
**IMPACT OF CORRUPTION ON PRODUCTIVITY IN NIGERIAN PUBLIC
INSTITUTIONS: A STUDY OF MANIFESTATIONS AND FACTORS PROPELLING
CIVIL SERVICE CORRUPTION**

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Abstract

Corruption is a phenomenon no country is immune to, a fact that the classical view on corruption to concern only less developed countries, even though these countries do score systematically worse in corruption rankings, does not hold. The corruption of public resources in Nigeria has become a daily occurrence and an accepted norm within the public domain. This indeed is the environment the Nigerian civil service exists and operates cumulating into its declining performance. As a colonial heritage, the service has not been able to prevent and immune itself of corrupt practices despite series of reforms, anti-graft agencies like EFCC, ICPC, Code of Conduct Bureau and Tribunal among others. It is from this stand point drawing from extant literature and content analysis as the methodological basis of the paper, the paper's research findings established that manifestations and factors propelling civil service corruption have severely affected the productivity of the civil servants and exposed the service to the corrupt external tendencies. Therefore, there is need for a pragmatic effort to end corruption in the civil service in collaboration with all anti graft stakeholders. While the civil servants leads, the government must becomes responsive in creating the right working environment that will get rid of the identified factors manifesting and propelling civil service corruption in Nigeria in order to restore the productivity of the workers and its lost glory.

Keywords: Civil Service Corruption, Manifestations, Propelling Factors, Productivity.

1.1 Introduction

Corruption is a phenomenon no country is immune to a fact that the classical view on corruption to concern only less developed countries, even though these countries do score systematically worse in corruption rankings, does not hold. Corruption and strategies of curtailing it have received considerable attention. Efforts aim at sustainable development, good governance and enhance productivity have brought to fore the need to collectively address the negative effects of corruption in public institutions. Corruption is being addressed by government and their agencies, financial institutions, bilateral donors, international organisations, non-governmental organisations (NGOs) and development professionals. It impacts on human development, institutions and administrative procedures and overall productivity have been measured empirically as severe. Most countries have therefore, negotiated and signed international anti-corruption conventions. The United Nations Office on Drugs and Crime (UNODC) Global Programme against Corruption has also acted as a catalyst, helping countries to implement the United Nations Convention against Corruption (UNCAC). Transparency International (TI) and other civil society entities have created a large forum for discussions and advocacies around the negative impact of corruption on productivity especially in public institutions. This has led to the emergence of international coalition of governments and NGOs alike, with sole aim of challenging corruption “from below” a growing concern on the negative impacts of corruption in public institutions especially of less developed countries (World Bank, 2000).

Nigeria bears a colonial legacy in its entire public service system. Present day Nigeria was part of the British Empire over hundred and fifty years ago. The role of the civil service as an instrument of national political, socio-economic development is incontestable. The civil service is an institutional mechanism set up to support the government in executing its tasks and goals within a constitutional framework. The civil service as a sub-set of the public service is a product of constitutionality with the sole mandate to create a welfare state and public value under the direction and influences of political, economic and socio-cultural environments. However, Page (2018:2) described Nigeria's pitiable corrupt profile as “one of the world's most complex corruption environments in the world”. Corruption practices are commonplace in Nigeria. This idea of corruption as a collective action in the civil service is related to the built-in institutional inertia of corrupt system.

Nigeria, a richly endowed nation, is sadly the poorest oil-rich country in the world. Therefore, the analysis of its corrupt status is an archetypical case of an “incredible paradox”. Being the most populous country in Africa, corruption according to

Okonjo-lweala (2018) has dented the image of Nigeria. She argued the act is perpetrated by a small percentage of the country's population. In an opinion poll conducted by The Guardian in 2017, 70 percent of respondents indentified the civil service as the most corrupt institution in Nigeria. Transparency International disclosed that Nigeria ranked 149 on Corruption Perception Index, CPI, 2020, out of 183 countries. Contextually, the civil servants have succeeded in creating an elitist's class within the service that enables them siphon public resources by virtue of their offices. These also include politicians, military officers and their close allies who by their access to the corridors of power or affiliation with those in the government, get involved in unscrupulous acts of graft, either in form of bribery to get contracts or other dubious practices, leading to the misappropriation of public funds for their selfish interests. The influence of the elitist's class allies is defined as opportunists who, despite not directly being in power, receive patronage from those in positions of authority to siphon public wealth.

