EFFECTS OF PUBLIC SERVICE REFORMS (1988 AND 1994) ON THE PERFORMANCE OF THE CIVIL SERVICE IN NIGERIA: A STUDY OF SELECTED FEDERAL MINISTRIES AND EXTRA MINISTERIAL DEPARTMENTS AND AGENCIES

BY

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A DISSERTATION SUBMITTED TO THE SCHOOL OF POSTGRADUATE STUDIES, AHMADU BELLO UNIVERSITY ZARIA, NIGERIA IN PARTIAL FULFILLMENT OF THE REQUIREMENT FOR THE AWARD OF DOCTOR OF PHILOSOPHY (Ph.D) IN PUBLIC ADMINISTRATION

AUGUST, 2014

DECLARATION

I hereby declare that this dissertation has been written by me and that it is a record of my own research work. It has not been presented in any previous application for a higher degree. All quotations are indicated by quotation marks or identification and the sources of information referred are specifically acknowledged by means of references.

…… ……

Mohammed El-Makki Hassan Rafindadi Date

CERTIFICATION

This dissertation entitled, Effects of Public Service Reforms (1988 and 1994) on the performance of the civil service in Nigeria: a study of selected federal ministries and extra ministerial departments and agencies by Mohammed El-Makki Hassan Rafindadi meets the regulations governing the award of the Doctor of Philosophy (Public Administration) of the Ahmadu Bello University, Zaria and is approved for its contribution to knowledge and literary presentation.

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DEDICATION

I dedicate this dissertation to my mother Umul-Kalthume, my father Alhaji Hassan Na Alhaji Sani Maisukuni Rafindadi; my uncle Alhaji Sani Maisukuni Rafindadi and the entire people of Katsina State who contributed immensely in my pursuit of knowledge and career.

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ABBREVIATIONS

APER	Annual Performance Evaluation Report
ASCON	Administrative Staff College of Nigeria
BPRS	Bureau for Public Service Reform
CMD	Centre for Management Development
CS	Civil Service
CSR	Civil Service Rules
CSR	Civil Service Reform
DEG	Digital Era Governance
DTO	Departmental Training Officer
ECA	Economic Commission for Africa
EFCC	Economic and Financial Crimes Commission
EFF	Extended Funds Facilities
EMDA	Extra Ministerial Department and Agencies
ERP	Economic Recovery Programme
EC	Establishment Circulars
FG	Federal Government
FI	Financial Instruction
FEC	Federal Executive Council
FCL	Flexible Credit Line
FCSC	Federal Civil Service Commission
FM	Financial Memorandum
GPMR	Global Public Management Revolution

HCSF	Head of Civil Service of the Federation
ICPC	Independent Corrupt Practices Commission
ILO	International Labour Organization
IMF	International Monetary Fund
ITF	Industrial training Fund
JSC	Junior Staff Committee
LPA	Lagos Plan of Action
MBO	Management by Objectives
MSC	Management Staff Committee
MSO	Management Service Office
MTC	Ministerial Training Committee
NEPAD	National Poverty Eradication Programme
NPRC	National Political Reform Conference
NIPSS	Nigerian Institute of Policy and Strategic Studies
NNPC	Nigerian national Petroleum Company
NPM	New Public Management Approach
OECD	Organization for Economic Cooperation and Development
OPM	Organization and Method
PAC	Public Accounts Committee
PPBS	Planning Programming Budgeting System
PMB	Personnel Management Board
PSR	Public Service Reform
SBA	Stand by Arrangement

SAP	Structural Adjustment Programme
SSA	Sub-Saharan Africa
SAL	Sectoral Adjustment Loans or (SCAL)
SERVICOM	Service Compact
SEEDS	State Economic Empowerment and Development Strategy
TLO	Training Liaison Officers
UK	United Kingdom
UN	United Nations
USA	United States of America
USGS	United Salary Grading System
UKTA	United Kingdom Training Award
UNDP	United Union Development Programme
UNESCO	Untied Nations Educational Scientific and Cultural Organization
WWI	World War One
WWII	World War Two
WB	World Bank

ABSTRACT

This dissertation entitled, Effects of Public Service Reforms (1988 and 1994) on the performance of the civil service in Nigeria: a study of selected federal Ministries and Extra Ministerial Departments and Agencies is aimed at examining the 1988 and 1994 civil service reforms and how they affected the performance of the Nigerian civil service on its day to day activities and roles. The objectives of this is to show the extent the problem of performance in the civil service was addressed in order to improve it toward effective and efficient service delivery, and the achievement of objectives of the government. The hypothesis to be rested is how professionalism, training and development and politicization affected the performance of the civil service in Nigeria. The methodology adopted is based on the research design, population of the study, the sample size, the random sampling technique adopted, the use of primary and secondary sources and the choice of simple tables and percentages, and the use of chi-square statistics in the method of data presentation and analysis. The Max Weber theory of legal-rational bureaucracy was adopted for the study. The findings revealed that the 1988 civil service reform did not achieve the desired objectives of making the civil service more professional, effective, efficient and performance oriented. The 1994 reform a reaction to the failure of the 1988 reverted the system of authority relation and the structure of the civil service back to its former position before the 1988 reform in the spirit of Weberian bureaucracy whose features have been the basis of the Nigerian civil service since independence in 1960. It is recommended among others that honouring and conforming to the Weberian features of bureaucracy where merit is emphasized will be the answer to the problem of performance in the Nigerian civil service. So also the government should ensure that the political class does not interfere in the operation of the Nigerian civil service in order to restore its variable qualities of professionalism, neutrality, impartiality, anonymity and meritocracy which are the central aspect of effective performance of an organization.

CHAPTER ONE

GENERAL INTRODUCTION

1.1 Background of the study

Every country or nation has the desire to develop its potentials, its institutions of governance and its people, in order to improve the level of its development and the living conditions of its people. This fact has been acknowledged by Anazodo et al (2012:1) where he asserted that "nations all over the world are currently in the struggle to better their existence through the process of good governance, and responsible civil service for effective and efficient service delivery". This was more particular to nations who experienced colonial exploitation. Thus the motive of "colonial rule was essentially to maintain law and order and to create a conducive environment for exploitation" Kwaghga (2010:106). Nigeria which suffered colonial exploitation is not left behind in this struggle. Moreover, the Nigerian people generally considered the government to be sole provider of resources, infrastructural facilities, industries and all other development activities that would improve the quality of their lives. The civil service was considered as a vital institution which the government would rely on in this struggle for the provision of the series needed. This has been the case from 1960 to 1990s when the concept of community based development through Community Based Organization (CBO) to Public Private Partnership (PPP) which emphasized that the government could not provide all what the people needed.

During the colonial rule from 1861 – 1960 the Nigerian civil service was directed to perform the role of tax collection, revenue mobilization and maintenance of peace and order. To execute these roles successfully, various reforms were undertaken by the

colonial government on its authority relationships, staffing, structure and conditions of service among others. Some of these reforms which have far reaching effects on post colonial reforms were the Harriagine Commission of 1945/6, the Gorsuch Commission of 1954, the Hewn Commission of 1959 and the Mbanefo Commission of 1959. By the time Nigeria was given its independence in 1960 the civil service was modeled on the British system of administration where secrecy, neutrality, anonymity, knowledge, experience, hierarchical arrangement of offices and officers based on their qualifications and schedules, with guiding rules and regulations, good span of control, reliable structure and motivation. These in addition to its inbuilt qualities of professionalism, efficiency, effectiveness, accountability, rationality also help in the effective performance of the civil service.

The civil service was in fact built on Max Weberian principle of bureaucracy. Max Weber's ideal type bureaucracy is characterized "by hierarchical organization, delineated lines of authority in a fixed area of activity action taken on the bases of and recorded in written rules …" (Wikipedia). Weber considered bureaucracy as constituting the "most efficient and rational way in which human activity can be organized and that systematic processes and organized hierarchies were necessary to maintain order, maximize efficiency and eliminate favouritism" (Wikipedia).

In fact the bureaucratic element found in Weber's bureaucracy made Alhabil (1999:4) to assert that "Weber's bureaucracy is rational in that it involves control based on knowledge, it has clearly defined spheres of competence, it operates according to intellectually analyzable rules and it has calculability in its operations". Brain (1990:2-3) asserted that "Weber's bureaucracy is efficient because of precision, speed, consistency,

availability of records, continuity, possibility of secrecy, unity, rigorous coordination and minimization of interpersonal friction, personal cost and material cost".

At independence in 1960 the Nigerian Civil Service was having these qualities of bureaucracy as such considered to be a reliable institution that would bring about the much needed development. More particularly because the new roles it was facing. The role of nation building and other developmental activities. As Adu (1972:1) asserted "it became the object of policy to pursue programme of integration to ensure that development programmes were more equitably distributed among the Nigerian people". This must have been the main reasons why the various governments that ruled Nigeria depended seriously on the civil service institution because it could better articulate what the development needs of the country were. Opadiran (1990:5) believed that at that time onward the Nigerian Civil Service has been "the most potent instrument and institution in the management and development of the Nigerian economy … because, the effectiveness of a government is to a large extent determined by the efficiency and competence of its civil service not only in terms of provision of infrastructural services and utilities but also in terms of response to the complex needs of industry and commerce".

Ebriawa (2009:2) also said "the civil service is an important tool or machinery that government, federal or state across the country and globe in general use in putting their programmes in effect or action. It is the major component used by the government to implement its policies, actions and programmes".

The relevance of the civil service to the Nigerian governments could therefore be said to be in the roles it played. It is the civil service that gives advice to the political class. It initiates and articulates policy proposals. It is also fully in charge of the

implementation, monitoring and evaluation of programmes and policies. It also, using its qualification, weigh and balance competing interests before the government and has been in charge of routine tasks of administration such as personnel management, maintenance of public utilities, issuance of licenses, application of rules and regulations and other disciplinary procedures among others.

It could be pointed out therefore that there is a strong relation between the conditions of a country and the performance of its civil service, as Ebriawa (2009:2) said "there is a strong sense in which a country is a close reflection of the effectiveness, efficiency and sensitivity of its civil service".

Considering these enormous responsibilities, the Nigerian civil service has to be reformed and adjusted by successive governments not only to perform its roles efficiently and effectively but also to face new challenges from the internal and external environments. As such its structure, arrangement of roles and responsibility, powers and authorities, role relationships, its size, accountability, careerism etc. are considered as vital elements in performance and development processes. All these reforms were intended to improve on the performance of the civil service and the character of work ethics and values. Such values and ethos directly affect the individuals who perform duties as civil servant guided by the rules of the service.

Reforms of the civil service have therefore become fundamental to the operations of government anywhere. They also deal with the powers, authorities, positions, prestige and influence. These also serve as focal points of competition for supremacy in the discharge of government functions. All reforms concentrate on goals and means of

attaining them. Some governments undertook reforms as a response to domestic problems or external pressures.

The civil service is the administrative bureaucracy which occupies an essential position in the political systems of nations. Anazodo et al. (2012:1-2) believed that "throughout the world, the contributions of civil service in promoting sustainable and equitable economic growth are receiving increasing attention. Effective and efficient management of the civil service are critical to sustainable socio-economic development of nations".

As from 1980s there apparently was a strong concensus internationally on the need for public service reforms in developing countries particularly the civil service. It has been noted that the civil services of the more advanced countries enjoy selection on the basis of merit, insulation from undue political influence and arrangement to promote the productivity of the civil servants. Shepherd (2003:2) believed that "unless these developing countries undertook reforms of these institutions their dream for national development would never be realized". As such their problems have to be addressed. "The civil services of the developing countries tend to be large, under paid and politicized. Senior cadre lacked the professional depth and often fails to provide any chain of continuity in government over the longer terms. As a result delivery of public services tends to be inefficient and often beset by corruption". Shephard (2003:2)

The Nigerian Civil Service according to Attahiru Jega (2007:2) "used to have a cherished history of committed, dedicated and valuable service, until the decade of 1980 when reckless misrule under the military created a spiraling decline and systematic

decomposition". Again, according to El-Rufai, "the Sub-Saharan Africa (SSA) started well but messed up between 1980s and 1990s with the help of IMF" Ayeni (2007:2).

The World Bank and International Monetary Fund (IMF) began to lend for civil service reforms in 1980s, with specific civil service reform conditions which emphasized the issue of performance of the service, Shaphard (2003:4). It can safely be stated that the 1988 public service reforms under the government of President Babangida was a child of this exercise considering the bid to get International Monetary Fund (IMF) loans and also implement the Structural Adjustment Programme (SAP). While the Ayida Reforms of 1994/5 was more a response to domestic problems generally believed to be caused by the 1988 civil service reform enunciated by the Decree No. 43.

It is in view of this that made me undertook this study in order to assess the effects of Public Service Reforms on the performance of the civil service in Nigeria. Emphasis is made on the 1988 public service reforms under the President Babangida regime and the 1994 Ayida Panel Reform, under General Sani Abacha's government.

1.2 Statement of the Research Problem

The civil service or bureaucracy is very essential for the functioning of government because it has been regarded as the engine room of administration and the heart of the attainment of governmental goals, aims and objectives. The Nigerian Public Service more particularly the civil service from 1960 has been playing a very fundamental function in government's nation building activities because of its inbuilt qualities of professionalism, technocracy, accountability, transparency, neutrality, experience, knowledge of governmental affairs, continuity and representation among others. This could be seen in the number of projects, programmes and policies executed.

Thus Okafor (2005:67) was convinced to say that "in Nigeria, the civil service (or public bureaucracy) is a very vital element of the development process … the greater the capacity of the bureaucracy to implement complex economic and social development plans, the higher the development potentials of that society".

However, for the civil service to effectively use these qualities in its role performance, it must be adjusted and reformed in accordance with the programmes, goals and objectives of government and newer socio-economic challenges of modern society and administrative expectations. Moreover, these reforms were also reactions to some internal weaknesses of the administrative systems. Reforms as we know are made not only to cure maladministration but to respond to new challenges in order to effectively and efficiently perform its operational activities. The major shortcomings normally identified by governments which affect the overall performance of the civil service are: inefficiency, ineffectiveness, arbitrariness, poor management, unprofessionalism, corruption, poor authority distributions, conflicts between professionals and administrators, low remuneration which retard productivity, poor image on the eyes of the public, slow in action, nepotism, tribalism, ethnicity, poor training and development amongst others.

Opadiran (1990:12-14) classified the shortcomings of the Nigeria Civil Service into two. The institutional defects and human frailty. The institutional defects include "unchanged institutional and staff structures and operational system, bad division of labour and poor work arrangement, the focus of authority centralized into the hands of permanent secretaries, poor coordination as a result of improper interrelationships, low productivity, under-employment, inefficiency, institutional inflexibility, vague authority,

incessant conflicts between the permanent secretaries and the ministers/commissioners on the one hand and administrative and professional officers on the other. While the human frailties include bad leadership, nepotism, tribalism, ethnicity, insensitiveness, laziness, corruption in carrying out lawful duties etc."

Despite the above mentioned problems, still the Civil Service was considered as an institution that could perform credibility if it is allowed to use its qualities properly, guided by a committed and responsible leaders, because "where political leadership is weak, the work of administration is marked by numerous difficulties which adversely affect administrative efficiency and effectiveness", Ademolakun (1975:213). Moreover, if the bureaucratic features are allowed to function properly high performance will be expected. Al-Habil (1999:5) from the Islamic University of Gaza discussing about efficiency and bureaucracy said that "experience tend universally to show that the purely bureaucratic type administrative organization that is, the monocratic variety of bureaucracy is, from a purely technical point of view, capable of attaining the highest degree of efficiency and is in this sense formally the most rational known means of carrying out imperative control over human beings. It is superior to any form of precision instability, in the stagnancy of its discipline and its reliability … it is the scope of its operations and is formally capable of application to all kinds of administrative tasks".

However, despite the strength of Weber's bureaucracy it is believed that some of the features could be useful in modern times because of its impersonality of issues and the dehumanization of the workers, that is why Eberiawa (2009:1) said that, "the dominant tradition has it that the civil service is a necessary response to, if not a

prerequisite for the modern society with its rational legal structures". Most scholars in this tradition thus focus analytical search light on whether civil service, despite its dimensions, is still an administrative apparatus for the implementation of social goals, or whether it has lost its instrumental character in dictating the general goals to be pursued.

Whatever position is taken on the strength and weaknesses of the Nigerian civil service the successive governments of Nigeria from 1960s, particularly from 1980s have been very much concerned about the issue of the performance of the civil service which they viewed as low and in need of revamping reinvigorating and reforming. They looked variously, at the structure and authority relationship and responsibilities as the main cause of concern of the civil service. Moreso, it centred on the relationship between the higher civil servants and the political leadership which believed they have the mandate to undertake major programmes and policies that affect their government and the majority people of Nigeria. They believed that the Permanent Secretaries and the higher civil servants are wielding more powers which constitute a problem in the realization of their goals and objectives.

Moreover, the civil service despite its structures, rules and regulations, authority relationship based on hierarchy, is still performing below expectation, that was why reforms were undertaken to improve that performance effectively and efficiently. This must have prompted the 1988 and 1994 public service reforms. The reforms undertaken were said to be attempts to deal with domestic source of problems while simultaneously responding to the challenges of the external environment. Generally, the reforms undertaken in Nigeria were more as a result of external pressures in form of transfer of knowledge and financial investment. The Udoji Reform of 1972 – 1974 and the 1988

reforms are typical of this response because of the activities of International Organizations such as the World Bank (WB), International Monetary Fund (IMF), United Nations Organizations such as UNESCO, WHO etc. This could also be said to be the case in the 1999 – 2007 reforms undertaken by President General (Rtd) Olusegun Obasanjo. While Ayida Panel of 1994/95 could be said to be directed at domestic problems and was therefore internally generated by the Government of General Sani Abacha 1993 – 1997 which reacted to failures and problems generated by the 1988 reforms.

The questions to ask are:

Why is it that despite the reforms of 1988 and 1994 the performance of the Nigerian civil service is still low?

To what extent has the public service reforms affect the performance of the Nigerian civil service in view of the training given to the civil servants?

To what extent has the reforms politicized the civil service and thus lowered the performance of the Nigerian civil service in its day to day operations?

What can be done to ensure that public service reform improve the performance of the Nigerian civil service?

1.3 Objectives of the Study

The main objective of the study is to assess the effect of public service reform on the performance of the Nigerian civil service based on the 1988 and 1994 civil service reforms.

Other intermediate objectives are:

i) To determine the extent the two public service reforms affect the performance of the Nigerian civil service.

ii) To determine the extent the public service reforms affected the performance of the Nigerian civil service despite their emphasis on training and development.

iii) To determine the extent the politicization of the civil service by the reforms lowered the performance of the Nigerian civil service.

1.4 Hypothesis

The hypothesis tested in this study were in consonance with the research questions and the objectives of the study. They are:

i) There is no significant relationship between the 1988 and 1994 public service reforms and the professionalism of the staff for effective performance of the Nigerian civil service.

ii) There is no significant relationship between the 1988 and 1994 public service reforms and the training of the staff for improved performance of the Nigerian civil service.

iii) There is no significant relationship between the 1988 and 1994 public service reforms and the politicization of the civil service and its operational performance in Nigeria.

1.5 Significance of the Study

1. To demonstrate how the 1988 and 1994 public service reforms affected the performance of the Nigerian civil service.

2. To demonstrate how training and development has impacted on the performance of the Nigerian civil service as a result of the 1988 and 1994 public service reforms.
3. To demonstrate how the politicization of the civil service by the 1988 and 1994 reforms affected the performance of the Nigerian civil service.
4. To make the study serves as a reference material to the public policy makers and others interested in the performance of the Nigerian civil service.

1.6 Scope

The scope of the study was to assess the effect of the public service reforms on the performance of the Nigerian civil service. However the study covered only the 1988 and 1994 reforms. In order to assess this effect emphasis was laid on the professionalization of the civil service, the training and development of the staff and the level of the politicization.

In fact the reasons for the two reforms were also very significant part of the scope. The justification for the 1988 civil service reform was to professionalize the civil service and civil servant for improved performance in the delivery of service and also to align it with the democratic system of government which president General Babangida envisaged for Nigeria in 1993. While the 1994 Ayida reform on the other hand believed that the 1988 reform was the cause of the low performance of the Nigerian civil service as a result of the politicization of the authority and responsibilities structure of the service and the high level of corruption. It was believed that reverting back to the structure and positions of the top civil servants if properly managed would make the civil service more effective

and efficient in its performance because the authority and responsibility structure were in themselves durable and capable of effective performance of the civil service.

Whatever the rationale for the reforms they actually affected the performance of the Nigerian civil service. In measuring their effects on the service, the Federal Ministries of Health, Education, Finance, Justice, Agriculture and Water Resources, Works and Housing and Office of the Head of Service of the federation, Department of Establishment and Training, the federal civil service Commission and the Bureau for Public Service Reforms were selected. They were selected because their level of performance affected the government and entire social system and the living conditions of the Nigerian people who were to be the beneficiaries of the reforms. They were also among the core civil service institutions with clear lines of authority and responsibility as guided by the civil service rules and regulations, financial instructions, stores regulations, establishment circulars among others. This enabled the researcher to determine if the reforms have indeed achieved their objectives of improving the performance of the Nigerian civil service and the civil servants. The study was committed to the period 1985 – 1997. The choice of the period could be justified because it was during the period that the two reforms were undertaken.

1.7 Limitation of the Study

Obtaining data on the performance of the Nigerian civil service generally has not been easy. The limitation was therefore on my inability to get the most necessary data from the Federal institutions selected for the study. Shortage of time and money also served as hindrance.

1.8 Definitions of Key Concepts/Terms Used

The study adopted operational definitions of the following concepts/terms used in this research and they were as follows:

1.8.1 Public Service:

The concept public service was defined here taking into consideration the relevant constitutional provisions as consisting of the civil service or bureaucracy and the enlarged public bureaucracy.

i) The civil service is a component of the public service which is often referred to as the core service consisting of line Ministries and Extra-Ministerial Departments and Agencies governed by the Civil service Rules and Regulations, Financial Instruction (FI), Stores Regulations (SR), Guide to Procedure (GP), Establishment Circulars (EC) and other regulations.

ii) The second component of the public service is the enlarged public bureaucracy made up of the Police and other security agencies; services of the national and state assemblies, the judiciary, the armed forces, the paramilitary service (immigration, Customs and Excise, Prisons etc), parastatals and agencies including social services, commercially oriented agencies, research institutions and educational institutions etc, Chuks (2006:3-4).

1.8.2 Civil Service:

Civil service or bureaucracy is defined here according to Abdulsalami (2003:4) to mean "the system of man, authority, offices, methods, rules and regulations represented by a complex organization which government uses to carry out its policies and development programmes. While Anazodo et al. (2012:1) referred to the civil service as

"administrative bureaucracy". Opadiran (1990:5) defined civil service as a "sub-set of the public service and constitutes the inner core of the central government. It is made up of the servants of the state employed as civilian, excluding Ministers/Commissioners, cabinet members, Directors General and the Judiciary. The civil service is split into Ministries, Extra-Ministerial Departments and Agencies".

In 2010 Kwaghga (2010:105) defined the civil service as a "body of men and women employed in a civil capacity and non-political career basis by the federal and state governments, primarily to render services in forms of advice, as well as a formulation and implementation of policies of the government".

The above has shown that the civil service includes workers of ministries and extra-ministerial departments and agencies which are paid through the government pursue. These workers are directly governed by the civil service rules and regulations, financial instructions, stores regulations, establishment circulars and other government regulations. The workers of these organizations are called "civil servants".

1.8.3 Bureaucracy:

A bureaucracy is a body of non-elective government officials and/or an administrative policy making group. Historically bureaucracy referred to as government administration managed by departments staffed with non-elected officials. In modern parlance, bureaucracy refers to the administrative system of governing any large institution. Wikipedia.

Weber's ideal type of bureaucracy is characterized by hierarchical organization, delineated lines of authority in a fixed area of activity/action, taken on the basis of and recorded in written rules, bureaucratic officials need expert training, rules implemented

by neutral officials, career advancement depends on technical qualification judged by organization not individual. According to Weber bureaucracy is the key part of the rational legal authority, Wikipedia. Thus, bureaucracies are meant to be orderly, fair and highly efficient.

In this sense bureaucracy can be used to mean civil service as such the two terms were used in this study interchangeably.

1.8.4 Reform:

Reform, in this study, refers to a deliberate attempt to reinvigorate a system or institutions that is near collapse or facing serious decadence, inefficiency, ineffectiveness and low or poor performance, that is preventing it or, slowing it down in the achievement of its major and minor objectives that will transform the system to serve as an engine of growth and development.

Reform according to Green (1976:5) are usually made in order to cure maladministration, increase effectiveness and public responsibility, Olaleye (2001:105) sees reform as an attempt to reconstruct administrative structures and revamp operational machinery and techniques capable of improving organizational effectiveness and efficiency … reforms involves identifying an existing problem and attempt to solve it. Kwaghga (2010:105) said that "on many occasions leaders undertake reforms in order to achieve effectiveness and efficiency" which are central to performance.

1.8.5 Administrative Reform:

Administrative reform was used in this study to refer to perioidic review or a part or whole of the machinery of government in order to give it a direction that would improve performance in achieving the desired goals. It could be turnaround maintenance

to reengineer the administrative structure, its management and functions with improved skills of the civil servants and an effective service delivery as its overall objective. Haln Been (1970:13) argued that administrative reform is an effort to apply new ideas and combinations of ideas to administrative system with a conscious view to improving the system for positive goals of national development.

Quah (1976:6) referring to efficiency and effectiveness engineering in the civil service said "reform is a deliberate attempt to change both the structure and procedure of the public bureaucracies involved in order to promote organizational effectiveness and attain national development goals".

In this study administrative reform, civil service reform and administrative reorganization were used interchangeably.

1.8.6 Public Service Reform:

Public service reform is a deliberate change effort by the government to improve the capacity of the civil service to effectively and efficiently execute programmes and policies of the government and improve the skills and managerial capabilities of the public servants particularly in the civil service which is the main organ that implement all policies and programmes of the government.

1.8.7 Performance:

Performance is very central to the development progress and survival of organization that is why it is accorded with a special place in all reforms of the organization. According to Phillips (1998) "performance is a multi-dimensional phenomenon. Its various elements include effectiveness, efficiency, economy,

productivity, and behavioural performance. Performance can therefore be tangible or behavioural".

Performance is therefore centred on achievements of an organization and individual workers in their output of work. It is measured in order to improve its level. Reforms are therefore made in order to improve the level of performance of both the individual worker and the organization.

1.8.8 Effectiveness:

Effectiveness refers to actual achievement compared with the cost of that achievement during a given period of time. It can be measured by the ratio of actual output or result to target output or result. The higher the ratio the greater the degree of effectiveness is presumed to be. Dotun Phillips (1990:2).

1.8.9 Efficiency:

Efficiency refers to actual achievement compared with the cost of that achievement during a given period of time. It can be measured by the ratio of actual output (or result) to input (or cost). The higher the ratio the greater the degree of efficiency is presumed to be. Phillips, D. (1990:2).

1.8.10 Operations of the Civil Service:

This, refers to the procedure being followed by the civil service in its action or inaction in the practical discharge of governmental responsibilities for the attainment of the civil service goals and objectives. This include its day to day routine works of recruitment, training and development, placement of workers, promotions, posting, performance in the implementation of programmes, monitoring and evaluation,

maintenance of public utilities, regulation of behaviour of works, discipline among others. It is the work ways and methods of carrying out administrative functions.

1.8.11 Assessment:

Assessment in this study referred to the evaluation of an organization measuring its outcome whether positive or negative or both to its clients who are the beneficiaries of the services being rendered by the organization.

1.8.12 Effects:

Effect was used in this study to refer to results, outcome and consequences of action taken in an organization which affect it positively or negatively in its day to day activities. It is a measurement criteria in assessing the activities of the workers in an organization or in the overall performance of an organization. It referred to the tangible outcome of an action or inaction.

1.9 Plan of the Study

In order to carry out the study successfully a plan was made to gudie the research for the study.

The study was carried out by the use of both primary and secondary source materials which would enable the researcher to gather relevant information for the study.

The whole study was structured according to the plan by outlining the statement of the problem, the research questions, hypothesis to be tested and objectives of the study. A review of literature was made to defend most of the statements that were relevant to the study by referring and quoting authoritative sources.

The Max Weber's theory of bureaucracy was used to guide the research. While the methodology adopted concentrated more on outlining the research design,

identification of the population and sample size using the 10 federal Ministries and Extra Ministerial Departments and Agencies selected for the research. The sampling technique used was the simple random sampling of the 300 civil servants of the federal civil service on GL 10 and above. The use of tables, simple percentage and the chi-square statistics in order to analyse the data obtained from the sampled population was used in order to test the three hypothesis adopted in the study by presenting and discussing the research findings.

The variables of performance were discussed in order to assess how the 1988 and 1994 reforms affected the overall performance of the Nigerian Civil Service within the two periods. Based on this the findings of the study were made.

Finally, some recommendations were proffered though which if implemented would improve the level of performance of the civil servants and the civil service.

CHAPTER TWO

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 Literature Review

The literature consulted on the 1988 public service reforms and the 1994 civil service reforms and how they affected the performance of the Nigerian civil service were examined in this chapter. The Nigerian civil service patterned on the Webenian type of bureaucracy no doubt existed and function in complex and dynamic environment. It played significant roles under colonial 1981 – 1960 and post colonial administrations. In the post colonial administration it served both the civilian administration, from 1960 – 1966, 1979 – 1983 and 1999 to date (2014) and the military. In all these periods the civil service was compelled to adopt innovative measures, using its inherent qualities of professionalism, neutrality, veritable structure and hierarchical arrangement based on rules and regulations etc. in order to meet the demands of the changing needs of the time. Its authority relationship, power and responsibilities guided it to be efficient, effective, responsibly and responsive or otherwise. In order to be more performance oriented it had undergone many reforms. All these reforms at one time or the other in its history were undertaken in order to improve its performance as effectively and efficiently as possible. This was based on the notion that "on many occasions leaders undertake reforms in order to achieve effectiveness and efficiency in its overall service delivery". Kwaghga (2010:105). Moreover, conflicts over the internal distributions of power and authority to internal power struggle between the political class and the civil servants on the one hand and between the administrators and the professionals on the other, also necessitate reforms. The strength or weakness of the political leaders also adversely "affects

administrative efficiency and effectiveness". Ademolekun (1975:213). Power sharing between the Minister/ Commissioner and the Permanent Secretary has been the central issues of reforms for effective discharge of government business. In Nigeria "what features in this relationship was constant bickering and friction between these officials". Oshionebo (1990:03). What is of significant to note here is the fact that the civil service is an important tool or machinery that government; federal, state or local government use in putting their programmes and policies into effect or action. As Ebriawa (2009:4) noted that "it is the major component used by the government to implement its policies, actions and programmes". Nwamolue and Chiduban (2012:13) also asserted that "the civil service of any country enjoys efficiency and effectiveness to the extent the government of the day objectively yields to its procedural capacity objectives and bureaucratic stability towards the promotion of sustainable development".

It was against this background that the 1988 and 1994 civil service reforms in Nigeria were analyzed in order to measure their effects on the performance of the Nigerian civil service in its operational capabilities. In this chapter, we looked at the concept of reform, civil service reforms in Nigeria, their origin and development reforms under colonial rule and post colonial. The positions of the Nigerian civil service before 1988 and 1994 were also assessed. Highlights of the 1988 and 1994 reforms were also made in order to measure the effects of the reform. The level of performance of the civil service was assessed by discussing the major variables of performance such as professionalism, efficiency, effectiveness and accountability.

Finally, the Max Weberian theory of bureaucracy was applied for the analysis that followed in this study.

In doing this, an institutional approach was adopted in reviewing the 1988 and 1994 civil service reforms to show whether their objectives were achieved or not. As the two reforms were deliberate attempts to induce certain charges in the civil service institutions and improve its performance, it is pertinent to know what institution building is. This is necessary because it is an approach to the understanding of induced social changes. According to inter-university research programme, cited by Esman (1962:2), institution building means "the planning, structuring and guidance of new or reconstituted organizations which (a) embody changes in values, functions, physical and or social technology, (b) establish, foster and protect normative relationships and action patterns attain support and complementarily in the environment". These are qualities which actually should lay emphasis on performance as the civil service institution is very central to government activities.

2.2 Reform

The 1988 and 1994 civil service reforms were continuation of the reforms that various governments in Nigeria undertook in order to improve the performance and quality of the civil service institution. Essentially, reform of any kind has to do with new methods of doing things in order to achieve desirable goals in an effective and efficient way, with minimal costs in terms of financial and human resources available. Looking at a reform as a concept Quah, quoted by Ayeni (2007:94) describes it "as a deliberate attempt to change both the structure and procedures of the public bureaucracy in order to promote organizational effectiveness and attain national development".

According to Green (1976:46) "reforms are usually made in order to cure maladministration, increase effectiveness and public responsibility". Longe (1986:11)

also says "there is no doubt that the effectiveness of the civil service could be further enhanced if certain aspects of the civil service procedures and processes were reformed and made more responsive …". It must be noted that the civil service reform is a package of policy measures and like any other policy, it has set goals which it aims at achieving. This is so because, the institution of reform measures in a bureaucratic setting presupposes the existence of some deficiencies and the rectification of these deficiencies depends on the successful implementation of the reform goals. These should be the basis for assessing the effects of the 1988 and 1994 civil service reforms in Nigeria.

In discussing about reforms, Yehzku Dror, Masters handout (2002:6), identified some perceived goals of reform. They are:

i) Traditional 'administrative efficiency' is the sense of saving money through formal simplification, procedure change, duplication, reduction and similar organization and methods approaches.

ii) Reduction of perceived weaknesses such as corruption, favouritism, political spoils and so on.

iii) Changing main components of the administrative system so as to meet some ideal image. This include a large variety of main goals such as introduction of a merit service, Planning, Programming Budgeting System (PPBS), moving towards automated data processing and integrated data and information banks, increasing the utilization of scientific knowledge.

iv) Adjusting the administrative system to advancing overriding societal objectives such as accelerated modernization.

v) Changing the division of labour between the administrative system and the political system for instance, in the direction of reducing the power of the senior civil service and making it a more obedient servant of the political process or increasing the professional autonomy of the administrative system and strengthening its influence on policy.

vi) Changing the relation between the administrative system and the population or selected population segments. For example, this can be affected through relocation of decision centres (centralization versus decentralization) 'democratization' in the sense of participation and democratization which ensures that personnel composition is reflective of various population segments.

In studying reforms in Nigeria, one can safely say, the goals identified above are only part of the possible goals of civil service reforms. However, the fifth goal, considering bureaucracy as postulated by Max Weber, has a wider ramification and is critical in evaluating reforms, particularly as it centred on powers, authority, responsibilities and legal basis of individual and their collective roles. This has been the basis of reforms in Nigeria particularly the 1988 and 1994 reforms.

Thus, the Nigerian civil service having operated long under authoritarian regimes, given the local and international transition to democratic governance and given the peculiar nature and demands of a democratic system, the need to reform and redefine the powers/authority of the career civil servant and the political head of the bureau became imperative. This could be evidenced by the 1979 and 1999 constitutions of the Federal Republic of Nigeria, the Decree No. 43 and No. 80 of General Babangida regime and their abrogation through a Decree by General Sani Abacha in 1994.

Therefore reforms involve identifying an existing problem particularly in power relationship and attempting to solve it. That is why Olaleye (2001:105) sees reforms "as an attempt to reconstruct administrative structures and revamp operational machinery and technique capable of improving organizational effectiveness and efficiency". Reforms involve changes in bureaucratic structures, techniques, practice, procedures and behaviours.

In discussing about the 1988 reforms, Ayeni (2001:95) said, "All reforms aim at securing efficiency and effectiveness … to achieve effective and efficient results reforms have had to be effected in the civil service resulting in greater ministerial control of the bureaucracy particularly in matters of financial and administrative responsibilities". That is why he further asserted that "the Nigerian civil service as a sub-system of the public service of Nigeria has been over the years subjected to very many reforms as a result of:

i) Changes in government

ii) Changes in the system of government

iii) Changes in the policies and programmes of the government

iv) Executive pronouncements.

v) Dictates from external organizations like World Bank (WB), IMF etc. and

vi) The need to make the service more responsible, sensitive and effective.

In discussing authority relationship and power of elites in government Caiden (1961:1) categorized the following proposition that could necessitates conditions for reforms.

i) Failure of administration to meet up with its demands.

ii) Administrative incapacity to meet its extra demands.

iii) Inability of any administration to anticipate future demands on its structure.

iv) Failure of the administration to adopt the most effective methods to meet future demands within its functional role".

Whatever could be the rationale of the reform the, relative position and power configuration of both the political elite and the bureaucrat must be the driving force. This is because the nature of their relationships determines the level of the performance of the bureaucracy. Considering the bureaucratic theory, once the bureaucracy is allowed to use its characteristics efficiently then the performance level of the bureaucracy would be very high fulfilling all the needs of stakeholders i.e the political class, the bureaucrats and the public. This is because properly packaged and perfectly implemented reforms prevents systematic or institutional stagnancy and degeneration because according to Max Weber bureaucracy is the most efficient and rational means of administration.

2.3 Civil Service/Administrative Reforms

Civil service is essential for the functioning of government. The civil service has been regarded as the engine room of administration right from the colonial rule. Anazodo et al. (2012:1) vividly showed that "the civil service is the administrative bureaucracy which occupies an essential position in the political system of nations. Throughout the world the contribution of civil service in promoting sustainable and equitable economic growth are receiving increasing attention. Efficient and effective management of the civil service are critical to sustainable socio-economic development of a nation … the East Asian experience has underscored the critical contribution of the civil service in fostering rapid development".

