open to misapprehension and that clearly represent the intentions of the company and its messages.

Fair Working Conditions: Private companies are generally expected to provide favourable working conditions for their personnel in the business environment, but being responsible with employee treatment typically means higher labour costs and resource utilization. Fair pay and benefits for work are more obvious features of a fair workplace. Another important element is provision of a non-discriminatory work environment, which again may have costs involved for diversity management and training. Morality and values-based quandaries in the workplace are difficult to manage when workers have to choose between right and wrong actions according to their own philosophies. Optimistic employers who implement workplace ethics policies are usually equipped for the potential conflicts of interest that arise due to the diversity of opinion, values and culture in the workforce. However, handling ethical issues in the workplace requires a steady and watchful approach to matters which can potentially be unsafe or unlawful.

To handle ethical dilemmas successfully, Private companies practices either of these two effective ways, they are ethical relativism and ethical universalism. Ethical relativism means that doing business in a country by following strictly to its culture or ethics, for example, if bribery is a culture or ethics of doing business in a specific host country then in order to survive, the multinational companies have to follow the local culture or ethics. As far ethical universalism means that the ethical standards are the same and it is applied to all countries in which the multinational companies is doing business with it. Ethical relativism may help the multinational companies to survive in the market of the host country without any barriers but the disadvantages will be, it might be going against the law of human rights like labour rights and others if child labour as the culture of the host country where lots of critics on company image will arise. Ethical universalism has more advantage because it is regarded as higher moral responsibility because multinational companies are said to be stricter in following human rights and it is more ethical. As for drawbacks is concerned, in certain cases, it might lead to cultural imperialism which the multinational companies feels that certain country's culture is immoral and inferior thus some conflict might arise.

In contemporary period, ethics in government have become not only something of great public interest, but also significant area of study in the academic fields of politics and government. There are several unethical conducts in organizations. In dealing with ethical issues, officials are often faced with dilemmas that challenge a simple choice between right and wrong. Assessing the ethical concern of both government and private organization, it can be understood that the challenges posed by ethical dilemma sometimes make a person to be at a lost with no solution in sight. This becomes more pronounced if one is to make a choice between personal values and public values as in the case of public officials involved to provide public services. From the above discussion, the study found the following:

- a. A large proportion of public servants are not completely aware of the provisions of the code of code in spite of its impact.
- b. Public servants who are acquainted with the code of conduct do not apply its provisions in their bureaucratic practices.

- c. Corruption has risen so astronomical that it has become a convention in the public service.
- d. Despite the penal actions and punishment in the public service, yet, public misconduct is still growing in geometric progression.

Conclusion

Public service is the vehicle for public service delivery and governance. The quality of the public service largely determines the pace of development of any nation. In contemporary period, ethics in public service have become not only something of great public interest, but also significant area of study in public administration and the science of politics. There are several unethical conducts among public servants. In dealing with ethical issues, officials are often faced with dilemmas that possess a simple choice between what is just and unjust, fair and unfair, right and wrong, morally correct and morally wrong. It can be understood that the problems posed by ethical dilemma more often than not makes public servants to be at a lost with no panacea in their sight to ameliorate the problem. This becomes more noticeable if one is to make a choice among personal value, organizational value, policy value, ideological value and public value as in the case of public officials involved to provide public services.

Recommendations

- i. Public servants should be given the code of conduct handbook so that they can thoroughly read and adhere to it to avoid unnecessary violation of rules and regulations.
- ii. Need for Public servants who are acquainted with the code of conduct to always apply its provisions in their bureaucratic practices.
- iii. There should be zero tolerance of corruption and other vices in all sectors of the economy for efficient and effective public service in Nigeria.
- iv. Penal sanctions and punishment should not be the only yardstick of controlling public misconduct. There should be flagrant display of patriotism, honesty and integrity, dedication to work and above all fear of God on the part of the public servants.

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