The history of civil service corruption can be traced to the 50's when the first Commission of Inquiry by Justice Strafford Forster Suttory found the misappropriation of the Eastern region government's funds by key public officials in the region through African Continental Bank (ACB), in 1956. The panel report was released and Dr. Zik was indicted for allowing public funds to be invested in the bank which he (Zik) had investment interest in (Ibeanu & Egwu, 2007; Mikail, 2016). Similarly, inquiry into six Western Nigerian public corporations established the misappropriation of funds by leading Western region politicians, siphoning funds of the Cocoa Marketing Board for personal purposes (Ibeanu & Egwu, 2007; Mikail, 2016). The emergence of "super" permanent secretaries during Gowon's regime worsened the level of corruption in the Nigerian civil service. The proscription of political parties created a power vacuum that had to be filled by these top civil servants making them also trusted allies of the military (Omoruyi, 1991: 140). However, not on till General Murtala Mohammed's decisively purge that got rid of corrupt civil servants mostly permanent secretaries and chairmen of boards of government companies, commissions and corporations that bedeviled the service during Gowon's administration. An exercise popularly refers to as "the massive purge" of ten thousand corrupts officials, an action which was predicated on the government's conviction that the centre circle of corruption was the public service. Within the political sphere, according to Ezeh, (2020) corrupt political figures such as ex-convicts like Bode George and Alameseighia remained active political players in the affairs of their respective states; Iyiola Omisore and Theodore Orji for example won respective elections while still in prison; James Ibori, Maina and their likes are idolized by their supporters as heroes and victims of political vendetta.

The most worrisome fact is that besides the involvement of the civil service itself, the

anti-graft institutions set up to curtail corruption such as Economic and Financial Crimes Commission (EFCC), Independent Corrupt Practices Commission (ICPC), Code of Conduct Bureau and Tribunal, Budget Monitoring and Price Intelligence Unit (BMPIU) have also come down with corruption cases. According to Waziri (2010), many policy options besides the constitutional, civil service rules and regulations, Code of Conduct guidelines aim at addressing this menace in the civil service have also failed. For instance, the 1999 Constitution of Nigeria (as amended), Fifth Schedule, Part 1 demands that public servants maintain a high standard of morality, transparency and accountability in the conduct of government activities To this effect, Article 6 (1) of the same Fifth Schedule restricts public officers from asking or accepting any property or benefit of any kind (i.e., a gift) either for themselves or any other person while discharging their duties. However, Part 1, Article 6 (3) allows a public officer to accept such personal gifts or benefits from friends and relatives within the context of cultural practice. This is a double stand contradictory to the goal of curtailing public sector corruption. It also provides an ethical stand explaining the reasons why financial crimes are on the increase in Nigeria (Bello, 2014). Aware of the ethical imperative of the above submission, it has become cogent and reasonable for the Nigerian government to re-think its policy on curtailing civil service corruption, especially, given the recent global barometers of the phenomenon which designated Nigeria as one of the most corrupt countries in the world. Therefore, this paper aims at assessing the impact of corruption on productivity in Nigerian civil service. Specifically, from the perspectives of manifestations of corruption in the civil service of developing countries, factors propelling civil service corruption in Nigeria and most importantly how corruption affects productivity in the Nigeria.

1.2 Methodology

The paper is entirely based on secondary information/data collected from various journals, books, reports, periodicals and government documents etc. suited to the needs of the content analysis on which the paper is prepared. The collected data are analyzed on the basis of researchers' experience and insights developed through their institutional involvement in similar works for a considerable period of time.

2.1 Conceptual Clarifications

2.2 Public Service and Civil Service

The public service according to McConnell et al. (2009), encapsulates all that is called government. This generally means the activities of government employees and institutions aimed at formulating and implementing governmental policies and programmes for the interests of the masses (public). For Ezeani (2006), public service

is much broader than the term civil service, as the former (public service) refers to the totality of services that are organized under public (that is, government) authority. Reduced to practical terms, public service comprises of civil service, local government, the military and other security forces, tertiary institutions, the judiciary, public agencies and other government or quasi-governmental agencies. While, the concept of civil service in the words of Ipinlaiye (2001), is the body of men and women employed in a civil capacity, nonpolitical, nonmilitary and non-paramilitary career basis by the federal, state and local governments primarily to render and effect government decisions and implementation. Civil service in Nigeria comprises workers in various ministries, departments and agencies apart from political office holders. The civil service is a branch of government which is usually grouped with the Executive, and without which governments cannot function. These are men and women who have been selected based on their experience, knowledge, character and training and constitute the permanent staff of the departments of governments. They are professional administrators. Some people refer collectively to these personnel as public administrators or the bureaucrats (Eme & Andrew, 2013). Career officers got their appointment from civil service commission, and exercise power of delegating duties and responsibilities to ministries, departments and agencies of government in accordance with laid down rules (Nebo & Nnamani, 2015).