Civil service reforms, therefore, are made necessary for the successful operation of the civil service and for the attainment of governmental aims and objectives. The civil service is expected to give continuity and change to the administration no matter the political scenario and turmoil affecting the government and the country.

Civil service reform, as we have shown earlier, is a deliberate change effort by the government to improve its capacity to effectively and efficiently execute policies and ensure proper operation in the routine tasks. Reform in the civil service has occurred ever since the Chinese invented bureaucracy. They are a continuous process with no general starting point and equally no end, as far as government exists. The civil service in Nigeria has been rendering services for the overall socio-economic development of Nigeria. It has not only placed a pivotal role in designing and activating policies, but also ensured basic delivery of service at the cutting edge of government citizen interface. The role of the Nigerian civil service has been properly identified at a seminar held from 2nd to 4th March 1983 at ASCON. Ayemi (2001:31) at which six of the former head of civil services of the federation took part. It was unanimously agreed that the role of the civil service should include but not limited to the following:

i) To contribute to the formulation of government policy.

ii) To advise government on the full implementation of policy option open to it.

iii) To execute government policy once decided by cabinet.

iv) To provide continuity through reference to or clarification on the basis of past government decision and procedure, which are relevant to an issue under consideration.

v) To protect the public interest and act as the custodian of public conscience.

vi) To play a leadership role within the service and the community as a whole.

The above identified roles of the civil service has made it a strong partner in power sharing, authority and responsibilities and should be considered as necessary thing to consider in all reforms. This also made it to be an important partner in the delivery of service to the people. Supporting the importance of the civil service and its reform measures Satish (2004:24) pointed out that "the civil service as a primary arm of government must keep pace with the changing times in order to meet the aspirations of the people". The purpose of reform therefore is to reorient the civil service into a dynamic, efficient and accountable apparatus for public service delivery built on ethos and values of integrity, impartiality and neutrality, which are among the rational-legal characteristics of bureaucracy. It is this role that the Nigerian people are looking for whenever a reform is undertaken particularly after the Nigerian independence where it concerned more with nation building activities.

Administrative reform has been the centre of the development of the civil service or public bureaucracy in any country. No government fully succeeds in its activities of development without the support and cooperation of the civil service. It is this belief that has been the major force behind the civil service reforms by most governments in power.

Scholarly literature in administration refers to efforts at improving the administrative capabilities of the civil service as administrative reform. Defining the process of reform it could be noted that administrative reform is a deliberate attempt to use power, authority and influence to change goals, structure and procedure of the bureaucracy and therefore alter the behaviour of its personnel. John Qua (1976:4) refers to this efficiency and effectiveness engineering in the civil service as a "deliberate

attempt to change both the structure and procedure of the public bureaucracies involved in order to promote organizational effectiveness and attain national development goals. Been Lee (1970:16) also defines administrative reform as an "effort to apply new ideas and combination of ideas to administrative system with a conscious view to improving the system for positive goals of national development".

Discussing about administrative reorganization (reform) Mosher (1965:11) identified the following as the objectives of administrative reorganization:

i) The need to change operation policies and programmes.

ii) The need to improve administrative effectiveness.

iii) The need to improve performance and welfare of personnel; and

iv) The need to respond to or anticipate criticism or threat from the environment".

The concepts of civil service reform, administrative reform and administrative reorganization are used interchangeably in this study because they all refer to the same thing particularly if one looks at their objectives, goals and aims. That is why Ayeni (2001:9) reflecting on the past civil service reforms in Nigeria said "the goals of reforms may relate to four areas:

i) Reforms may be undertaken to improve administrative effectiveness in response to functions and pathologies of the bureaucracy or public criticism.

ii) Reforms could also be undertaken to accommodate new ideas, values, principles, techniques and modes of behaviour.

iii) Reforms may be institutionalized at any point in time purposely to reorient the bureaucracy towards national goals and aspirations or in relation to changes in the political and economic environments as perceived by the government of the day.

iv) Reforms may also be constituted to improve personnel management principles and techniques.

Based on the above the objectives identified by Mosher (1965:45) the goals of Ayeni (2001:9) etc. one could easily see how related they are in discussing civil service reform/administrative reorganization because they refer to the power configuration and authority relationships which are the whole mark of reforms. Thus, the relevance of the civil service in shaping relationship has been recognized at all times by the leaders in government. In fact because of its relevance, institution in the world such as the World Bank, International Monetary Fund (IMF), Donor and Lender organizations have increasingly paid much attention to it particularly in the 1980s onward. Anazodo et al. (2012:1-2) pointed that "according to World Bank (2002) there is a strong consensus in the international development community on the need for civil service reforms in developing countries". Based on these the critical view point that is the power relation and other actors in the international system, the civil service stands to play a determining role to tilt the balance of power configuration in the relation which strengthened or weakened the civil service of the developing countries. In Nigeria it weakened the system as a result of the involvement of international organizations in the reforms. This is more particularly the results of the 1988 civil service reforms which made the Nigerian civil service more obedient to the political process of structural adjustment programme (SAP) which the government of General Babangida (1985 – 1993) accepted and implemented in the garb of economic development. The acceptance of SAP made the civil service weaker and unable to use its inherent qualities which would make it more efficient, rational and responsive.

In fact the devastating effect of SAP on the Nigerian civil service prompted the General Sani Abacha's regime (1994 – 1998) to undertake reforms. The purpose of which was to revert the civil service to its former position before 1988 where the power relation made the civil service to be much stronger and able to use its qualities once more.

2.4 Reforms of the Nigerian Civil Service Under the Colonial Period (1861-1960)

The colonial administration which started from the annexation of Lagos in 1861 had put some structures for the success of reaping the maximum benefits of the Nigerian resources. As such it shaped the colonial administration to mainly fulfill the tripartite role of taxation, revenue collection and maintenance of law and order. The civil service created was therefore aimed at fulfilling these roles. In fact, the colonial administration made some attempts between 1941 – 1959 at reforming and reorganizing the Nigerian civil service. Some of these reforms were Sir Walter Harragins Commission of 1946, Sir H. M. Foot Commission in 1948, Mr. L. H. Gorsuch Commission in 1954 – 55, Mr. AFF. P. Newns Commission of 1959 and Justice I. N. Mbanefo Commission of 1959. Most of these commissions emphasized the review of salaries and wages, training and recruitment, structure and grading terms and conditions of service etc. in the Nigerian civil service. Thus, not touching the power configuration and authority relationship as the top echelon of the service was dominated by the Europeans.

The effects of Second World War and the inflation that followed, together with the experience of Nigerian veterans of the war compelled the government to set up a commission to review the salaries and wages of the civil servants who were no longer duped by the concept of sacrifice which had been the main issue in convincing civil

servants to participate actively in the implementing of government policies. These factors particularly the continuous agitation of the Nigerians to occupy responsible positions in the services, and the 1945 general strike led to these reforms. The major one was the Harragin commission. Harragin commission was the one that had profound effect on most of the post independence reforms in Nigeria. This commission was appointed in 1945 and had, Sir Walter Harragin a former chief justice of the Gold Coast as chairman, Mr. C. E. Lambart as secretary and Mr. J. E. King as assistant secretary. The commission went to the Gold Coast, Gambia, Sierra Leone and Nigeria where it called for memoranda from interested persons including the civil servants and unions. The commission spent 155 days and collected 240 memoranda in these areas and made 65 recommendations. Prominent among those which had a great impact on the service are:

i) Award of substantial increase in salaries by way of cost of living allowances;

ii) The creation of a higher entry point of salaries for African technical staff;

iii) The introduction of 'expatriation pay' for European officers recruited from outside Nigeria as well as other African colonies;

iv) The creation of two – service structure known as 'senior service and junior service respectively and within the junior service category, a dichotomy between pure clerical grade and the technical grade was made;

v) The establishment of advisory councils patterned after the Whitely council in the United Kingdom to offer advice to the government on all issues relating to the salaries and conditions of employment of civil servants;

vi) The introduction of the civil service examination in the junior service and an emphasis on non-monetary benefits as an important factor in the areas of personnel management and motivation of staff. Chuks (2006:35).

Looking at the recommendations above, some elements of external influences cold be noticed, particularly the influence of the Whitely Council of United Kingdom and the general belief that international organizations could aid and support the civil services of other nations in their development. The American public Administrators who saw the success of the Marshall Plan in Europe after the Second World War, believed that the same strategy could cure the ills of the economy and administrations elsewhere. So there was a lot of emphasis on external involvement in the civil services of the developing countries. According to Ikoiwak and Nze "institutions in the world like the World Bank, the IMF, Donor and Lender Organizations have increasingly paid much attention to administrative reform, particularly after the Second World War, by involving themselves in preaching and selling the idea of efficient and effective civil service particularly in developing nations. It could be pointed out that the absence of salary review in 1988 was influenced by the recommendation (vi) above.

Another important reform of the colonial civil service which had influence in most of the post independence reform was the Foots Commission which was headed by Mr. H. M. Foot the then Chief Secretary of the government. Other members of the commission were five Nigerians (C. Dadi Onyeama, Nnamdi Azikiwe, Muhammadu Ribadu, J. Rosiji Turton and Mrs Onyikan Abayomi) and two Europeans. This Commission was formed as a result of the heighten pressure of the Nigerian nationalist who were craving for more responsible positions in the civil service for Nigerians, that

was why it was popularly known as the Nigerianization Commission. The aim of the Commission was not only to train Nigerians to occupy higher and responsible positions but also for the development and progress of the country. The Commission which was appointed in 1947 submitted its report in August, 1948 with some recommendations amongst which were:

i) Nigerians should be allowed to occupy higher positions in government except where no suitable and qualified Nigerians were available.

ii) Establishment of public service board to select candidates for senior service posts as well as for scholarship and training schemes.

iii) More scholarship and training awards to be provided to workers, including women.

iv) Improve local training facilities in establishment of secondary schools and tertiary institutions.

The reform therefore altered the power relationship by involving Nigerians at the decision making level with effective power and authority to determine the cause of the colonial bureaucracy There was tremendous increase in the number of Nigerians occupying higher positions in the government, particularly with the establishment of University College Ibadan in 1948, in addition to Yaba Higher College in Lagos and Northern Regional Institute of Administration in Zaria. But despite all that there still existed structural imbalance in the civil service. Olusanya (1995:16) observed that "with regard to structure there was still room for reform … because the Foots Commission only made recommendations with regards to Nigerianisation, but did nothing about the structure of the service". Still there was a gap, as there were no middle level officers

occupying the middle level strata of the service. What is important to note here was also about the establishment of the University College Ibadan. It was established as a result of the Asquith and Elliot Commission on Higher Education in British West Africa inaugurated by the British Government. The point being made here is the external influence in the affairs of Nigeria at an early stage whereby those given scholarship overseas and those in Nigeria were all trained to serve the interest of the colonial masters. This orientation has been in the Nigerian elites even after independence.

It was the Gorsuch and Newns Commissions which tackled the structure of the civil service by bridging the gap between the senior and junior cadres. The Gorsuch Commission led to the division of the service into five grades in the administrative and professional classes as follows Chuks (2006:43).

	Administrative	**Professional/Technical**
i)	Sub clerical	Minor Technical
ii)	Clerical	Technical
iii)	Executive	Higher technical
iv)	Administrative	Professional
v)	Superscale	Superscale

This remained the basic structure of the civil service until the Public Service Review Commission of 1972 – 74, the Udoji Commission, which introduced a Unified Grading Salary Structure (UGSS) in 1974. The Newns Commission merged the professional departments with the administrative division and gave the permanent secretary an edge over his professional counterparts. The permanent Secretary not only became the administrative head of the ministry incharge of coordinating the

administrative affairs of the ministry but also served as the accounting officer, the system which continued until it was abolished by the 1988 Public Service Commission Reform in (1988). This equipped the permanent secretary with more powers and authority to oversee the affairs of the ministry and to advise the chief executive on matters of policies and decision making. It has indirectly democratized the decision making process.

However, it was viewed as a general consideration that the Nigerian bureaucrats were not fully incharge of their departments where their influence could vividly be seen or noticed. Oshionebo (1990:3) asserted that "up to 1952, the higher civil servants who at that time were predominantly expatriates colonial administrators, were still incharge of their departments. While they were willing to cooperate with the new ministers, they were still determined to be incharge of both policy and administration. This brought the higher civil servants into conflicts with the new political class, a conflict which was regarded as part of the struggle for the effective transfer of power from the imperial authority to the "nationalists". Thus, as at this point, by 1960 the Nigerian bureaucracy was organized according to the Weberian presentations of "tall and rigid hierarchy, division of labour (responsibility) as manifested in the compartimentalisation of ministries and departments around broadly defined functional areas, the existence of formal rules and regulations (general orders, later civil service rules) which must be adhered to with atmosphere of impersonal relationship …" Ebrawa (2009:2).

The creation of this bureaucracy with its rational structure and standard operating procedures for staff were expected to enhance efficiency and effective performance. The advantages of bureaucracy as a source for effective performance according to Max Weber. Ayeni (2007:28) include "precision, speed, unambiguity, unity, discipline, strict

subordination and knowledge of files". It was based on this qualification, that Ayeni (2007:32-33) further pointed out that by 1960 the civil service in Nigeria "was manned by qualified dedicated industrious and loyal officers. They had security of tenure of service, maintained neutrality and ensured the continuity of the service. The political heads to a large extent, abided by the rules governing ministerial conduct of the adopted British system. They recognized and respected the constituted authority and also the independence of the then Public Service Commission, in the appointment, promotion and discipline of civil servants, with the exception of certain top position in the service as stipulated in the constitution. Even then, there was consultation by the political heads with the then public service commission in the appointment of such positions".

2.5 Reforms of the Nigerian Civil Service After Independence

From 1960 a number of commissions have been set up to review salaries and wages and other terms and conditions of service in the public service. The first major reform of the Nigerian civil service after independence was the Morgan Commission 1963 – 1964 charged with the responsibilities of reviewing the wages and salaries and other conditions of service of the junior employees in the public and private sectors of the Nigerian economy.

The Commission was the first to introduce a minimum wage in Nigeria and that continued up to 1970 when the Adebo Commission was inaugurated to further consider the salaries and wages of the civil servants. But before the Adebo commission, the El-Wood Commission also looked at the grading of posts in the civil service as a result of the Morgan Commission report in 1966. It produced appropriate grading system

uniformly with salaries of officers performing identical duties. It also recommended certain levels of educational qualification for each grade.

The Adebo Commission report led t the abolition of daily paid system and considered the structure of the civil service and recommended the establishment of a public service review commission which would review the structure of the service, develop a new grading structure and undertake the grading of posts on the basis of the new structure. Other recommendations of the Commission were:

i) Performance rating of officers on their jobs rather than their paper qualification or seniority

ii) Training of officers on regular basis;

iii) Parastatals should be given complete freedom to operate outside the civil service.

In fact the establishment of Public Service Review Commission led to the Udoji Review Commission of 1972 – 1974.

It is the intention of this study to consider the Udoji Commission which had serious impact on the 1988 reform, because of the following:

i) Unlike other previous commissions that emphasize salary, this commission went beyond that by emphasizing the strategies for enhanced efficiency and effectiveness of the civil servants;

ii) It produced a structure for the effective management of the public service;

iii) It touched the issue of recruitment and conditions of employment;

iv) Emphasized training and development of officers in the service;

v) Re-graded all posts in the public service with salaries corresponding to grade levels;

vi) The report of the commission was critical of many aspects of the operations of the public services.

Most of these issues were further incorporated into the 1988 civil service reforms whose implementation was partial not completed. This led to another panel i.e the Ayida Panel 1994 to review the 1988 reforms and bring sanity back into the service where the qualities of anonymity, non-partisanship or neutrality and other qualities of the civil service would be observed.

The Ayida Panel of 1994, consisted of erudite and well experienced staff in the running of the civil service. Its chairman was Allison Ayida, a former Secretary to The Government of the Federation and Head of Federal Civil Service. Other members of the panel included Malam Liman Ciroma, a former Secretary to The Government of the Federation and Head of Federal Civil Service, Chief Augustine Adesanya and Alhaji Abubakar Umar both heads of services of their respective state service of Ondo and Bauchi states, and Malam Ibrahim Damcida, a former Federal Permanent Secretary. Their report led to the repealing of Decree 43 of 1988 in January 1995. In their report, it was found out that the Nigerian civil service as an effective, dependable institution has virtually broken down, with no discipline, no financial accountability and probity, over bloating of the civil service, low morale and frustration of civil servants as a result of low level remuneration, insecurity, absence of basic working tools, institutionalization of corruption, duplication of functions, conflict between the civil servants, scant regards for rules and regulations with arbitrary decision and general loss of direction etc. Fika (2009:13) (Daily Trust). In general the recommendation of the Ayida Panel covered so many areas affecting the efficient performance of the service, including stagnation,

security of tenure, roles of Public Service Commission, remuneration, discipline, retirement etc. Most of these problems were considered to be caused by the 1988 reforms, that was why the Decree No. 43 and the amendment Decree No. 80 were immediately abrogated.

2.6 The Position of the Civil Service in Nigeria Before 1988 Reforms

Until the 1988 reforms, the civil service was still organized strictly according to British traditions. It was a political, civil servants were expected to serve every government in a non-partisan way, and the norms of impersonality and hierarchical authority were well entrenched. As the needs of the society became more complex and the public sector expanded rapidly there was a corresponding need to reform the civil service. The Adebo Commission (1970) and the Udoji Commission (1974) reviewed the structure and orientation of the civil service to make it more efficient. Although these Commissions recommended ways of rationalizing the civil service, the greatest problem of the service remained 'inefficiency and red tape'. Again in 1985 a study group headed by Dotun Philips looked into the problems. It was believed that the 1988 reforms, the most current measures aimed at dealing with the problems of the service as of 1990 were based on this report.

Compared with the 1960s and 1970s, the civil service by 1990 had changed dramatically. It had been politicized to the extent that most top officials openly supported the government of the day. The introduction of the quota systems of recruitment and promotion, adherences to the Federal Character Principle and the constant interference of the government in the day to day operations of the civil service,

especially through frequent changes in top officials and massive purges meant that political factors rather than merit alone played a major role in the civil service.

It is often said, it is easier for critics of the Federal Military Government to attack defenseless civil servants than to face those with the bayonets. This was the basis from which external forces were attracted and often invited in to meddle with the affairs of the civil service in the garb of reforming it. This was therefore looked upon from external consultants and their internal collaborators as haven to invest and enrich themselves. On a more serious note, the Cold War served as another avenue for imperial agents to come and integrate the structures and institutions of less developed countries, of which Nigeria is among, to the world capitalist system and its economy. This is vividly seen in the activities of the World Bank, IMF and other Lateral and Bilateral donor agencies. These organizations driven by profit making and the concept of limited government accused developing nations' civil services as inefficient, over bloated and costly. Without doubt, the Udoji Public Service Review Commission pointed out that "of all the various problems facing public management in Nigeria, by far the most serious is the shortage of experienced skilled manpower". The federal government should have paid attention more to the implementation of the relevant Udoji Review recommendations in view of the expanding role of the Nigerian civil service in national development.

There was also the general accusation of the senior civil servants as thieves in the eyes of the public. Even after the 1975, and 1984 purges this accusation lingered on and this had reduced the confidence and commitment of the civil servants and had beclouded its role as representative of the public in the eyes of the public. The accusation still remained as the Nigerian people viewed civil servants not as workers but looters. Ayida,

commenting on the image of the civil servants said not all public officers in Nigeria are corrupt. Indeed, the majority of public officers are honest, sincere and honorable.

From independence to mid 1980s the civil service had developed into a large scale complex organization. The structure and functions have increased with the corresponding task of nation building which included the promotion of national unity, economic and political development among others.

The structure and role of the civil service remained basically the same under military rule. It was divided into administrative and the professional class, the executive class and the clerical and sub-clerical groups. However, the style of administration of each military regime affected the structure and role of the civil service in various ways, culminating in the politicization of the top hierarchy of the civil service as manifested in the 1988 civil service reforms by the General Babangida administration. Any reform of any institution be it private or public, must have guiding reasons for undertaking it. It must have a focus on some areas from various accounts ranging from the government and its officials, to some intellectuals who supported the reform and the private sector and their external partners in form of consultants or advisers was said to be the 'inefficiency and ineffectiveness' of the civil service. Its "unprofessionalism" and "conservatism" and many other criticism were made such as over centralization, hierarchical nature of the structure, conflicts between generalist administrators and professionals and poor management. In fact all this criticism was centered on the power and authority configuration of the service and the intra and interrelationships between the political office holders and the higher civil servants.

In 1985, the Nigerian government under General Buhari constituted a panel to study the Nigerian civil service with a view to reform it. The study revealed a bleak future for the Nigerian civil service. Dotun Phillips (1990) the chairman of the 1985 reform which became the basis of the 1988 reform in one of his papers asserted that "the civil service just prior to 1988 reforms at the federal and state levels was in severely deteriorated condition characterized by:

1. Grossly overstaffed in critical areas.
2. Over centralization of policy formulation, personnel, financial and in general management modalities.
3. Incessant conflict between the administrative cadre and the professional cadres, and between the ruling class and top administrative officials.
4. Unprofessionalism in critical policy making and management areas which were essentially in the control of generalist administrative officers.
5. Virtual absence of appropriate and effective information and data management systems.
6. The morale of staff had plummeted to dangerously low levels, principally due to the general lack of direct, and ascription of credit for good performance."

The perennial arbitrary purges of 1975 and 1984, the perverse application of Federal Character Principles and the persistently relatively low expenditure on facilities by successive governments were also the problem of the Nigerian civil service before 1988 reforms, which directly affected the smooth operations of the civil service.

Chuks (2004:66) in assessing the situation of the Nigerian civil service before 1988 reforms said, "further justification for the 1988 civil service reforms which by

implication were absent before the reforms, was to make the civil service more virile, dynamic, result and development oriented and also to address the problems which had bedeviled the service and impaired its capacity to deliver efficiently, effectively and economically". Ayeni (2007:98) in reflecting on the past civil service reforms in Nigeria asserted that "the civil service before 1985 according to Dotun Phillips, was a battered institution which has virtually lost its vital attributes of anonymity, neutrality and security of tenure, an institution in which morale has reached its nadir in which excessive caution undue … delays have become the hallmarks, an institution seemingly resistant to dynamic changes, an institution which has become the object of constant criticism. Ten years after Udoji Report, the civil service was in a worse shape than ever before with the desirable attributes of results-orientation and development consciousness being far from realization".

The above exposition of those who identified the weaknesses of the civil service by 1988 believed that reforming the civil service was necessary. But it should be noted that whether the Nigerian civil service was weak or strong before the 1988 reforms, it was the desire of the Nigerian Government under General Ibrahm Badamasi Babangida to implement the Structural Adjustment Programme and get some loans that necessitated the 1988 civil service reform, because it was a conditionality of the International Monetary Fund (IMF).

Thus, it was said that prior to the second General Obasanjo regime (1999 – 2007) the civil service institution was characterized by "dereliction of duty, deep seated corruption, very low productivity, over bloatness, inefficiency, excessive bureaucracy, nepotism, unprofessionalism, manual operations, waste and excessively uncontrolled

fringe benefits etc. Mustapha (2008). This accordingly, led Obasanjjo to undertake general reforms of the economy and the public service some of which were, monetization, SERVICOM, Due Process and Public Procurement, Economic Reforms, National Poverty Eradication Programme (NEPAD), and Banking Reforms, among others.

The recent reform introduced by the Head of Service of the Federation, Orosonya in 2009, was also an offshoot of the 1988 reforms which was discarded by the Ayida Panel of 1995 under General Sani Abacha's regime. This observation was made by Adamu M. Fika (2004:12) a former Head of the Civil Service of the Federation. He observed that "the recent reform which fixed tenure of Permanent Secretaries and Directors requires them to retire after 8 years regardless of their ages is said to be an attempt to solve the problems of stagnation and loss of morale in the public service, will unfortunately only take us back to the public service reform of 1988, which created most of today's problem of the service, including stagnation and loss of morale". It showed that by accepting this reform one could clearly see how it offended section 4 of the Pension Act, which provided that "every officer shall retire upon attaining the age of sixty years". The policy also negated one of the fundamental principles of public service, of upholding contractual obligation of government to its employees. It thus violated the security of tenure principle and careerism".

2.7 Highlights of the 1988 Civil Service Reforms

The relevance of the civil service in the operation of government is no doubt significant. All the governments that administered the affairs of Nigeria have recognized this fact. The political leaders also believed that the success of any government in

pursuing and realizing its objectives rely heavily on the role played by the civil service. Thus the operations of the civil service is in no small measure relevant to any activity and success of the government. It is no gainsaying the fact that, any reform that does not help in the smooth operation of the civil service is bound to fail and also be in conflict with the aims and objectives of the civil service and the generality of the public, which the civil service represents in many capacities.

It is against this background that we should look at the 1988 civil service reforms and how it impacted positively and negatively on the operations of the civil service.

2.7.1 Objectives and some major contents of the 1988 Reforms

The major objectives of the 1988 reforms have been presented in the Decree No. 43 and Volumes I and II of the explanatory notes for the reform.

i) Enhanced professionalism

ii) Significant decentralization and delegation

iii) Enhanced accountability

iv) General checks and balances

v) Combination of responsibility with authority

vi) Alignment with executive presidentialism and

vii) Enhanced efficiency, effectiveness and speed of operation.

Of these objectives, enhanced professionalism was by far the most important objective. In fact, in one way or the other, most of the other objectives derived from it. By enhanced professionalism, Dotun Philips (1990) means that "staff should henceforth perform duties in which they have recognized professional and technical competence and that staff who hitherto had not specialized in their duties (that is staff who lack

appropriate and recognized education, qualification, training and technical skills for the jobs they are assigned to perform, and have been moving over time from one professional distinct job to another, and from one ministry to another) should henceforth specialize.

In addition to the above by way of explanation, the Minister for Special Duties, Hamza Abdullahi (1990) identified six modalities to be utilized under the reforms in order to achieve enhanced professionalism and they are:

i) The professionalization of the horizontal internal structure of each ministry, so as to have maximum of eight departments.

ii) Professionalization of the vertical internal structure of each ministry by sub dividing each department into three division i.e a division, branch and sections.

iii) The staff structure in the civil service has been broken down into three professional categories, namely, assistant, officer and director all of different grades.

iv) The staff nomenclatures have been professionalized, such that either the words 'Assistant', 'Officer' or 'Director' is used in the professional title of the civil servant.

v) That staff training is obligatory, and periodic training, is no longer to be sporadic or a matter of patronage.

vi) Each staff is now to normally spend his entire career in one ministry or extra ministerial departments. No more posting of officers to other ministries.

In order to get a comprehensive information on the 1988 civil service reform under the then President Ibrahim Badamasi Babangida, one has to consider the civil service (reorganization) Decree No. 43 of 1988, and volumes I and II of explanatory

notes for guidance on important elements of the civil service reforms. The last two promulgations were issued under section 9(2) of Decree No. 43 of 1988 and therefore have the force of law. This is necessary, so as to avoid the mistake of limiting the reform to the abolishing of the post of Permanent Secretary, the designation of the Minister/Commissioner as the Chief Executive and Accounting Officer of the ministry and the prescription that a Director General should leave office with the administration which appoints him.

As pointed out earlier, the civil service reform of 1988 began with the setting up of a panel headed by Prof. Dotun Phillips to review the structure, staffing, operational modalities, efficiency and effectiveness of the Nigerian civil service. In other words, the Panel was to review everything about the civil service, except salaries as a departure from the previous nine panels since 1946 which have reviewed the civil service and which have tended to be rather preoccupied with salaries and general remunerations. Dotun Phillips (1990).

Another important aspect of the reforms was the implementation committee. Following President Babangida's announcement of the reforms in January, 1988, a Task Force Committee headed by retired Admiral Patrick Koshoni, was set up by the government to implement the reforms. The activities of that task force were transferred to the Federal Ministry of Special Duties in August 1989. Then in October 1990 the responsibility for the implementation and monitoring of the reforms were transferred to the Office of the Secretary to the Government of the Federation.

The time for the gestation of the reform is also a very important element in discussing about the1988 reforms and its overall (general) effects. It has been estimated

that the reform would take about five years (1988 – 1993) to install the reform up to the point at which its expected benefits will begin to accrue significantly.

It is against this background that the 1988 civil service reform should be assessed in order to see how it has affected, positively or negatively the operational performance of the civil service which all considered it to be significant in the achievement of the expected goals of the government.

The main contents which highlighted the 1988 reforms are as follows: (this is done taking into consideration the Decree No. 43 and other documents of the reforms).

The main highlights of the reforms are:

1. Professionalization of the civil service.

This was the major component of the reforms which emphasized that all civil servants were expected to perform specialized or professional functions in their respective organizations, where they were to spend their entire careers without moving from one ministry or extra ministerial department to another. To ensure success in this derive the following changes were effected:

a) The structure of the ministries in terms of the categories of workers was changed, whereby three categories were made i.e assistant, officer and director cadres. The assistant cadre, belonged to all staff on GL 04 – 07, while the officers cadres from GL 08 – 14 and the director cadre GL 15 – 17. These cadres could be recognized by their designation, profession and functions. For example, GL 04 workers were referred to as X Assistant III, GL 05 as X Assistant II, GL 06 as X Assistant I and GL 07 as Senior X Assistant. The X refers to the officers specialized function or profession. Hence GL 06 staff in the personnel department was personnel

Assistant II. GL 07 Senior Personnel Assistant, GL 08 Personnel Officer II, GL 09 Personnel Officer I, GL 10 Senior Personnel Officer, GL 12 Principal Personnel Officer, GL 13 Assistant Chief Personnel Officer and GL 14 Chief Personnel Officer, GL 15 Assistant Director Personnel, GL 16 Deputy Director Personnel and GL 17 Director Personnel.

b) Each ministry or extra ministerial department should have five operational departments, which represented the area of concern of the organization. For example, the Ministry of Agriculture and Water Resources should have departments of Forestry, Fisheries, Veterinary, Agriculture and Water Resources.

c) Each ministry or extra ministerial department and agencies, in addition to the 5 operational departments, should have three management departments namely, personnel, finance and supplies and planning, research and statistics.

d) Each department should be headed by a GL 17/16 officer, branches GL 15 officers and sections GL 14. Thus, each department was divided into divisions, branches and sections.

e) That each ministry was given the powers to appoint, promote and discipline its officers. Thus reducing the powers of the Civil Service Commission. The Civil Service Commission was allowed to retain the authority to appoint officers on GL 07 – 10, which were regarded as points of entry into the service at the senior level. It was also to act as an appellate body; with authority to receive and attend to all petitions arising from appointment, promotion and disciplinary procedures. It was also expected to issue guidelines for appointment, promotion and discipline and other personnel matters.

2. Authority and responsibility

According to the decree "the Minister shall be the Chief Executive and Accounting Officer of the ministry over which he has responsibility and shall be responsible for the general and overall direction, supervision and execution of the policies, activities and programmes of the minister and accordingly, he shall have the power to make regulations for the administration of his ministry, including the recruitment, dismissal and other disciplinary control of its employees, the conduct of its employees, the distribution and performance of its business and the custody, use and preservation of its records, paper and property". Thus, authority and responsibility of the ministry's structures rests on the minister. In order to enable the minister succeed in his activities several qualifications were made on his appointment. To further make him an institution with its powers and respect, some measures were also taken by the reform in order to check him against possible abuse of these powers.

Chuks (2006:70) identified 9 measures put in the documents of the reform with the aim of checking the Minister to avoid possible abuse and they are:

a) That those who possess the relevant qualification and experience were appointed ministers or commissioners of respective ministries.

b) That the minister or commissioner of each ministry should establish and maintain an internal audit unit to provide a complete and continuous auditing of the accounts and records of revenues.

c) The internal auditor should be directly responsible to the accounting officer. He should submit to his accounting officer and the Auditor General a detailed audit

programme. He should also report monthly to the accounting officer as well as the Auditor General on true progress of the audit.

d) An audit alarm system was put in place where the Auditor General was given full powers to stop the payment of any money suspected to be irregularly authorized by the Minister/Commissioner. He was also allowed free access to the President/Governor.

e) To prevent irregular payments before they were made, an Audit Alarm Committee should be established to comprise the Auditor General as chairman, Accountant General and one representative of the President/Governor as members in order to examine all cases of alarm, raised and brought before it.

f) The existing rules and regulations for protection of government revenues and expenditures were still fully in force and were fully applicable to the Ministers/Commissioners.

g) All instructions to expend government money should be made in writing.

h) Monthly financial reports were mandatory.

i) Minister/Commissioners' accountability did not end when he left office. He could still be invited long after he had left the service to defend any uncovered shady deals.

3. Office of the permanent secretary

The office of the permanent secretary was fully politicized and the nomenclature was changed to Director General. Thus, abolishing the office of the Permanent Secretary. The Director General unlike the Permanent Secretary was a political appointee and like Minister should leave office with the government that appointed him. He might however

be reappointed by an incoming administration. He was also regarded as the Deputy Minister. The position of the Director General, according to Jide Ayeni (2007:101) was like that "of the Senior Management Group (SMG) in the civil service of the Untied States of America. It was both political and economic and meant to gear top people in government to action …".

According to the civil service reorganization Decree No. 43 of 1988 (A. 792) the Director General should among other things perform the following duties:

a) The Director General should deputise for the minister whenever he is away from office;
b) He shall normally contribute to policy recommendation meant for the attention of the minister (whenever a director makes a direct policy submission to the minister, the Director General should be so informed…);
c) The Director General should ensure compliance with performance and efficiency targets set for every department in the Ministry;
d) The Director General should evaluate the annual performance of directors and the evaluation will be counter signed by the Minister as the chief executive;
e) He shall be the chairman of the Personnel Management Board (senior staff committee);
f) The Director General shall have the power of approval of expenditure not exceeding N100,000 subject to an annual limit of N1,200,000.00;
g) The Minister should delegate additional functions as he deemed fit to the Director General". Despite the so called checks on the Minister and the Director General the level of corruption increased in the service. Both the Ministers and the Director

Generals were political appointees who should leave their services at the end of the government which appointed them. This made them to use all means of enriching themselves, to loot the public treasure, to accept and give bribes and to give favours even at the expense of rules and regulations.

2.7.2 Staff Training

In an attempt to improve the quality of the service and the civil servants, the 1988 reforms mandated that training of staff should be mandatory and on continuous basis. Training was considered as a measure for crossing over of staff to Directorate Cadre. It was also considered as a criteria for promotion. It should also be designed and mounted based on identified training needs of the employees concerned. The main purpose of this according to the reform, was to ensure that at the end of the training the identified needs or problems would be solved. As such, each employee who attended a training course should be properly assessed in order to measure whether the training had made him more efficient, effective and professional or not. This was to help in appraising the performance of the employees.

2.7.3 Performance Evaluation

To professionalize the civil servants, the 1988 reform, was very emphatic on evaluation and monitoring of the performance of employees in order to avoid redundancy, overstaffing and to ensure that civil servants were capable of executing their schedules of duties. All in an attempt to ensure that the identified targets of individual employees and that of the organization were achieved and realized in good time and with little cost. Thus, making cost effectiveness a priority in the service.

In discussing performance evaluation under the 1988 reforms Chuks (2006:423) says that "in performing this function, target setting was made obligatory. The implication of this is that, every officer was expected to set targets for his subordinates both in quantity, quality, cost and/or time. Directors, who were career heads in the ministry, were annually evaluated unlike in the past when the then career heads – the Permanent Secretaries were never evaluated. Each Minister/Commissioner was expected to submit a report of his ministry's performance to the President/Governor every year. Performance evaluation in the ministry was based on four criteria viz: actual performance vis-à-vis standard set, character traits, attendance and punctuality at work, and leadership performance". Though this sounded good, the performance of the civil servants were not evaluated based on their performance rather they were evaluated based on relationship between the affected officer and the evaluating officer. It there was a sour relation between him and his subordinate pecuniary or selfish interests were employed in the evaluation. In addition there was either poor implementation of the procedure or non implementation at all in most ministries and extra ministerial departments.

2.7.4 Promotion scheme

Promotion according to the 1988 reforms should be considered as a motivator in order to build employees career and also boost workers performance. Therefore, a new criteria was adopted for promotion and scoring employees by their management boards. The maturity for promotion criteria was as follows:

Grade Level 01 – 06	a minimum of two years
Grade Level 07 – 14	a minimum of three years
Grade Level 15 – 17	a minimum of four years

While the criteria for scoring employee eligibility for promotion and general appraisal of his performance in order to qualify him for promotion was as follows:

1.	Performance as assessed by APER form	50 marks
2.	Promotion interview	30 marks
3.	Additional qualification/examination	15 marks
4.	Seniority	5 marks

It was made mandatory for civil servants to be interviewed before promotion. Where promotion interview or additional qualification/ examination was not relevant for a particular type of promotion, the weight for performance as indicated in the APER should be increased correspondingly. It can be noticed that the procedure for promotion identified above sounds very good but unfortunately it was punctured by the Open Reporting System (ORS) which empowered civil servants to accept or reject the assessment made on them.

Another aspect of the reforms, changed the time for promotion by making it mandatory for ministries and extra ministerial departments to carry the promotion exercise twice in a year, with effective dates to be 1st January, of the year and 1st July of the year. Another aspect of the 1988 reform was that, if an employee spent 8 years on one Grade Level without prospects of moving forward should be relieved of his post. This aspect of the reform was not implemented until 2009 by the then new Head of Service of the Federation, Dr. Orosanya and it affected only the Directors and Permanent Secretaries. This further indicated that most of the important aspects of the reforms were not implemented up to 1996.

Dotun Phillips (1990) pointed out that "it is now clear that staff promotion would reflect mainly performance, whilst the element of automatic promotion (after fulfilling the prescribed minimum number of years in the present post) has been removed", but this has not been the case since the 1988 reforms.