The civil service is mainly organized around the federal ministries headed by a minister for federal or commissioner for State appointed by the President for federal and Governor for state, who must include at least one member of the 36 states for federal and one member of local government for states in his cabinet. President's appointment is confirmed by the Senate of the National Assembly of Nigeria for federal, while the House of Assembly approves that of the state. In some cases, a federal minister is responsible for more than one ministry and a minister may be assisted by one or more ministers of state as is the case in Nigeria. Each ministry has a permanent secretary who is a senior civil servant. At the state level, the Governor's appointments into the MDAs are confirmed by the State House of Assembly, while the political heads of state ministries are the Commissioners.

2.3. Productivity

On the other hand, the concept of productivity has always been tied to the relationship that exists between the process of production and the effective utilization of those resources at human disposal. Many of the definitions of productivity are often associated with words such as "value" and "time", because productivity is basically about creating value through the efficient utilization of inputs for greater output within a given time period. There are other elements influencing productivity and efficiency

of an organization. Such factors include volume of capital, workload, availability of technology, number of employees and their training, staff motivation, etc.; all these play important roles when considering productivity (Gamelearn, 2020). It is a term employed to describe output per unit of input. Mathematically, productivity is simply represented as when

$$\text{Output} = > 1$$

Input

2.4.1 Corruption

Corruption is defined and perceived across a spectrum as illegal payments and transactions. Corruption is a general term for such words as mismanagement, bribes, embezzlement, and money laundering among others. According to Asobie, (2000) corrupt activity is that which violates the ethics of society in general, or the ethics of one's office, position, profession, or calling, where ethics means a system of morals, the rules governing behavior, or standards of conduct. Adegbite (1991) also adopts the moralist approach in defining corruption. He defined corruption as "moral deterioration, depravity and perversion of integrity by bribery or favor. Corruption in its most basic sense means acting or inducing an act with the intent of improperly securing an advantage. Corruption is conventionally understood, and referred to, as the private wealth seeking behaviour of someone who represents the state and the public authority, or as the misuse of public goods by public officials for private ends. The working definition of the World Bank is that corruption is the abuse of public power for private benefit.

2.4.2 Manifestations of Corruption in the Civil Service of Developing Countries

Corruption in the civil service encompasses government officials' behaviors and actions that involve lack of accountability, unethical behavior and corrupt behavior. Civil service corrupt practices include bribery, patronage, nepotism, embezzlement, influence peddling, use of one's public position for self-enrichment, bestowing of favors on relatives and friends, moon lighting, partiality, absenteeism, late coming to work, abuse of public property, leaking and/or abuse of government information and the like (Sedigh & Ruzindana, 2004). A manifestation of corruption in the civil service mostly starts with bribery that involves the promise, offering or giving of a benefit that improperly affects the actions or decisions of a civil servant. Bribery is widely considered as the commonest type of corruption (Otusanya, 2011). Poor countries tend to have the highest levels poverty and the poor who depend most heavily on civil servants, often, this dependence make civil servants demand for bribes to discharge their assign responsibilities (Warf, 2017). In some of these countries

where bribery is widespread and endemic, it is often accepted norm as another part of doing business. Bribery may be viewed simply as a means to get the bureaucratic machinery to move forward and enriching oneself at public expense. It is not seen as particular problem (Warf, 2017) According Mynit (2000) bribes negatively influence in a number of ways. Such as influences who gets the contract, the terms of the contract, as well as terms of subcontracts when the project is implemented. It also influences the allocation of monetary benefits such as credit subsidies and favored prices and exchange. It reduces the amount of taxes, fees, dues, custom duties, and electricity and other public utility charges collected from business firms and private individuals to the government. Besides, bribe speeds up the granting of permission, licenses and permits to carry out activities that are perfectly legal. This is the so-called "grease money". Besides bribe, is extortion which entails coercing a person or entity to provide a benefit to a civil servant(s) in exchange for acting (or failing to act) in a particular manner. It is similar to bribery only that the money is extracted using violence or threat of violence to extract money (Varga-Hernandez, 2012). Whereas bribery is voluntarily offered by a citizen to public officials, extortion is considered involuntary as the bribe-giver is offering bribe to avoid the wrath of overbearing and rent-seeking civil servants (Terlumun, 2015). Another form of manifestation of civil service corruption is embezzlement. Embezzlement involves theft of public resources, monetary or otherwise, by civil servants entrusted with the authority and control of such resources. As an effect of embezzlement, plundering of public resource is taking place. Embezzlement is characterized by the taking or conversion of money, property or other valuables for personal benefits from the coffers of the government (Varga-Hernandez, 2012).

Fraud on the other hand involves actions or behaviors by a civil servant that misleads other persons or entities (government, NGOs, or private business) into providing benefit that would not normally accrue to the civil servant. Fraud is considered as an economic crime that involves some kind of deceit for the purpose of individual or group enrichment. Similarly, abuse of power involves a civil servant using his/her vested authority to improperly benefit himself/herself. It also can involve a civil servant using his/her vested authority to discriminate against other civil servants, persons or entities. Thus abuse of power involves the practice of misusing discretion for personal gain without external inducement or extortion (Varga-Hernandez, 2012). In further analysis of manifestations of civil service corruption, is the case of conflict of interest involving situations where a civil servant acting or failing to act on a matter where the personal interest of the civil servant or the interest of persons or entities related to the concerned official is directly or indirectly affected. However, others forms of manifestations of civil service corruption are: insider trading/abuse of

privileged information; favoritism; nepotism; collusion with business interests; obstruction of justice; procurement contract/bid rigging and influence peddling (Slingerland, 2010).

2.4.3 Factors Propelling Civil Service Corruption and its Impact on Productivity in Nigeria

According to Kaufmann (2000) the Nigeria civil service is more prone to be affected by corruption for a variety of reasons. The most fundamentals among these factors are the widespread poverty and low level of public sector salaries. Others include lack of any risk spreading mechanisms such as insurance that covers work place risks and other industrial hazards. Nigeria also lacks a robust economy with a well-developed market and private sector to absorb the overbearing pressure on the government for employment and income opportunities. There exist lapses in the complex, poorly-defined, constantly changing and inadequate rules and regulations, coupled with lack of properly established laws, principles, or code of conduct applicable to civil servants and lack of political and institutional capacity to effectively enforce them by anti-graft agencies. The sum total of the above variety of reasons had been conveniently factored into the political, economic, socio-cultural and psychological environment that constitutes the ecology of the Nigerian civil service, which directly or indirectly affects the service either positively or negatively. Corruption in the Nigerian civil service is not only a problem caused and sustained by internal factors alone. Rather, it is also a consequence of external factors manifested through the activities of foreign governments, private corporations, and aid organizations seeking to further their interests (political, economic and military) through actions that condone corrupt practices or that are corrupt in themselves (Mullinge & Lesetedi, 2002).

The major area of concern is the politicization of the civil service. According to (Terlumun, 2015) politicization relates to when civil service positions are used as rewards for political support or loyalty. In other words, civil service job appointments often at both the lower and top echelon depend on factors that have nothing to do with qualifications or competence. Instead, appointments are based on party loyalty, friendship, and cronyism. The net result of having a highly politicized civil service directly affects also productivity of the civil service. The impact among other things produces unethical civil servants who are prepared to sacrifice the interest of public to please their political masters. These have contributed to having weak institutions for enforcing ethical and accountability standards. Corruption is principally a governance failure—a failure of institutions and a lack of capacity to manage society by means of a framework of social, judicial, political and economic checks and balances (Mbaku, 1998). When these formal systems break down, it becomes harder

to effectively implement public policies that translate into desired service delivery, enforce laws that ensure accountability and transparency. This ultimately manifest in the gross decline in the productivity of the civil service and the overall governance performance.