2.7.5 Accountability Portion of the Reform

Apart from the checks and balances put in the reform particularly on the minister/commissioner to enhance accountability in the operation of the civil service, there was general appreciation in all the ministry for enhanced accountability over the resources under their control. Thus, as a result of decentralization and delegation or responsibilities in the ministry and on individual civil servant, there was the need to enhance accountability all in order to minimize misuse and abuse of authority. In view of this, the reform viewed the issue from two points (a) accountability for performance and (b) accountability for money.

With regards to (a) the minister/commissioner was enjoined by Para 24 at P.A796 of Decree No. 43 of 1988 to "render annual reports to the presidency on the performance and concrete achievement of his ministry during the year".

With regard to (b) it extended not only to the minister/commissioner but also to the civil servants under him. Thus the decentralized power of approval of expenditure described earlier in this chapter was subject to the stipulation that "each officer shall be held accountable for the expenditure approved by him".

Again, contrary to general impression, the Audit Alarm scheme at P.A798 and paragraph 8 at P.A806 of Decree No. 43 of 1988 was meant to control not only the minister/commissioner, but also all officials having expenditure approval powers.

In order to protect officials whose duty was to issue pre-payment audit queries, to minimize financial abuse, section (v) para 2 at p. 21 of volume II of the Explanatory Notes for Guidance, stipulated that all pre-payment audit queries should be notified to the Accountant General and that of disciplinary action should be taken against any internal audit staff without first obtaining the views of the Accountant General. The inspectorate division of the Accountant General's office was also to maintain constant surveillance of the accounting practices in each ministry all in an attempt to curtail what Dotun Phillips (1990:10) called "financial rascalities" which was prevalent in the pre-1988 period.

2.7.6 The Federal Civil Service Commission under the 1988 Reform

The Federal Civil Service Commission, an institution that has a significant role in the operation of the civil service generally on appointment, promotion and disciplines of civil servant was also reformed, by reducing some of its powers and delegated them to individual ministries. According to the Decree No. 43 of 1988, the Federal Civil Service Commission should be responsible for recruitment of staff into Grade Level 07 – 10 of the service, in doing so, the principle of Federal Character should be adhered to at the point of entry. Thereafter from GL 11 and above all mechanism of criteria for promotion should be based on the usually accepted principle of experience, performance on the job, length of service, good conduct, relevant qualification, training, performance at interview and relevant examinations were appropriate.

The Federal Civil Service Commission should also assume new roles and functions as follows:

a) To set up general and uniform guidelines for appointment, promotion and discipline.

b) To monitor the activities of each ministry/extra ministerial department on appointment, discipline and promotion in order to ensure that the guideline were strictly and uniformly adhered to.

c) To serve as an appellate body for all petitions from ministry/extra ministerial department in respect of appointments, promotions and discipline. The decision of the Federal civil service commission should be binding on all ministries/extra ministerial departments on appeal matters lodged on it, provided that the minister should have the right of appeal to the president.

d) To maintain comprehensive and up to date personnel records for the civil service as a whole.

e) In order to enhance the accuracy of personnel records for pension purposes, the pension office with its large depository of data, is transferred to the Federal Civil Service Commission pending the outcome of the panel to study the nature of and funding of a new pension scheme in the civil service.

f) To restructure and strengthen the Management Service Department and thereafter to constantly review and propose modifications in the operational methods and organizational structure of the civil service.

g) Staff welfare and training should be a shared responsibility between the ministries and the Federal Civil Service Commission. To boost the morale of civil servants each ministry should evolve appropriate staff welfare and training schemes.

h) The compulsory retirement age for all grades in the civil service should be 60 years or 35 years of service, whichever is earlier.

2.7.7 Office of the Head of the Civil Service of the Federation

Despite the significance of this office which was created to decentralize the enormous responsibilities attached to the Secretary to the Government of the Federation who combined his schedule and that of the civil service was abolished by the 1988 civil service reforms, and distributed its duties across the offices of the Secretary to the Government of the Federation, and the Federal Civil Service Commission more particularly to the respective ministries.

To further professionalize the civil service, posting of officers from one ministry to another which was one of the duties of the Head of Service of the Federation (HOSOF) was abolished. Each officer, whether a specialist or generalist, would make his career entirely in the ministry or department of his choice. The professional officers some of which were pooled cadres, such as Accountants, Lawyers, Architects, Quantity Surveyors etc. should operate within the ministries of their choice in accordance with the professional guidelines to be provided by the relevant professional ministry.

Each ministry should undertake the appointment, discipline and promotion of its staff under the general and uniform guidelines provided by the Federal Civil Service Commission.

Each ministry according to the Decree No. 43 of 1988 was restructured vertically and horizontally, to ensure overall management efficiency and effectiveness, high degree of specialization; job satisfaction; optimum span of control and clear lines of authority and responsibility. The organizational structure shall be such that each ministry or extra ministerial department should have the following departments:

a) Department of Personnel Management

b) Department of Finance and Supplies

c) Department of Planning, Research and Statistics

d) Not more than five (5) operations department reflecting the basic functions and areas of concern of the ministry/extra ministerial department

Thus, no ministry or extra ministerial department should have more than eight (8) departments in all. Each department according to the Decree should be sub-divided into divisions to reflect broad professional areas within a department. Each division should be sub-divided into branches and branches should be sub-divided into sections to reflect specialized activities within a sub-professional area.

Again, each Ministry/Extra Ministerial Department should have a Personnel Management Board (PMB). The PMB should have two committees, Junior Staff Committee (JSC) and Senior Staff Committee (SSC).

The abolition of the office of the head of civil service has virtually been the base which impaired smooth operations of the civil service, that was why it was re-introduced by the Ayida Panel of 1994 under General Sani Abacha.

One significant intention of the 1988 reforms was to improve the performance of the civil service and the civil servants. This could be seen in the reformation of the performance evaluation to give more emphasis on jobs performance. Although open reporting system brought about by the 1974 Udoji Reforms survived the changes, there was a shift of emphasis from subjective factors, or attitudinal traits to concrete and measurable factors such as actual work performance etc. with this arrangement. According to Chuks (2006:423) “the civil servants became more confident that their actual performance as against primordial factors were brought to bear on the performance

evaluation process. Corollary to the above point was the new promotion scheme introduced by the reform into the civil service performance as a criterion for promotion was emphasized rather than seniority and the principle of federal character as in the past. This made the civil servant to be more forward looking and result oriented". However, looking at the period before 1994 or from (1988 – 1993) the desired objectives of the reforms were not achieved, because these new innovation were not implemented or bypassed or disregarded by the more powerful political class. This class used primordial factors which further caused havoc in the life of the bureaucracy. It was made to be unable to use its inherent qualities that would make it more efficient, rational and professional.

Moreover, the frequent changing of ministers within the reform period undermined the civil servants morale and confidence to use the newly introduced changes that could make the service perform as expected. In 1993 alone some ministries had three or more ministers.

2.8 The Position of the Civil Service Before the 1994 Reform

The Nigerian civil service before the 1994 Ayida Panel reform was much to be desired. A lot of problems emanated particularly on how the authority and power relation was altered from the previous system. This made the civil servants to suffer which affected their morale, dedication and commitment to the service. This was more particular to the almost total politicization of the service. However, the 1988 reform made attempt to revitalize the system by encouraging professionalism for effective performance. But despite its lofty ideals of efficiency, professionalism, accountability and checks and balances did not achieve its desired objectives. The civil service in this

period witnessed according to Ogunrotifa (2012:26) had little effects and not far reaching enough in making the civil service efficient and other quality service delivery. Several scholars have attributed lack of political will (El-Rufa'i, 2011:7), political patronage, cultural structural and institutional defects Anazodo et al. (2012:4), administrative attitude and behaviour, Eme and Ugwu (2011) and faulty diagnosis and prognosis arising from human resources problems, management issues of leadership, merit pay and related governance reforms, Oluwo (1999:9).

The position of the civil service after the 1988 reform was succinctly revealed by Chief Simon Adebo, a onetime doyen of the Nigerian Civil Service, quoted by Chuks (2006:424). He asserted the reforms this way "subject to the limitation of my credentials, I feel the civil service reforms of 1988 have on the whole damaged the essential structure of the service, its internal cohesion, its morale and inconsequence its capacity to perform as an aid in policy formulation and policy execution to whatever government may be in power". Furthermore, the Decree No. 43 of the 1988 reform, failed to provide adequate basis for instilling discipline in the civil servants. Hence the civil service was criticized in some quarters as the most unproductive sector of the national economy, given the amount of resources expended on it. Chuks (2006:424).

In fact the ills of the 1988 reforms were listed by Ayida (1999:105), they were:-

i) Politicisation of the civil service especially at the top.

ii) Disregard for financial accountability and probity.

iii) Virtual breakdown of discipline.

iv) Imposition of uniform structure on ministries which contributed to the bloating of the civil service.

v) Low morale and frustration of civil servants as a result of low level remuneration, job security, absence of basic working tools.

vi) Prevalence and virtual institutionalization of corruption at all levels.

vii) Proliferation of parastatals in the last decade resulting in duplication of functions, conflict in roles and avoidable waste of human and material resources.

viii) Scant regards for rules, regulations and procedure resulting in arbitrary decisions and general loss of direction; and

ix) Declining level of efficiency and effectiveness in the public service.

Chuks (2006:15) identified some lapses of the Decree No. 43 of 1988 and some of which are:

"Over concentration of powers in the Minister as Chief Executive as well as Accounting Officer of the Ministry. In practice, as witnessed in over seven years of the implementation of the Decrees, the checks and balances desired in any administrative set up were weakened by such an arrangement with its attendant consequences of corruption and other vices. Many Ministers side-lined their Director Generals. For simple reason of advice perceived to be tantamount to a measure of check on the excuses of the Minister. This was one of the factors that led to the dampening outright destruction of the pride and esprit de corps of the officers. The all powerful Minister ran his ministry dictatorially with a few sycophants etc. thereby encouraging indiscipline which eventually rose to an all time height. Sharing of these powers through split in roles is identified as a strategy for checkmating the Minister and his excesses thereby restoring the lost glory of the civil service through reduction in corruption and enthronement of discipline".

Based on the above facts the Nigerian civil service as at 1993 needs reform in order not only to save the Weberian style of bureaucracy but to ensure effective performance of the service. That is why General Abacha on assuming the leadership of the Nigerian nation constitutes a Panel in 1994 in order to review the 1988 reforms.

Performance, effectiveness, efficiency and accountability are veritable qualities of bureaucracy which every organization, public or private, pursue, safeguard, promote and protect. In Nigeria, these qualities were always emphasized in all reforms particularly the 1974, 1988 and 1994 civil service reforms. The 1988 enunciated a lot of innovation with checks and balances in order to promote them but unfortunately most of these innovation were not implemented in the most of the Ministries and Extra Ministerial Agencies. Where they were implemented they were either disregarded, manipulated or not considered at all by the chief executives in collaboration with the top echaelon of the civil service, despite being among the most important objectives of the reform. Thus, the power and authority relations, the horizontal and vertical relationship of the new structure, the performance and evaluation system, the introduction of new management concepts of MBO, PM, and PPBS and the accountability measures did not make the service more effective and performance oriented. In fact by 1993 the Nigerian civil service as characterized by corruption at all levels, indiscipline, abuse of rules and regulations and the application of primodial factors where openly used. It was as a result of this failure that the Ayida Panel of 1994 was constituted not only to check them but eliminate them in the Nigerian civil service. Thus, the 1994 reform brought by the Ayida Panel was deliberately undertaken to bring back the fortunes of the Nigerian civil service which were playing vital role in the overall performance of the service prior to the 1988

reforms. That was why it reverted the power and authority relationship where the top civil servants could play important role in the decision making implementation, monitoring and evaluating policies of the government. This was deliberately made so in order to enhance performance by ensuring proper accountability, discipline, commitment to the service etc. which would make the service more efficient and effective.

Moreover, the architect of the 1994 reforms believed that the Nigerian civil service was fashioned along the lines of the Weberian bureaucracy which have internal qualities that could make the service more efficient and performance oriented. The qualities of professionalism, technocracy, hierarchical arrangement of offices and roles, delegation of responsibility, formal relationship between the superior and subordinate, discipline, abundance knowledge and rationality, division of labour and power, span of control etc. would no doubt make the Nigerian civil service perform more effectively, efficiently, accountability, responsibly and responsive. Continuous training and development, the observance of security of tenure and careerism, neutrality, anonymity, knowledge of procedures, application of motivation factors etc. would also make the civil servants committed to their responsibilities as efficiently and effectively as possible.

2.9 Performance Variables

2.9.1 Performance

The issue of performance and its measurement is also very central to the Nigerian Civil Service. Most of the reforms undertaken before the 1988 public service reforms pointed out the need to improve the level of performance of the civil servants. Performance, as we all know rate an organization to be effective and efficient or not. As such there is a parameter to show high level of performance, a satisfactory level of

performance and low level of performance. It is normally institutionally adjudged that any organization experiencing low level of performance needs to be reformed to inject new ideas, innovation and changes. In fact, prior to the 1988 and 1994 public service reforms, it was noted that the Nigerian civil service was experiencing low level of performance that was why among the objectives of the 1988 public service reform, was to increase its level, for effective service delivery and speed in its operations. The reform was deliberate on taking and providing an induced social change because most significant contemporary changes especially in the developing countries, are deliberately planned and guided and can be distinguished from those that occur through gradual evolutionary process, or as a result of political or social changes and the pragmatic commitment of the government. Thus, at the initial stages of the Babangida's government (1985), it was realized that, the distribution of roles within the civil service, its internal authority pattern and communication system, the commitment of the personnel to the doctrine and programme of its reorganization affected the ability of the Nigerian civil service to carry out the programmatic commitments of the government which was mainly directed on the performance of its organizations particularly, the civil service, which mainly execute or implement the policies of the government. This tallied with the observation of Esman (1962:22) where he said 'extraordinary redistribution and decentralization of power within an organization/institution may facilitate innovation even though these be in violation of long standing norms of legitimacy'.

Performance is a very central issue which deals with many areas of the service of an organization. It normally, touched the structure of the organization, the identification of duties of the personnel, their recruitment, placement, motivation, procedures,

behaviour and conducts their commitment to duties, enforcement of rules, regulations and punishments and many other forms of incentive and reward system. But what is more central to performance is the clear identification of goals and the procedure of attaining them. Thus, performance is more defined on the end results i.e the achievement of the goals and objectives which the organization is established for. What follows next is the instruments for measuring the performance, is it individual or group or both, performance that one is measuring or is it the application of objective based procedure or is it the level of the recipient etc.

According to Montgomeny and Siffin (1966:237) performance in development has several meanings all aimed at realization organizational goals and objectives. The individual workers goals are also very relevant in performance because they are tied with the level of the quality of the organization. Thus, they believed that performance has to be looked at in different perspectives and different dimensions. The first dimension of performance they pointed out "is the extent to which an actor succeeds in his own assigned tasks, such as collecting taxes, building a road, finding jobs for the unemployed. But there is also the extent to which an actor meshes his activities with others according to the prescribed norms of his organization. In this sense the performance of a tax collector is measured by his responsiveness to the policies and rules of his agency as well as by his ability to source revenue". We can accordingly distinguish performance measured by results from performance measured by efforts.

In measuring the performance level of an organization to determine whether it is high or low, Montgomeny and Siffin (1966:237-238) distinguished two aspects of performance levels, "they are distinguished by the words, 'effectiveness' and

'efficiency'. Effectiveness refers to the extent to which action by participants conform to the role expectation of others in the same social system. While, efficiency refers to the extent to which action reflects the predisposition of actors, so as not to produce consequences which negated or frustrated the intended action". Thus, it can be said, when formal means are employed and the desired responses are secured, the resulting behaviour is called efficient. When informal means produce the result wished for the behaviour is called efficient. A high level of performance therefore, results if behaviour is both effective and efficient. Based on this premise the Nigerian civil service can be said at particular times experiences low performance because the civil servants are not allowed to follow strictly the rules and regulations of the service even if the policy for action is recognized and in need of implementation. This was more particularly the case as from 1988.

To raise the level of performance therefore the rules and regulations should made flexible or adjustable for administration so that both individual and organizational goals are harmonized and achieved. Montgomeny and Siffin (1966:247-8) said "the prospects of raising performance levels in developing countries may be enhanced if the scale of formality is moderate (combining formal and informal means, social control and socialization) whereas performance levels are likely to fall if the scale of formality is extreme (relying excessively on either formal or informal means on social control or socialization. Thus, the level of performance increases if there is increase in the level of cooperative behaviour". It is therefore adjudged that in as much as authority and legality are emphasized education and training should also be emphasized so the two could serve as the basis of enhancing promotions. These aspects have been emphasized in the

bureaucracy of the legal rational type. I am sure it was based on this that the 1994 Ayida Reform was undertaken because these elements were emphasized in the Nigerian civil service prior to 1988 reforms. That is why it emphasized bureaucratic authority by reverting to the former system where the bureaucrats are more powerful, rational and responsive.

This position was supported by Ayeni (2007:43) where he asserted that, it appears that public officers in the post 1988 reforms, "knowing that they have godfathers tend to side track laid down financial rules to the detriment of the service. In other words, the spirit of the ideal-type (Weberian) bureaucracy based on legal rationality and characterized, amongst others, by strict adherence to stipulated organization rules – to minimize if not eliminate, endemic corruption and gross inefficiencies – is yet to be imbibed meaningfully by the Nigerian public service outfit". This poor and weak leadership affected the level of performance of the civil service and this necessitated reforms and reforms since the Nigerian civil service has emerged overtime as an important and inevitable organization for the actualization of government programmes and policies as well as an indispensable agent of change and development. It is concerned with the most efficient means of planning and control, and the fact that these processes are often misused and abused by inefficient, corrupt and stubborn officials is not a sufficient case for the total condemnation of bureaucracy.

Discussing about the performance of the Nigerian civil service in relation to the political settings of government Ebriawa (2009:4) said "there is a strong relation between the condition of a country and the performances of its civil service. That there is a strong sense in which a country is a close reflection of the effectiveness, efficiency and

sensitivity of its civil service. It then follows that for the country to experience the best of the civil service, that service must keep up with the societal dynamics taking place in the country as well as reflects the country's diversity in it". It was in attempt to do these that the 1988 and 1994 reforms were undertaken. They should therefore be assessed based on societal nuances of their times. This was vividly shown by Ebriawa (2009:3) where he asserted that "the 1994 Ayida Panel in the course of this exercise found that the Nigerian civil service as an effective and dependable institution has virtually broken down". The government of General Sani Abacha therefore had to arrest this decadence and restore to the service its former position of effectiveness as an instrument for the implementation of government policies.

It is worth pointing out that, the expectation of the 1988 public service reform defined performance expectation in terms of end result or objectives. Keely (1980:39), specified that 'objective-based procedure of evaluation, are best suited' for the Nigerian civil service. According to him, 'objective-based procedures are typically variants of Management By Objectives (MBO) popularized by Drucker and McGregor, as a result oriented strategy of management'. The key steps in the process of the procedure are outlined by Raian in Keely (1980:39) as follows:

i) The formulation of clear, concise statement of objectives.

ii) The development of realistic plans for their attainment

iii) The systematic monitoring and measuring of performance and achievement, and

iv) The taking of corrective actions necessary to achieve the planned results.

The question is, have these steps been taken care of in the 1988 civil service reforms?

Another measure of performance identified for effective human resource management that could be significant in assessing the 1988 public service reforms as it affects the Nigerian civil service is performance appraisal and requiting. According to Schuster (1980:372), "performance appraisal and requiting constitute another key subsystem of human resources management. Once the actual behaviour or performance of human resources has taken place, it is the appraisal and requiting subsystem which measures the effectiveness of that performance, evaluate its value, and provides appropriate reward (or punishment) as payment".

When we talk of performance appraisal, we normally use it to effect promotion, merit raise, transfer, training and placement, punishment and rewards amongst others. All these are based on workers performance. It is this reward for performance 'that reinforces the behaviour (of the personnel). Thus, it is critically important that the appraisal subsystem measures performance accurately and that the requiting subsystem rewards it equitably. This is so, because, the accurate measurement of performance and the equitable reward of performance directly affect the probability that human resources will be motivated to achieve organizational objectives in the future". Schuster (1980:372).

What all these attribute to, is that performance improves productivity and we all know productivity has been a key challenge of the 1980s both in the Nigerian civil service and outside.

It is also worth referring to the contingency approach of Keely (1980:28) which influences administrative practices and behaviours and therefore centre on recruitment, selection and placement, performance appraisal, and personnel development etc. These

are also central to the workings of the civil service and determine its capabilities and performance. He identified three appraisal techniques as follows:

i) Behaviour based procedures, which define performance in terms of observable physical action e.g behaviorally anchored rating scales.

ii) Objective-based procedures, which define performance in terms of end-result e.g MBO.

iii) Judgment-based procedures which define performance in terms of the opinion of knowledgeable observers – multi-rater

Looking at performance, it can be concluded that it is difficult to measure especially in developing countries civil service where results have not been quantified to assess the level of performance. That is why one wonders at what level the Nigerian civil service was branded to be less efficient and effective in its performance. Though Nick Manning et al. (1995:67) pointed out that 'in addition to the well recognized difficulties in assessing organizational performance, quantifying performance of public organization runs into two main problems. Firstly, unlike private organization, public organizations have no single performance indicator that can compare across different types of organization and products such as profit earned or market share. Second, public sector organizations are often dealing in goods of both low contestability and measurability. In such circumstances, it is generally impossible to find performance measures of public sector that satisfy the ideal qualities of consistency, comparability, clarity, controllability, comprehensiveness and boundedness …".

Despite all this, one can conveniently say, though attempts have been made to increase the performance level in accordance with the tenets of the 1988 civil service

reforms, no evidence of attempts to measure it during the period of the reform was made. However, the use of spoils system borrowed from the USA by rewarding political supporters, have really helped to explain the low level of performance among the civil servants. The absence of salary increment has also retarded effective performance as it affected recruitment, promotion and posting etc. in addition for public sector organization such as the civil service which work with public funds, accountability is an important element of performance. Accountability also involves the enforcement of rules and regulations and also transparency in decision making and allocation of government resources. It does not limit itself to auditing of the public accounts and making the audit report available but also a history of regular consultation with the public who are the beneficiary of the performance should be made. Moreover no visible attempt of the institutional environment as it affects the civil service was made to impact on the civil service. We know that performance improves as the institutional environment improves.

2.9.2 Professionalism

The President of the Federal Republic of Nigeria, Ibrahim Badamasi Babangida on assumption to office in 1985, found the government to be besetted with many socio-economic problems, particularly as a result of the 'slow moves' of his predecessor government and its draconian Decrees and the general conditions of living of the citizens of Nigeria. This made him to produce what he believed would improve the situation, bring changes in all the institutions, particularly the civil service which has been the reliable partner in all the development activities of the government. He realized that the functions of the civil service to some extent determined the level of performance and achievements of the government. it was therefore, considered significant in the

institutional changes that his government undertook, that was why enough time was given to the Dotun Phillips Panel appointed to study the structure and workings of the civil service. The result was that the Nigerian civil service was found to have so many problems ranging from its structure, functions, authority, and general operations which made it to be less effective and efficient with low performance, of the civil servants, slow in its action, unprofessionalism of the staff and archaic system of control, accountability, and other checks whose violation have become rampant making the service generally ineffective.

It is true that by 1985 the civil service despite the number of reforms was far from ideal. It was tradition bound, somewhat ponderous and showing sign of deterioration and several undesirable characteristics of which the following were the most prominent; over-centralization, incessant conflicts between cadres, little emphasis on results and concrete performance, counter productive, separation of authority from responsibility at the top most hierarchy, dangerously low staff morale and productivity inappropriate staff development practices. Indeed at that point the civil service was displaying patentability to cope effectively with the challenges of modern complex and development hungry society, Adegoroye (2006:7).

At that time i.e mid 1980s public officials in developing countries, of which Nigeria is among, were viewed as "unskilled, poorly educated and poorly motivated to perform their official tasks". Performance improvements have to be made to align with the modern development challenges.

Abdulsalami (2000:48) observed that it is the view of many observers of the Nigeria Public Service generally and the civil service in particular, that inspite of these

reforms measures (earlier reforms, up to Udoji Commission 1974) the intention of their sponsoring regimes notwithstanding; the central issues (notably, those of efficiency and effectiveness, administrative organization, ethics or orientation etc.) have remained largely unresolved …". He then suggested that "their resolution depend on the value orientation, the political will and commitment of the regime undertaking the civil service reforms".

Another important force which has to be reckoned with in the mid 1980s was the rise in the use of finance capital and globalization which put pressure on developing countries including Nigeria. These external forces put a lot of emphasis on public sector/civil service reforms in the developing countries. As Adegoroye (2006:12) noted "Nigeria also had to confront the external realities of a changing world where the dominant issues were globalization and democracy with pressures being increasingly exerted on public service to render services more competently, diligently and professionally".

The above factors and many others made General Babangida to embark on the 1988 Public Service Reform where in the 1988 Budget speech, introduced the civil service reform through Decree No. 43 with the intention among others, to professionalize the civil service for effective performance, efficient and effective service delivery. According to the Decree and other documents of the reforms, such as Explanatory Notes I and II on the civil Service Reforms and the Guideline for the implementation of the reform, the civil service was to be professionalized. Thus, professionalism had to be enhanced. By enhanced professionalism, Dotun Phillips, the Chairman of the Panel, meant that staff should henceforth perform duties in which they have recognized

professional and technical competence and those who have not must specialize. Administrative officers, who until the reform had been generalists were to specialize in one area of management e.g personnel, planning, budgeting, finance, research, statistics and were to bear functional titles e.g planning officer, personnel officer etc. other areas of professionalization and modalities that would enhance professionalism explained by the Minister of Special Duties, Air Vice Marshall, Hamza Abdullahi in 1990 are:

i) The posting of staff from one Ministry/Extra Ministerial Departments and Agencies to another was stopped.

ii) Each officer whether administrator or specialist would make his career entirely in the Ministry or Department of his choice.

iii) Appropriate pre-entry qualification, in respect to recruitment of staff would be uniformly applied.

iv) The principle of Federal Character would guide entry into GL 07 to GL 10 while experience, merit, performance etc. would be used for future upgrading and promotion.

v) The professionalization of the horizontal internal structure of each Ministry, so as to achieve maximum of eight departments. They were department of Personnel Management, Department of Finance and Supplies and Department of Planning, Research and Statistics and not more than five operational departments in accordance with the specialization of the Ministry of Extra Ministerial Departments. With this horizontal relationship each director can make submission directly to the Director General (Permanent Secretary).

vi) The vertical internal structure was also professionalized by sub-dividing each department into three divisions i.e division, branch and section.

vii) The staff structure in the civil service has been broken down into three professional categories, namely Assistant, Officer and Director all of different grade levels.

viii) The staff nomenclatures were professionalized such that the title 'Assistant', 'officer' or 'director' was used in the professional title of the civil servants.

ix) That staff training was made obligatory and periodic and more organized, no longer to be sporadic or a matter of patronage.

x) No more posting of officers to other Ministries or Extra Ministerial Departments and Agencies. Each staff should spend his entire career in one Ministry or Extra Ministerial Department of his choice.

xi) Each Ministry/Extra Ministerial Department and Agency must have Personnel Management Board, for senior and junior staff.

The main purpose of this reform as explained by the President, and all other documents of the 1988 reform was to professionalize the entire civil service institution, not only to solve the problems confronting it but also to increase the level of performance of the institution and increase the speed of its operation. To achieve this, implementation committee was appointed to ensure that all these reform measures were implemented. This would ensure corporate efficiency and effectiveness in the delivery of services. It was also the intention of the President to make the civil service amenable to the Presidential democratic system of government which he envisaged for Nigeria.

The question to ask now is that, has the objective of professionalizing the civil service been attained? If not what happened?

Looking at the civil service in 1993 and also considering the little activity of the implementation committee one could say that the structural changes brought about by the reform had succeeded sine most of the professionalization attempts were implemented in most of the Ministries and Extra Ministerial Departments and Agencies particularly the 10 selected for this study. However, the question of making them effective in the operation of the civil service remains a contention. This could be seen later in our discussion of performance, efficiency and effectiveness. It should be noted that it was the first time that attempt was made to abandon the traditional role of the colonially oriented civil service inherited by the Babangida regime.

However, it should be pointed out that after a few years of implementation, most of the agents of professionalizing the service were abandoned because of their limitation or sophistication. Among the limitations identified in the Handbook of the Federal Government of Nigeria (FGN), were as follows:

i) There was inadequate knowledge about the provisions of the reforms on the part of some civil servants and top government functionaries.

ii) There is absence of strong commitment on the part of the top government functionaries to the implementation of the reforms, partly, as a result of misconception that full implementation would erode their powers.

iii) There was also, the problem of human resistance to change and fear of the unknown, on the part of many civil servants.

iv) Besides, there were inadequate funds for the introduction and entrenchment of the provisions of the reforms.

v) There was strong deployment of officers to duties not relevant to their academic/professional background training and cognate experience despite the emphasis made on the professionalization portion of the reform.

vi) There was lack of formal programme of implementation, incorporating deadlines and sanctions for infringing the provision of the reforms.

Finally, though there was an implementation committee, it either failed to oversee the implementation or was unable to effectively monitor the implementation of the reforms in all the Ministries and Extra Ministerial Departments. This could be, as a result of frequent changes of where the committee should report its affairs, as the overseeing officers moved from Special Duties, to the Secretary to the Federal Government etc. The overseeing body was changed three times within three years 1989 – 1991.

It could therefore be said that, the objective of professionalizing the civil servants was not obtained within the period of the reform in view of how the civil service was met by the regime of General Sani Abacha as from 1994. Thus, it could be said the "environment has affected the prospects of an innovating institution". Esman (1962:36). This is true, because the way the public perceive the civil service work as 'nobody's work' and the civil servants as corrupt. The honour, respect and the recognition given to them by the public dwindled to the lowest position when compared with the way the civil servants, were looked upon in Nigeria in the 1970s and early part of 1980s, as Omale (2000:42) said may be as a result of the basis of the hierarchical nature of bureaucracy which Max Weber and other Weberian thinkers have advocated to ensure discipline,

coordination, supervision and productivity. According to Ayeni (2007:116), "structure in one sense connotes the arrangement of duties and responsibilities used for work to be done". In this sense structure describes roles and relationships, responsibilities, authority and accountability, all of which raise sensitive human issues of status and power. The structure of the Nigerian civil service has its origin in the colonial period and this has been sustained in all the various governments that rule Nigeria since independence. It was the 1988 reform, which broke away from the colonial structure into more professionally oriented structure which would cater for the democratic system of government anticipated by the President Ibrahim Badamasi's government from 1985 – 1992. Again, the structure of the civil service was further altered by President Sani Abacha's government which considering the failure of the 1988 reforms, reverted the structure of the civil service to be in line with the previous one before 1988. In conformity with the Weberian bureaucracy which make organization rational, efficient, effective, accountable and responsive. This structure was respected and followed by successor governments to today.

2.9.3 Efficiency and Effectiveness

Efficiency and effectiveness are another variables of performance which the 1988 public service reforms has identified as the major challenges of the reform. Professionalization and performance were among the major objectives of the reforms because it believes that enhancing them would make the Nigerian civil service realize its objectives and goals.

In business or private sector activities, profit is used as a measure of performance. This distinguishes it from public organization performance. Public organizations are not

profit oriented as such the measure of profit cannot be applied in measuring its performance.

With regard to measurement of governmental efficiency, Balogun (1975:12) says that, nearly all students of administration and management take the concept of efficiency for granted. It is also accepted that organization which adopt scientific management principles, human relation, or integrationist persuasion agreed on the need for efficiency and effectiveness in organization. But one thing common about them is the little thoughts given to the problems of the criteria for measuring them which will enable one to call public organizations an efficient and effective or otherwise. In fact Balogun (1975:121) asserted that, up till now there is no consensus among management, administrators and practitioners on what efficiency means. We all talk of efficiency and effectiveness every day and in every public service reforms as the magic wand of performance.

Hall and Winstein (1959:71-75) identifies four categories of efficiency and they are:

i) Efficiency in use

ii) Management efficiency

iii) Target or technical efficiency and

iv) Reform on equity capital

The above has shown that efficiency tends to be loaded with values. Alfred deGrazia in Balogun (1975:21-22) calls attention to the value orientation in the definition of the terms "as an instrumental objectives in administration, efficiency means that a given method of performing a task is most pleasing to those controlling the method.

Often pleasing, has to do with material values such as input – output ratios of machines and clerks, but frequently the most efficient way of performing a task is conditioned on a clear triumph of executive interest over the interests of others in general jut as most administrative theory is founded on the maximization of executive control, efficiency is defined by executive values". Based on this Balogun (1975:21-22) identified three types of efficiency:

i) Technical efficiency

ii) Economic efficiency

iii) Operational efficiency which is a combination of (i) and (ii) above.

Technical efficiency is considered as synonymous with effectiveness. Speight (1970:4) asserts that "a machine, an appliance or an organization is technically efficient if it is adequate to the demands made on it". Whereas Balogun (1975:21-22) believes that "organization is said to be technically efficient, if it demonstrates its ability to achieve certain goals with a given amount of resources and within a specific period. This is notwithstanding that goals may change either from the leaders, environment or external interests".

Economic efficiency, on the other hand, is concerned with the economic utilization of resources. In a more general way Speight (1970:4) says that, "an economic system is economically efficient so long as it is technically efficient and also provided it succeeds in rationing out its scarce resources in the most desirable way".

Operational efficiency in relation to governmental organization may be measured by analyzing the factors governing the relationship between administrative inputs and outputs.

Considering these three types of efficiency, some managers believe efficiency to simply mean 'economy' or low input – output ratio, while to others; efficiency is equal to productivity or high input – output ratio. Ideally, there should be no difference between these two indices of efficiency. In other words, organization particularly public organizations should aim at economy and productivity simultaneously. Balogun therefore, says that, "operational efficiency is the most appropriate measure of governmental performance. Thus, operational efficiency embraces both the technical and economic efficiency because, labour, for example, is an input whose value cannot be accurately assessed".

Going by what Balogun (1975:121) has said, one can easily say that, the effects of governmental/administrative actions are generally difficult to measure. This is due to the predominance of value considerations in setting public goals. Thus, the measurement of efficiency entails a close study of socio-political environment. In Nigeria, looking at the various roles public organizations, particularly the civil service, play one can consider that politics, whether in administration or not is a barrier to effective measurement. In fact, this is true, if we consider the political interference in the day to day activities of the civil service. As such, it was the desire of the President Babangida to shape the civil service in such a way that it would serve better under the democratic system of government he envisaged for Nigeria. This was another goal whose desire of its achievement led to the 1988 Public Service Reforms.

In measuring the efficiency and effectiveness of the Nigerian Civil Service, it can be said, that operational efficiency is the best measure of assessing the efficiency and performance of public organization. If that is the case, then the civil service since 1960

has been efficient because most of the goals set for the organization have been met considering the number of infrastructural facilities provided to the public by the various governments. The successes of building roads, health care services, energy in form of the supply of electricity, building schools, communications and other infrastructural facilities can be cited as among the factors which enhance the technical efficiencies of government organizations. It could be said, therefore, that whatever success recorded by various governments in Nigeria, the civil service must have played a significant role.

It is therefore, surprising that whenever reforms are undertaken the Nigerian Civil Service is accused of inefficiency and ineffectiveness and the remedy to that is always to make it efficient or more efficient. In doing this, one could even wonders the criteria of measurement used in proving the inefficiency of the civil service. The so called consultants both from within and outside have failed to forward any tangible criteria they used in calling the Nigerian Civil Service inefficient. Nor the criteria in measuring the success of the changes they forced on the government which could bring the desired efficiency or effectiveness.

Considering the position of the Nigerian Civil Service after the 1988 reforms, the objectives of making the civil service more efficient and effective was not achieved because of the politicization of the service, the reduction of the powers of the federal/state civil service commission and the abolition of the office of the head of the civil service of the Federation. The 1995 Ayida Reforms of the General Sani Abacha's regime testified to this. Moreover, the major problems the Nigerian Civil Service is facing today have their genesis in the 1988 Public Service Reforms which have tremendously affected its performance. The government of Obasanjo (1999 – 2007)

implemented most of the recommendations of the Ayida Panel but with qualitative improvement to reflect the new political dispensation and emerging global changes.

2.9.4 Accountability

Accountability in the Nigerian civil service is often regarded as an element of progress and development. That is why it is always emphasized by the government particularly when it talks of financial accountability. It is always being stated that whenever a new government assumed power it accused the predecessor government of financial recklessness due to poor accountability or poor enforcement of laws, rules and regulations dealing with it. As such public officers become corrupt and engaged in the embezzlement of public funds. Financial management is therefore a critical function that fuels the engine of growth and development of organizations. The 1988 Public service reform was more particular about the civil service that was why it emphasized accountability, both financial and political, on the side of the political executives and financial managers or accountants. It explained clearly who does what and when in order to avoid misinterpretation, manipulations and utter disregard.

According to R. B. Brochington quoted by Osagiede (2000:102) "financial management is that part of the total management function concerned with the effective and efficient raising and use of funds". In discussing about reforms, the issue of efficiency, effectiveness, and performance one has to refer to the level of financial management and accountability, because they are the central measures that enable one to say that an organization is effective and efficient. This shows that there is, a very significant link in all the three. It should therefore be noted that whenever we talk of

financial management, we are not just limiting it to raising and spending of funds, but with the level of efficiency and effectiveness with which these are done.

When we talk of financial management in the public sector, three main elements have to be understood. These elements according to Osagiede (2000:102) are:

i) Determining fiscal policies, a process in which community or political leaders identify the general programme and authorize appropriate action to get them implemented. Thus, issues such as employment, taxation, inflation, revenue raising and borrowing or deficit financing have to be identified and dealt with.

ii) Ensuring accountability, so that public funds are spent honestly and wisely for the purpose duly authorized by the public at large, and

iii) Providing the required organizational structures and controls to effectively carry out the fiscal duties and responsibilities. In short, it is the process by which a governmental unit obtains money and the method employed to effectively control how this money is expended in accomplishing public end.

The major component of these three elements are, taxation (revenue rising) budgeting, accounting, purchasing and auditing etc. However, accountability is the central issue in financial management which should be considered in judging an organization as efficient and effective or not.

Accountability, involves, the establishment of a pattern of control over receipts and expenditure that permits a determination either by the executive arm of government or by the legislature or both, that public funds are used for public purposes and that proper value is obtained for money spent. Osagiede (2000:107).

Accountability, has also been seen as possessing four types of responsibilities which are political, legal/judicial, moral/ethical and financial.

When we talk of political accountability we are referring to the political executives and how they represent the interests of the government and the larger public, because they are neither a function nor a product of the political, administrative, economic and socio-cultural milieu in which the political executive operate. Sankey et al. (2000:15).

The political executive according to the implementation guideline on the civil service reform (1988:7) are in full control and responsible for men, materials and money which are critical inputs in management of the organization. Thus, the political executive must be very responsible. By political responsibility we mean, 'the willingness and ability to render full accounts of one's political stewardship first to the President (or his equivalent in the state) who appointed the Minister/Commissioner, and then to representatives of the electorate in Parliament and finally to the electorate. Sakey et al. (2000:16).

By moral/ethical accountability 'we mean a responsibility borne out of the value for honesty, trust and confidence which provides inner check of the officers. According to McKinney and Howard (1979:417-418), the search for internalized checks of abuses has taken recurring form of establishing codes of ethics for elected officials and public employees. Such codes contain a listing of moral judgments offered as a standard to be followed even when behaviour is not monitored'.

By financial accountability we mean 'the adherence to the control measures for collection, custody and disbursement of monies and materials. Indeed it should include

the adherence to rules and regulations for the recruitment, replacement and compensation of employees which involves the utilization of money and materials. Nonconformity to personnel rules and regulations may lead to wastage of public funds on wrong employees and consequently to financial irresponsibility'. Sankey et al. (2000:19).

All the issues of financial management and accountability in the Nigerian civil service since its evolution, particularly after independence, (1960:65) have been considered by the government. The public and civil servants have recognized them and followed their tenets but still the issue of accountability in the service has not been resolved. This led to sanctions and purges in 1975 and 1984 (to be more specific). They have made attempts for more efficient means to achieve the goals of the government, more particularly the senior civil servants. But unfortunately the civil servants are always pointed out to be corrupt by abusing financial and accountability rules and regulations. For example, Sankey et al. (2000:17) stated that 'research by scholars and experiences of political chief executives have confirmed that the higher civil servants, in general, and the Permanent Secretaries in particular, constituted themselves as unnecessary impediments to the quick formulation and implementation of policies and programmes of both civilian and military regimes'.

This must have prompted 1988 reforms to effect changes and put more checks to ensure effective control and management of funds.

Control has always been a major function of financial management in the public sector. Osagiede (2000:105) asserted that "the structure and complexity of government expenditure and also bearing in mind the protection of public interest, it has always been found necessary to institute a number of control measures in the organization and

administration of government expenditure. The control function is essentially designed to ensure that the business of government as reflected in its expenditure both capital and recurrent is carried out in accordance with laid down procedures, rules and regulations as codified in the existing government financial guidelines".

However according to Riggs (1964:265) "bureaucrats serve as efficient agent of their principals. In other words when the principals know what they want and are able to impose their will on their agents, only under such conditions may it be assured that administrators will devote themselves to the accomplishment of their principled goals, that they will be preoccupied with the quest for more efficient means to achieve these goals and the personnel involved in administration can be regarded as value-neutral and non political". They may therefore be accused by their political heads because of their permanency or when they refused to collude with them, whatever the case may be as shown in the tenure policy introduced by Orosanya, the Head of Service of the federation in 2007.

The 1988 public service reforms, has deliberately considered the relevance of accountability in the performance of the Nigerian civil service, that was why it was designed to strengthen and enhance financial management capabilities in the public sector, civil service in particular. The reform has paid substantial attention to the aspect of financial control and accountability. It produces an institutional framework as a guide for enhancing performance, efficiency and effectiveness in the delivery of service. Some of the guidelines are:-

i) It made the minister as both the chief executive as well as the accounting officer.

ii) The Minister/Commissioner was enjoined by paragraph 24, P.A796 of Decree No. 43 to render annual reports to the presidency on the performance and concrete achievements of his ministry.

iii) Decentralization and delegation of responsibilities in the Ministry/Extra Ministerial departments and Agencies was mandatory and that each officer should be held accountable for the expenditure approved by him.

iv) That all authorized expenditure should be made in writing.

v) An internal audit unit, was created to ensure complete and continuous auditing of the accounts and records of revenues, which should be submitted to the Accounting Officer, Minister/Commissioner, and the Auditor General. The audit should also report monthly to the Accounting Officer as well as the Auditor General on true progress of the audit.

vi) An audit alarm system was installed.

vii) The Auditor General was given more powers and had direct access to the President/Governor.

viii) For the Ministers/Commissioners, accountability did not end when they left office. They could still be invited long after they had left the service to defend any uncovered shady deals.

Despite all the regulations made, still accountability in the service became a mirage, either because they were disregarded or by passed by the chief executives and other higher civil servants, or they were not enforced at all. No officer was caught or given the sanctions described in the reforms. This was true because there existed a lot of frauds and corruption in the service due to the manipulation of all the financial

regulations. In fact, according to Abubakar (1989:8), "the management's performance, with specific regards to finance in most public sector organization in Nigeria has been very poor". Abubakar, further said, "the startling revelations of the various tribunals and commissions of enquiry have shown that the finance functions of accountability and control are not properly performed nor is that of planning and management".

Osagiede (2000:108), also shows that, "the existing institutional arrangement for ensuring control and accountability also appear very weak. Governments annual accounts are routinely in arrears by up to 10 years, while the public accounts committee (PAC) in most states exists merely on paper".

Whatever the case, these positions taken could not be said to have been wholly achieved and this has impacted seriously on the operation of the civil service particularly in the 10 ministries and extra ministerial departments and agencies selected in this study. This was vividly shown in the reports of the Ayida Panel Reform of 1994 which was instituted as a result of the failure of the 1988 reforms and its adverse effect on the Nigerian civil service.

2.10 Highlights of the 1994 Civil Service Reforms

2.10.1 The Ayida Review Panel

The President and Commander in-Chief of the Armed Forces of Nigeria, General Sani Abacha, on ascending the throne in 1993 believed that for the civil service to perform the role it was expected of, a reform had to be undertaken in view of some recognized abnormalities of the 1988 civil service reform and the consequent negative effects it had on the performance and operation of the civil service. On the 10th November, 1994 he inaugurated a review panel on the civil service headed by reknown

retired civil servant Mr. Allison A. Ayida with a focus to identify the current lapses with Decree No. 43 of 1988 and Decree No. 80 of 1993 on the civil service reform. This approach to reforms was applauded because of two main reasons. Firstly, because time was allowed for the implementation of the 1988 reforms during which certain lapses were empirically identified. Secondly, it appeared to be the only reform that was completely initiated and undertaken by internal considerations. It had no dictates of the World Bank or other external powerful capitalist states or organizations. In view of these reasons, ameliorating such identified and obvious lapses would no doubt enhance the performance of the service.

It could be observed that the Nigerianness the Ayida Review Panel had could be seen or noticed in its terms of reference. The terms of reference according to the Main Report were as follows:

i) To examine and properly define the role of the civil service in the executive arm of government and evaluate how well this role has been performed n the past years and factors that have facilitated or inhibited its effective performance.

ii) To re-examine the various provisions of the civil service (reorganization) Decree No. 43 of 1988 and make recommendations designed to ensure improved performance, efficiency and commitment in the service.

iii) To identify the various factors that have led to low morale in the civil service and make recommendations to raise the morale of the staff and give them a sense of security.

iv) To examine the problem of coordination and accountability in the Ministries and Extra Ministerial Departments and recommend how coordination and accountability can be enhanced in the service.

v) To examine the abolition of the post of the Head of Service and the pooling system brought about by the reform since 1988 and to recommend whether it is necessary to restore them, in the case of the pooling system to determine at what level of management it should be effected.

vi) To examine the provisions of Decree No. 43 of 1988 and consider their relevance to the state and local government civil service.

vii) To make any other recommendations which in the opinion of the panel are relevant to its assignment.

Another term of reference was conveyed to the Panel by the Secretary to the Government of the Federation on 10th February 1995 after 3 months of inauguration, in order to reflect what was contain in the Budget speech. In 1995 the additional terms of reference according to Chuks (2004:426) was "to examine the structure of government ministries and parastatals and to further recommend the appropriate manpower strengths of the institution from the point of view of efficiency".

While carrying out its assignment the Panel confirmed what the ailment of the civil service was by identifying the following:

i) Politicization of the civil service especially at the top level;

ii) Virtual breakdown of discipline in the service;

iii) Disregard for financial accountability and probity (despite the numerous checks of the 1988 reforms);

iv) Uniform structure of ministries which contributes to the bloating of the civil service;

v) Low morale and frustration of civil servants as a result of the appalling low level of remuneration, insecurity, absence of basic working tools etc.

vi) Prevalence and virtual institutionalization of corruption at all levels of the service;

vii) Proliferation of parastatals in the last decade resulting in duplication of functions, conflict in roles and avoidance waste of human and material resources;

viii) Scant regards for the rules, regulations and procedures, resulting in arbitrary decision and general loss of direction;

ix) Declining level of efficiency and effectiveness in the public service; and

x) The hardship faced by civil servants moving to Abuja arising from acute shortage of residential accommodation, transportation etc.

The Panel, therefore, based on its findings, made some far reaching recommendations aimed at restoring the lost glory of the service, as well as prepare the service for the next millennium. For the purpose of this study some few of the recommendations would be discussed particularly in relation to 1988 civil service reform.

1. Structured the ministries in accordance with their objectives, functions and sizes, instead of a uniformed structure of the 1988 reforms. Pegged the number of departments to be from 2 to 6. Accordingly the white paper approved that "in any case of expansion beyond the approved structure for the ministry, the additional departments should be cleared with the Head of Service for his comments to the Head of State who in turn if he agrees will present it to the Federal Executive Council for final approval". Departments of Personnel Management and Finance

and Supplies were merged and be known as the Department of Administration and Finance which would have 3 divisions i.e personnel division, budget and general services, and finance and accounts.

2. The minister should be the head of the ministry, while the permanent secretary should be the accounting officer and chief adviser to the minister on policy matters.

3. The title of permanent secretary was restored and should be the accounting officer. He is to be appointed by the president from among serving senior officers of the civil service on the advice of the Head of Service in consultation with the Secretary to the Government of the Federation. He was also to coordinate, supervise and manage human, material and financial resources of the ministry.

4. The post and office of Head of the Civil Service was reestablished as a separate office under the Head of State or the President of the Federal Republic of Nigeria as the case may be, as provided for in the constitution.

5. On the issue of personnel management it was approved that Ministries/Extra Ministerial Department should have the following committees for dealing with personnel matters: (a) Management Staff Committee (MSC) for officers on GL 14 – 17 (b) Senior Staff Committee (SSC) for officers on GL 07 – 13 (c) Junior Staff Committee (JSC) headquarters, for officers on GL 01 – 06 (d) Junior Staff Committee (JSC) local for officers on GL 01 – 06 in out station.

The Federal Civil Service Commission should be represented in the (SSC) of Ministries and pool, while the Head of the Civil Service should be represented in the MSC both as members.

That Ministries should continue to be responsible for the recruitment of staff on GL 01 – 06 while the Civil Service Commission should be responsible for GL 07 – 17.

6. The Federal Civil Service Commission should be responsible for: (a) recruitment of officers on GL 07 – 17 after consultation with the relevant Ministries/Extra Ministerial Department and staff pools. (b) ratification of promotions by the Ministries/Extra Ministerial Departments and pool for officers on GL 07 – 17 (c) in-charge of discipline of all officers on GL 14 – 17. The Commission should also serve as an appellate body on matters of appointment, promotion and discipline.

7. On training and staff development, it was approved that 10% of total annual personnel emoluments be set aside for training which should be shared 50:50 between each ministry and the office of the Secretary to the Government of the Federation and Head of the Civil Service, which will coordinate the centralized training programme. It was also accepted that a senior management course should be introduced for all officers who are expected to attend it before entering the senior management category on GL 14. More funds were also to be given to training institutions like ASCON, Federal Training Centres, School of Radiography, Surveys etc.

8. On performance evaluation, Ministries and Departments should cultivate the practice of setting targets for themselves, their departments, other sub-divisions and individual staff based on the annual budget and evaluating the performance thereafter. That every Ministry/Extra Ministerial Department should submit an

annual report of its activities to the Presidency within six months of the end of the year.

9. On boosting the morale of the civil servants it was accepted that job security should be restored and normal disciplinary procedures should be followed in dealing with erring officers. That, more welfare facilities be given to the civil servants. That the salaries and allowances of civil servants to be substantially reviewed every year in accordance with inflation in the country.

The above elucidation, has shown that the Ayida Panel Reform had successfully tackled issues of the civil service which were either neglected or not implemented in the 1988 reforms. The report of the committee has no doubt brought back the image of the civil service and the civil servants on the eyes of the public. This has also helped tremendously, in the operation of the civil service particularly in discharging its role and upholding its ethics and values. The rearrangement of the powers and authority of the service had tremendously enhanced the inter and intra relationships, vertically and horizontally. This made the civil service to wax stronger and in line with the Weberian model of bureaucracy inherited from the colonial administration. As bureaucracy was looked upon as the most efficient and rational means to gain the compliance of human members. This is because legitimate authority is based on the formal position (therefore legal) of the authority figure coupled with the belief by subordinates that these arrangements represent the best means to achieve organizational objectives (therefore rational). www.google.com.ng

Conformity with the ideal type bureaucracy and implementing all its features overtime would no doubt enhance the performance of the bureaucracy.

2.11 Some Areas of Differences between the Ayida Panel Reform of 1994 and the 1988 Reforms

2.11.1 Authority and Responsibility of the Minister:

The 1988 reform based on Decree No. 43 and other documents of the reform made the Minister as both Chief Executive and the Accounting Officer. The 1994 reform made the Minister as the Chief Executive of a Ministry only. While the Permanent Secretary was the Accounting Officer.

2.11.2 The position of Permanent Secretary/Director General:

The 1988 reform politicized the office and appointment of the Permanent Secretary and redesigned it as Director General. He was to serve as Deputy Minister and to disengage with the government that appointed him. However, the 1994 reforms reverted this by making the Permanent Secretary the Accounting Officer and other powers of administration. He should be appointed from career civil service. He should also be made permanent by not leaving his position with the government that appointed him.

2.11.3 The Head of Service of the Federation:

The 1988 reform abolished the office and transferred its responsibilities to the Office of the Secretary to the Government of the Federation. The 1994 reform restored the office and all its schedule. He was to be appointed from the career civil servants.

2.11.4 Structure of Ministries and Departments:

While the 1988 reform restructured the ministry to have 8 departments and should be uniform in all ministries the 1994 reforms pegged the number of departments to be between 2 and 6 in accordance with their objectives, functions and size.

2.11.5 Personnel management:

The 1988 reform left the personnel management function in the hands of individual ministries, whereas the 1994 reverted the function to the Federal Civil Service Commission and all of its powers.

2.11.6 The Pool System:

The 1988 reform in its bids for professionalism abolished posting or movement of staff from one ministry to another; the 1994 reform reverted to the former position which post staff from one ministry to another in the name of training and gaining of experience.

2.11.7 The federal Civil Service Commission:

The 1988 reform reduced the powers of the Federal Civil Service Commission and transferred them to individual ministries pertaining to appointment, promotion and discipline. It should instead be an appalete body with regards to petition/complaints on issues of promotion, appointment and discipline. The 1994 reform reverted to the former position in which the Federal Civil Service Commission exercise its original powers as an employer for certain grades and cadres of staff for the ministries and departments e.g the recruitment of officers from GL 07 – GL 17 after consultation with relevant ministries and Extra Ministerial Departments and Agencies.

2.11.8 Annual Performance Evaluation:

While the 1988 reform introduced open reporting system of officers, the 1994 reverted it back to confidential and secret system to avoid use of premodial factors and also to enhance performance.

2.11.9 Appointments:

The 1988 reforms empowered ministries to appoint their staff from GL 01 – GL 10. The 1994 reform on the other hand gave ministries the power to appoint officers from GL 01 – GL 06 while the Federal Civil Service to appoint officers from GL 07 – GL 17. And that appointment into the service at entry point should be based on a combination of merit and federal character, while promotion thereafter is strictly on merit.

2.12 The Obasanjo Reforms

General Olusegun Obasanjo who was a military Head of State from 1975 – 1979 on assumption of office as the second civilian executive President of Nigeria in May 1999, recognized the civil service as an institution that would help in the good governance of a nation must be reformed in order to succeed in its arduous task of nation building. Thus the public service he inherited was not performing its best in good governance. Its operation was below expectation. He thus in his 34th yearly conference of the civil service commission in the Federation at Abuja accused civil servants of undermining the country's quest for stability and development. He expressed great disappointment in the very poor performance of the service all over the country.

2.13 Theoretical Framework

The bureaucratic theory of Max Weber was adopted for this study. The bureaucratic theory was developed and popularized by Max Weber (1864 -1920) a German, sociologist and political economist. According to him bureaucracy is the key part of the rational – legal authority. He therefore developed an ideal – type of bureaucracy as a model for organization which if fully implemented would lead to the success of the organization at all times and anywhere.

The theory according to Max Weber makes the bureaucracy to be the "most efficient form of organization". The organization has a defined line of authority with clear rules and regulations which should be strictly followed. Akrani (2011:1) using this model of Max Weber argued that "bureaucracy constitute the most efficient and rational way in which human activity can be organized where hierarchies were necessary to maintain order, maximize efficiency and eliminate favouritism". Wikipedia.

This theory has features which mould the bureaucracy to be efficient and performance oriented which every organization must have. The features according to Max Weber are:

i) There is a high degree of division of labour and specialization.

ii) There is well defined hierarchy of authority, which ensures the supervision of the lower offices by the higher ones.

iii) It follows the principles of rationality, objectivity and consistency.

iv) There is formal and personal relation among the members of the organization.

v) Inter personal relations are based on positions and not on personalities.

vi) There are well defined rules and regulations. These rules cover all the duties and rights of the employees. These rules must be strictly followed.

vii) There are well defined methods for all types of work.

viii) Selection and promotion is based on technical qualification.

ix) Thorough and expert training is a condition in the bureaucracy.

The features of this theory if properly adhered to will make an organization efficient, effective, rational and successful in its control of workers and performance.

Based on this, the theory can be applied in all organization public or private. Akrani (2011:2).

The relevance of this theory to this study is that, the Nigerian civil service or bureaucracy is built on this ethos and therefore have all the features necessary to make the civil service perform effectively and efficiently, which has been the main concerns of the reforms of the Nigerian civil service.

Secondly, the theory is adopted because it will solve the problems facing the Nigerian civil service because of its formalism, rationality, meritocracy and control.

Thirdly, most of the public service reforms in Nigeria, particularly the civil service all aimed at enhancing the performance of the civil service, regulation of the authority and responsibility of all workers and their relationships, promotion of good conduct and discipline of the civil servants, reduce conflicts between the political class and the civil servants, on the one hand and between the administrators and the professionals on the other; regulating the conduct and behaviour of the civil servants at all levels because of the high level division of labour, span of control and specialization. These not only guarantee performance but also proper control of workers for the achievement of the desired goals of the service.

Fourthly, the theory will guide the Nigerian civil service in professionalizing the service because the civil servants need expert training and development which will be the basis of rationality, experience, knowledge, technocracy and continuity which are all needed in the civil service. They are more so emphasized in all reforms of the Nigerian civil service particularly the Udoji Reform of 1972 – 1974, the 1988 reforms and the

1994 Ayida Panel reforms. Thus these components should be properly implemented, monitored and evaluated.

Fifthly, this theory if applied, will reduce the blind competition of the civil servants and the politicians because of the value of well defined hierarchy of authority. This will promote interpersonal relationships between the groups, by sharing the bureaucratic power and authority based on their schedule of duties and responsibilities which will promote a strong formal relationship. It will also promote good understanding between the superiors and their subordinates, because of the defined rules and regulations which cover all the duties and rights of the employees. It also helps in pushing workers towards the attainment of the organization's targets which tremendously improve performance.

Sixthly, observing the features of this theory will improve the productivity of individual civil servants and the civil service in general because recruitment of workers will be based on technical qualification. This will promote meritocracy and eliminate favourism, tribalism, ethnicity, religious bigotry, corruption and the use of other primodial factors. It will also reduce the level of interference of the political class in the day to day affairs of the civil service. Thus, the qualities of efficiency and effectiveness will be maximized.

Seventhly, adherence to rules and regulations would reduce corruption and increase the level of discipline of the civil servants. This is necessary because these rules cover all actions and inactions of the civil servant and the civil service organization. Moreover, the rules will be applied without fear or favour by rewarding the productive ones and punishing the erring ones. This will not only improve the image of the civil

servants individually and collectively but also the civil service institution. This will obviously reduce the specter of reforms in the Nigerian civil service. This is more so because most of the reforms in Nigerian civil service are not fully implemented let alone achieve the desired goals and objectives. Therefore for reforms to achieve their targets, goals and objectives, they must be fully implemented in all specified areas of the service.

Eighthly, if the authority and power relationship as specified by bureaucracy is adhered to will no doubt improve the performance of the service which all reforms, particularly the 1988 and 1994 reforms, in Nigeria, aimed at. The features of bureaucracy also guaranteed smooth vertical and horizontal relationship between workers which in itself enhance understanding, clear communication and encourage discipline which are all ingredients that improve the level of performance of an organization. Thus, conformity with the 'ideal-type' bureaucracy would be the sure answer to the problems the Nigerian civil service is facing today.

Finally, adherence to Max Weber's principle of bureaucracy in the Nigerian civil service will obviously reduce corruption which is the most central issue that affects the level of performance of the Nigerian civil service. This is so because 'public monies and equipment are divorced from the private property of the official" and thus make all workers disciplined and committed to the goals of the civil service and the national goals of government.

The efficiency of Weber's bureaucracy is emphasized because of "its precision, speed, consistency, availability of records, continuity, secrecy, unity, rigorous coordination, and administration of interpersonal functions, personal costs and material

costs". Fry (1989:35). All these are much needed in the Nigerian civil service to make it perform more efficiently and effectively.

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

The title of this study on which the research was carried out was, effects of public service reforms (1988 and 1994) on the performance of the civil service in Nigeria: A Study of selected Federal Ministries and Extra Ministerial Departments and Agencies.

In this chapter, attempt was made to show the plan in which this research or study was based in order to make the analysis that followed. This no doubt guided the research towards resolving the stated problems, i.e the performance of the Nigerian civil service from 1985 – 1997, the period that covered the 1988 and 1994 civil service reforms. These included the design of the research, the population of the research, the areas covered by the research, the sources of data, the method of data collection and the techniques of data presentation and analysis.

3.1 Research Design

In this study, information was gathered as the main source of data through the administration of a questionnaire, personal interview, observation based on the researcher's experience as a senior civil servant, and discussion with relevant organs of the civil service, where applicable, in order to elicit for relevant data on the performance of the Nigerian civil service after 1988 and 1994 reforms.

3.2 Population of the Study and the Sample Size

The population of this study involved senior civil servants of various grade levels from GL 10 – GL 17 of the entire federal civil service which according to Bambur (2010) was 187,876.

Though the opinion of every worker was relevant to this research, not all the workers of the public service were served with the questionnaire, interviewed or had discussion with. Rather, a sample of some senior officers from the civil service of the 10 ministries/extra ministerial departments selected for this study. A total of 30 questionnaires each were administered on them.

Therefore, the sampled population earmarked for the assessment of the effects of the 1988 civil service reforms on the performance of the Nigerian civil service was 300 civil servants from 10 federal civil service organizations selected for this research which were:

i) Federal Ministry of Education

ii) Federal Ministry of Finance

iii) Federal Ministry of Justice

iv) Federal Ministry of Works and Housing

v) Federal Ministry of Health

vi) Federal Ministry of Agriculture and Water Resources

vii) The Office of the Head of Civil Service of the Federation

viii) The Civil Service Commission

ix) The Department of Establishment and Training

x) Bureau for Public Service Reform

While some prominent retired and active civil servants were interviewed on how the 1994 reform affected the performance of the Nigerian civil service. The most prominent was Alhaji Adamu M. Fika who not only served the federal civil service within the period but also wrote a minority report on the 1988 reforms and its effects on

the performance of the Nigerian civil service as fashioned in the form of Weberian bureaucratic organization.

These organizations were selected because of their relevance, spread and duties which impinged directly on the majority of people of Nigeria. They were also essentially governed by or utilize the Nigerian Civil Service Rules and Regulations in all their operations. They therefore have strong relations with the main administrative institutions such as the Federal Civil Service Commission and the Department of Establishment, Training and Pension and Office of the Head of Civil Service of the Federation. In addition they were the organizations whose impact of the 1988 reform on the performance of the Nigerian civil service could visibly be seen.

The questionnaires were distributed considering the size of the workforce of the organization because each organization was believed to have a population that was more than 500 workers. Therefore a total of 300 respondents constituted the sample size. The sample was drawn using simple random sampling from the senior civil servants from GL 10 – GL 17.

The size of a population, according to Yamare (1967) as quoted by Israel (1992:1) can be arrived at thus:

$$n = \frac{N}{1 + N(e)^2}$$

Where:

n = sample size desired (total number of the works to be selected from 10 organizations)

N = total population

e = level of significance

1 = constant

3.3 Sampling Technique

The sampling technique used in this research was a simple random sampling. Though some stratification was introduced in order to capture responses from both the line ministries and extra ministerial departments. It was used in the selection of the institutions administered in the research and in the population of the respondents.

3.4 Sources of Data

Data for this study was obtained or generated from two main sources, which were primary and secondary sources.

3.4.1 Sources of Primary Data

This consisted of data collected directly from the respondents through the administration of questionnaire, interviews, personal observations and assessment based on the researcher's experience as a civil servant. The content of the questionnaire which was the main primary source of data collection was designed in such a way that it was easily understood and replied as it specifically centred on the performance of the Nigerian civil service from 1988 and 1994 reforms. Whereas, oral interview was conducted to some key officers of the sampled institutions to get their responses on the 1988 and 1994 performance of public service reforms, their implementation level and effect on the Nigerian civil service. This enabled the researcher to obtain first hand information from the respondents through the expression of their views and opinions on how the two reforms affected the performance of the Nigerian civil service.

3.4.2 Secondary Source Materials

The secondary data which supplemented the primary was collected from various publications dealing with the subject matter i.e 1988 and 1994 public service reform and their effects on the performance of the Nigerian civil service. This included reports, records, publications, newspapers, articles, magazines, textbooks, journals, speeches, internet, published and unpublished materials, relevant masters and PhD thesis, seminar papers and host of others. The bulk of these materials were gathered from libraries and libraries of the Office of the Head of the Civil Service of the federation, the Federal Civil Service Commission and the Bureau for Public Service Reforms.

3.5 Methods of Data Presentation and Analysis

The methods of data presentation and analysis adopted in this research was the use of simple percentages, tables and the method of chi-square analysis.

The simple percentage was employed for descriptive analysis while the chi-square statistics was used for inferential analysis.

The chi-square test, examines the extent to which the frequencies that were actually observed in the study differed from the frequencies that were expected if the null hypothesis (H_o) was true, (Osuala, 2005:102). This was useful for comparison of observed variation with expected values. Okpo (2008:144).

The chi-square (x^2) technique was used to test the hypotheses of this study. The formula for computing x^2 is as follows:

$$x^2 = \sum \frac{(o-E)^2}{E}$$

Where:

x^2 = chi-square test statistics

o = observed frequency in each cell

E = expected frequency in each cell

Σ = summation of all cells

The formula for expected frequency (E) is as follows:

$$E = \frac{\text{Row i total x column j total}}{N}$$

Where:

N = total of all entries (sample size)

Thus the expected frequently is usually calculated by multiplying the column total by the row total and dividing the result by the grand total for each cell.

The degree of freedom (df) is obtained by using (r-1)(c-1) where:

R = number of row

C = number of column. Osuala (2005:102) Okpo (2008:145) and Kothari (2008:233).

CHAPTER FOUR

OTHER VARIABLES THAT AFFECT PERFORMANCE OF THE NIGERIAN CIVIL SERVICE

4.1 The Structure of the Nigerian Civil Service

The structure of any organization tremendously affects how the organization realizes its objectives. This may be as a result of the basis of the hierarchical nature of bureaucracy which Max Weber and other Weberian thinkers have advocated to ensure discipline, coordination, effective formal relation, supervision, communication etc. which improve productivity and performance. In fact it is asserted that "work within bureaucracy has to be divided rationally into units that can be undertaken by individuals or groups of individuals in a deligent manner. The hierarchical order is necessary for separating superiors from subordinates. Whereas, impersonal rules are meant to ensure that bureaucrats are confined to prescribed patterns of conduct or performance, imposed by legal rules. The rules are meant to facilitate a systematic control of subordinates by their superiors, thus limiting the opportunities for arbitrariness and personal favouritism" Al-Habil (1999:4). Moreover Max Weber said, "the regular activities required for the purpose of the bureaucratically governed structure are distributed in a fixed way as official duties" Shafritz J. M. and Hyde A.C (2012:39).

According to Ayeni (2007:116) "structure in one sense connotes the arrangement of duties and responsibilities used for work to be done". In this sense structure describes roles and relationships, responsibilities; authority and accountability, all of which raise sensitive human issues of states and power which most of the reforms centred their attention on.

The structure of the Nigerian civil service has its origin in the colonial period and it has been sustained in all the various governments that ruled Nigeria since independence in 1960. It was the 1988 reform which broke away from the colonial bureaucratic structure into "more professionally" oriented structure which would cater for the democratic system of government anticipated by the President Ibrahim Babangida government from 1985 – 1993. Again the structure was altered by General Sani Abacha government considering the devastating effect and the failure of the 1988 reforms, reverted the structure of the civil service to its former position before the 1988. This could be as a result of the belief in the Weberian bureaucracy which was famous in the 1970s and early 1980s in administering the country. This pattern of structure continued to date (2014:15). It is against this background that the structure of the Nigerian civil service was discussed in this study, in order to see its relevance to performance and general operation of the Nigerian civil service.

As earlier pointed out, the success in the operation of any civil service lies in its structure and the work ways of administration. This to a large extent will determine the smoothness of the service delivery of the civil service or its continuous conflicts and ruggedness. To understand this, we have to look at the structure of the colonial and post colonial Nigerian civil service.

The colonial administration from 1861 when the protectorate of Lagos was annexed to 1960 when Nigeria was given its independence, emphasized the hierarchical structure of authority which virtually excluded the Nigerian people from participating in administrative decision making. It operated according to Balogun (2004:24) on the

notion of "separating policy making from policy implementation and the political neutrality of the civil service personnel".

The civil service of the colonial period composed of two broad categories. The first, was the senior service and this position was occupied only by the Europeans. The second, was the junior service occupied by Nigerians and other Africans and was divided into the clerical grades, technicians, artisan grades and the daily workers or casual lebourers. Whereas, the senior service was divided into administrative/professional grades and the executive/sub-professional grades. This structure describes the Nigerian civil service during the period preceding and immediately after independence. Balogun (2004:26).

The colonial government appointed the Foot's Commission, to look into the recruitment and training of Nigerians in the civil service in order to allow Nigerians fill vacancies in the government establishments, except in cases where Nigerians were not available. The purpose, was to maintain the structure of the service even after the departure of the colonial officers.

In 1954, with Nigeria becoming a federation, the unified civil service metamorphosed into a central civil service and three regional services of the North, East and West, each being autonomous. The Phillipson-Adebo Commission, also recommended additional measures towards the Nigerianization of the civil service, while the Gorsuch Commission 1954 – 1955 examined the structure and remuneration of the new federal and regional civil services. According to Balogun (2004:6), Anyebe (2004:8), Chuks (2004:23), Gorsuch Commission, was in addition charged with the responsibility of providing a structure of service that would include executive grades and

the middle level management positions. It also led to the reclassification of administrative and professional class into five categories as follows:

	Administrative	**Professional/Technical**
i)	Superscale	Superscale
ii)	Administrative	Professional
iii)	Executive	Higher Technical
iv)	Clerical	Technical
v)	Sub-clerical	Minor Technical

Since then, ministries were arranged to include the professional and administrative sections. The Ministry, was headed by a Permanent Secretary, who has the power of general supervision of the entire Ministry and at the same time acted as chief adviser to the Minister. He was both the head of the Ministry and the accounting officer. He was therefore the leader of the civil servants and in charge of policy of his ministry, implementation of policies as well as in charge of the economy and efficiency of the ministry.

It was not only the structure was inherited from this period; there were other qualities of the service which were inherited which were also the basis of the British civil service. Some of which were, anonymity, careerism, security of tenure of office, impartiality, neutrality and continuity which enabled the civil service to serve different governments with different political complexion.

The study of the structure and the role of the civil service in national development under military rule, 1966 – 1997 exposed that, the structure and role of the civil service remained basically the same under the military rule with the division into administrative

and the professional class, the executive class and the clerical and sub-clerical groups. Though this structure remained the basis of the civil service since the 1966 period it was one way or the other affected by the various governments.

The structure was first affected by the unification of the civil service and the abolition of the position of ministers by the Ironsi administration in 1966. This was later resisted and abolished as a result of the Northerners' reaction to the system which led to the overthrow of the regime.

The General Gowon regime, 1966 – 1975, saw the re-emergence of the influence of the civil servants in decision making and the general running of the government. For instance, top civil servants became members of the Federal Executive Council (FEC) alongside their Commissioners/Ministers. Thus altering the structure.

During the regime of General Murtala/Obasanjo 1975 – 1979 attempts were made at curtailing the powers of the top civil servants by using University dons and members of the private sector in its policy formulation processes. It also purged the civil service in 1975 in an attempt to make the civil service more efficient and responsive and less corrupt and influential. Thus, strengthening the structure, this was considered as the beginning of the problem of performance of officers in the service.

The 1979 – 1983 saw another change in the structure, particularly where the 1979 constitution separated the office of the Secretary to Government with that of the Head of the Federal Civil Service. That all Permanent Secretaries should be appointed and deployed to any Ministry by the President. This continued up to 1985 when the Dotun Phillips study panel was appointed by General Buhari government to study the civil

service with a view to reviewing it. The Panel was to study the structure, staffing and operations of the Federal Civil Service and make appropriate recommendations.

Organization structure which is specifically concerned with roles, authority relationship and flow of communication does necessary affect the performance level of the organization. The relevance of structure to professionalism and performance as expected by the 1988 Public Service Reform could easily be noticed, that was why it must be redesigned or modified to meet the changing circumstances being faced by the civil service. However, the change brought for the civil service must be developed within the framework or an understanding of the history, development and characteristics of the service. This would make the service has clear division of labour and also provide tenure for its personnel in particular Ministries and Extra Ministerial Departments and Agencies, so that they can specialize, to improve their expected performance. Henry Fayol, a reknown authority in management in his principles of management, observed that, tenure is necessary, because time is required for an employee to get used to new work and succeed in doing it well.

Discussing about the structure and functions of the civil service in Nigeria, Abdulsalami (2000:49) said "the civil service was geared to nation building i.e the promotion of national unity and of the economic, social and political development of the nation. As the functions and responsibilities of the civil service increase, corresponding changes in its size, complexity and structure will be expected to take place in order for it to justify its existence and for it to be able to maintain an acceptable minimum level of effectiveness and efficiency".

The Nigerian Civil Service experienced changes in its structure as a result of reforms, all in an attempt to fulfill the function of a change agent that would tally with the aspiration of the people and the government of the day. Abdulsalami (2000:49) identified some key political and economic factors have had far reaching effect on the structure of the Nigerian Civil Service which are:

"(a) The attainment of independence, which brought in its wake, high expectations on the part of the citizens for accelerated improvement in the economic and social conditions of living.

(b) The creation of more states and local governments necessitated the establishment of independent services for the new states and local government areas. This has brought about a phenomenal increase in the size and number of the civil services.

(c) The phenomenal increase in oil revenue beginning in 1972, which has enabled government to embark on a wide array of development projects and programmes in various fields, this in turn necessitating the expansion of existing bureaucracies, and the creation of new bureaucratic agencies.

(d) Military rule - for nearly two out of the three decades since independence, this country has been ruled by the military. The fact that officially, Nigeria continued to operate a federal system of government notwithstanding the military style of administration, has led to federal dominance vis-à-vis the states and local governments".

Following the report of Dotun Phillip's Commission, President Babangida in his 1988 Budget address announced some fundamental changes in the structure of the civil

service, which entirely affected the operation and performance of the civil service. Some of these changes were:

a) Made the Minister as chief executive and accounting officer of the ministry.

b) The full politicization of the post of Permanent Secretary now renamed Director General.

c) Politicization of the appointment of the Director General who replaced the Permanent Secretary.

d) Professionalization of the civil service.

e) The decentralization of powers of appointment promotion and discipline of staff to the Ministry under general and uniform guidelines by the Federal Civil Service Commission (FCSC).