Closely related to the issue of politicization of the civil service is lack accountability and transparency in the civil service. The very low quality of accountability and transparency in civil service stems from two main important sources the legacy of colonialism and lack of fully-fledged democratic system due to military intervention in the political sphere. Clinton (2009) has noted that lack of accountability and transparency of government activities imparted negatively on the legitimacy of the government itself and civil service in particular and contributed to the rise of the groups that embrace violence and rejected the authority of the state. This cumulatively affected the post independence civil service that emerged in Nigeria and contributed to institutional instability, gross unethical and general indiscipline of the civil servants. With no effective restraints on civil servants behavior, corruption became widespread, and favoritism and cronyism undermined the very substance and neutrality of the civil service by failing, among other things, to satisfy the civic requirement for public accountability, transparency and integrity (Treisman, 2000). Issues of lack of accountability and transparency have prompted corrupt officials embarking on delays and unnecessary requirements as a way of inducing payoffs, for instance, in contracting and auctioning or in administering regulatory and tax laws (Rose-Ackerman, 1999). Civil service roles are often carried out through the use of numerous rules or regulations. Likewise, lawlessness or poor rule of law is an important contributor to civil service corruption. The probability of corruption occurring might increase where the legal system is unable to provide sanctions for officials that engage in corruption (La Porta 1999). In addition, corruption risks are higher in countries with less secure property rights, as corrupt means are used to ensure the security of these rights, where the legal system is unable to do so (Dong & Tongler, 2011).

However, from the economic stand point, a very important factor propelling civil service corruption is the state monopoly over the distribution and allocation of natural resources rights that allows economic opportunities to be exploited by civil servants as custodians of these resources for corrupt purposes. On nations with rich natural endowments like Nigeria, Natural Resource Governance Institute (2019), stresses that "[g]iven their highly concentrated and highly profitable nature, the oil, gas and mining industries can generate the kind of political and private incentives that favor rent-seeking and institutional or state capture". Indeed, data show that many resource-rich countries suffer from poor governance and systemic corruption (NRGI, 2019). Besides,

the low economic indices of most of the less developed countries due high level corruption have also resulted in poor remuneration and compressed salary scales for civil servants. Corruption in Nigerian civil service in part can be explained in terms of low public pay, civil servants are mostly corrupt because their salaries are so low that they cannot make ends meet by depending solely on their meager earnings (Obuah, 2010). The problem of low pay in the civil service is accompanied by the compression of salary scale. There are clear differentials between the highest and lowest grades, between the civil service and their counterpart in the private/NGO sector. Currently, not all states in Nigeria are paying the minimum wage of thirty thousand naira per month. In fact, some are paying less than full salary, while they threaten to downsize the state civil service if force to implement the national minimum wage. Civil servants therefore, tend to be tempted to augment their pay with illicit means in a bid to meet their needs. Mbaku (1996) argues that the Nigeria extended family places a significant pressure on civil servants forcing them to engage in corruption.

This according to Bankole, (2018) had also adversely impacted on work morale. Work morale is the job satisfaction or outlook that comes with workers wellbeing in a specific work place. Morale is defined as the confidence, enthusiasm, and discipline of a person or group at a particular time (Oxford Dictionary, 2020). It has a direct effect on performance and one of the key determinants of productivity. Low morale may be as a result of lack of appropriate pay structure, illogical promotion and transfer policy that leads to civil servants low morale. With this, workers performance is bound to be unsatisfactory. When compared with the private sector and the civil service of other countries in sub-Saharan African, Nigeria's civil service remuneration continues to trail behind others (Achimugun, Stephen & Aliyu, 2013). Besides, efforts at such wage increases could achieve little or nothing because they are eroded by very high inflation, and worse still pension and gratuity of retirees are beyond the budget of the governments (Salisu, 2001). This situation leaves the average Nigerian civil servant demoralized, angry and ready to indulge in corrupt/sharp practices at the slightest opportunity as their take home pay is not really taking them home. Consequently, this affects the performance of the civil service. The problem of career advancement within the civil service had equally propelled further the issue of civil service corruption. The highly hierarchical and rigid structure of the civil service is a factor contributing to civil service corruption existing in most ministries, department and agencies (MDA's). The nature of the very rigid career paths of the civil service makes it very difficult also for more competent civil servants to progress ahead of long-serving civil servants who maintained their positions on the sole basis of seniority and not performance on the job. For instance, Habib Zafrullah et al. (2002) states that the

promotion system in the civil service is aberrant and overwhelmingly in favor of the incompetent, the inefficient and corrupt civil servants. When career prospect favors corrupt civil servants above competent ones that entail reinvesting in civil service corruption

3.1 Discourse of Corruption and Productivity in Nigeria

This section aims at extensive discursion of corruption and productivity in Nigeria from these two major perspectives of the sectorial and organizational. From the sectorial perspective it is agreed that the overall legitimacy of any country draws its breath from the capacity of its institutions to respond to the needs of the citizens in a way that is economically efficient. An emerging consensus among public sector scholars is that in as much as the sector performs there is going to be efficiency of outputs and effectiveness of outcomes. In like manner, the *raison d'être* of the Nigerian civil service is hinged on promoting the welfare of Nigerians, maintaining peace and order, and effective management of the nation's human, economic and natural resources. It is not only to deliver services to the people but as while in accordance to their demands and needs in a speedy, efficient and effective manner (Federal Government of Nigeria (FGN), 2008, p.2). Specifically, strong evidence existed in the developmental literature on the efficiency of outputs and effectiveness of outcomes of the Nigerian civil service in the newly formed post-independence period. Ademolekun (2011:8) opined that the most notable example is the huge contributions made to the outstanding development performance of the government between the mid-1950s and early 1960s which recorded concrete and beneficial results in the nation's political, economic and social spheres. Affirming this widely remarks of excellent performance of the Nigerian civil service, is Awolowo's acknowledgement that the Nigerian civil service was among the best in the Commonwealth (quoted in Olaopa, 2010, p.195).

Sectorially, corruption and productivity in Nigeria can be viewed essentially from the poverty and income level. Nigeria was once rated as one of the fifty (50) affluent countries in the world in the early 1960s to 70s but suddenly nose-dived on the socio economic development ladder to become one of the twenty-five (25) poorest countries due to recurring incidence of corruption (TI, CPI, 2019). This has adversely worsened the level of poverty and income as 45 percent representing 90 million Nigerians are below the poverty line of \$2 per day. All these are explained within the context of documented corrupts cases that had besieged the institutional capacity of the Nigerian civil service to perform optimally. Again, the acknowledged fact is that corruption has substantially reduced the earnings of the Federal Government of Nigeria from oil revenues which account for over 95% of Nigeria's foreign exchange

earnings. Nigeria is said to have lost up to 40% of its oil revenues that started from an average OPEC price of “\$1.57 per barrel, in 1961” to a phenomenal boom of an average OPEC price of \$145.45 pb in (2013) to corruption (“May 29: Wasted Years of Civil Rule,” 2015, p. 22). Despite being endowed with abundant petroleum resources and earnings, corruption of oil revenues have compounded Nigeria's crude oil production capacity, rendered its refineries moribund, series of failed turn around maintenance (TAM), factoring extensive low level of local content production capacity, generated intense petroleum products importation costs due to inflated subsidy, and weak regulation of the sector. To sum how corruption has devastated the oil sector had cumulated in the recent privatization of the Nigeria National Petroleum Corporation (NNPC) by the President to free it from further corrupt tendencies. It is un-debatable that, had the Federal Government combated corruption in the petroleum sector and used the earned revenues judiciously during the oil boom, Nigeria would have recorded unprecedented infrastructural development in all sectors.

From the security sector standpoint, Onuoha, (2020) argues that corruption had denied Nigeria the right to enjoy lasting peace not only due to arms and ammunitions procurement scandals but lack of political will to investigate and bring to book culprits of such offences. The declining performance of the nation's security services due to corruption as assessed by the Global Peace Index 2022, ranked Nigeria 143 among 163 independent nations and territories, according to the level of peacefulness in its 16th edition. The GPI using 23 qualitative and quantitative indicators measures the state of peace across three domains: the level of societal safety and security; the extent of ongoing domestic and international conflict and the degree of militarization. Insecurity in Nigeria manifest amongst others to the rising level of internal insecurity in terms of wanton loss of lives and property, terrorism and threats to national corporate existence. Banditry in particular has equally created additional humanitarian and developmental crisis, destruction of communities, payment of ransoms, herdsman/farmers conflicts, kidnapping, gross violations of fundamental human rights especially by the security agents etc. According to Akinola (2011) the place of security in the development aspiration and agenda of any country is quite pivotal and persistently reinforced the security-development nexus.

Another sectorial analysis of corruption and productivity focuses on the infrastructural sector, the World Bank Report (2020) “Who Sponsors Infrastructure Projects?” highlighted the link existing between corruption and infrastructural development. Nigeria had one of the lowest levels of access to improved basic infrastructure anywhere in the world, ranking 169 out of 186 countries. In spite of the low investment of less than 3.0 per cent of its GDP compared with an average investment 5.0 per cent of GDP by other African countries, indices on the standards of these infrastructures by

African Infrastructure Development Index—produced by the African Development Bank—says that Nigeria ranks 23 out of 54 African countries in infrastructure development with a score of 23.27 per cent in 2020. Seychelles took the first spot with 96.73 per cent, Egypt second at 88.39 per cent and war-torn Libya third at 82.97 per cent. For instance, in 2015-2017, a presidential panel in 2011 identified over 11,886 abandoned projects nationwide requiring N7.78 trillion to complete, but the deficit has worsened since then. Nigeria's substantive deficit in basic physical infrastructure, which also severely compromises national development, is exacerbated by corruption and persistent under implementation of the annual budgets for years (Okafor, Raphael & Udeme, 2021).