The civil service was to be professionalized in the sense that civil servants would not be posted from one ministry to another. Making their career to be entirely in the ministries of their choice i.e in one ministry. Furthermore, appropriate pre-entry qualifications should be uniformly applied, while the principle of Federal character should guide entry into grade level 07 – 10. In addition, experience on the job performance, relevant qualification, length of service, training and other merit criteria were to guide upward mobility etc. The structure of a ministry became as follows:

Unit	Headship
Department	Director GL 17
Division	Deputy Director GL 16
Branches	Assistant Director GL15
Section	Chief X Officer GL 14

The structure produced in the 1988 reforms was intended to abolish the former structure inherited by the Babangida administration in 1985 and also to resolve the various conflicts existing in the service for improved productivity and performance of the civil servants. In order to achieve that, a new and comprehensive structure was introduced which was envisaged to impact positively on the entire operations of the civil service. The 1988 reforms therefore categorically stated that the structure should henceforth be:

i) The horizontal internal structure of each Ministry or Extra Ministerial departments and Agencies should have maximum of 8 departments, each headed by a Director who could communicate directly to the Director General and or Minister.

ii) The vertical internal structure divided the department into subdivision i.e division, branch and sections.

iii) The staff structure was broken down into three professional categories namely, Assistant, Officer and Director all from different grade levels.

iv) No more posting of staff. Each staff should spend his entire career in one Ministry or Extra Ministerial department and Agency.

v) It abolished the office of the Head of Service of the Federation or state as the case may be, and transferred its services to the office of the Secretary to the Government of the Federation or state and the Civil Service Commission.

vi) The powers of the Civil Service Commission were reduced.

vii) That each ministry and extra ministerial departments and agency should have two management boards for senior and junior staff.

The merit of such structural arrangement in modern organization, according to Aighewi and Obaitan (2000:84) is that, "it accords each ministry a relatively high degree of autonomy, which Clark and Wilson, have pointed out to be very essential for organizational survival. They argued further, that, autonomy in this case refers to the extent to which an organization possesses a distinctive areas of competence, a clearly demarcated clientele and membership and undisputed jurisdiction over a function, service, goals, issue or cause. Such an autonomy also gives organization a reasonably stable claims to resources. Resources which may include issues and causes, as well as money, time, effort and means". Thus, with regard to staff matters each ministry has a relatively high level of autonomy over their personnel management matters.

Referring to the newly introduced structure, Abdulsalami (2000:53) pointed out that, with the successful implementation of this portion of the reform "will mean the end of class system in the Nigerian civil service and particularly the end of the concept of generalist administrative class in the service and all that it stands for. The structural changes enunciated in the reform were expected to do away with the established civil service system derived from the British colonial model characterized by a class and closed career service".

The main goals of 1988 reforms were to improve the quality of the service and the performance of the civil servants and to make the operation of the service more pragmatic, with speed, professionalism and efficient and effective in its service delivery. It was also aimed at participating in the global management revolution and democratization effectively.

The structure identified above, was really implemented but the goals of doing that have not been seriously attained, as no positive report has been submitted to that effect, up to 1994 when the Ayida Panel was constituted by General Sani Abacha government which reverted the structure to pre 1988 position.

4.2 Size of the Nigerian Civil Service

The size of the federal civil service experienced growth from independence in 1960 to date. As pointed out by Anyebe (2004:2-3) "the size of the federal civil service grew from less than 30,000 at independence in 1960 to 45,154 n 1970, leaping to 98,877 in 1974 and 213,802 in 1988 and peaking in 1990 to 273,392". Adegoroye (2006:4-5) in assessing the Nigerian Public Service as at 2005 said "Nigeria had total or 2,267,492 civil servants including the federal civil service, the states and local governments". However, Sani (1999:182) in his study showed that "the federal civil service growth was 63,734 in 1970, 133,906 in 1975, 231,802 in 1980, 225,892 in 1985, 287,533 in 1990, 197,200 in 1993". (Sani, 1999:182).

It is true that the civil service of Nigeria witnessed growth, more with the creation of states and local governments from 1963 to 1996, which added to the total number of civil servants in Nigeria. According to Anyebe (2004:2-3) and Adegoroye (2006:6) from 3 regions in 1960, the Nigerian Civil Service developed to 4 regions, in 1963, 12 states in 1967, 19 states plus the FCT (Federal Capital Territory, Abuja) in 1976, 21 states plus the FCT in 1987, 30 states plus FCT in 1991 and 36 states plus the FCT in 1996, with 774 local governments councils as from 1996. These states and local governments have to create independent civil services. This has therefore brought a phenomenal increase in the size and number of the civil service, albeit civil servants. The wide ranging roles of

the governments and the new functions of the civil service also helped in the growth of the size and number of the civil servants due to the establishment of more and more Extra-Ministerial Departments and Agencies. So also ethno-regional political competition and the patronage system are a major influence on the civil service size. The resources and availability to pay, have also significantly influenced the size, cost and growth of the civil service. The existence of unhealthy incidence of faceless 'ghost workers' added its own strain on size and cost of the civil service, (Sani, 1999:182).

Looking at these figures above, one can say that the issue of bloated size of the civil service considering the population of Nigeria, which is today, according to the last 2006 census exercise, was more than 150,000,000 and the functions of the (civil service) Ministries and Extra Ministerial Departments and Agencies, is merely a farce and a style used by multilateral and bilateral consultants to reap away the resources of Nigeria. Whatever the case is, the figures quoted above considering the population of the nations and the demands for progress and development, it can be said the civil service is even understaffed. Sani (1999:183) in his research, has aptly shown that, "contrary to the outcry of bloated civil service by officials, Nigeria has been grossly understaffed by civil servants who have been over stretched beyond what their numerical strength can cope with".

The issue of size of the civil service not only in Nigeria but in other developing countries has been over-exaggerated by international consultants and imperialist institutions. Looking at most reforms initiated in the developing countries, whether internally or externally induced, the issues of the size of the bureaucracy has been the main focus of the multinational agencies. The World Bank, International Monetary

Funds, (IMF), the United Nation Agencies, other Bilateral and Multilateral Agencies and Foundations like the Fords Foundation, the Rockefeller Foundations etc. tend to point out to these countries (developing countries) that they have to trim the size of their bureaucracies and to cut down budgetary expenses associated with it. This is a fact even when the size of the civil service is not enough or is manageable. However, most countries including Nigeria at all times, particularly in the 1980s – 2000s, believed in this and adopted the conditionality of these multinational and international organizations and proceeded ahead in reducing the size of their civil services which really affected the performance of the civil service. Even though we know that quality of the civil servants is the most important aspect of personnel management.

In Philippines for example, one of the civil service reform strategies that has been adopted and applied by the Philippines government is reorganization. The assumption is that government or the bureaucracy has become very inefficient and ineffective because of its size. Others would contend that it has become bloated with so many personnel who cost much and did little. This has led to the efforts of reducing the size of the bureaucracy by abolition structures or units. The same thing in Ghana, Thailand, New Zealand, Egypt and some Latin American countries at that period. Denhardt R. B. and Denhardt J.V. (2009:369) in New Zealand among the most significant reforms, the government redeveloped its personnel system as an attempt to make top executives more performance oriented, instituted a comprehensive performance measurement system based on a new process of measuring the productivity and effectiveness of government agencies.

What is more important about the size of the Nigerian civil service is the link it has with performance. Performance, is not measured by number of workers an organization has but how effective they are in executing their duties and responsibilities. The issue of overbloateness which has been referred to in the Nigerian civil service and consequently which was seen as anathema to the effective and efficient service delivery, is also contestable. The above has shown that the Nigerian Civil Service is actually understaffed, considering the new functions assumed by the civil service which was mainly geared to nation building, progress and development of the country. It is believed that personnel management becomes properly effective when the organization has both the quantity and quality of its workforce. Considering the growth of the civil services in the federal, states and local governments, and the new functions of the government which is very dynamic and seriously needed, one can say that the poor performance experienced by the Nigerian civil service is as a result of understaffing. The number of the existing civil servants, is not adequate enough to cover the new programmes of the government. As such, they are overstretched which automatically affect their performance. This is true, because the primary responsibility for performing the core economic management functions of the government and for providing service delivery to the society rested in the performance of the civil service at all levels, because it is more mature than the private sector which is normally being compared with.

The 1988 reforms, despite its emphasis on professionalism, performance, accountability and effective service delivery did not emphasize the size of the civil service, nor embarked on purge, and retrenchment of the civil servants. In fact, because of its institutional innovations, more civil servants were recruited to fill the vacancies

created in the new programmes of the government such as the National Directorate of Employment (NDE), Directorate of Roads and Rural Infrastructure (DFRRI), Directorate of Mass Mobilization popularly called Mass Mobilization for Social Justice and Economic Recovery (MAMSER) among so many socio-economic innovations. What the reforms emphasized were more related to proper recruitment, adequate training and effective management of personnel, materials and public funds. It was at this period that the number of the civil service reached 287,533 as evidenced by Sani (1999:183).

In addition to the above, if one considers the rise in the population of the nations and the new roles assumed by the government, the civil service has to be increased commensurably. This confirmed the reason why the government is the largest employer of labour in the country. Even though there are places or instances where a relatively smaller civil service supported effectively and successfully performs wonderfully in its services e.g Japan.

4.3 Recruitment in the Nigerian Civil Service

Building a motivated and capable civil service requires merit based and non-discriminatory recruitment, which should rest on the absence of political patronage, by observing transparent rules and procedures. Subsequently, important elements in meritocracy and the motivation of employees are the opportunities for promotion, recognition and reward of performance, inter-sector mobility, placement in right jobs and the scope for skill upgrading and self-improvement which obviously impacted positively on the operation of the civil service and its overall performance. This is the cure of the Weberian bureaucracy which the Nigerian civil service was fashioned since 1960.

Promotion – with its higher emoluments and enhanced status – remains a key element of motivation. Seniority and merit should therefore be the basis for promotion. Singapore, for example, consistently promotes people entirely according to merit and it is common to see younger officers supersede more senior, but less competent officers. Malaysia, follows a system of promotion and annual salary progression based upon new performance appraisal and remuneration system and also the building of careers, Satish (2004:11). So also the recent reform in Hong Kong civil service, mandated that, the civil servants would be recruited on a permanent basis but their continuation in the job would be subject to verifying the performance indicators from the time to time. Satish (2004:11). In Nigeria during the colonial period recruitment was based on the colour of your skin that was why all the senior positions were occupied by the European Ayeni (2007:41). It was only during the nationalists agitation that some Nigerians were recruited to hold senior positions. After 1960, when Nigeria was given its independence though merit was considered important, regionalism and ethnicity also served as the basis of recruitment into the Nigerian civil service. This explained the dominant positions of the southerners in the federal civil service, all in the garb of being educated at the expense of northerners who were largely not exposed to western education very early.

Another blow in the nature of recruitment of civil servants came in 1988 and after. Looking at Nigeria particularly from 1988, political interference has severely dented the professional fibre of the civil service and affected the merit procedure of recruitment, which had spiral effect on the performance of the service.

The politicization of the civil service under the 1988 reform has seriously affected the neutrality of the civil servants. Neutrality of the civil service especially at the highest

levels of policy-making and programme formulation is important, particularly in democracies where leaders are changed periodically. This neutrality is an instrument for preservation of democracy which has not been rejected outright in considering the civil service of nations, particularly the developing ones. This is because, senior officials are professionally and morally obliged to provide their political leaders with policy alternatives based on sound arguments, relevant proceedings and sustainability in the context of changing political environments. It is essential that they do so however from non partisan positions. The use of federal character policy, has in Nigeria promoted selfishness and sectionalism in the recruitment of civil servants. Nepotism, favouritism and cliquism has added its impetus in recruitment. The politicization of the position of permanent Secretary and in fact all categories of officers is today rampant and pervasive. All these, affected the recruitment of officers in all the tiers of government, the federal, state and local governments and this has tremendously affected the effective and efficient, transparent and honest operation of the civil services.

What should be noted generally on recruitment in an organization, is that, the way employees are recruited also has additional value to performance. According to Nic Manning et al (1995:28) "merit based recruitment obviously lead to and improves performance, while recruitment using primodial factors lowers or retard performance". Sighting Bolivia for example, he says that "for the Bolivian Public Sector, performance is a function of 11 (eleven) different components of institutional environment". The first he mentioned among them "is proper recruitment and merit based existence rule in recruitment".

The human resource development programme is a vehicle for developing personnel competence; skill and understanding to enable the organization achieve its mission and goals. All these depend on how well the personnel are recruited. This is necessary because the human capital is recognized as the most reliable agent of growth, change, innovation and development. Its influence leads to increased efficiency and productivity, as such its active management has indeed become a challenge" Dada (2006:2).

In the recruitment process, the implementation guidelines of the Decree No. 43 specifically stated that as regards to the issues of selection "eligible candidates for appointment shall be interviewed by appropriate personnel management board. Solanke (2000:74).

The 1988 reforms made attempt to decentralize the system of recruitment for accountability and effective performance. This led to the reduction of the powers of the Federal Civil Service Commission (FSCS) and other Commissions in the state and the local government and also laid emphasis on the power of delegation. It increased the powers of individual ministry/extra ministerial departments and agencies and created two management boards for senior and junior staff to handle the personnel matters of their staff. They could recruit officers from GL 01 – GL 10. While making the FCSC to monitor the advancement and promotion of officers from GL 10 and above, based on performance, conduct, experience and other meritorious qualities. The reforms in addition introduced a new form of reporting system called Open Reporting System (ORS).

The whole idea of this new policy is, to "ensure that skilled and thorough recruitment is carried out, so that in the end, efficiency and high standard of performance will be enhanced in the civil service". Solanke (2000:72). The Federal Character principle was manipulated as a result of the prevalence of ethnicity, tribalism, regionalism, religious bigotry and other primodial factors, due to the influence of the Ministers, Director Generals, Senior officials, politicians and other elites in government. This not only affected the recruitment procedure but lowers the standard of performance which seriously affected the entire operational capabilities and performance of the civil service. This no doubt was the basis for the Ayida Panel Reform of 1994 by the succeeding government of General Sani Abacha.

4.4 Rationale for Administrative Reforms

At whatever level you talk of administrative reforms, one has to look at the rationale for undertaking it, which is normally the major focus of any government. Various reasons are given on why administrative reforms are undertaken, ranging from external or internal pressures or both. It is imperative therefore to discuss this in order to be in a better position to judge the success or otherwise of the reform and also see the extent of the pressures on the government and the interest of the pressure groups be them internal or external and how they affected the performance of the Nigerian civil service.

4.4.1 External pressures

During the past two decades i.e from 1980, countries of the Third World which often are called the developing nations have been influenced by the impact of globalization and technological development, social and economic consideration are becoming even more complex due to the political processes and political development

within the countries and in relation with other nations; competition for international investment and economic growth; and increased external pressures for bureaucratic reforms, because they believe the traditional administrative mechanisms are no longer appropriate to the nations an world situations. As such, policies and efficient bureaucratic services are needed to bring the countries to the stage where they could compete with others.

Even as bureaucratic reform measures are being gradually developed and implemented, the problems accumulate until significant pressure is put upon the governments at various times to streamline, modernize and improve its administrative systems to cope with the demands of a rapidly changing economy, a burgeoning, private sector, and greater expectation of the populace for efficient public services and government's support for it. The international agencies of capitalism, are at the fore front in the campaign for participation of these countries into global competition, even if the countries have not reached the level of such competition. The World Bank, the IMF, the United Nation Agencies, International Foundations such as Ford Foundation and Rockefeller Foundation, are seriously putting pressures on these countries to globalize Anazodo et al. (2012:1). To do that, they should undertake reforms of various dimensions particularly administrative, economic and political. That was what happened in Thailand in the last 20 years starting with the organization of State Administration Act in 1932. The government organization act and the civil service act 1991. In Ghana in the 1980, where they got consultancy assistance and United Kingdom Training Awards, supported the wider World Bank Civil Service Reform Programme. The main focus was to improve the efficiency and effectiveness of

Ghana's civil service … rationalizing the size of the civil service, rationalizing and improving salary and grading structures. Both Thailand and Ghana, proved that their reforms were externally driven and lacked the full commitment of their people.

In Brazil, it was mainly influenced by the Organization for Economic Cooperation and Development (OECD) particularly Great Britain (GB), and particularly, in 1980, during the Cordoso Administration (Bresser-Pieira, 2003:10).

In Nigeria, the 1988 civil service reform was essentially externally driven because of the pressure to make Nigeria receive IMF loan, and assistance from other donor agencies. The acceptance of SAP was the main reason behind the 1988 reform in order to fulfill the conditionalities of IMF.

Generally, according to Shepherd (2003:2), there is a strong concern in the international development community on the need for civil service reform in developing countries. As it is believed, the civil services of the more advanced countries enjoy merit selection, insulation from undue political influence and the extent possible, arrangements to promote productivity of the civil servants. He therefore believes that the civil services of the developing countries tend to be large, under paid and politicized. Senior cadre lacks the professional depth and often fails to provide any chain of continuity in government over the longer term. As a result delivery of public service tends to be inefficient and often beset by corruption. External pressures for reforms in the developing countries have been mounting particularly from the last two decades. Shepherd (2003:2) falls in this group where he asserted that "in the last decade or two, we have come to recognize the salience of institutional factors in economic and social development and the consensus view is that reforming the civil

services of developing countries more or less according to the model provided by the advanced countries would be central to making governments more effective. Hence, the call to depoliticize the civil service in these countries" (developing countries).

No doubt these institutions are built to function within the indigenous societies without the participation of foreign technical personnel assistance. According to Esman (1962:36) "foreign technical assistance has been an important element in the institution building process in recent years; both because the change models have been influenced by foreign and usually western experience and because foreign personnel have participated sometimes as managers but generally as advisors in these projects. The foreign assistance staff/advice provided the main model for change". This conception might have informed the Nigerian leaders to seek for International Monetary Fund (IMF) loans and to go for Structural Adjustment programme (SAP) as a gateway for solving the Nigerian socio-economic problems.

The institutional leadership in Nigeria regards both the technical assistance, personnel or advice and essentially as change agents working towards common purposes. This regard could be as a result of two things and they are:

i) They are duped with the belief that they cannot succeed in their reforms programmes without the support of external forces; and

ii) Because they want to collude with the foreign partners/advisers and their internal collaborators for their own selfish ends.

In Nigeria at that time (1980s), the outsiders did not hold positions of authority; instead they were change agents, sources of pressure and influence, working on indigenous holders of influence and power; sometimes with limited advisory instruments

and at other times with somewhat more persuasive financial instruments at their disposal. This was really the position in Nigeria from 1980s – 1990s. As the situation has changed, the foreigners could not physically dominate Nigeria and occupied positions of authority, they used persuasion, through the use of financial capitalism to convince the leadership to embark on changes. Thus the evidence of false paradigm is very glaring.

The period 1980s – 2000 has been characterized as the period in which international organizations such as the International Monetary Fund (IMF), the World Bank (WB), other sister organizations such as the London Club, the Paris Club and other multinationals have greatly influenced the economic, political, social and administrative affairs of all developing countries mostly in Africa, Asia, and Latin America. Most of these influences were in the way the countries were lured, and cajoled by these international organizations to accept, adapt and adopt their policies on management of resources, etc. all in an attempt to integrate their economics into global capitalism. They were doing this in the garb of helping these poor countries to resolve their crises of underdevelopment. Most measures they sold to these countries were through giving them conditionalities, with the promise that if these conditionalities are implemented loans and financial assistance would be given to them. This therefore, made these countries rushed for such loans, by accepting the Structural Adjustment Programme which was forced on them. In order to fully appreciate the predicament of the third world countries, which accepted the Structural Adjustment Programme and their effects, there is need to know these World Bank, IMF conditionalities.

Some of the conditionalities of IMF/World Bank Structural Adjustment proposals for all borrowing countries according to Eunice Ofori a postgraduate student, Nonzin

University of Science and Technology Peoples Republic of China, and Onimode (1992:4-5).

i) Monetary austerity which tightens up the money supply to increase internal interest rates to whatever heights needed to stabilize the value of the local currency.

ii) Fiscal austerity which increases tax collection and reduce government spending dramatically – this is where civil service reforms are made as a condition.

iii) Privatization which directed at the sale off of public enterprises to the private sector.

iv) Financial liberalization which aimed at reviewing restriction on the inflow and outflow of international capital as well as restrictions on what foreign businesses and banks are allowed to buy, own and operate.

These are among the most fundamental conditionalities prescribed for all borrowing countries, only when their governments signed and agreed to this structural adjustment agreement then the IMF agreed to:

a) Lend money to prevent default on international loans that are about to come due and otherwise would be unpayable.

b) Arrange a restructuring of the country's debt among private international lenders that includes a pledge of new loans. Hankel (1999:76).

The effects of these conditions can be disastrous to the local economy and plunge it further into economic misery. It is shown that when the internal interest rates increase, local people cannot pay off existing debts and the price of borrowing from banks increases. As a result, local business default on their debts and cannot borrow more

capital in order to expand and increase production. The government also increases taxes on its already strained population, while reducing government spending on education, agriculture, health and welfare. As a result national output slows down; peoples quality of life earning capacity drops. When this happened countries are encouraged to remove trade barriers in order to allow foreign (usually western) companies to dump their excess goods into the local markets. It is usually not called 'dumping' it is called 'promoting free trade' or better still encouraging competition within the local market.

It is thus, impossible for local firm and products to effectively compete, as the foreign goods are cheaper (because they are heavily subsidized in their home countries) and are more abundant (i.e they flood the local market). 'Poor countries' must export more in order to raise enough money to pay off their debts in a timely manner.

In fact proponents of the 'false paradigm' contended that the debt crisis in Africa could be perceived from the extreme dependence of Africa's economies on international competitive economic conditions over which they had little control. But the liberal economic theory, talked a lot about the way the developing countries could attain development by adopting economic liberalization which would help in the increase of flow of foreign investment into the developing countries, as a result of easing of trade and exchange restrictions. Thus, "the increase in the activities of IMF, the World Bank and recently the G7 is indicative of the influence of liberal economic internationalism in the post cold war period in Nigeria and elsewhere". Ikejiaku (2008:4).

In fact, this conception and belief led to dependence of the Nigerian nation on international institutions, such as the World Bank and its mother countries. Thus, perfecting imperialism and its consequent exploitation. Talking about exploitation, and

dependence as a result of financial imperialism meted to third world countries of Africa, Asia and Latin America. Jhingan (1997:5), pointed out that, "all foreign aids which is a foreign capital outlay, enter into countries of the third world in form of 'private or public capital' 'bilateral hard loans', 'bilateral soft loans', 'multilateral loans' and 'intergovernmental grants', lead to dependency because the donors insist on aid trying conditions to the purchase of goods and services at costs much higher than the competitive market detrimental to national interests of the recipients of Aids, loans etc". Thus, at whatever level or at anytime loans are accepted they entangle the political, social, economic and administrative institutions of the developing nations (third world countries) into the world financial imperialism. But unfortunately, these developing countries as a result of the activities of their few liberal economic elites and their political leaders go for more loans hoping that this will improve the situation and realize economic growth.

In reality, the net effect is that, holes are continually knocked into the pockets of these poor countries and the degree of impoverishment is growing more, until they acquire the psychological impression that the only way they can support investment is through foreign loans – loans which once acquired are swept away by worsening balance of trade.

These developing countries such as Nigeria, Ghana and Brazil go for more loans hoping that this will help improve the situation. This is the most painful thing in the history of IMF and its relation with poor countries. Most of these countries, particularly in Africa, are lured into liberal economic theory and they succumb to the conditionalities of the IMF and the Structural Adjustment Programme. This is how Nigeria succumbed to

this, particularly on how it embarked on the civil service reforms which politicized and rocked the civil service of Nigeria, as part of the conditions of SAP.

Structural Adjustment Programme generated intense debates, riots and demonstration in Nigeria (in the mid 1986 – mid 1988) among some of the enlightened Nigerian, shaped the internal control, internal markets and Nigeria's relationships and its overall economic policies. So, one cannot successfully discuss the affairs of Nigeria from 1986 – 1996 without making serious reference to International Monetary Fund and the consequent Structural Adjustment Programme, one of the main conditionalities of the IMF and World Bank, in granting loans and financial assistance. It can rightly be said that, the 1988 civil service reform in Nigeria can be linked with SAP, IMF and its conditionalities which most literature available on the reforms have either neglected or deemphasized. It is my conviction that the 1988 civil service reform cannot be comprehensively discussed without referring to the IMF and its conditionalities and the Structural Adjustment Programme.

In discussing Nigeria and SAP, Onimode (1992:1) traced the origins of SAP to the agrarian crisis of the 1970s which degenerated into a generalized socio-economic crisis by the 1980s. Hence from around 1978, the collapse of their commodity exports forced African countries to start accounting for about 50% of the Extended Fund Facility (EFF) of the IMF under its Stand By Arrangement (SBA), before applying for Sectoral Adjustment Loans (SAL or SECAL's) from the World Bank, since 1980. The sharp fall in oil prices during the 1976/78 period, which produced a recession, and the renewed fall in oil prices from mid 1980 thus forced Nigeria to approach the IMF and World Bank for accommodation in the 1980s.

SAP, which is called Economic Recovery Programme (ERP) in Ghana, Tanzania and some other African countries dates back to 1980 when the World Bank introduced the Sectoral Adjustment Loans (SAL or SECAL's) for the first time. Up till then, the IMF operated trade-related stabilization programmes, while the World Bank offered project-tied loans for the anti-poverty rhetoric of its former President, Robert McNamara. But by 1986 both the IMF and the World Bank started coordinating their lending policies with cross conditionality and economy wide coverage under SAP or ERP. The Fund and the Bank usually impose SAP or ERP, on countries facing acute external debt crisis and needing financial assistance. Thus, by the time of the OAU/ECA/Nigeria conference in Abuja in 1987, some 30 African countries were cajoled by the Bretton Woods institutions to adopt SAP/ERP on promises of generous external funding. By 1991, some 34 African countries were implementing these programmes (Onimode, 1992:1).

Another important point to reckon with in understanding SAP and its effects is on the period of implementation, of the conditionalities, which emphasized that, all the different measures and instruments identified are supposed to be applied all at once. There is no systematic inter-facing and logical sequencing of adjustment measures, e.g the need for fiscal monetary reforms to be done before exchange rate measures, like currency devaluation. This, therefore, made all the 'recipient' countries to implement policies crudely and/or haphazardly. Moreover, despite the civil service reforms, these countries still lacked the 'skilled' personnel to implement many policy measures at the same time. Even though we are not assessing SAP generally, there is the need to mention some of its conditionalities if at all we can successfully link it with the Weberian Theory

and how it impacted on the 1988 civil service reforms in Nigeria and its performance therefrom.

The SAP policy measures identified by Onimode (1992:4) in addition to what Eunice Ofoni identified are:-

i) Retrenchment without redeployment and often without benefits.

ii) Massive, generalized and persistent currency devaluation of over 200% in relation to US dollar in one year in many cases.

iii) Foreign exchange auction (e.g use of bureau de change) for free exchange rate system.

iv) Trade liberalization, especially removal of all controls on imports and foreign exchange.

v) High interest rates for getting "positive real rates of interest"

vi) Privatization and sale of public enterprises.

vii) Quick foreign debt repayment through external debt service ratio that is often more than 40% of annual expert earnings.

viii) Removal of subsidies on all goods, services and activities like removing government assistance to agriculture, education and health.

ix) Drastic budget cuts and credit squeeze against all activities and all sectors.

x) Reduction of the role of government in the economy and promotion of the private sector.

xi) General export promotion of all traditional exports of raw materials or primary products.

xii) Institutional reforms such as review of the tax system and the entire civil service/public service.

All these identified reforms are supposed to be undertaken and completed in two or three years. It can be seen that these conditions if properly analyzed are not intended for the development of all the affected sectors of the recipient countries of which Nigeria is among. It can be said that it is an attempt to slow down if not stop completely the attempts of these countries, particularly in fiscals measures to solve their problem and reduce internal conflicts, poverty, corruption, spread of diseases, and self independence. This is very true considering the long term development objectives which the organization of African unity (AU) then has set in the Lagos Plan of Action 1980 (LPA).

It is imperative to point out why most countries implementing SAP measures failed. This is because of the sequencing of the reforms and the internal dynamics of their countries. For example, 'few governments can retrench 20 – 30% of their workforce, cut budgets and credit by about 25%, devalue by over 50%, raise interest rates from 12 to 35% liberalize imports, remove all subsidies and privatize public enterprises all at the same time, without risking a major social and political uprising. Moreover, the funds expected are not forthcoming as promised by the IMF, despite the implementation of SAP measures. In addition there is no package for the social component addressing the basic needs of the people such as food, water, health care, education, transport, electricity etc. Most of these problems are not addressed until when the Obasanjo regime took off, from 1999 – 2007.

The civil service which is synonymous to bureaucracy, we all know, is the apparatus that fully implements the decision of political leaders. Political leaders make

policy, and the bureaucracy implements it. If the bureaucracy lacks the capacity to execute the policies of the political leadership, those policies no matter how well intentioned, will not be implemented in an effective manner. It is also worth pointing out that the role of bureaucracy in the process of economic, social and political development has loomed large. It is critical to all areas of development process in any country. In Nigeria, public bureaucracy is a very vital element of the development process. Bureaucratic capacity determines what will 'get done when it will get done, and how well it will get done' Okafor (2005:10). The greater the capacity of the bureaucracy to implement complex economic and social development plans, the higher the development potentials of that society. That is why there is the need to get the support of the senior civil servants who are the architects of the implementation, who have the professional capabilities and experiences. The best way to tap these talents is to give them more freedom to make decision and more powers. All these seemed to be absent from 1985 to 1992 when SAP was adopted and the 1988 civil service reform undertaken.

General Babangida regime rejected the IMF loans as a result of Nigerian people objection to it, but at the same time decided to implement the Structural Adjustment Programme in 1987 in conformity with the conclusion of the Presidential Committee which sought for the views of Nigerians on IMF "the political leadership at that time believed that once it became evident to the western powers that their approved reforms were indeed being implemented foreign resource – inflow would be realized through the bilateral and multilateral agencies. It was further pointed out that what is more, the IMF knew that an alternative not totally different from its own, which was to be implemented by its twin sister, the World Bank already existed. The alternative was nothing but

structural adjustment lending – that is lending designed to support major changes in policies and institution of developing countries that would reduce with current account deficits while maintaining maximum feasible development efforts.

This has really shown that the reform was based on neo-liberal economic philosophy amongst which was little government and redirecting the civil service to serve the political leadership in implementing its policies and programmes. Thus, the government's desire, to install what it called "a new political order". This was stressed by the President at the Silver Jubilee Anniversary broadcast where he stated, "What really is at the bottom of our past dilemma is the absence of viable political arrangement". Mohammed A.S (2007:30).

In order to ensure that "viable political arrangement" whose absence had led to economic mismanagement and political instability, the President declared that "we must begin a most vigorous search for a new political order capable of ensuring sustained economic growth and social development. It is only within such a framework that we can properly address these and urgent tasks that lie ahead". Mohammed (2007).

Among the urgent tasks to tackle was obviously the public service which was the main instrument through which the government mainly implements its programmes for the desired socio-economic development of the nation. The President, thus, wanted to align the civil service with the democratic ideals he borrowed from the USA which he believed would enhance effective delivery of services. This was really the reason why the political class, the Chief Executives of the Ministries and Extra Ministerial Department, and Agency were given both executive and financial powers, while the Permanent Secretary renamed as Directors General to serve as Deputy Minister. The two

could therefore redirect the civil service to fulfilling the aspirations of the government. In essence therefore, made the civil service to serve the interest of the political class mainly for policy making and policy implementation, all in order to be consistent with the political model proposed for the country. Not in accordance with the veritable features of bureaucracy which the Nigerian civil service was built on.

4.4.2 Internal Pressures

Internal pressures from all the reforming countries of the developing world, such as trade union pressure for reforms, the civil servants complaints on poor packages, appointment, promotion, etc. procedures, conflicts between and within the civil service etc. also played important role in the reform movement of their nations. Among the most important problems considered by the internally generated pressures are:

i) The continual extension of government organizations and activities without a clear prescription of the outcome which had led to redundancy and overlap in work and functions.

ii) A rapid increase in the number of government employees as a result of adhoc responses to external pressure which acquired a high proportion of annual budgets expenditure for personnel cost.

iii) The increasingly disconcerting issue of "brain drain" and the appointment of highly qualified civil servants by the public sector which posed a threat to the future quality of the service.

iv) Manpower shortage both in the public and private sector as a result of frantic pace of economic growth over the past decades, changes in social values and the poor image of public service workforce.

v) Inadequate compensation for public sector employees in general and civil service in particular, when compared to remunerations attainable in the private sector and some parastatals Babura (2003:12). In the case of Nigeria it had a demoralizing effect and was one cause of inefficient and ineffective performance of the civil servants, what in Thailand call this public sector personnel the "new poor".

vi) The dilapidated condition of the civil service and the emphasis on political appointment, increased the spectra of corruption and its allied negativities which has really rocked the civil service functions and its operation.

vii) Politicization of the civil service at all levels. This affected the power and authority relationship inter and intra relationship of the civil servants general discipline, application of rules and regulations, reward system, manipulation of the federal character principle, the security tenure and career system etc.

The above factors no doubt affected the performance of the Nigerian civil service. To restore it and revert it back to the former period of glory, influence, smooth relationship etc. a reform has to be undertaken. The 1994 Ayida Panel Reform was the only one that could be said to occur as a result of internal pressures.

4.5 Operations of the Nigerian Civil Service

The operations of the civil service, generally, deals with the work, ways, procedures, roles and guiding rules in the practical discharge of governmental responsibilities, towards the attainment of specifically defined goals. It is in this light, that we can easily know and assess how the civil service operates in government, its strength and weaknesses, and the reforms and adjustments that are being made to make it more functional, and responsive, efficient and effective and as a necessary tool in

government and the society. As pointed out, bureaucracy is mainly seen "as a tool, or a mechanism for the successful and efficient implementation of a certain goal or goals." It is seen as an epitome of rationality and of efficient implementation of goals and provision of services. Bureaucratic organization, therefore, can help in coping with some of the problems arising out of such differentiation and they form important functions in the organization of adequate services and coordination of large scale activities in the implementation of different goals, in the provision of resources to different group, and in the regulations of various inter-group relations and conflicts.

It is worth pointing out at this moment, that the operations of the civil service is mostly dependent on the type of government and the functions it performs, because the functions of government continue to multiply over time. Thus, governments themselves change and try to evolve new forms of management, remunerations, supervisions and motivation processes in order to make the services efficient, effective and responsive to basic needs and changes as practically as possible. At whatever level the civil service is looked upon, it is a necessary institution which helps very much in ushering positive change, growth and development. However, some writers and authorities do criticize the civil service or the bureaucracy as conservative, full of delays and inefficient in the achievement of the defined goals and objectives.

Writing about 30 years ago on bureaucracy for the Encyclopedia of the social sciences, bureaucracy was described as representing a passion for the routine in administration, the sacrifice of flexibility to rule, delay in the making of decision, and refusal to embark upon experiment. Bureaucracy was seen as a threat to democratic

government. Meaning that it could not functionally operate in a more meaningful way in a democratic system of government.

It is argued, that bureaucracy, cannot be efficient, primarily because profit and loss criterion is absent from the work of governmental bureaucracies. This assessment is typical of external force that compels developing nations to undertake reforms.

There are many pejorative meanings attached to bureaucracy and its workings, its style and structure, and its roles and functions which may not necessarily be presented here. However, it is worth pointing out that since the classical time to date, bureaucracy as an institution, is found to be useful, as no society exists without it, no society survives without it, and no society achieves greatness without it. Even though the mode of its operations varied in different societies and nations its strength as a reliable institution is recognized when better operated using its qualification, a great achievement is recorded, as it touches all spheres of activities of a nation, whether developed or developing.

On the operations therefore, the father of bureaucracy Max Weber (and other Weberian thinkers) argues that, bureaucracy, is capable of attaining highest degree of efficiency and the most rational form of administration because, it represents the exercise of control through knowledge. He presents an 'ideal type' of bureaucracy in which activities are distributed in a fixed way, authority to command is distributed in a stable manner and is delimited by rules, the hierarchy of authority is monocratic, management is based on written documents and membership in the bureaucracy is a vocation. In these terms, bureaucracy is made virtually synonymous with rationality and objectivity in the administration of large organizations be it public or private.

In trying to show the relevance of bureaucracy and how its operations spearhead the achievements of what it meant to achieve, some specific features are identified by different authors following its description by Max Weber and his adherent. Even the critics of the system cannot fail to recognize the values of these features and characteristics in this modern time. The following characteristics amongst so many are:

i) Specialization of tasks for the members of the organization;

ii) A hierarchy of formal authority;

iii) A body of rules;

iv) A system of records;

v) Personnel with specialized skills and roles.

These characteristics including rationality, knowledge, anonymity, impartiality, neutrality etc are the moving engine of its operations. Though they may differ in their application, they are universally important and they are shaped based on countries internal nuances, developments and needs. The British model, for example, produced a more orderly and symmetrical, a more prudent, a more articulate, a more cohesive and a more powerful bureaucracy. The American produces a more internally competitive, a more experimental, noisier and less coherent, a less powerful bureaucracy within its own governmental system but a more dynamic one.

The fact is that, in all countries, the bureaucracy is one of the most important actors in the making of governmental decisions. In some systems the bureaucrats are the leading actors. In most systems their power as decision makers seems to be increasing. In Britain for example, the bureaucrat is a prudent guardian, his task is to make the Minister aware of risks and difficulties, of errors in fact and reasons, of unanticipated and

undesirable probable consequences. In America, on the other hand, a bureaucrat is to be an innovator, a source of forward moving energy. In Britain, anonymity is valued but not so in America where bureaucrats become public figures. In Britain, secrecy is also valued and should be upheld, where it is not so in America because of the communications right to know and the 'Bill of rights'.

S. N. Eisenstadt of the Hebrew University USA, also pointed out the relevance of bureaucracy at its utmost practical operations that, bureaucratic organization can help in coping with some of the problems arising out of such differentiation and they perform important function sin the organization of adequate services and coordination of large scale activities, in the implementation of different goals, in the provision of resources to different groups, and in the regulation of various inter-group relations and conflicts.