From the sectorial analysis of few but very critical areas adopted in discussing corruption and productivity in Nigeria, the analysis will finally boils down to organizational perspective that is the civil service itself. The bottom line in the discourse of corruption and productivity in Nigeria is illustrated by civil servant entrusted with something valuable such as funds, properties or investments who takes it for him or herself or routed it to some third party at the expense of the general public. This is a combination of betrayal, theft and abuse of functions (Adebayo, 2004). Therefore, corruption is patronage in the use of State resources to reward individuals for their loyalty and support; nepotism in preferential treatment of relatives; cronyism in terms of awarding contracts, jobs and other advantages to friends or trusted colleagues; and sex extortion the demand for sexual favours as a form of payment etc, done by civil servants. All of these undermine not only productivity but also independence in decision-making, bureaucratic representation, fair and competitive processes in the formation, staffing and functionality of the civil service (Kalu & Ogali, 2021). Adebayo (2004) explains how corruptions in human resource management practices have succeeded in crippling the Nigerian civil service. For example faulty recruitment of employees exercise in the Nigerian civil service, he says:

One of the banes of the Nigerian civil service is the recruitment of mediocre or totally unsuitable candidates in preference to candidates of high merit. The reasons for this ugly situation can be traced directly to nepotism.

The selection of unsuitable candidates that usually undermines efficiency and lowers performance in the civil service occurs in the recruitment. Nepotism is a dimension of corruption in Nigerian civil service, in which a special form of favoritism is used by office holders to prefer their kinfolk and family members that may not be qualified at the expense of candidates of high merit. A good recruitment is one that is carried out based on merit and extent laws and guidelines. Poor recruitment invariably leads to

the selection of corrupt applicants. Recruiting such applicants likewise corrupts virtually all aspects of the HRM functions of the civil service such as attraction, recruitment, selection and induction, placement, staffing, performance management, reward and recognition, training and development, staff wellness, succession and retention, promotion, transfer, discipline and even retirement etc. Recently, the Director-General, Bureau of Public Service Reforms, Dr Dasuki Arabi, revealed that the Federal Government-backed Integration Personnel and Payroll Information System (IPPIS) has, so far, exposed and eliminated about 70,000 ghost workers in the civil service system, saving at least N220bn, and N10tn through the Treasury Single Account since it was fully implemented. He also revealed that IPPIS has led to the reduction of the Federal Civil Service personnel to 720,000 (Arabi, 2022).

The apparent lack of proper motivation for the civil servants unfortunately encourages inefficiency and low productivity in the administration of governmental goals and programmes. According to Kalu and Ogali, (2021) the greater contention in the discourse of corruption and productivity also relates to workers morale which reflects the attitude of employees towards their work with many bearing on productivity. In Nigeria there is a considerable decline in the attitude of most civil servants. There is a prevalent notion that government job is nobody's job. Hence civil servants are nonchalant in their conduct towards members of the public. Besides, in most MDA's they are mostly chatting away with friends, discussing personal issues and neglecting people who have come to transact official business. Consequently, issues that should ordinarily be treated within few minutes are delayed for weeks or even months.

This had led to concentration of bureaucratic power been used to further the interests of such civil servants and their cronies creating a vicious and unjust cycle that maintains and increases elite (bureaucrats) control over the civil service at the expense of the general public. Bureaucrats-elite capture and cronyism hamper efficiency and increase ineffectiveness by undermining well-intentioned policies aimed at promoting national development and growth (Mbaku, 2007). Examples of this phenomenon are at play in many key sectors of the Nigeria as heightened above. Bureaucrats-elite capture and cronyism ensures that substantial economic gains are hijacked by those in top positions in the civil service, resulting in the non-delivery or sub-delivery of intended results from well-designed policies. These developments have kept majority of Nigerians underserved and continues to broaden the severity of inequality. Mbaku (2007) asserts that the capture of governance systems by indigenous elites instead of increasing the welfare of the previously marginalized people has resulted in the manipulation of state power by the ruling elites to plunder the wealth for their own benefit.

Findings

From the specific discourse of corruption and productivity in Nigeria within the general disposition of this paper- impact of corruption on productivity in Nigerian public institutions: a study of manifestations and factors propelling civil service corruption. The Nigerian civil service has from its early stardom performance even among Commonwealth nations has come down with severe cases of corruptions and underperformance (Olaopa, 2010, p.195). TI, CPI, (2019); Onuoha, (2020); World Bank Report (2020) and Okafor, Raphael and Udeme, (2021) are evidences drawn from both organizational and sectorial perspectives analysis of corruption and productivity all corroborate to the negative impact of corruption on productivity in Nigeria.

3.2 Theoretical Framework

Collective Action Theory

The collective action theory was first published by Mancur Olson in 1965. Collective action theory emerged as an alternative explanation for why systemic corruption persists despite laws making it illegal, and why corruption resists various other anti-corruption efforts especially in some less developed countries like Nigeria. The collective action theory emphasizes the importance of factors such as trust and how individuals perceive the behaviour of others. Persson, Rothstein and Teorell (2013) regard corruption as a collective problem, because people rationalize their own behaviour based on the perceptions of what others will do in the same situation. When corruption becomes a social norm, everyone starts seeing it simply as the way to get things done. People are aware of the negative consequences of widespread corruption, but they engage in corrupt actions as they believe that "it doesn't make sense to be the only honest person in a corrupt system" (Marquette & Peiffer, 2015). Such environment vividly describes corruption in the Nigerian civil service, where anti-corruption measures are ineffective, as there are no "principled principals" who will enforce anti-corruption norms (Kalu & Ogali, 2021). Nigerian civil service institutional culture of corruption has led to the normalization of corrupt practices in the entire service, in most individual civil servants level as well as at the societal level. Indeed corruption has become impunity for many civil servants violating or ignoring formal anti-corruption rules. To combat corruption in these circumstances, there is a need for collective and coordinated approaches, such as reform coalitions or proactive alliances of like-minded organizations. These approaches are often called "collective action" initiatives (Salisu, 2001).

4.1 Conclusion and Recommendations

The Nigerian civil service has failed to satisfactorily implement public policies and effective service delivery. There exist increased dearth of most essential social services enjoyed previously by the citizens, while the few services rendered today are subjected to both qualitative and timely citizen's dissatisfactions, complaints and sometimes service protests. Identified factors manifesting and propelling civil service corruption in Nigeria are factored as the major reasons for high civil service corruption and its very low productivity status, to which the government, the civil service and civil servants are collectively responsible for.

To address the high trend of corruption in the Nigerian civil service, the government must create the most appropriate conducive working environment for the civil servants. Such efforts by government should start with a living wage as against the current minimum wage; which will serve as an antidote propelling civil servants to engage in corrupt practices and equally boost their morale and subsequently their productivity. In line with this, it is for government to provide the civil service with state-of-the-art facilities to stimulate workers' efficiency, pay more attention on prompt training and development of staff and at the end ensure a functional pension scheme for civil servants after retirement. Creating a most appropriate conducive working environment by government will go a long way in eliminating both manifest and factors propelling civil service corruption in Nigeria.

The civil service itself should ensure a more pragmatic approach in discharging its statutory functions and also ensure extent compliance to civil service rules and regulations in its human resource practices. Recruitments into the Nigerian civil service should strictly be on merit even in compliance to criteria such as the principle of federal character. Merit-based recruitment will clean up the civil service of corrupt civil servants and set the civil service free of most of its corrupt practices. The service should adequately tailor compliance to civil service rules and regulations to promotion and other forms of rewards for dedicated civil servants, while appropriate sanctions are meted out to erring civil servants respectively.

Most importantly civil servants should reciprocate the above gestures by being more committed and patriotic in the discharge of their duties. By being committed and patriotic, each civil servant has a stake in curtailing civil service corruption and should therefore be a vanguard to this noble course, a course that cannot be attained if civil servants themselves are not corrupt-free. In all, this will minimize the rate of monitoring for compliance by authorities and the use of sanctions and also serve as a long time mechanism in addressing the menace of corruption and a catalyst in enhancing productivity in Nigeria.

Limitations and Suggestion for Further Studies

Research efforts can further be generated within the context of impact of corruption on productivity in Nigerian public institutions from the perspective of specific case study scenario especially at the state civil service level. Rather than the generic approach by this paper, robust empirical survey study that draws its strength from responses of civil servants through questionnaire and interview will be a likely area for further search works.

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