In looking at bureaucratic organization as a social system it is said to operate as in each organization there develop various sub groups and sub systems(workmen and so forth) and the organization is faced with the problem of coordinating these sub groups, of regulating their relations with each other and with the organization as a whole. Thus, the interaction between the different sub groups or sub systems in any bureaucratic organization should be viewed as a continuous process of communication of allocation of rewards, of mutual perception, a process by which fusion is effected between motives and goals of individuals and sub groups and the overall organizational goals. These, therefore have to be understood and weighed in dealing with the operations of bureaucracy or the civil service. This is necessary because it is through that one can grasp the enormity of the functions the civil service performs in an organization, whether big or small.

In considering the functions, roles and work ways of bureaucracy in the developing countries or transitional societies or new states, it is often asserted that, they are heavily influenced by the developed countries of the west who were their colonial masters. Within these societies, the initial emergence of bureaucracies had been rooted in the needs of the colonial powers for various resources and for the maintenance of law and order. The bureaucracy was based on over all political control by the metropolitan powers; the administration participated minimally in the indigenous political and social life of the community. This necessarily limited its activities confining them to the basic administrative service. Out of this and with the achievement of independence by those countries such as Nigeria, Ghana, India and host of many others a new civil service has to be organized. New in personnel, goals, departments and activities. This stratum has to be staffed with new recruits. We can point out that most often these recruits are inadequately trained … whose chief claim to or qualification for office was their former participation in the nationalistic political movement. Though this can be a general rule it is no so in Nigeria, because most of those who agitated for independence remained a political and sought for political offices not administrative. People, like Nnamdi Azikiwe, Tafawa Balewa, Sir Ahmadu Bello, Chief Obafemi Awolowo etc. all opted for political careers. Thus the administrative class was more mature and strong than them.

In other countries of the Middle East or Latin America where oligarchy of rulers ruled the nations, the bureaucracy obviously could not wax stronger as the political class was more mature than it.

We can therefore see that, in each emerging country, the pattern of the development of bureaucracy has been very mixed and heterogeneous. Each part of the

bureaucracy developed under somewhat different conditions and in response to different types of needs and pressures. In many nations the bureaucracy has developed and become the main or the only body which, apart from the executive, is capable of formulating clear political and administrative goals and objectives. They are better informed in policy matters, policy process, and policy making. The bureaucrats therefore are the main operators of the government because they are the communicators between sectors and are therefore more informed and can take better and more serious actions even where the claim of delay is made. This is true with Nigeria. But a civil servant in India pointed out that the head of the department is deprived of all initiative and instead of being allowed to attend to and make progress with his own work, has to spend a great deal of time submitting unnecessary reports, explaining the position in individual matters to the Ministry and getting its orders on points which lie well within his/her own sphere of authority.

This can be true in some cases in some countries, but in Nigeria the spirit of delegation of power and responsibilities is properly and adequately used by all departments and units as per the civil service rules and regulations which empowered the delegation of power and responsibilities. For example, section 207 of the 1999 Constitution of the Federal Republic of Nigeria also empowers the Civil Service Commission of the federation to delegate any of its powers of appointment, promotion and discipline of officers on salary grade level 01 – 06 on Ministries and Heads of Extra Ministerial Departments.

In the proper operations of the government, people often discuss the role of bureaucracy in decision making and even ask about the extent of bureaucracy in the

decision making. Sayre (1962:347) said the formal and official answer on the role of bureaucracy in decision making, was that in most countries, bureaucracy was an agent of the decision-makers, not itself one of the decision makers but rather their instruments, not an autonomous brain in its own right but rather the neutral executor of plans made by others. In fact, in all countries, the bureaucracy was one of the important actors in the making of governmental decision. In some system the bureaucrats were the leading actors, and in most systems their powers as decision-makers would seem to be increasing. This was what made Permanent Secretaries to wield more powers in Nigeria in the 1970s which made them earned the name of "Super Permanent Secretaries".

In decision system, does the bureaucrat take initiative in making policy proposals, or does he wait upon the proposals of others? In an attempt to answer this question, an analysis was made by Sayre (1962:348-352) that "bureaucrats are increasingly the source of initial policy proposals". He then used Britain and America as source of comparison to buttress his point. In Britain, "he saw the bureaucrat as the initiator and framer of policy". The American system by contrast, pays less deference to formal bureaucratic theory; the higher the civil servant is expected to initiate policy proposals, to do so often in full view of the other decision makers and the public and to take the career risks associated with such activity. Thus, Sayre (1962:348) is saying, there seems little doubt that the British bureaucrat makes a higher proportion of initial policy proposal than does the American bureaucrat.

Thus, the British system emphasizes the advisory and analytical function of the bureaucrats. The American system, on the other hand, also demands the advisory and analytical roles for its bureaucrat, but it gives equal or greater emphasis to the bureaucrat

as champion of his programme – before congressional committees, interest groups, and the communication media. The American system has also been concerned to recruit a bureaucracy that is essentially characteristics in geography, educational, ethnic, religious and racial characteristics. This system even though alien to the Nigerian bureaucrat who is heavily influenced by the British system has to adopt it in view of the pluralistic nature of the Nigerian society. The quota system, catchment areas and the federal character norms in Nigeria can be said to be borrowed from the American system by the various government since after the Nigerian civil war in 1970.

The British system emphasizes anonymity for the bureaucrat; the Minister not only is required to take full responsibility but the bureaucrat remains faceless unknown. Whereas the American bureaucrat is not an anonymous, invisible actor in the decision making process. He is without any important limitations. He is responsible for what he does. President my on occasions try to shield him, or departmental head may also; but in the end the congressional committees, or other actors, will usually bring home to the bureaucrat his personal responsibility for his own actions.

The structure, values and work ways of the bureaucracy in almost all former colonies and dependencies were geared to law and order and revenue administration for which it was efficiently trained. Administration for nation building necessitated a different approach involving a new value, attitude, orientation and modified institutional set up backed by power availability. This necessitated reforms and reforms. This is because lack of adequate understanding of its culture, and values and of a balanced assessment of its past, style of operations and future roles has been an important factor in the failure to utilize bureaucracy more effectively in programme of economic growth and

planned change and it is what attract international organizations and other World Bank agencies.

We have already discussed issues surrounding the policy making, decision making and the policy advice giving role of the bureaucracy, because the civil service or bureaucracy gives veritable advice to the political class in its day to day activities. Advice which in most cases are far more tangible than the ones provided by the so called "consultants" of today. It is the initiator of policies and also the defender of such policies at the Executive Council Meetings. That is why Permanent Secretaries accompany their Chief Executives to the Council Meeting. At whatever level, new policy measures emanate, whether from the political head, the higher civil servants, civil organizations or the general public, it is the civil service that studies it, weighs it and its alternatives and condenses it into a memoranda to be submitted by the Minister or Commissioner as the case may be, to the Executive Council for deliberation and enactment.

Another area where the operation of the civil service can easily be seen and weighed because of its relevance is in the implementation of government policies. Implementation or execution of policies is the traditional role of the civil service. The significance of this in government affairs is recognized early by top government officials. Ayida (1979:219) said "No matter how soundly conceived a government policy is, absolutely of no consequences unless it is implemented". The President of Nigeria in the second republic (1979 – 1983) Alhaji Shehu Aliyu Shagari, in his budget speech of 1982 remarked that, "no matter how articulate a policy is, it will not have any meaningful effect to the people unless it is implemented by the civil service". It is also no exaggeration for the Adebo Salary Review Commission of 1970 to have asserted that

"the effectiveness of the government (Nigerian government) is to a large extent determined by the efficiency and competence of the civil service". Ayida (1979:219).

Okafor (2005:67) pointed out that "public bureaucracy is a very vital element of the development process. Bureaucratic capacity determines what will get done, when it will get done, and how well it will get done. The greater the capacity of the bureaucracy to implement complex economic and social development plans, the higher the development potential of that society. Thus, the problems of the integration of local, regional and national plans demands knowledge and skills which perhaps only the bureaucracy possess, modifications in the structure, values and work ways are necessary to adopt it to idioms of fast changing situations, but the fact remains that, it cannot be done away with".

The civil service in its operations also plays an important role of weighing and balancing of competing interests before the government at any level be it from individuals, nongovernmental organizations, the media, the labour union, civil society, the government itself and the public etc. This is because the civil service is not only responsible to the government but at the same time is representing the interests of the public. It is also considered as the custodian of knowledge, assessment, neutrality, experience, rationality, imagination, anonymity, expertise with technical knowledge and responsiveness among other qualities.

The operation of the civil service can also be noticed in carrying out the routine tasks of government. As Abdulsalam (2000:6) points out, on day to day basis, the civil service in Nigeria preoccupied with the regulatory and other routine duties of government. "These include issuance of licenses, permits to authorize activities ranging

from economic activities (e.g oil exploration/exploitation) through political to socio cultural, the regulations of individual and group behaviour, maintenance of various public utilities, and services (such as electricity, water resources, high ways, education, health services etc) tax administration and so on. As routine as these operations may be they are very significant because they keep the nation alive and growing".

The civil service also as a unifying factor of all differences visible in the nation. It is also a source of stability and continuity. Discussing about the civil service, Ayida (1979:219) observed that "in a dynamic and unstable situation with sudden and abrupt or frequent changes in government, the civil service plays a vital role in providing continuity and serves as the store of knowledge of past governments discussions and procedures. It also plays an educative role in assisting new Ministers or Commissioners and other political executives in adapting themselves to the realities of power". That is what Abdulsalam (2000:3) calls 'the information organ of government'.

The Bureau for Public Service Reforms in its official website and content management system 1.0.0 page 1 of 2 asserted that "in the chequered history of Nigeria as a nation, the central/federal government (FG) has always depended on the public service as the administrative instruments for governance, to articulate what the development needs of the country are. In fulfilling this role, the public service often performs the tripartite responsibilities of assisting in policy formulation, ensuring and coordinating policy implementations and directing monitoring and evaluation.

Thus, it can be seen that the characteristics of bureaucracy are strong enough to accommodate changes at any point in time without necessarily applying styles and methods that are alien to it particularly the type agents of capitalism are offering in their

bid to influence the operation of the civil service to their perceived interests. The moment the operational capability of the civil service is tampered with the less it plays the role as agent of national development. Thus, the 1988 public service reform which composed of alien influences did not make the civil service more efficient and neutral as believed because it changed the power and authority of the senior civil servants.

4.6 Motivation in the Nigerian Civil Service

The concept of motivation is an important process in the overall performance of an organization and in understanding the behaviour, actions and inaction, principally of workers and their contributions to the achievement of the overall goals and objectives of the organization and also in the achievement of their own individual goal and objectives. Motivation means a driving need or satisfaction that encourages workers to work harmoniously, efficiently, effectively and harder in anticipation for higher rewards. It can also be seen as an independent action from a worker to choose between alternative forms of action in order to achieve some desired ends or goals. Attahiru (1999:40). There are also certain words used in motivation such as 'desires', 'wants', 'wishes', 'aims', 'goals', 'needs', 'drives', 'motives', and 'incentives'. These words are found to be commonly used particularly in Nigerian civil service by workers in their explanation of the driving force of their action. In fact, within the purview of African Public Service, the present poor service delivery quagmire according to Dada (2006:3) can be traced to poor motivation, and this in turn is partly responsible for the present state of continuous underdevelopment. Sanzotta (1977:65) also said, an individual employee, will be able to contribute his very best, only if he is 'highly' not partially 'motivated'. It can therefore be said that, motivation is a dynamic process and an ingredient for improved

effectiveness, efficiency, productivity, performance, commitment and dedication of employees, particularly in public services.

The motivation factors of the Nigerian civil service are many and varied which are known to affect performance. Some of them are 'appointment', 'promotion', 'discipline', movement of staff in form of 'transfer', 'special posting', 'secondment', general and individual postings', 'salaries', 'wages', training and development', 'job security', 'career', increased responsibilities (acting appointment, overseeing etc) 'pension', and pension benefits', 'working conditions, accommodation in government quarters etc. However, salary is considered as most crucial in the motivation of staff which helped very much in the smooth operations of the civil service and its consequent goal achievement.

One of the most effective motivating factors of Nigerian civil servants which lead to improvement in performance is adequate salary. Salary determines the position of a worker and what he/she eventually takes home with at the end of every month. The salary as a motivating factor is underplayed in developed nations. Its significance has to be judged on the area or environment in which it is considered. Looking at administration in Nigeria, salary is a tremendous motivating element. As Ubeku (1977:301) puts it "in our particular circumstances the payment of good wages and salaries is fundamental to the productivity efforts of those employed. Even if the condition of work is not very favourable, if the pay is good enough, it will motivate workers who are in the lower categories such as night watchmen, cooks and stewards to perform creditably". In addition to this, it is also very provable that even the middle and

senior officers in Nigeria care very much about their salaries and other allowances attached to it.

Saul Gellerman was quoted by Ubeku (1977:301) in proving that money is a motivating factor where he says "money can motivate. That is, it can influence action and encourage extra effort, extra creativity or any other kind of none routine performance. But it, can do this only when the increment or net gain for the employee is large enough".

The significance of salary as a motivating factor in performance in Nigeria has further been pointed out by the major reforms made in the civil service from independence (even prior to it) to date.

The Adebo Commission of 1970 as an example clearly emphasized the relevance of salary and wages in workers' productivity, that is why it recommended that salary of the civil servants should be upgraded. This is indeed among the salient factors to be reckoned with in the Nigerian civil service. Talking about this, the Adebo Commission pointed out, that the best products of the educational system had to be attracted and retained in it if government work was to be done properly. So these top managers should be appreciated and commensurably remunerated. The commission further pointed out that the question of pay was intimately bound up with that of organization and structure.

The Udoji Commission of 1974, revealed that, salary, is a very ingredient for workers motivation and therefore recommended that higher remuneration packages comparable with those obtained in the nation's private sector, with a minimum public service wage pegged at N100 per month (or about N1,200) and a two installment payment mechanism should be increased. The commission further recommended that,

salaries and allowances of civil servants should be substantially reviewed upwards as an interim measure, pending a comprehensive review later and that the salaries of the civil servants and allowances be adjusted annually in accordance with inflation rate of the country.

The recommendations of other reforms on salary emolument were similar to those of the Udoji Public Service Review Commission of 1972 – 1974. Dauda (2007:9) most of these reforms have their origin in earlier reforms. For example "the Mbanefo or Morgan Commission of 1960 awarded wage increments to unskilled labourers of its order to 15% to 20%. In 1964 the Morgan Commission recommended substantial increase in wage rates. The successive reports of the Adebo Commission in December, 1970 and August, 1971, further increases were granted amounting to about 30% rise in wage and salary levels. Finally the Udoji Commission raised the lowest salary from N31,200 per annum to N72,000 per annum an increase in 131% while the highest pay was raised from N8,400 to N15,510 an increase in 85%. Dauda (2007:9).

Though attention has been given to salary and wages by preceding governments, still there is much to be desired. Even the recent monetization of the Obasanjo administration 1999 – 2007, was only restricted to the political office holders and some government organizations including the federal parastatals, it was only the additional 12.5% salary adjustments later that had any substantial impact on the civil servants.

As far as salary and wages review is concerned, it should be appreciated that salary administration is dynamic, as such, salary review has a spiral effect resulting in continuous salary adjustments and readjustment as exemplified by the Udoji's salary review of 1974. Generally, the economic situation in Nigeria and the biting inflation are

some of the major internal factors which led to review of salaries and this is important in as much as workers motivation in Nigeria is concerned. In fact, this was what dictated the new salary grade level for the public officers in 1974 which was known as the Unified Grading Salary Structure (UGSS). Where workers witnessed the elongation of their salaries.

Though salary increases may galvanize workers to put in their best for promotion to higher grade, sometimes it kills incentives among those workers who have been consciously working hard. Thus affecting their overall performance.

What all this amount to is the motivation of workers for goal achievement. As pointed out earlier, the effect of salary reviews or adjustment is tremendous on workers motivation in a developing countries like Nigeria, as further pointed out that the average Nigerian workers today. Monetary values are of paramount importance most of them would like to go for training to acquire greater skills for advancement with the ultimate goals of improving their status both in position and in monetary values.

Even at an early age, the scientific management school typified by Taylor and his contemporaries, believed that financial incentives constituted the best form of workers motivation and compensation. It is in view of that, if one looks at the number of review of salaries made in Nigeria since 1960s one could easily testify that, salary at various levels and stages has been serving as a motivation factor in Nigeria. Example of these reviews are: the Morgan Commission 1963, Adebo Commission 1970 – 1971, Public Service Review Commission (Udoji Report) 1974, the Cookey Commission 1981, the Fatai Williams Committee 1990. The commission on the review of education in Nigeria (Longe Commission). The 1994 Review Panel on the civil service reform (Ayida Panel

1994). Vision 2010 Commission Report 1997, the committee on harmonization of remuneration in the public service 1998, Phillips Asiodu committee and top federal public office holders (parastatals) National Salaries, Income and Wages Commission, http://www.nsive.org/history,2007.1-7 and numerous salary adjustments made during the Obasanjo regime from 1997 – 2007 and the Yar'adua and Dr. Ebelle Jonathan regimes 2007 – 2012, all made attempt to use it as a promoter of productivity and goal achievement.

Despite all these reviews, the salary of the civil servants in Nigeria is grossly inadequate and poor as observed by Babura (2003:56) he said that "the salaries and allowances of civil servants are very poor in relation to the rising cost of living and the amount required for reasonable subsistence. In mid 2000, senior level officials were earning less than two hundred United Nations Dollars (US $200). Also the gap in salaries between public and private sector is 300 – 500%. Even within the public sector the salary of the civil servant is worse. For instance, the least paid staff of the Central Bank of Nigeria earns higher than a Grade Level 13 officer in the civil service. Also the package of a director in the civil service is only about 20% of that of his/her equivalent in the Nigerian National Petroleum Company (NNPC)" Babura (2003:57).

What surprised many people in Nigeria, particularly the civil servants was the absence of salary review in the 1988 civil service reform despite the biting inflation and the hard time Nigerian people witnessed from 1985 – 1992. This must have been the cause for low performance, increased corruption and the attachment of monetary value to any work committed by the civil servants. This is considered the undoings of the 1988 reform and the inability of the Nigerian to be more productive and professional. Though

this is the dominant view, the external forces hailed the reform as the first to omit reviewing of salaries in all the reforms. Despite this it is our contention that the failure of including salary review in the 1988 civil service reform has tremendously affected the operation of the civil service in its overall performance. The absence of salary adjustment and many other motivating factors such as good condition of service in the 1988 reforms has tremendously affected the morale of the workers, which, consequently, affected the operation of the Nigerian Civil Service and its effective service delivery, effective performance, and speed in its operation Ayeni (2007). This could be the reason why the civil servants looked for alternative ways of boosting their morale or in meeting their personal needs. It could also be the explanation for increased corruption into the public service and the low performance of the service and the civil servants in general. It was this factor which the 1994 reforms also concentrated where it recommended the review of salaries from time to time which is in accordance with the Weberian bureaucracy.

4.7 Training and Career Development in the Nigerian Civil Service

In the study of civil service reforms in Nigeria right from the colonial period, training and career development of civil servants has featured prominently in almost every reform initiated whether it is training centered, salary and wages centered, and structure centered or not. It has been re-echoed since the 1930s up to today. Every reform tried to point out that the civil service lacked qualified staff, or staff with the necessary skills, low performance, low productivity and more recently, lack of management skills and techniques. At whatever level you consider the civil service and its operation and the operation of the government, training which is the backbone for

effective personnel management and control, and very central to the performance of the staff and the civil service organizations, features prominently in the agenda for organizational development. Because of this relevance there is need to understand what training means, training needs, who are to be trained, when and where, etc. This will help us to see how it affects the level of performance of the service and the civil servants.

According to Chuks (2006:222), "it is unanimously accepted by researchers, managers and public administrators that training involves the acquisition of knowledge, skills and attitudes required to perform a given job, duties or tasks". Training according to Raby (Ayeni, 2007:168) is concerned with "helping people to acquire the knowledge, skills and attitude necessary to do the work for which they are employed or to prepare them for future activities and challenges. In his own contribution to conceptual clarification of training, Ajewole defines training as the process through which an employee is made to improve himself so as to enable him/her cope with the demand of his/her work in an increasingly complex organizational milieu usually characterized by fast changes in technological sophistication, skills and knowledge". Training is also seen not as synonymous to other concepts that are applied in public administration and organizational management concepts, such as education, knowledge and development. There are however observed differences particularly between training, education and development. Reily (1979:56) provides a clear picture of the differences between them. He defines training as the development of a person's knowledge, skills and attitudes for vocational purposes. According to him someone is clearly trained rather than educated to become a typist. He further sees education as the basic development of a person's mind and personality without necessarily making any reference to a specified job. Thus,

education like training is concerned with the development of knowledge, skills and attitude but is less oriented towards a particular vocation. Rather, it provides a base upon which a person may later be trained for a specific work. In his perception, staff personnel or career development could be used to mean the same thing, that is the systematic development of the individual career so that his interests and abilities, education, formal or informal training, and work responsibility are related to one another with the intention of realizing his full potentials. Staff development in this case is synonymous with career development.

The reform action in the area of training and development is thus very essential, particularly since the so called 'foreign experts' always point out that one major problem of the civil service in developing countries is lack of 'expert managers' and 'professional' personnel which could be the basis of transforming the civil service to be able to cope up with the changing demands of development and achieve the desired performance needed, or make the civil services attain the developmental goals and targets of their governments.

At the very early age, during the colonial period, training was being used as a veritable tool to ensure the success of Nigerianization policy when the Nigerian nationalists and conscientious civil servants were agitating for recognition and participation at the senior civil service cadre which was preserved for the Europeans only. This led to the Foots Commission in 1948 which recommended the need to give Nigerians enough training through scholarship awards to institutions of higher learning so as to acquire the qualification for appointment into various categories of the service. Prior

to this period, action was concentrated only on training Nigerians as interpreters and clerks.

Apart from sending Nigerians abroad, efforts were made at establishing tertiary institutions in Nigeria, to provide the much needed training. Notable among the early ones are:

i) Yaba High College January 1934

ii) Northern Regional Institute of Administration Zaria in the late 1940s.

iii) University College Ibadan 1948

iv) University of Nigeria Nsukka 1960

v) University of Ife (Obafemi Awolowo University) Ile Ife 1962

vi) Ahmadu Bello University Zaria 1962

vii) University of Lagos Akoka, 1962

The products of these institutions became the materials for complete Nigerianization policy. Later as a result of studies by other reforms or commissions and the desire of the federal government after independence, to produce experts in the field of management, institutions such as Institute of Administration, University of Ife and ABU Zaria, Administrative Staff College of Nigeria (ASCON) at Badagry and Nigerian institute of Policy and Strategic Studies (NIPSS) Kuru Jos, Industrial Training Fund (ITF) and Federal Training Centres among so many were established.

The main reason for focusing the training of Nigerians and the civil servants in particular, was as a result of the changing role of the civil service. After independence in 1960, the style of administration in Nigeria shifted from maintenance of law and order and collection of revenue for the colonial powers, to that of socio-economic development

and national integration and development. The emergence of development administration after the Second World War as a specialized course of study, also added to this impetus. It is in view of this that more efforts were directed at training Nigerians to acquire specific skills needed for human resources and project management, industrial relations and general administration. All these geared to the satisfaction of specific job demands.

The initial commission or study group that was established by the federal government was the Wolle Commission. The commission was to carry out a survey of the training needs of the federal civil service in 1967. The Commission was headed by Professor C. P. Wolle, a consultant to the Institute of Administration University of Ife. According to Chuks (2006:224) the pattern of training and manpower development programmes of ensuring years owed much to the findings which were published in May 1968 and titled "Training Needs of the Federal Civil Service". Professor Wolle recommended that the federal government should accept as policy that:

1. There should be a standing committee on staff development to (a) help in formulating the training policy of the federal government and (b) appraise periodically the current and future needs of trained personnel in the federal civil service and to ensure that manpower in the service is being developed as quickly as possible.
2. Anticipation in advance, the type and quality of manpower required to carry out government functions, is as essential as, anticipating the needs for money.
3. Staff college responsible for high-level management training in the federal civil service should be established, and

4. Training must be systematic, sustained and regular.

This was accepted by the federal government in April 1969 the federal government published a white paper titled "A statement of federal government policy on staff development in the federal civil service". As pointed out by Wolle (1968:67) that the government in the white paper noted that a large number of civil servants were not aware of training since their appointment, even though a good number of these have been serving for many years. It further noted that training was done haphazardly, because there was no effective machinery for analyzing work situation, from time to time, and deciding when training will help and who should be given the training.

Another major attempt made by the government was in 1974 when the Udoji commission was established by the federal government to reinforce the Wolle Commission on the training and career development of the federal civil servants. Thus, the commission too, put a lot of emphasis on training in the Nigerian civil service, where it says that "of all the aspects of personnel management, perhaps the most important for us here in Nigeria today is training … thus our findings re-emphasize the importance of training. Training will be the most urgent consideration in accepting and implementing our report". (Udoji Commission Main Report).

Again, paragraph 75 of the Udoji report, stated that, "to preclude training for the sake of training and to improve the present system, training should be appreciated as a continuity and integrated process". According to the report as presented by Chuks (2006:225), the process consisted of:

i) Assessing training needs.

ii) Designing the most relevant training effort to meet these needs.

iii) Selecting the most appropriate persons to participate in the training efforts.

iv) Conducting the training

v) Placing the persons who have undergone training back in their organization so that they can best apply their new skills and knowledge; and

vi) Evaluating the worth of the training in terms of increased employee effectiveness on the job.

Green (1975:125), commented on the Udoji Reform by saying that, "the Udoji Commission has in fact focused on training as a corrective strategy throughout its reports".

In the report, at various sections, the Udoji Commission emphasized training and development particularly in the successful application of MBO and PPB. Some of the emphasis on training observed Green (1975:7-124) are:

i) A result oriented public service will need to recruit and train specialized personnel.

ii) The new public service will require professional who possess the requisite skills and knowledge.

iii) MBO permits specific training to be designed to meet specific requirements.

iv) MBO will foster management development and training

v) The proper selection and training of managers and budget specialists will eventually provide skills to make PPB work.

vi) Annual training plan should be prepared.

Thus, it showed that training, was needed to qualify employees for promotion, to improve performance in existing jobs and for new employees.

The federal government in 1985 still noticed that the emphasis being put on training is in fact one of the veritable avenue to enhancing the general performance of government employees at all levels of government. The federal government which was considered as the central arm that would revitalize the federal civil service, from which the state and local government civil services would copy, should be the one that would focus on the training and development of the civil servants, in order to ensure efficiency and effectiveness in performing its role and in serving as a partner that would lead to the realization of the fundamental goals and objectives of growth and development, which the federal government was pursuing vigorously. Successful training, if given would change the life, attitude, perception, orientation, interest, behaviour and conduct of government employees.

The desirable change needed in the pursuance of the goal of development could be effectively realized if the civil servants were given the latest, styles and knowledge on management and administration. Therefore, implementing policies on training and retraining of the civil servants had to be the preoccupation of the federal government; if at all the performance of the service is to be improved.

The federal government therefore, in pursuance of these goals established a commission or study group on the structure, staffing and operations of the Nigerian federal civil service headed by Professor Dotun Phillips. It was this report that provided a lot of inputs to the report of the Presidential Task Force on the re-organization of the civil service, culminating in the public service reforms of 1988. The study group of Dotun Phillips in 1985 recommended, among others that:

i) Every ministry/department should allocate 10% of its personnel cost to the development of all categories of personnel every year;

ii) The career development of federal civil servants through systematic training, should be regarded as a right for all civil servants and an obligation on the part of the government;

iii) Post training deployment and utilization of officers should be based on relevance of training to the schedule of duties, to enable the service derive maximum benefit from the application of officer's newly acquired skills;

iv) Selection for courses should be based on a careful assessment of the training needs of the individual and his organization;

v) All newly recruited senior officers in the federal civil service should be regarded as trainees and should be trained for six months, to be first and foremost civil servants before being posted to their respective schedules.

To ensure the success of this, Ministerial Training Committee system was to be established in each ministry as part of the implementation strategy. This was backed by a circular number SDM 1907148 of 13th January, 1987 from the Office of the Head of Civil Service of the federation. This Ministerial Training Committee (MTC) should compose of senior officers capable enough to handle training, its needs, schedules and qualification. It is stated in the circular referred above that the committee shall comprise:-

i) Secretary for finance and administration or the Director of a Personnel Department as Chairman;

ii) The Department Training Officer (DTO) as Secretary;

iii) A representative of each of all the departments or divisions of the Ministry or Extra Ministerial Departments not below salary GL 14 as a member.

The functions of the MTC were as follows:

i) Ensure that the staff development programmes produced for the organization, satisfy the following: (a) increase the efficiency and effectiveness of personnel in their present jobs; (b) develop and harness the potentials of officers fully and prepare them to assume higher responsibilities; (c) motivate personnel constructively to make maximum contributions to current and future operations of their organization.

ii) Draw up and submit to the service welfare manpower development department (now manpower development department) not later than 30th September of every year, a programme of training courses for the staff of the ministry/department for succeeding year.

iii) Prepare and operate a training roster for all classes of officers to ensure that officers are given the opportunity for attending training courses periodically.

iv) Identify in advance, officers who should undergo specific training during the succeeding year and submit the names of such officers and other details of the Ministry of Establishment and Management Services at least three months before the start of the course(s).

v) Render yearly returns on the approved courses to the Ministry of Establishment and Management Services.

vi) Maintain regular contact with the Federal Ministry of National Planning (now Budget and Planning) in respect of technical assistance programmes and ensure

appropriate follow up action, including selecting officers who would benefit from such programmes.

vii) Suitable position/schedule which would guarantee maximum application of the newly acquired knowledge and skills.

viii) Organize periodic meetings, seminars, workshops and refresher courses within the ministries for all grades of officers in order to improve the performance of such officers.

ix) Organize education courses for newly recruited or newly transferred officers into the functions and working environment of the ministry/department.

With reference to another circular Number 1954 of 14th March, 1988, Chuks (2006:227) revealed, to buttress the MTCs, Training Liaison Officers (TLO) were established as part of the ministerial training committee system. This led to the appointment of a number of senior officers of the Ministry of Establishment and Manpower Services as TLOs.

The general functions of the TLOs according to the circular, was to visit and interact on continuous basis with the Departmental Training Officers (DTOs) of the various ministries and extra ministerial departments, with a view to assessing them as necessary. Specifically said Chuks (2006:28-29), the TLOs are expected to:-

i) Monitor training activities and operations of training committees;

ii) Provide guidelines and information on developments and issues relating to training;

iii) Assist in conducting various programmes of induction courses;

iv) Assist in implementing training proposals;

v) Assist in drawing up the annual training proposals;

vi) Collect data and reports, including those rendered by newly trained officers on courses attended;

vii) Attend meetings of the ministerial/departmental training committees to which they are invited; and

viii) Render any other assistance that may be necessary in ensuring effective communication between the federal ministry of establishment and management services and various arms of the federal civil service and in bringing about generally.

Aside from MTCs and DTOs, which were put in proper perspective in anticipation of the 1988 civil service reforms, Chuks (2006:29) said that the Decree No. 43 of 1988 on the reforms itself, had raised the training consciousness of the service to be an all time affair. This was in accordance with Dotun Phillips who in his study team pointed out that, "Periodic training has become a right of the civil servant and an obligation on the government".

Today, still the major concern of the government is training. After 1988, in fact since from the time of the Udoji Commission to today 2012, no clear cut implementation of the structure that will cater for the training needs and who deserves to be trained periodically was made. Despite the emphasis of the 1994 reforms, the Department of Establishment, Training and Pension in its annual budgets since then, always emphasize on the need to disburse training funds for the civil servants, but not much of training is undertaken by the department. Training given is still haphazardly done despite the so called training schedules prepared. The initial training being given to officers on

recruitment before posting has been dropped. The needs for training have not been specified by training officers at all levels; where specified, no regular targets are identified for those who are to go for the training. Furthermore, no serious assessment is being made on officers returning from training to measure the benefits of the training in relation to job performance.

On the issue of the new management techniques of MBO, PM and PPBS which were emphasized by both the Udoji Review Commission of 1974 and the 1988 Civil Service Reform, it is a known fact that mere conversational knowledge of those techniques hardly prepares one to use them. Moreover, no clear directives are given to training institutions about what is needed, the needed change strategy would appear to require more than operational use of these techniques.

Another important thing to note is the pervasiveness of the use of the new techniques. To take Project Management for example, it seemed that it was limited only to capital projects and would therefore restrict the number of people to be trained on it. Yet PM approach is as relevant to non-capital projects and non-routine, non-recurring tasks. Therefore the training needs would be based on how widely the techniques were used and it would impact positively on the performance of the service and individual civil servant.

Another area often neglected by analyst of the 1988 reforms are on those who will provide the training, particularly on management techniques. The recommendation of consultants and also specialists from outside Nigeria, should be seen critically, because of the nature of the environment the consultants and specialist will face. They are not conversant with Nigerian environment of administration and the attitude of Nigerian

workers and also the Nigerian people, who are expected to be the beneficiary of the activities of the governments. Assume that they apply the strategy of management across cultures, they lack the basic knowledge of the cultural traits of the Nigerian people, its leaders and employees. So environment and the people count a lot on the success of any training.

In the United States of America, recent development according to Green (1976:78), particularly in adult learning theory, clearly established the importance of environment for learning. This basic concept is certainly not new and was enunciated by John Dewey nearly 50 years ago. What is new is the concept that the learning environment is the most crucial aspect of human resources development and that there should be a shift away from Pedagogy (from the Greek meaning of teach children) to Andragogy, (the art and science of helping adults learn). Andragogy stresses participant learning as opposed to lecture teaching. If this is advocated by the Nigerian government, what time will it take to make Nigerians fully utilize the knowledge, considering the frequency of reforms in Nigeria. The 1988 reform was not time conscious in its implementation strategy. It was during the General Abacha regime that the training schedules and funds were emphasized as a result of the recommendation of the Ayida Panel Reform.

Whatever the case is and whatever style, the training is, the most fundamental things is, it will equip the workers with skills, techniques and other methods of discharging their duties more effectively and efficiently. Thus, training is very important in raising the level of performance and the success of the organization and the

development of the civil servants, Ayeni (2007:171) has identified some of the benefits of training and manpower development in the Nigerian civil service which are:

i) Equal career opportunity: Training give equal opportunity to every employee to identify his/her career paths and climate barriers to upward movement in the organization. This is why the Federal Government of Nigeria through the industrial training funds (ITF) insists that every organization must provide training opportunities for all their employees.

ii) Quality of working life: Highly educated professionals, managers and administrators prefer to work in organizations with well developed training and manpower development programmes which will give them added advantage and chance to develop their talents better, especially against future exigencies and eventualities.

iii) Retention of personnel: A well developed training and career development scheme enable organizations to retain their core employees, thereby reducing the incidence of labour turnover.

iv) Fewer accidents occurrences: For employees that handled equipment, proper training in the handling and use of these equipment will reduce the incidence and occurrence of accidents during their operation.

v) Better utilization of employees: Training allows management to place employees on jobs where they can perform best. This will enhance job satisfaction and motivation.

Thus, like in the Weberian bureaucracy training and development will equip the workers with the tools of improving their performance which will make the bureaucracy

more rational, efficient and effective. Unless training is ensured the problem of performance of the Nigerian civil service will persist. As such to overcome the problem the recommendation of the Ayida Panel Reform of 1994 should be adopted and monitored to its logical conclusion.

CHAPTER FIVE

PRESENTATION AND DISCUSSION OF RESEARCH FINDINGS

5.1 Introduction

This chapter contains the presentation and discussion of research findings from the ten (10) federal institutions sampled. These ten (10) organizations consisted of six (6) federal ministries and four (4) extra-ministerial departments and agencies in which my research questionnaires were administered. Oral interviews were also conducted on some selected civil servants working in these organizations and some retired top civil servants. These interviews and questionnaire all related to the 1988 and 1994 reforms and the performance of the civil service in Nigeria.

In this research, the data presentation and analysis used simple tables and percentages in the testing of the three hypotheses adopted and specified in chapter one. As for the 1994 reforms the results of those interviewed were also assessed in proving the three hypotheses.

5.2 Data Presentation

A total of three hundred (300) questionnaires were administered on ten (10) federal organizations, consisting of six (6) federal ministries and four (4) extra-ministerial departments and agencies. The questionnaires were administered to these organizations using simple random sampling technique, which covered senior officers of various grade levels and positions (from GL 10 and above).

Out of the 300 questionnaires administered, 208 representing (69.3%) wee returned, while 92 were not returned, representing (30.7%). This has shown that the returned questionnaires could be used to make generalization based on the outcomes and analysis.

Table number one (below) shows the distribution of the returned questionnaires based on the ten (10) organizations administered.

Table 1: Summary of questionnaires distributed and returned based on the names of the organization of the respondents.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Federal Ministry of Education	17	8.2	8.2	8.2
	Federal Ministry of Works & Housing	18	8.7	8.7	16.9
	Federal Ministry of Health	23	11.1	11.1	28.0
	Federal Ministry of Water Resources	26	12.5	12.5	40.5
	Federal Ministry of Justice	25	12.0	12.0	52.5
	Federal Ministry of Finance	20	9.6	9.6	62.1
	Office of the Head of Service of the Federation	20	9.6	9.6	71.7
	Federal Civil Service Commission	17	8.2	8.2	79.9
	The Department of Establishment	23	11.1	11.1	91.0
	Bureau of Public Service Reform	19	9.1	9.1	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

Table 2: Sex of the respondents

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	136	65.4	65.4	65.4
	Female	72	34.6	34.6	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

The analysis of the sex of respondents as shown in table 2 above, shows that 136 respondents out of the 208 returned questionnaires were males representing 65.4% while 77 were females representing 34.6%. Thus, it could be said that males are dominant in the federal civil service of Nigeria. The table also showed that females were fairly represented in the federal civil service which showed some gender consideration in appointments into the federal civil service. This is really encouraging.

Table 3: Age distribution of the respondents

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Below 20 years	2	1.0	1.0	1.0
	21 – 30 years	56	26.9	26.9	27.9
	31 – 40 years	77	37.0	37.0	64.9
	41 – 50 years	62	29.8	29.8	94.7
	51 – 60 years	11	5.3	5.3	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

Table 3 above showed the age distribution of the 208 respondents of the 10 federal organizations served with the questionnaires. Those within the age bracket of 21 – 30 years were only 1% with a total of 2. Others within the age bracket of 31 – 40 years constituted 77 with 37%, while those within the age bracket of 41 – 50 years constituted 29.8% with a total of 62. The remaining within the age bracket of 51 – 60 were only 5.3% with a total of 11. Thus, it could be said that those within the age bracket of 31 – 40 and 41 – 50 years dominated the federal civil service. This has reflected that they were energetic and resourceful with no dead

woods. They could be said to be healthy and reliable. They could also be made to be efficient and effective in their respective jobs. They could also easily be trained and retrained.

Table 4: Marital status of the respondents

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Married	157	75.5	75.5	75.5
	Single	44	21.2	21.2	96.6
	Widowed	7	3.4	3.4	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

From the distribution in table 4 one could see that majority of the respondents were married with a total number of 157 out of the 208 respondents making 75.5%. While 44 of them were single and unmarried representing only 21.2%. While only 7 were widowed representing only 3.4%. In accordance with the African tradition one could say that majority of the federal civil servants were responsible and duty conscious because they were married. It could also be said they have responsibilities and needs to cater for, which made salary as the basis of their earnings and income. They therefore appreciated salary increment from time to time.

Table 5: Educational qualification of the respondents

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Primary School	3	1.4	1.4	1.4
	Secondary School	101	48.6	48.6	50.0
	First Degree	89	42.8	42.8	92.8
	Masters Degree	13	6.3	6.3	99.0
	Others	2	1.0	1.0	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

The table above showed the educational qualifications of the respondents with 101 possessing secondary and other qualifications not up to HND or degree, thus having 48.6%. While those with first degree were 89 having 43.8%. Those with Masters Degree were only 13 with 6.3% and only 3 were primary school leavers with 1.4%, while others with other qualifications were only 2 with only 1%. This showed that there was need for more training of those with secondary and other qualification before the age of their retirement. While those with first degree also had to go further for postgraduate studies, particularly now when only those with Master's degree could hold the position of a Director in the federal civil service as a result of the Orosanya's reform during Late Umar Musa Yar'adua's government 2007 – 2009.

Table 6: Type of appointment of the respondents

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Probation	2	1.0	1.0	1.0
	Temporary	2	1.0	1.0	1.9
	Permanent	2	1.0	1.0	2.9
	Permanent and Pensionable	12	5.8	5.8	8.7
	Confirmed Permanent and Pensionable	190	91.3	91.3	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

;Table 6 above showed that confirmed permanent and pensionable officer constituted the highest number of workers with 190 representing 91.3%, followed by Permanent and pensionable with only 5.8% only 12 in number of the total respondents of 208. While those on probation, temporary and permanent were 2 each respectively constituting of only 1% each. This had shown that civil servants did pass the civil service examination which was a condition before a confirmed permanent and pensionable appointment was given to an officer. It also showed that career building was one of the basis that kept on the civil servants. This could easily make them more work conscious and effective.

Table 7: Cadre of the respondents

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Administrative	87	41.8	41.8	41.8
	Professional	36	17.3	17.3	59.1
	Executive	44	21.2	21.2	80.3
	Secretarial/Stenographic	39	18.8	18.8	99.0
	Clerical	2	1.0	1.0	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

According to table 7 above the administrative cadre had the highest number of workers with a total of 87 representing 41.8%, followed by the executive cadre with 44 representing 21.2%. The secretarial/stenographic cadre followed with a total of 39 representing 18.8% while those belong to professional cadre constituted 36 with 17.3%. The clerical cadre only 2 representing 1.0%. This showed that more workers were needed in the clerical cadre and the secretarial/stenographic cadre in view of the increasing responsibilities of the government and also the need to computerize most of the data and records of the service. Thus the issue of over bloatness of the civil service was being exaggerated.

Table 8: On whether the main cause of 1988 reform was external pressure on the federal government

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	75	36.1	36.1	36.1
	Agree	108	51.9	51.9	88.0
	Strongly Disagree	13	6.3	6.3	94.2
	Undecided	12	5.8	5.8	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

Table 8 above showed that 75 of the respondents representing 36.1% strongly agreed that the main cause of the 1988 civil service form was external pressure on the federal government. While 108 representing 51.9% agreed. Only 13 respondents representing 6.3% strongly disagreed. While 12 respondents representing 5.8% were undecided. This confirmed the view that the 1988 civil service reform was externally forced on the Nigerian federal government (NFG); just as the previous civil service reforms, particularly the Udoji reform of early 1970, which had strong relationship with the 1988 reforms as depicted in table 11 below. The desire to accept IMF loans by the federal government could also be said to be the reasons behind acceptance of the conditionalities attached to the reform even though majority of the Nigerians rejected the IMF loans. Moreover, it could be confirmed that 1980s influence of the finance capital on developing countries through IMF and other international organizations had penetrated into Nigeria through the leaders in government and succeeded in further integrating the Nigerian economy into the capitalist economic system. Thus, it could be accepted that the reform was

forced on the Nigerian civil service just as it was forced on most of the developing countries of the world due to the world wide campaign of the IMF in the 1980s.

Table 9: There is significant relationship between 1988 reforms and Udoji Reform in training, performance etc. for effective service delivery

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agreed	56	26.9	26.9	26.9
	Agree	118	56.7	56.7	83.7
	Strongly Disagree	30	14.4	14.4	98.1
	Undecided	4	1.9	1.9	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

Table 9 above showed the level of relationship between 1988 civil service reform and Udoji reform (Udoji Salary Review Commission 1974) 118 respondents representing 56.7% agreed that there was a strong relationship between the 1988 reform and Udoji reform. While 56 respondents representing 26.9% strongly agreed that there was that relationship. Whereas 30 respondents representing 14.4% strongly disagreed that there was relationship between the 1988 reforms and the Udoji reform. While 4 respondents representing 1.9% were undecided.

This therefore has shown that there was a significant relationship between 1988 reforms and Udoji reform as 83.6% of the respondents agreed and strongly agreed that there was that relationship. This could be noticed in the contents of the reforms and also in the quest for the adoption of some management concepts such as MBO, PPBS and PM in the reforms. Thus as the Udoji reform was externally oriented so also the 1988 reforms was externally induced on the Nigerian government. Moreover, the emphasis made on training, performance, efficiency and

effectiveness were also found in the 1988 reforms which both accepted that with more training, Nigerian civil servants could perform their duties effectively, thus reducing the problems facing the civil service institutions. This could also be the basis for patronizing consultants from within and outside Nigeria which seriously undermined the civil servants efforts. Thus creating another appeasement and pauperization of the Nigerian resources which affected the smooth operation of the civil service.

Table 10: Staff training about the principal contents of the reform

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	19	9.1	9.1	9.1
	Agree	131	63.0	63.0	72.1
	Strongly Disagree	57	27.4	27.4	99.5
	Undecided	1	0.5	0.5	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

Table 10 above showed that 131 respondents out of 208, representing 63.0% agreed that the staff of their organization were given training about the principal contents of the reform, while 19 representing 9.1% strongly agreed. On the other hand 57 representing 27.4% strongly disagreed that their staff were given training about the principal contents of the reform. Thus not all categories of the staff were actually trained and this made the implementation of the reform difficult in some of the organizations. While where it is implemented the results were vivid and more successful.

Table 11: Whether the training was given to the respondents frequently.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	7	3.4	3.4	3.4
	Agree	119	57.2	57.5	60.9
	Strongly Disagree	79	38.0	38.2	99.0
	Undecided	2	1.0	1.0	100.0
	Total	207	99.5	100.0	
Missing	System	1	0.5	100.0	
Total		208	100.0		

Source: Responses from returned questionnaire, 2012

The table above showed that 119 respondents representing 57.2% agreed that the training on the 1988 reform was given the civil servants frequently. While 7 representing 3.4% strongly agreed. On the other hand, 79 representing 38%, strongly disagreed, with 2 representing 1.0% undecided. Thus, this could explain the partial failure of the reforms in some organizations where the training was not given frequently. As most civil servants were not attuned with the needs of the reforms.

Table 12: Whether the training about the 1988 reform was conducted by consultants.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	33	15.9	15.9	15.9
	Agree	152	73.1	73.1	88.9
	Strongly Disagree	15	7.2	7.2	96.2
	Undecided	8	3.8	3.8	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

On whether the training given about 1988 reforms was conducted by consultants, 152 respondents out of 208 representing 73.1% agreed and 33 representing 15% strongly agreed. On the other hand, 15 representing 7.2% strongly disagreed, while 8 representing 3.8% were undecided. This had shown that the consultant succeeded in realizing their mission of getting profit from the reform. Since they were patronized by the government. This consequently further entangled the civil servants to the world capitalist system of investment and transfer of knowledge. This was because of the involvement of the World Bank as shown in the subsequent table. Moreover, whether the consultants were from within or outside Nigeria they were paid dearly as both aimed at maximization of profit and transfer of knowledge that would make the civil servants dependent without due cognizance to the internal dynamics of the civil service institution and this had serious effects on the operation of the civil service particularly on the power and authority relationship and the roles of the civil service.

Table 13: Your organizations identify training needs regularly.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	73	35.1	35.1	35.1
	Agree	130	62.5	62.5	97.6
	Strongly Disagree	5	2.4	2.4	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

The table above showed that 130 respondents representing 62.5% agreed that their organizations identified training needs regularly. While 73 representing 35.1% strongly agreed. Only 5 respondents representing 2.4% strongly disagreed. This therefore destroyed the

accusation leveled that the civil servants were not trained regularly, with the aim of resolving problems of their organizations as indicated in the following table.

Table 14: At the end of the training, identified training needs or problems have been resolved in the civil service organizations

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	57	27.4	27.4	27.4
	Agree	131	63.0	63.0	90.4
	Strongly Disagree	20	9.6	9.6	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

The table above showed that 131 respondents representing 63.0% agreed that at the end of the training the identified training needs or problems have been resolved in their organizations. While 57 representing 27.4% strongly agreed. Only 20 representing 9.6% strongly disagreed. It showed that the 9.6% who disagreed were always or often sighted to show that training given were haphazard, not coordinated or effective to mould the performance of the civil servants towards more efficient and effective services. It also showed that training had been criteria for promotion of civil servants as they were promoted regularly, a system which was earlier accepted even before the reform.

Table 15: On whether the implementation of the reform increased the efficiency and effectiveness of the respondents' organizations.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	11	5.3	5.3	5.3
	Agree	124	59.6	59.6	64.9
	Strongly Disagree	73	35.1	35.1	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

On whether the implementation of the reform increased the efficiency and effectiveness of the civil servants 124 representing 59.6% agreed and 11 representing 5.3% strongly agreed. On the other hand 73 representing 35.1% strongly disagreed. Thus, it showed that efficiency and effectiveness of the civil servants increased as a result of the 1988 reforms. This impacted on the operations of the civil service positively in its goals achievements as desired by the leaders in government.

Table 16: Whether the 1988 reforms had actually reduced the powers of the federal civil service commission in employment, discipline etc.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	10	4.8	4.8	4.8
	Agree	103	49.5	49.5	54.3
	Strongly Disagree	95	45.7	45.7	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

The table above showed that 103 respondents representing 49.5% and 10 representing 4.8% agreed and strongly agreed that the 1988 reforms has actually reduced the powers of the civil service commission in employment, discipline etc. of staff effectively. While 95 representing 45.7% strongly disagreed. This had really affected the operation of the civil service since the federal civil service commission was the central organ of recruitment, discipline etc. for all the ministries and extra ministerial departments and agencies which had been the system that ensured control accountability and effective supervision. With the powers given to individual ministries and extra ministerial departments and agencies, redundancy, cliquism, impartiality, etc. further intruded into the Nigerian civil service. Primordial factors were openly exhibited in recruitment, placement, posting, promotion etc. of staff which seriously affected the routine task of the civil service.

Table 17: Whether the staff of respondents organizations were familiar with the new management concepts of MBO, PM and PPBS.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	8	3.8	3.8	3.8
	Agree	128	61.5	61.5	65.4
	Strongly Disagree	72	34.6	34.6	100.0
	Total	208	100.0	100.0	

Source: Responses from returned questionnaire, 2012

Table 17 above showed that 128 respondents out of 208 agreed that their staff were familiar with the new management concepts of MBO, PM and PPBS. Also 8 representing 3.8% strongly agreed. While 72 representing 34.6% strongly disagreed. This therefore showed that the level of the efficiency and effectiveness of the staff realized in most of the civil service

organization was as a result of their familiarity with MBOs and PPBs. Still a significant proportion believed that the 1988 reform was not successful in the organizations which were unfamiliar with the new management concepts, which had really affected the operations of the civil service. Though the new management concepts were familiar to the private sector in Nigeria a significant proportion of the civil servants were not and this made it difficult to be implemented into the system, because mere conversational knowledge of these system were not enough for effective usage. This was true with the level of performance of the civil service institution today as it still faced the problems it had before the introduction of these concepts.

Table 18: That open reporting system motivated staff to perform effectively and efficiently in the respondents organization.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	10	4.8	4.8	4.8
	Agree	135	64.9	64.9	69.7
	Strongly Disagree	63	30.3	30.3	100.0
	Total	208	100.0	100.0	

Sources: Responses from returned questionnaire, 2012

Table 18 above showed that 135 respondents representing 64.9% agreed that open reporting system in annual performance and evaluation record system motivated staff to perform more effectively and efficiently in their organizations. While 10 representing 4.6% strongly agreed. However 63 representing 30.3% strongly agreed to it. This had shown the level of the operation of the civil service was affected since the secret reporting system used earlier ensured more control and supervision of civil servants. Today the open reporting system breaded cliquism, partiality, open hatred or likeness of the staff being reported upon by the reporting

officer. It also made the civil servants non-challant and care free as the entire system depended on who you know. As such no proper evaluation was made on them.

Table 19: I believe that employment since the 1988 reform was based on merit and technical qualification

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	22	10.6	10.6	10.6
	Agree	131	63.0	63.0	73.6
	Strongly Disagree	55	26.4	26.4	100.0
	Total	208	100.0	100.0	

Sources: Responses from returned questionnaire, 2012

That 131 representing 63.0% agreed that employment of staff into various organization of the civil service since the 1988 reform was based on merit. While 22 representing 10.6% strongly agreed to the views. However 55 representing 26.4% strongly disagreed. This had therefore shown the element of selfishness and who you know still persisted in the Nigerian civil service. On the other hand it further showed that the merit system was being restored in the service particularly at the federal service, more so when the powers of the civil service commission which were removed by the reform were restored and also the restoration of the office of the Head of Service which cater for the control, discipline, posting, promotion etc. of the civil servants particularly those on higher grade levels. This had really affected a change in the performance of staff generally.

Table 20: Whether the implementation of the reform has changed the structure of the respondents organizations

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	74	35.6	35.6	35.6
	Agree	102	49.0	49.0	84.6
	Strongly Disagree	31	14.9	14.9	99.5
	Undecided	1	0.5	0.5	100.0
	Total	208	100.0	100.0	

Sources: Responses from returned questionnaire, 2012

The table above had really shown that the implementation of the 1988 reform had changed the structure of the respondents organization because 102 representing 49.0% and 74 representing 35.6% agreed and strongly agreed respectively. While 31 representing 14.9% strongly disagreed. With 1 representing 0.5% undecided. This had shown the level of the implementation of the civil service in Nigeria, which pegged the number of departments/directorate all the ministries and extra ministerial departments and agencies should have. It also showed that most of the organization changed their structure in agreement with the contents of the reform. It also made the minister as chief executives as well as accounting officers, thus diminishing the powers and roles of the Permanent Secretary, whose position could be occupied by even non career civil servants. The new occupant of the new position, the Director General would have to go with the government that appointed him, unless if the incoming government reappointed them.

Table 21: Whether the Director General of the organization was appointed from outside the civil service.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	50	24.0	24.0	24.0
	Agree	61	29.3	29.3	53.4
	Strongly Disagree	97	46.6	46.6	100.0
	Total	208	100.0	100.0	

Sources: Responses from returned questionnaire, 2012

Table 21 above showed that 50 respondents representing 24.0% strongly agreed that the Director Generals of the ministries were appointed from outside the civil service and 61 representing 29.3% agreed. On the other hand 97 representing 46.6% strongly disagreed. The outcome of this therefore had convinced us that the position of the Permanent Secretary was politicized as non-career civil servants were appointed to the position, and this had really affected the operation of the civil service because the accounting officers position was removed in favour of the chief executive the Ministers/Commissioners. It also reduced the emphasis on careerism and heightened the competition and struggle to occupy the position by the people. Thus, it was not based on merit and experience.

Table 22: Promotion of staff has been conducted

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	86	41.3	41.3	41.3
	Agree	120	57.7	57.7	99.0
	Strongly Disagree	2	1.0	1.0	100.0
	Total	208	100.0	100.0	

Sources: Responses from returned questionnaire, 2012

The table above showed that 120 respondents representing 57.7% agreed that promotion of staff of their organization had been conducted. While 86 representing 41.3% strongly agreed. Only 2 representing 1.0% strongly disagreed. This showed that even prior to the reform promotion had been regularly conducted on all the staff when they were due. This had really shown the positive side of the operation of the civil service and also the conviction that promotion had been serving as a motivating factor in the performance of staff of various civil service organizations. Moreover, it was done based on relevant years of service i.e experience and performance as promotion examinations and interviews were conducted even at their face value before promotion was effected. As a rider it further showed the relevance of salary increment to the civil servants. Thus, the absence of salary adjustment in the reform had really affected the morale of the civil servants. It had also shown that the reform was far from being unique as it was the only reform which did not increase the salary of the civil servants in Nigeria, because increase in salary was tied up with promotion and it was a value in the unified salary grading system (USGS).

Table 23: Salary increment is the best motivator in the Nigerian civil service

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	77	37.0	37.0	37.0
	Agree	120	57.7	57.7	94.7
	Strongly Disagree	11	5.3	5.3	100.0
	Total	208	100.0	100.0	

Sources: Responses from returned questionnaire, 2012

The table above showed that 120 respondents representing 57.7% agreed that salary increment was the best motivator of the Nigerian civil service. With additional 77 representing

37.0% strongly agreed to the statement. Only 11 representing 5.3% strongly disagreed. Thus, the accusation of poor performance of the civil servants could be allied with the salary they received which was generally believed to be poor and insufficient particularly when you compared it with the private sector and the level of inflation in the country. This had actually affected the performance of some civil servants who had to find alternative or supporting activity that would help them in fending for their needs. This really pushed the civil servants to be more money conscious than the service.

Table 24: Absence of salary increment in the 1988 reform retarded the performance of the staff

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	85	40.9	40.9	40.9
	Agree	118	56.7	56.7	97.6
	Strongly Disagree	5	2.4	2.4	100.0
	Total	208	100.0	100.0	

Sources: Responses from returned questionnaire, 2012

The table above showed that 118 respondents out of 208 agreed that absence of salary increment in the 1988 reform retarded the performance of the civil servants. Furthermore, 85 representing 40.9% strongly agreed to the view. Only 5 representing 2.4% strongly disagreed. This could be said to be the main weakness of the reform because salary was the main motivator of performance in the civil service. Moreover, in the preceding reforms salary adjustments were effected which actually resulted in motivating the civil servants within the periods or after the reforms. Such as the Adebo and Udoji Salary Review Commissions of the early 1970s. This had been confirmed by the table above.

Table 25: The 1988 reform has significantly politicized the civil service and the effective operations of the civil service institutions in Nigeria.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	82	39.4	39.4	39.4
	Agree	103	49.5	49.5	88.9
	Strongly Disagree	23	11.1	11.1	100.0
	Total	208	100.0	100.0	

Sources: Responses from returned questionnaire, 2012

The table above showed that 103 representing 49.5% and 82 representing 39.4% agreed and strongly agreed respectively, that the 1988 reform had significantly politicized the civil service and the effective operation of the civil service institutions in Nigeria. Only 23 representing 11.1% strongly disagreed with the position above. This had therefore negated the spirit of neutrality and non-participation in politics which had been emphasized in 1960s and 1970s and in the ethics and values of the civil servants as contained in Max Weber ideal bureaucracy. This had therefore affected the image of the civil servants on the eyes of the public. It also led to the interference in the day to day affairs of the civil service by politicians which seriously undermined the quality of smooth operation of the civil service.

Table 26: Corruption has been reduced in the operation of the civil service institutions as a result of the implementation of the accountability portion of the 1988 reform

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	105	50.5	50.5	50.5
	Agree	103	49.5	49.5	100.0
	Total	208	100.0	100.0	

Sources: Responses from returned questionnaire, 2012

The table above also showed that 105 representing 50.5% agreed that corruption had been reduced in the operation of the civil service institutions as a result of the implementation of the accountability portion of the 1988 reforms. While 103 representing 49.5% strongly disagreed. This also depended on the level of implementation of the reform, but generally corruption was widespread in the civil service as the Minister who held the two powers of being the chief executive and the accounting officer became busy preparing himself against rainy days. So also the Directors General who would leave with the government that appointed them. This had tremendous effect on the operation of the civil service and on the image of the civil servants who were seen as corrupt by the public. This could be the basis which made corruption permeated in all the levels of the civil service and also in its day to day operations.

5.3 Test of Hypothesis

The chi-square test of independence was used to test the under listed hypotheses:

5.3.1 Hypothesis One

There is no significant relationship between the 1988 and 1994 public service reforms and the professionalism of the staff for effective performance of the civil service in Nigeria.

5.3.2 Hypothesis Two

There is no significant relationship between the 1988 and 1994 reforms and the training of the staff for improved performance of the civil service in Nigeria.

5.3.3 Hypothesis Three

There is no significant relationship between 1988 and 1994 reforms and politicization of the civil service and its operational performance in Nigeria.

In order to test the above hypotheses a detailed look at the questionnaire and the resulting tables revealed that:

Hypothesis one, was addressed by tables 16, 17, 21 and 25

Hypothesis two, was addressed by tables 9, 10, 11, 13, and 15

Hypothesis three was addressed by tables 22 and 26.

Pair wise, cross tabulation of responses in these tables was therefore used to calculate chi-square values in order to test independence or otherwise.

5.4 The Procedure

The responses in the tables were cross tabulated to obtain the respective observed responses i.e oij. The observation that fell in the cell intersecting raw i and column j. The corresponding expected values for all the observed values are then obtained as eij i.e expected value for cell ij with.

$$eij = \frac{\text{(row i total) x (column j total)}}{\text{Sample size}}$$

The test statistics for independence (chi-square) is calculated as:

$$x^2 = \sum \sum \frac{(oij - eij)^2}{eij}$$

The x^2 calculated using the formula is referred to as x^2_{calc}.

We then select the desired level of significance α.

Our rejection rule is that we reject Ho if x^2 calc. x^2 (r-1)(c-1), where x^2(r-1)(c-1) is the critical value of chi-squire at a selected level of significance of a with (r-1) x (c-1) degrees of freedom r, being the number of rows and c the number of columns.

5.4.1 Hypothesis One

H_o: There is no significant relationship between 1988 and 1994 public service reforms and professionalism of the staff for effective performance of the civil service in Nigeria.

H_1: There is significant relationship between 1988 and 1994 civil service reforms and the professionalism of the staff for effective performance of the civil service in Nigeria.

Level of significance (α) = 0.05 (5%)

Test statistic = $x^2 = \sum_i \sum_j \frac{(oij - eij)^2}{eij}$

Reject Ho if $x^2_{calc.} \geq x^2$, (r-1)(c-1).

Computations: We compute $x^2_{calc.}$ for various cross tabulations and compare it to the corresponding x^2 0.05 level of significance (r-1)(c-1) degree of freedom.

In order to test hypothesis one, we looked at the entries of tables 16, 17, 21 and 25. We then cross tabulated the corresponding responses and performed a chi-square test.

Table 1

Table 21 versus Table 16 gave the following

Title: Observed responses

	SA	A	SD	TOTAL
SA	11	22	41	74
A		102		102
SD			31	31
UD			1	1
Total	11	124	73	208

Source: Analysis from returned questionnaire tables, 2013

Table 2

Title: Expected frequencies

	SA	A	SD	TOTAL
SA	4	44	26	74
A	5	61	36	102
SD	2	18	11	31
UD	0	1	0	1
Total	11	124	73	208

Source: Analysis from returned questionnaire tables, 2013

Table 3

Table 21: versus table 17 gave the following;

Title: Observed responses

	SA	A	SD	TOTAL
SA	10	1	63	74
A		102		102
SD			31	31
UD			1	1
Total	10	103	95	208

Source: Analysis from returned questionnaire tables, 2013

Table 4

Title: Expected frequencies

	SA	A	SD	TOTAL
SA	74			74
A		102		102
SD	10	16	5	31
UD	1			1
Total	85	118	5	208

Source: Analysis from returned questionnaire tables, 2013

Table 5

Title: Expected frequencies

	SA	A	SD	TOTAL
SA	30	42	2	74
A	42	58	2	102
SD	13	18	1	31
UD	0	1	0	1
Total	85	118	5	208

Source: Analysis from returned questionnaire tables, 2013

Table 6

Table 16 versus table 17 gave the following;

Title: Observed responses

	SA	A	SD	TOTAL
SA	10		1	11
A		103	21	124
SD			73	73
Total	10	103	95	208

Source: Analysis from returned questionnaire tables, 2013

Table 7

Title: Expected frequencies

	SA	A	SD	TOTAL
SA	1	5	5	11
A	6	61	57	124
SD	4	36	33	73
Total	10	103	95	208

Source: Analysis from returned questionnaire tables, 2013

Table 8

Table 16 versus table 25 gave the following;

Title: Observed responses

	SA	A	SD	TOTAL
SA	11	0	0	11
A	1	118	5	124
SD	73	00	00	73
Total	85	118	5	208

Source: Analysis from returned questionnaire tables, 2013

Table 9

Title: Expected frequencies

	SA	A	SD	TOTAL
SA	4	6	0	11
A	51	70	3	124
SD	30	41	2	73
Total	85	118	5	208

Source: Analysis from returned questionnaire tables, 2013

Table 10

Table 17 versus table 25 gave the following;

Title: Observed responses

	SA	A	SD	TOTAL
SA	10	0	0	10
A	1	102	0	103
SD	74	16	5	95
Total	85	118	5	208

Source: Analysis from returned questionnaire tables, 2013

Table 11

Title: Expected frequencies

	SA	A	SD	TOTAL
SA	4	6	0	10
A	42	58	2	103
SD	39	54	2	95
Total	85	118	5	208

Source: Analysis from returned questionnaire tables, 2013

Table 12

Title: Summary of the cross tabulation

S/N	Cross tabulation	X square calc.	X square tab	Decision
1	Table 21 Vs 16	160.89	12.49	Reject
2	Table 21 Vs 17	213.61	9.49	Reject
3	Table 21 Vs 25	211.32	12.59	Reject
4	Table 16 Vs 17	321.68	9.49	Reject
5	Table 16 Vs 25	203.90	9.49	Reject
6	Table 17 Vs 25	151.30	9.49	Reject

Source: Analysis from returned questionnaire tables, 2013

In order to test hypothesis two we looked at the entries of tables 9, 10, 11, 13 and 15. We then cross tabulated the corresponding responses and performed a chi-square test.

Table 13

Table 9 versus table 10 gave the following;

Title: Observed responses

	SA	A	SD	UD	TOTAL
SA	56	10	9	0	75
A	0	108	0	0	108
SD	0	0	13	0	13
UD	0	0	8	4	12
Total	56	118	30	4	208

Source: Analysis from returned questionnaire tables, 2013

Table 14

Title: Expected frequencies

	SA	A	SD	UD	TOTAL
SA	20	43	11	1	75
A	29	61	16	2	108
SD	4	7	2	0	13
UD	3	7	2	0	12
Total	56	118	30	4	208

Source: Analysis from returned questionnaire tables, 2013

Table 15

Table 9 versus table 11 gave the following;

Title: Observed responses

	SA	A	SD	UD	TOTAL
SA	19	12	44	0	75
A	0	108	0	0	108
SD	0	0	13	0	13
UD	0	11	0	1	12
Total	19	131	57	1	208

Source: Analysis from returned questionnaire tables, 2013

Table 16

Title: Expected frequencies

	SA	A	SD	UD	TOTAL
SA	7	47	21	0	75
A	10	68	30	1	108
SD	1	8	4	0	13
UD	1	8	3	0	12
Total	19	131	57	1	208

Source: Analysis from returned questionnaire tables, 2013

Table 17

Table 9 versus table 13 gave the following;

Title: Observed responses

	SA	A	SD	UD	TOTAL
SA	33	42	0	0	75
A	0	108	0	0	108
SD	0	0	13	0	13
UD	0	2	2	8	12
Total	33	152	15	8	208

Source: Analysis from returned questionnaire tables, 2013

Table 18

Title: Expected frequencies

	SA	A	SD	UD	TOTAL
SA	12	55	5	3	75
A	17	79	8	4	108
SD	2	10	1	1	13
UD	2	9	1	0	12
Total	33	152	15	8	208

Source: Analysis from returned questionnaire tables, 2013

Table 19

Table 9 versus table 15 gave the following;

Title: Observed responses

	SA	A	SD	TOTAL
SA	57	18	0	75
A	0	108	0	108
SD	0	0	13	13
UD	0	5	7	12
Total	57	131	20	208

Source: Analysis from returned questionnaire tables, 2013

Table 20

Title: Expected frequencies

	SA	A	SD	TOTAL
SA	21	47	7	75
A	30	68	10	108
SD	4	8	1	13
UD	3	8	1	12
Total	57	131	20	208

Source: Analysis from returned questionnaire tables, 2013

Table 21

Table 10 versus table 11 gave the following

Title: Observed responses

	SA	A	SD	UD	TOTAL
SA	19	13	24	0	56
A	0	118	0	0	118
SD	0	0	30	0	30
UD	0	0	3	1	4
Total	19	131	57	1	208

Source: Analysis from returned questionnaire tables, 2013

Table 22

Title: Expected frequencies

	SA	A	SD	UD	TOTAL
SA	5	35	15	0	56
A	11	74	32	1	118
SD	3	19	8	0	30
UD	0	3	1	0	4
Total	19	131	57	1	208

Source: Analysis from returned questionnaire tables, 2013

Table 23

Table 10 versus table13 gave the following;

Title: Observed responses

	SA	A	SD	UD	TOTAL
SA	33	23	0	0	56
A	0	118	0	0	118
SD	0	11	15	4	30
UD	0	0	0	4	4
Total	33	152	15	8	208

Source: Analysis from returned questionnaire tables, 2013

Table 24

Title: Expected frequencies

	SA	A	SD	UD	TOTAL
SA	9	41	4	2	56
A	19	86	9	5	118
SD	5	22	2	1	30
UD	1	3	0	0	4
Total	33	152	15	8	208

Source: Analysis from returned questionnaire tables, 2013

Table 25

Table 10 versus table 15 gave the following;

Title: Observed responses

	SA	A	SD	TOTAL
SA	56	0	0	56
A	0	118	0	118
SD	1	13	16	30
UD	0	0	4	4
Total	57	131	20	208

Source: Analysis from returned questionnaire tables, 2013

Table 26

Title: Expected frequencies

	SA	A	SD	TOTAL
SA	15	35	5	56
A	32	74	12	118
SD	8	19	3	30
UD	1	3	0	4
Total	57	131	20	208

Source: Analysis from returned questionnaire tables, 2013

Table 27

Table 11 versus table 13 gave the following;

Title: Observed responses

	SA	A	SD	UD	TOTAL
SA	19	0	0	0	19
A	0	131	0	0	131
SD	14	21	15	7	57
UD	0	0	0	1	1
Total	33	152	15	8	208

Source: Analysis from returned questionnaire tables, 2013

Table 28

Title: Expected frequencies

	SA	A	SD	UD	TOTAL
SA	3	14	1	1	19
A	21	96	9	5	131
SD	9	42	4	2	57
UD	0	1	0	0	1
Total	33	152	15	8	208

Source: Analysis from returned questionnaire tables, 2013

Table 29

Table 11 versus table 15 gave the following;

Title: Observed responses

	SA	A	SD	TOTAL
SA	19	0	0	19
A	0	131	0	131
SD	38	0	19	57
UD	0	0	1	1
Total	57	131	20	208

Source: Analysis from returned questionnaire tables, 2013

Table 30

Title: Expected frequencies

	SA	A	SD	TOTAL
SA	5	12	2	19
A	36	83	13	131
SD	16	36	5	57
UD	0	1	0	1
Total	57	131	20	208

Source: Analysis from returned questionnaire tables, 2013

Table 31

Table 13 versus table 15 gave the following

Title: Observed responses

	SA	A	SD	TOTAL
SA	33	0	0	33
A	20	131	1	152
SD	4	0	11	15
UD	0	0	8	8
Total	57	131	20	208

Source: Analysis from returned questionnaire tables, 2013

Table 32

Title: Expected frequencies

	SA	A	SD	TOTAL
SA	9	21	3	33
A	42	96	15	152
SD	4	9	1	15
UD	2	5	1	8
Total	57	131	20	208

Source: Analysis from returned questionnaire tables, 2013

Table 33

Title: Summary of the analysis on hypothesis 2

S/N	Cross tabulation	X square calc.	X square tab	Decision
1	Table 9 Vs table 10	343.96	12.59	Reject
2	Table 9 Vs 11	194.20	12.59	Reject
3	Table 9 Vs 13	387.51	12.59	Reject
4	Table 9 Vs 15	309.39	12.59	Reject
5	Table 10 Vs 11	214.94	12.59	Reject
6	Table 10 Vs 13	316.36	12.59	Reject
7	Table 10 Vs 15	323.78	9.49	Reject
8	Table 11 Vs 13	226.37	12.59	Reject
9	Table 11 Vs 15	464.41	9.49	Reject
10	Table 13 Vs 15	272.34	9.49	reject

Source: Analysis from returned questionnaire tables, 2013

In order to test hypothesis three we looked at the entries of tables 22 and 26. We then cross tabulated the corresponding responses and performed a chi-square test.

Table 34

Table 22 versus table 26 gave the following;

Title: Observed responses

	SA	A	SD	TOTAL
SA	50	0	0	50
A	0	61	0	61
SD	32	42	23	97
Total	82	103	23	208

Source: Analysis from returned questionnaire tables, 2013

Table 35

Title: Expected frequencies

	SA	A	SD	TOTAL
SA	20	25	5	50
A	24	30	7	61
SD	38	48	11	97
Total	82	103	23	208

Source: Analysis from returned questionnaire tables, 2013

X square calc = 154.84, x square tab = 9.49. We therefore reject H_o.

We concluded that there was significant relationship between 1988 reform and politicization of the civil service and effective operation of the civil service in Nigeria. More particularly in consideration of the position of the Minister, the Director General, and the nature of their appointment and responsibilities. Moreover the abolition of the office of the Head of Civil Service and the reduction of powers of the Federal Civil Service Commission could also be seen in appointments, promotions, posting, and delegation of responsibilities etc. which were the backbone of the civil service institution in Nigeria.

As for the 1994 reforms, the three hypotheses were tested through interviews of prominent senior civil servants, serving and retired. Based on this the three hypothesis were also rejected. Prominent among those interviewed was Alhaji Adamu Fika, a former Head of the Office of the Head of Civil Service of the Federation, who was an active participant in the 1988 reforms as a supporter of the 1994 reforms. He supported the 1994 reforms because it immediately reacted to the effects of the 1988 reforms on the

performance and general operations of the Nigerian civil service. Secondly, because the reform restored the power and authority relationship which was destroyed by the 1988 reforms. In fact most of what we discussed with him are contained in the paper he (Alh. Adamu Fika) presented on 31st March 2014.

In the paper he presented on 31st March 2014, Alhaji Adamu Fika asserted that "the 1988 reforms adversely affected the performance of Nigerian public service and unprecedented level of corruption also followed. Within five years, the public had began to complain seriously about corruption and inefficiency in the public service. By the beginning of 1993 General Sani Abacha appointed a panel of distinguished retired public officers. Under the chairman of Mr. A. A. Ayida, to reexamine various provisions of the civil service (Re-organization) Decree No. 43 of 1988 and make recommendation designed to ensure improved performance, efficiency and commitment to service. While submitting the main report, the Panel made some observations, highlighting the problem of the service. In the course of this exercise, we have found that the Nigerian civil service, as an effective and dependable institution, has virtually broken down. We have made a number of findings which we feel government should address if it is to have a chance of arresting the present decadence and restoring to the service its former position of effectiveness as an institution for the implementation of government policies. Among the important findings are:

a) Politicization of the civil service especially at the top.

b) Virtually breakdown of discipline.

c) Disregard of accountability and probity.

Based on this, Alhaji Fika supported the 1994 reforms and the restoration of the qualities of the Nigerian bureaucracy as it was inherited and also as it was fashioned on the Max Weberian bureaucracy. He believed that, if the power and authority relationship of the Weberian model are restored, meritocracy would be the bane of the civil service which would improve the level of its professionalism and performance. This would further protect the service from political influence and interference.

To improve performance of the Nigerian civil service, Alhaji Fika recommended that, a merit based civil service devoid of corruption patronage, inefficiency and impartiality would be the answer to most of the problems the Nigerian civil service is facing today.

On the issue of training and development, he also supported the recommendation of the Ayida Panel reforms of 1994 which posited that adequate provision be made in the budget until the training needs of the civil service is well addressed. That study leave without pay, should be restored as a way of encouraging officers to improve themselves to render valuable service. So also, the establishment of a Civil Service College for training and retraining of middle and senior managers. And that, a senior management course should be introduced for all officers who are expected to attend it before entering the senior management category on GL 14. (Federal government white paper on the report of the review panel on the civil service reforms (1997).

On the issue of Federal Character Commission, Alhaji Adamu Fika recommended that the merit base procedures should be allied to the federal character policy, not only for fair distribution of posts but also as a way of improving the overall performance of the service.

Moreover, according to Fika (2013) as quoted by Ayo, J. O. (2013:2) the current Head of Civil Service of the Federation emphasized that "the public service commission is in effect a body which has as its sole purpose to ensure that appointments to the service, promotion and disciplinary control, in respect of inefficiency or misconduct are dealt with on a continuing standard of detached impartiality and fairness, uninfluenced by political changes or pressures. If this can be assured, the government will be served by a civil service which efficient, contented and loyal (provided of course, that pay and other conditions are adequate) the public servant, for his part, can be confident from the day he joins the service to the day he leaves it, he is subject to standards which are recognizable at all times and are imposed in on impartial and judicial way, unattached by the flux of politics". This was the position of the Gorsuch Report of 1954.

5.5 Findings

Though the respondents in the research, showed that professionalism was enhanced as a result of the changes brought about by the 1988 public service reform, there was no substantial evidence to show that the reform has professionalized the service and the civil servants as was the case in United States of America or the private sector where the system was barrowed. The introduction of the new management techniques of MBO, PM, and PPBS among others did not improve the performance level of the civil service and the civil servants. Moreover, the techniques were not implemented in many ministries and extra ministerial departments and agencies. In fact, where they were implemented, they strongly affected the vertical and lateral relationships of the civil servants and made them more indisciplined and unresponsive. This affected meritocracy, neutrality, proper coordination and control, which the civil service was known for. In

fact, the result was the lowering of performance and workers productivity. This was among the major reasons why the 1994 reform was undertaken, in order to save these veritable qualities of the civil service so as to improve its overall performance. The recommendation of the Ayida Panel of 1994 to improve the performance of the service was pursued and even adopted by the civilian government of President Obasanjo from 1999 – 2007. This was enough evidence to show that the objective of the 1988 reform to professionalize the civil service was not achieved. Moreover the professionalization contents of the 1988 reform were not fully implemented, they remained only on paper.

The 1988 reform has not succeeded in making the civil servants professional, nor has the issue of performance, efficiency, effectiveness, accountability of the service was realized. This was due to the poor implementation of the reform and lack of proper motivation, coordination, smooth power and authority relationships, monitoring and evaluation of projects and the civil servants, among others. Though there was a serious attempt in outlining issues that would make the civil service more efficient, and effective in areas of performance rating, new annual performance and evaluation reporting system, accountability, checks and balances, vertical and lateral relationship etc. they were not fully followed by the chief executives and the higher civil servants who were supposed to ensure that such models or feature of the reform were implemented to the latter. This no doubt affected the productivity of the civil servants and the overall operational performance of the civil service.

On the issue of accountability which is very central in the performance of an organization, the 1988 reform has failed to maintain or improve its level from the previous period. No doubt, a lot of checks and balances were made by the reform but no

evidence showed that accountability was ensured in the service. Though the respondents in the Ministries and Extra Ministerial Departments and Agencies have shown that accountability increased in the service as a result of the 1988 reforms; it was further lowered, as a result of the failure to implement the accounting codes of the reform in most ministries and extra ministerial departments and agencies. Other evidence gathered from sources and the report of the 1994 Ayida Panel Reform, showed that, there was a lot of financial maneuvers between the chief executive, the higher civil servants, auditors and accountants. They colluded and side tracked or disregarded the accountability procedures. In fact, most of the accounting procedures remained on paper. Moreover, the implementation committee has failed to monitor and evaluate the level of accountability during the period of the reform as no report was submitted to that effect.

It was the 1994 reform, which improved the level of accountability, as a result of reverting the power and authority relations between the civil servants and the political class, by restoring the position of the Permanent Secretary as the accounting officer and custodian of the overall administration of the ministries. This no doubt improved the level of accountability in the service.

The rampant activities of rent seekers have also prevented the high level civil servants to operate in accordance with the content of the 1988 reforms and the proper ethic of bureaucracy. The reason was, because the political class, the Chief Executive and the Director General were busy preparing for rainy day since they would go with the government that appointed them.

Though, the respondents of the research questionnaire showed corruption has dropped by 5%, the evidence available, as from 1993, showed that, corruption increased

at all levels of the civil service from messenger to the minister. The Public Account Committee, the audit alarm the auditors, and accountant, were not allowed to exhibit their profession by abiding with rules and regulations. Most of the duties assigned to them by the 1988 reform were either not implemented, disregarded or manipulated. This was because the chief executive was also the accounting officer. The Director General could not check him because he too was a political appointee who would go with the government that appointed him. Thus, financial recklessness increased. It was therefore easy to collude with the higher civil servants because they too were not sure of their future career as the security of tenure was shaky. Moreover, they were prevented to aspire to the position of permanent secretary and the accounting officer.

It has been established in the study, that one secret of efficiency and effectiveness of the service, was based on the quality of the civil servants their training and development at all levels. The 1988 reform had a good package of training and development, but like the Udoji Reform of 1974 these packages were not implemented, monitored and improved. Most of the Ministries and Extra Ministerial Departments and Agencies had no Ministerial Training Committee (MTC), Departmental Training Officers (DTO) and Training Liaison Officers (TLO). As such, they could therefore not perform the duties assigned to them. Moreover, no clear evidence to show that training needs were identified; those who were to be selected for the training still remained on who you know, and no evidence of monitoring those who benefited for the training in order to measure the benefits of the training. Moreover, not much patronization of the training institutions in the country were made. The emphasis on consultants has lowered the level of performance of the service because it made some civil servants with requisite

knowledge, experiences, technical knowhow, discipline and expertise, redundant. In most cases some of these consultants, whether from within Nigeria or not, were not competent enough in the assignments given to them, they had to be put through by the civil servants. This was proved in the research because the respondents in this research showed that most of the training conducted during the 1988 reforms were done by consultants.

Some of the training packages of the 1988 reform were implemented with some qualitative amendment or adjustments by the 1994 Ayida Panel reform. For example, the existing provision that 10% of total annual personnel emoluments be set aside for training should continue but be shared 50 – 50 between each ministry and the office of the head of civil service (which it restored) which would coordinate the centralized training programme. Senior management course was introduced for all officers before entering the senior management category, seasoned retired civil servants, were recruited on contract appointment to train and retrain civil servants in the appropriate skills and method; that more funds were made available to training institution like ASCON, Federal Training Centres, School of Radiography, Surveys etc. to enable them provide more facilities; study leave without pay was restored, as a way of encouraging officers to improve themselves to render valuable service, and the establishment of a Civil Service College for the training of middle level and senior managers.

The most glaring outcome of the research, was the politicization of the civil service by the 1988 reforms. The top positions such as the position of Permanent Secretary and the Minister were politicized, so also their appointments. This has tremendously affected the quality of the service in recruitment, discipline,

implementation of programmes, monitoring and evaluation of projects, promotion, posting etc. The impact of this was the lowering of the performance of the civil service. The continuous interference in the day to day activities of the civil service by politicians, rent seekers and their friends and relations further affected the effective performance of the civil service. The federal character principle which was to check these politicization and application of other primordial factors was seriously manipulated in the recruitment, posting, transfers etc. This, further caused inefficiency, unproductively, waste, unprofessionalism and ineffectiveness of the service, which tremendously affected the performance of the service.

The 1994 reforms continued with the federal character principle but merged it in merit, achievement and performance. In fact, this was the position of those who were interviewed, such as Alh. Adamu Fika. He emphasized that federal character principle should be merged with the meritocracy in order to balance the service for the purpose of unity and productivity.

It was also found out that, there was a strong external influence on the 1988 reform, due to the desire of the federal government of General Babangida to accept International Monetary Fund (IMF) loans and facilities. The adoption of Structural Adjustment Programme (SAP) and its practical implementation by the government was indication of the worldwide campaign of international organizations, as from 1980s, to participate in reforming the civil service of developing countries, including Nigeria. This tilted the service to honour and respect foreign interests. While the 1994 reforms was essentially internally driven as a reactions towards the failure of the 1988 reforms.

The research has also found out that, the 1988 reforms tampered the structure of the civil service in the name of professionalizing it. This affected the lateral and vertical relationships of the civil servants, who are the architects of articulating development goals of the government. This increased the level of indiscipline of the civil servants and utter disregard to the rules and regulations of the service, which in fact affected the performance of the service and that of the civil servants. To restore the glory of the eservice and improve the level of its performance, the 1994 reform reverted back to the old structure by pegging the number of departments from maximum of 8 to 6.

The research has also found out that, incentives and welfare package, which normally improve the morale and commitment of the civil servants was absent. Through the 1988 reform was considered very unique from the past reforms because it did not reform the salary and wages of workers, it as well affected the productivity and performance of the service. This was so because, increase in salary has a motivation syndrome which make worker, particularly of developing nations to be more committed to their jobs and responsibilities, become more discipline and accountable. These in themselves help tremendously in improving the performance of the service. It further ensured that remuneration in the civil service should be sufficiently attractive, to improve the performance of the civil servants and discourage corruption.

The 1994 reform, repealed the Decree No. 43 and its amendment Decree No. 80 immediately and made the operations of the civil service to be guided by relevant provisions of the constitution of the Federal Republic of Nigeria, the civil service rules, financial regulations and circulars rather than by Decree. These instruments were to be updated and applied as the situation warrants.

By reverting the position of the Nigerian civil service to its former position before the 1988 public service reforms by the 1994 Ayida Panel Reform, is a testimony that the Max Weberian bureaucracy, with its attendance qualities and features is more ideal to the Nigerian system. If its features are seriously pursued, the problem of performance of the Nigerian civil service wil be resolved. It will be more professionalized, efficient, effective, accountable and responsible. This, is more so in considering the nature of the Nigerian people, culture, values, orientation and environment.

CHAPTER SIX

SUMMARY, CONCLUSION AND RECOMMENDATIONS

6.1 Introduction

This chapter, contains the summary, conclusion and recommendations of the research on the effects of the 1988 and 1994 public service reforms on the performance of the civil service in Nigeria. A study of selected Federal Ministries and Extra Ministerial Departments and Agencies. It discussed the civil service reforms generally; civil service/administrative reforms in Nigeria; the origin and development of the Nigerian civil service; reforms of the Nigerian civil service under the colonial and post colonial Nigeria; the position of the Nigerian civil service before 1988 reform; highlights of the 1988 reform; the position of the civil service before the 1994 reform; the operations of the Nigerian civil service; performance of the civil service; variables of performance and theoretical framework. Other areas discussed in chapter four included; other variables that affected performance and international organization and the civil service reforms. It also touched the conclusion and recommendations made essentially drawn from the outcome of the research. All these were based on the ten (10) selected Federal Ministries and Extra-Ministerial Departments and Agencies.

6.2 Summary

The research work on the effects of the 1988 and 1994 public service reforms on the performance of the Nigerian civil service, was undertaken with the sole aim of assessing the impact of the reforms on the operational performance of the Nigerian civil service. Issues affecting the performance of the service such as professionalism, performance, efficiency, effectiveness and accountability were also discussed to show

how they impacted positively or negatively on the operational performance of the Nigerian civil service as from 1985 – 1997. Another aim, was also to show the extent of external pressure and the use of finance capital on the 1988 reforms, and the extent of internal pressure for the 1994 reform. External and international organizations such as the IMF, World Bank, United Nations Organizations and other multinational agencies, featured prominently in the 1988 civil service reforms. The issues of power and authority and vertical and lateral relationships were also discussed to capture how they contributed towards the effective and efficient performance of the Nigerian civil service or otherwise.

The Nigerian civil service, as evidenced in this research, is the most developed institution that the government has to rely on in its nation building efforts and the provision of effective and efficient services needed by the Nigerian people, right from the independence movement of the 1940s and 1950s to date (2014). Because of the recognition of the role it can play in national development in Nigeria the agents of imperialism became very much interested in it, its survival, strength and dynamism. That explains why trans-national organizations and their Nigerian collaborators, always emphasize the negative and weaknesses of the civil service as a way of infiltrating into the affairs of governance of the country, all with the aim of aligning it to serve the interest of the finance capital, spearheaded by liberal economists. In short, the major aim was and is to integrate the Nigerian economy into the world capitalist economic system, that is why they emphasize on the so called expert advise, new management concepts, SAP, little government, foreign loans, aids and assistance.

The civil service becomes vulnerable to all these, because the private sector in Nigeria is underdeveloped and not mature enough to usher in the much desired change.

That is why the claims of making the service efficient, effective, professional and modern without giving necessary attention to its internal dynamism. Hardly has the good attributes of the civil service system are emphasized. Attributes such as its neutrality, impartiality, professionalism, continuity, dynamism, non partisanship, loyalty, chain of commands, division of labour, representation rules and regulation and hierarchy of offices etc. (typical of Max Weber's bureaucracy). The size of the civil service is what seems to be the concern of this external force, which at all times say it is over bloated, when in reality it is not.

It is a known fact, that most reforms have reasons, targets, objectives and goals they pursue, which all centre on the performance of the organization. All reforms, are basically internally and externally generated or both. Externally generated more particularly in the 1980s when there was world acclaimed needs for civil service reforms in all the developing countries. A campaign made by international organizations who emphasized the values of limited government and management processes accepted internationally.

In Nigeria, right from the colonial period through the post-colonial, most of the reforms have been proved to be externally driven as a result of pressure from the colonial office in London from 1860 – 1960 and also from imperialist agencies of the former colonial powers or other advanced industrial nations, particularly West European countries and United States of America. It was the 1994 reforms which was mainly internally generated as a result of the failure of the 1988 reforms to improve the performance of the Nigerian civil service.

There is also the general problem of understanding the virtues of reform programmes and the qualities of the feature of the bureaucracy, which if fully practically implemented will not only make the bureaucracy rational, efficient, effective but performance oriented. Considering the Nigerian environment and the values and cultures of the Nigerian people, the Weberian type of bureaucracy, is considered be the best option for the improvement of the performance of the Nigerian civil service in its nation building activities.

The literature review (chapter two) and chapter four discussed about the 1988 and 1994 public service reforms and their impact on the performance of the civil service. Some of the principal contents of the two reforms were also discussed for easier analysis of the reform, their implementation and effects on the operational performance of the Nigerian civil service. Most of the reforms in Nigeria, concerned with the authority and power relations in the service, as the main source of improving the performance of the service. While the 1988 reforms made the minster as chief executive and accounting officer and politicized the office of the Permanent Secretary and his appointment as a base for proper decision making and implementation of government policies and objectives; the 1994 preferred the old structure, in which the Permanent Secretary was the accounting officer and in-charge of the affairs, moneys and materials of the ministry as the bases for control, accountability, effectiveness and efficiency of the service for effective performance.

The 1988 reforms' major objectives of professionalizing the Nigerian civil service for effective service delivery, the change in the structure of Ministries and Extra Ministerial Departments and Agencies, the change in the power and authority relationship

for effective decision making, implementation and control of the affairs of the ministers and extra ministerial departments and agencies, the emphasis on training and development and the new recruitment policy, promotion and discipline, have all failed to convince practitioners and specialist administrators that the desired objectives of the reform have been achieved within the period specified by the reform. In fact, it was proved that the implementation of all the changes brought in the reform were either poor or merely remained on paper. What amounted to, was the rocking of the service by affecting the entire operational performance of the service. This was further proved by the report of the Ayida Panel of 1994.

Training under the 1988 reforms remained haphazard, with no proper training needs identified per cadre and position of the civil servants. The accountability portion of the reform was also manipulated which further led to more corruption. This was particularly so, because the salary of the civil servants was not reviewed upward. The spectre of corruption was further increased as a result of making the minister as both chief executive and accounting officer of the ministry and also the politicization of the appointment and the office of the permanent secretary, renamed as Director General.

Moreover, proper and effective recruitment system which would help very much in improving performance of the civil service, was not based on merit and competitive examination. It was based mainly or who you know syndrome and the application of other primiodial factors by the top echaelon of the service. In fact, the reform failed to improve the internal relationship of the civil servants across the board for effective performance. Even the public conscience which looked at civil servants as looters of public resources was not changed, and this affected the image and performance of the

civil servants. The new management concepts introduced by the reform, were elegant and unable to improve the performance of the civil service in general.

What further affected the level of the performance of the service, was the implementation of Structural Adjustment Conditionalities of the IMF which favoured them, rather than the Nigerian pubic. This view was echoed by Chuks (2006:67) where he says, "against this backdrop, it could be argued that the civil service reform (1988) was not only inevitable but constituted a logical extension of the Structural Adjustment Programme (SAP) – a major economic policy emanated by the federal government in 1985".

Due cognizance of educational qualification and other certified career system, which the civil service was based, were relegated to the background, by the 1988 reforms, and this seriously affected the merit system. Example, the lowest position in the ministry which should be X Assistant III on GL 04 could not be applied because the teaming staff of the service such as Artisan, Porters, Cleaners, Messengers, Gardeners, Security Guards had no such qualification and could not obtain it as a result of age or poor qualification. So also, the entry point of officers which was a university degree, caused ripples in the service, as most officers that could move up to GL 13 did not have the qualification. Even the option given to the civil servants to stay and make their career in one ministry or extra-ministerial departments and agencies was not given, as they were caught in where they were working and had no access to the option form made available to that effect. In addition, the loyalty and respect accorded to the Permanent Secretary in the pursuance of the goals of the service, was no more, as most Director Generals (as evidenced in the research), were not career officers but political appointees whose

attainment of the position was not on merit. This affected the neutrality of the civil servants, careerism, security of tenure and continuity of service, which the civil service was well known for and which has been a force behind their performance. This further increased corruption in the service, as even the Audit Alarm Committee, Public Accounts Committee, the Auditors and Accountants were manipulated and made them incapacitated and unable to produce sound audit alarm or sound response to audit queries.

In view of the above problems, the Ayida Panel Reform of 1994 reversed most of the reforms of 1988. Namely, that the civil service should revert to the system that is guided by relevant provision of the constitution, the civil service rules, the financial regulations and circulars; by making the minister as chief executive only; restored the title and position of the Permanent Secretary who should be the accounting officer. His appointment should be from the career civil service not political; reestablished the Office of the Head of the Civil Service of the Federation, restored the pool system; restructured the ministries and extra ministerial departments and agencies according to their objectives, functions and sizes and not according to a uniform pattern as prescribed by the 1988 reforms. There should be only 2 – 6 departments. Financial accountability in the civil service was enhanced through strict observance of financial rules and regulations. Recruitment into the federal civil service at the entry point should be based on a combination of merit and federal character but further progression should be based on merit. Salaries, allowances and welfare packages of civil servants should be substantially reviewed upwards and should be adjusted annually to ameliorate the effects of inflation and discourage corruption. It also brought back permanency of the civil servants as career officials, loyal to any government, political neutrality of the civil

servants and the spirit of secrecy and anonymity; it also emphasized the core values of integrity, honesty, objectivity, professionalism, commitment to the service, performance, efficiency and effectiveness of the service. It further, discouraged political interference of the civil service and all other issues that would undermine the performance of the service. It also reverted, to the former power and authority relations that ensured the control of civil servants, regulate their relationship and respect between the superior and subordinates. All these changes were aimed at enhancing the performance of the civil service.

In fact the Weberian bureaucracy with its qualities and features has been accepted as sure way of enhancing the performance of the Nigerian civil service. Even though it has to be adjusted to suit the time and challenge of our civil service institutions.

6.3 Conclusion

The importance of civil service reform in any nation particularly a developing nation like Nigeria cannot be overemphasized. But it has to be understood, that, it is through the civil service that government at any level develops and implements its policies, which are aimed at nation building and development of both the people and the physical, social, political, administrative and economic environments. It also regulates the behaviour and conducts of the civil servants to ensure transparency, justice, commitment, honesty, dedication and well-disciplined etc. in discharging their nation building functions. It is this, that will guarantee a successful operational performance of the civil service in its day to day activities and it is that, which ensures smoothness, transparency, hard work, respect to careerism, discipline and continuity.

In this research, it is found out that the 1988 civil service reform could have been more successful if it was wholly implemented, and also if it had not politicized the civil service and tempered with the structure by abolition Office of the Head of Service and the reduction in powers of the Civil Service Commission which were constitutionally guaranteed. The change of Permanent Secretary to Director General and the procedure of his appointment, have serious negative effects in the performance of the civil service particularly on issues of accountability, professionalism, neutrality and representations.

The undoing of the 1988 reform was based essentially on its external influence, which was made as a conditionality of the IMF which forced Nigeria to accept and adopt SAP as a sure way of economic and administrative recovery and growth.

Wide consultations and knowledgeable opinions from within the service have not been sought in the articulation and implementation of the reform. This might have been the cause of its failure. There was also the general misunderstanding of the civil service reform, civil service function and its relevance in nation building, which affected its representation aspect of the public. Moreover, the political class have not been patient enough to understand what the Permanent Secretary could do in the achievement of the goals and objectives focused by the government, as he was the link between the government and the civil service and the custodian of knowledge of procedures, public finance, public accountability and public management, which were the hall marks of civil service operations and performance.

Training as a vital arm of professionalism, should be emphasized in all reforms. The 1988 seemed to have a good package but it still remained haphazard. The limited

success could be due to the emphasis on consultants with less patronage of the Nigerian training institutions such as ASCON, NIPSS, ITF, FTC Civil Service College etc.

Though some of the issues raised by the 1988 reforms were being addressed by subsequent governments since the time; the Ayida Panel of 1994's recommendations should be adhered to if at all the proper operations of the civil service was to be made successful. This was because, the views of the Ayida Panel was more internally generated than external. This was so, because the civil service or bureaucracy with its qualities of hierarchy, rules, regulations, neutrality, impartiality, non-partisan, technocratic, dynamism, discipline, loyalty, dedication etc. was an inherently reliable partner for national development. This was noticed by Olusegun Obasanjo and Umaru Musa Yar'adua's regimes which undertook reforms that touched some of the areas not addressed by the 1988 civil service reforms such as salary, anti-corruption, NEEDS, poverty alleviation etc.

6.4 Recommendations

Some of the recommendations proffered as a result of the findings of this research are as follows:-

There is the need to promote sound policies on recruitment, training and retraining of the civil servants for effective service delivery. These policies will contribute immensely to enhancing and promoting professionalism, and ethical values of honesty, integrity, confidentiality, political neutrality, accountability, discipline and transparency in the conduct of government business. Recruitment and promotion or advancement on the job should be strictly based on meritocracy, performance and achievement.

Cooperative behaviour increase the level of performance as such the political class must cooperate with civil servants. Power and authority relations have to be geared to proper utilization for improved understanding, commitment to responsibilities and peaceful cooperation for improved performance. The formal and informal structure of the service have to be fully utilized in accordance with the situations and goals of the government. This pattern of socialization and control will no doubt produce individuals with professional orientation, individuals who identify with their jobs, showing dedication to the principled interests of their organization. The result of this will increase efficiency and effectiveness which will no doubt increase their performance and that of the civil service or bureaucracy. This will result to more tangible service for the Nigerian people. Thus, there shall be the democratization of the decision making process and administrative structure of the civil service, so that every category of officers will utilize their power and authority.

For reforms to be meaningful there should be a committed political will to implement the reforms on the part of the political leadership and the cooperation of the civil servants who would implement the policies to the latter. This will no doubt improve the level of the administrative attitudes and behaviour of the civil servants, which in itself is a key to improvement in their performance. This will therefore lead to improvement in the role relationships and effective power sharing that will reduce constant bickering and friction between officials of the government and the civil servants and within the civil servants. It wil also reduce the perception of the political class that civil servants lack loyalty, commitment, enthusiasm and urgency. This will further avoid conflicts over the internal distribution of power or internal power tussle. For the civil service wil enjoy

efficiency and effectiveness to the extent the government of the day objectively yields to its procedural capacity and stability.

The civil servants should be allowed to enjoy the security of tenure and careerism which in themselves are agents of enhancing their productivity. This is necessary because it has been found out that purges or retrenchment of the civil servants are counterproductive not only because it kills service morale but because it also breeds job insecurity and uncertainty and ultimately inefficiency. It is a fact that bureaucracies are supposed to be permanent institutions for administering collectively defined public needs, goods and policies. Moreover the ability of governments to translate economic development goals into reality largely depends and directly relate to the effectiveness, efficiency and dynamism of their public bureaucracies. Particularly because of its rational legal structure.

1. That the merit system should be re-affirmed in the civil service system so as to stop the misuse and misapplication of the civil service rules and regulations. This would obviously reduce the spectra of corruption found in the system, abuse of the quota system, godfatherism, sectionalism, nepotism and cliquism among the so many factors hampering the smooth running of the civil service in its day to day operations. The Federal Character syndrome should also be considered rationally and used devoid of any primodial factors failure of which would hamper the efficiency and effectiveness of many organizations in the service. For effective performance the Federal Character Principle should be aligned with meritocracy in recruitment, promotion, advancement, posting etc.

2. The government should ensure that training and retraining emphasized in all reforms particularly, the Udoji, the 1988, and the Ayida Review Panel were emphasized and seen to be given to the civil servants at all levels, in order to meet the new challenges the civil service was facing. As such, more institutions should be established to compliment the efforts of the training centres existing in the nations such ASCON, NIM, NIPSS, Federal Training Centres, ITF and the civil service institutions among others. Thus the training institutions together with season civil servants should have a forum to discuss ways and means the civil service institution could be more rational, efficient and effective. This forum should dedicate itself in researches and monitoring of the affairs of the civil service periodically, so that more meaningful reforms could be initiated (from within). Reforms should be made as an ongoing process with more emphasis on the middle level and junior arms of the public service.

3. Specifically, it is further recommending the application of some elements of the 1988 reforms in the service. Elements such as professionalism, efficiency, monitoring devices, training and retraining of all categories of the civil servants, accountability and poverty reduction etc.

4. The government should stop the political class from interfering in the civil service matters, so as to allow proper operations of the civil service as recommended by the 1994 reforms. The politicization of the civil service by the 1988 reform has been the undoings of the reform. The measures taken by the Ayida Reform Panel should be promoted and all appointments be made out of merit, experience and professionalism. This would enable the civil service use its inherent qualities of

neutrality, continuity, professionalism, experience, technocracy, proper application of rules and regulations and careerism functions etc. which would ensure effective performance of the civil service as enunciated by Max Weber.

5. The government should embark on vigorous campaigns to enlighten the public about the roles and functions of the civil servants in nation building efforts of the civil service, so as to improve the image of the civil servants on the eyes of the public. The public should be made to understand that government work is every body's work and the civil servants are legitimately getting their salaries based on the work they do.

6. More anti-corruption efforts should be put in place and be applied to everybody. The anti-corruption institutions established by the Obasanjo reform such as EFCC, ICPC, etc. should be made to work, instead of the government using them to settle political scores.

7. There should be adequate salaries and wages for the civil servants in relation to inflation. This is necessary because salary is the most important motivating and incentive factor that promotes the productivity of the civil servants. The recent salary review of President Ebelle Jonathan is a welcome gesture, which will no doubt reduce corruption in the civil service. To this end, all reforms to be made should include salary review and adjustments, so as to make it comparable with what is obtainable in the private sector.

8. The government should also be fully committed to ensure that the accepted recommendations of a reform are implemented to the latter and they are reviewed

from time to time in line with the prevailing circumstances so as to realize the objectives of the reform.

At the Nigerian independence our founding fathers, collectively and unequivocally accepted and opted for merit based public service. The effect of it in terms of the performance of the Nigerian civil service was tremendous, because it was based on the principles of performance, political neutrality, anonymity and impartiality and other qualities of Weberian bureaucracy of rational legal. The Nigerian civil service could be more performance oriented if the features of Weberian bureaucracy are adopted and refined to suit the needs of the Nigerian people, their government and other clients from outside. The problem of power and authority to concentrate on few hands would be resolved. Decision making processes and other power sharing activities would be more comprehensive and an all time affair devoid of conflicts, clashes of responsibilities and blind competition. Moreover, the rational legal authority will define all features of the civil service, its structure and functions which will make it more efficient and performance oriented. Max Weber argues that bureaucracy constitutes the most efficient and rational way in which human activity can be organized and that systematic process and organized hierarchies are necessary in order to maintain order, maximize efficiency and eliminate favouritism. All these are based on its delineated line of authority, knowledge, technical qualification which all reforms in Nigeria addressed to.

To improve the performance of the civil service all civil servants should be given schedule of duties from entry point and at progression point. Targets should also be set for them, their departments, sub-divisions based on the functions, objectives and annual budgets of their Ministries and Extra Ministerial Departments and Agencies. Their

performance should be monitored and evaluated from time to time. To avoid favouritism and application of other primodial factors the Annual Performance and Evaluation should be confidential as against the open reporting system. This will no doubt improve the productivity of the civil servants and their performance and that of their organization.

Accountability both political and financial are very central aspect of performance, as such they should be emphasized and monitored. All accountability codes and procedures and other financial rules and regulations should be strictly observed. This will not only enhance performance but will reduce corruption and financial recklessness.

Finally, the Federal government should at all times be able to shape both its internal and external relationships in such a way that would promote its independence of action which protect the interests of the people and governments. It should ensure that it understands the subtle ways the imperialists and their internal collaborators use in infiltrating into the political, social, economic and administrative affairs of the nation in the name of assistance, expert advice, promotion of economic growth, and the role of private sector and other conditions put for the government in its struggle to develop the nation.

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APPENDIX I

QUESTIONNAIRE

Dear Sir/Madam

I am a Ph.D student with the Department of Public Administration, Ahmadu Bello University Zaria, Nigeria, undertaking a research work on the "the 1988 Reforms and the Operations of the Nigerian Civil Service".

I am looking for your support and patience to respond to the questions in the attached questionnaire.

The questions are both closed-ended and open-ended types and you are requested to pick and tick the option as appropriate and fill in empty spaces as honestly as possible.

The questionnaires are for senior staff, intermediate and junior staff of the organizations referred.

I must inform you that information sought is for academic purpose and shall be treated solely as such as in confidence and will remain confidential.

Thank you Sir/Madam for your support and early completion and return.

Yours faithfully

Mohammed El-Makki Hassan Rafindadi
Ph.D Research Student
ABU – Zaria

SECTION "A"

BIO DATA – Please tick appropriately

1. Your organization:
   - (a) Federal Ministry of Education [ ]
   - (b) Federal Ministry of Works & Housing [ ]
   - (c) Federal Ministry of Health [ ]
   - (d) Federal Ministry of Agriculture & Water Resources [ ]
   - (e) Federal Ministry of Justice [ ]
   - (f) Federal Ministry of Finance [ ]
   - (g) Office of the Head of Service of the federation [ ]
   - (h) The Federal Civil Service Commission [ ]
   - (i) The Department of Establishment, Pension & Training [ ]
   - (j) Bureau for Public Service Reform [ ]

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

3. Age: (a) Below 20 years [ ]
(b) 21 – 30 years [ ]
(c) 31 – 40 years [ ]
(d) 41 – 50 years [ ]
(e) 51 – 60 years [ ]
(f) 61 and above years [ ]

4. Marital Status
(a) Married [ ]
(b) Single [ ]
(c) Widowed [ ]
(d) Divorced [ ]

5. Educational qualification:
(a) Primary School [ ]
(b) Secondary School [ ]
(c) First Degree [ ]
(d) Masters Degree [ ]
(e) Doctorate Degree [ ]
(f) Others (please specify) _____

6. Salary Grade Level:
(a) GL 01 – 06 [ ]
(b) GL 07 – 11 [ ]
(c) GL 12 – 14 [ ]
(d) GL 15 – 17 [ ]

7. Type of Appointment
(a) Promotion [ ]
(b) Temporary [ ]
(c) Permanent [ ]
(d) Permanent and pensionable [ ]
(e) Confirmed Permanent and Pensionable [ ]
(f) Contract [ ]
(g) Others (please specify) _____

8. Your Cadre:
(a) Administrative [ ]
(b) Professional [ ]
(c) Executive [ ]
(d) Secretarial/Stenographic [ ]
(e) Clerical [ ]
(f) Messengerial [ ]

(g) Others (please specify) _____

Section "A" (1988 Reforms)

9. Do you agree that the 1988 Reform was influenced by external pressures?
   (a) Strongly Agree [ ]
   (b) Agree [ ]
   (c) Strongly disagree [ ]
   (d) Undecided [ ]

10. There is significant relationship between 1988 Reforms and the Udoji Reform in training, performance etc. for effective service delivery.
   (a) Strongly Agree [ ]
   (b) Agree [ ]
   (c) Strongly Disagree [ ]
   (d) Undecided [ ]

11. You are the staff of your organization have been given training about the principal contents of the reforms.
   (a) Strongly Agree [ ]
   (b) Agree [ ]
   (c) Strongly Disagree [ ]
   (d) Undecided [ ]

12. The training was given to you frequently.
   (a) Strongly Agree [ ]
   (b) Agree [ ]
   (c) Strongly Disagree [ ]
   (d) Undecided [ ]

13. The training about the 1988 Reform was conducted by consultants.
   (a) Strongly Agree [ ]
   (b) Agree [ ]
   (c) Strongly Disagree [ ]
   (d) Undecided [ ]

14. Your organization identifies training needs regularly.
   (a) Strongly Agree [ ]
   (b) Agree [ ]
   (c) Strongly Disagree [ ]
   (d) Undecided [ ]

15. At the end of the training those identified training needs or problems have been resolved in your organization.
   (a) Strongly Agree [ ]
   (b) Agree [ ]

(c) Strongly Disagree [ ]
(d) Undecided [ ]

EFFICIENCY AND EFFECTIVENESS

16. The implementation of the reform increased the efficiency and effectiveness of your organization.
(a) Strongly Agree [ ]
(b) Agree [ ]
(c) Strongly Disagree [ ]
(d) Undecided [ ]

17. The reduction of powers of the civil service in terms of employment, discipline and compliance with civil service rules and regulation improved the efficiencies and effectiveness of the civil servants.
(a) Strongly Agree [ ]
(b) Agree [ ]
(c) Strongly Disagree [ ]
(d) Undecided [ ]

18. Are the staff of your organization familiar with the new management concepts of MBO and PPB.
(a) Strongly Agree [ ]
(b) Agree [ ]
(c) Strongly Disagree [ ]
(d) Undecided [ ]

19. Open reporting system motivate staff to perform effectively and efficiently in your organization.
(a) Strongly Agree [ ]
(b) Agree [ ]
(c) Strongly Disagree [ ]
(d) Undecided [ ]

EMPLOYMENT

20. Employment since the 1988 Reforms was based on merit and technical qualification.
(a) Strongly Agree [ ]
(b) Agree [ ]
(c) Strongly Disagree [ ]
(d) Undecided [ ]

IMPLEMENTATION OF THE REFORM

21. The implementation of the reform has changed the structure of your organization.
(a) Strongly Agree [ ]

(b) Agree [ ]
(c) Strongly Disagree [ ]
(d) Undecided [ ]

22. Your Director General is appointed from outside the civil service.
(a) Strongly Agree [ ]
(b) Agree [ ]
(c) Strongly Disagree [ ]
(d) Undecided [ ]

23. Promotion of staff has been conducted in your organization.
(a) Strongly Agree [ ]
(b) Agree [ ]
(c) Strongly Disagree [ ]
(d) Undecided [ ]

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24. Salary increment is the best motivator in your organization.
(a) Strongly Agree [ ]
(b) Agree [ ]
(c) Strongly Disagree [ ]
(d) Undecided [ ]

25. The absence of salary increment in the 1988 reform retarded the performance of the staff of your organization.
(a) Strongly Agree [ ]
(b) Agree [ ]
(c) Strongly Disagree [ ]
(d) Undecided [ ]

26. The 1988 Reforms has significantly politicized the civil service and the effective operation of the civil service in Nigeria.
(a) Strongly Agree [ ]
(b) Agree [ ]
(c) Strongly Disagree [ ]
(d) Undecided [ ]

27. Corruption has been reduced in the operation of the civil service as a result of the implementation of the accountability portion of the 1988 reforms.
(a) Strongly Agree [ ]
(b) Agree [ ]
(c) Strongly Disagree [ ]
(d) Undecided [ ]

APPENDIX II

INTERVIEW SCHEDULE

1. Are you currently serving in the Nigerian Civil Service, Federal or State?
2. If you are a retiree, when did you leave the service?
3. Are you aware of the 1988 and 1994 Civil Service Reforms?
4. What are the major causes of the two Reforms?
5. Do you think the senior servants were consulted or given special training for the reforms and their implementations?
6. What was the level of their implementation?
7. In your opinion has the objectives of the reforms realized which increased the level of performance of the civil service and the civil servants?
8. Have the reforms improved the operations of the civil service or retarded it?
9. In what way is the politicization of the civil service affect the performance of the Nigerian Civil Service?
10. Are you aware that the civil servants were given training on the fundamentals of the reforms – such as on the application of new management concepts of BBO, PPBS and PM?
11. Who provided the training?
12. Was the 1994 reform a reaction against the failure of the 1988 reforms to improve the effective performance of the civil service?
13. How in your opinion would we improve the level of performance of the civil service based on the objectives of the two reforms?
14. Comment freely on the objectives, implementation and impact of the reforms on the performance and effective operation of the civil service in Nigeria.
15. Suggest possible ways that would improve the level of performance of the Civil Service in Nigeria.