ASSESSMENT OF THE ROLE OF JIGAWA STATE CIVIL SERVICE IN ENHANCING DEVELOPMENT

BY

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BEING AN MSC THESIS SUBMITED TO THE POST GRADUATE SCHOOL, AHMADU BELLO UNIVERSITY, ZARIA. IN PARTIAL FULFILMENT OF THE REQUIREMENT FOR THE AWARD OF MASTER OF SCIENCE DEGREE (MSC.) IN PUBLIC ADMINISTRATION.

JUNE, 2011.

Declaration

This is to certify that this research work is an original work undertaken by ABUBAKAR TABIU and have been prepared in accordance with the guidelines governing the presentation of research project in the Post Graduate School, Ahmadu Bello University Zaria. I have neither copied someone‘s work nor has someone else do it for me and all writers whose work have been referred to in this research have been acknowledged.

……. ……

ABUBAKAR TABIU DATE

Certification Page

This is to certify that this research work titled ´´Assessment of the roles of Jigawa state civil service in enhancing development´´ meet the regulations governing the award of Master of Science (M.Sc.) degree of Ahmadu Bello University Zaria and is approved for its contribution to knowledge and literary presentation.

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Dedication

This research is dedicated to my father Alhaji Abubakar Jibrin and my mother Hajia Hadiza Abubakar

Acknowledgement

The most important gratitude and appreciation goes to Allah the almighty for given me life, courage, strength and determination to complete this programme in the face of all difficulties.

In the course of this study, a number of individuals, group of individuals as well as institutions have contributed in one way or the other. I wish to acknowledge all of them for their undiluted support and assistance.

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Last but no the least, I wish to use this medium to thank and acknowledge the effort and contribution of my able lecturers in the Department of Public Administration like Professor A.A. Anyebe, Dr. S.M. Ngu, Dr. O. Kola, Dr. J.D. Ndan, Dr.I.Adamu, Dr. Hamza A. Yusuf, Dr. Suku, Mal Musa Idris, Mal Abdul A. Yunusa, Mal Habibu Ahmed, Mal Lawal Saleh, Mal A.Y. Madu and all the academic and non academic staff of the Department of Public Administration.

Abstract

This research work was conducted to assess the role of Jigawa state civil service in enhancing Development from 1999 – 2009. In collecting data for the study, both primary and secondary sources were explored. The secondary sources include books, journals, paper presentations, web sites, government documents. The primary source is the two set of questionnaires administered on Jigawa state civil servants and political office holders Also year 2002 and 2006 Core welfare indicators questionnaire (CWIQ)surveys was used to determine the level of development in the state. Yamane's formula was used in determining the sample size and simple random sampling techniques was used in the selection of respondents. The respondents consist of both sexes aged from 16 – 60 years. The techniques adopted in the analysis of the data were percentages, averages, and Chi-Square statistical technique. The research found out that civil service in the study area played a significant role in enhancing development. However, it was further revealed that inefficiency, coupled with inadequate skilled manpower has negatively affected the performance of the civil service .The study recommended that Jigawa state civil service should have to undergo radical, structural, procedural and attitudinal changes if it has to serve as an efficient and effective instrument of positive change and progress in the state and; it is also recommended that employment of enough professionals and giving them regular and systematic training will equip the civil servants with the requisite skills and competencies.

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CHAPTER ONE

INTRODUCTION

1.1 Background to the Study

Civil service as an institution is indispensable to the government's efforts in achieving political, social, and economic development in any country. Without doubt, the civil service plays a pivotal role in the administration of the state.

The term civil service is used to describe ministries and departments of the state charge with the responsibilities and function of implementing the policies and programs of the government. In ordinary usage, the term excludes elected officials and members of armed forces. It can also be used to described men and women who work in the ministries and departments of government whose recruitment; promotion, discipline etc. are determined by the office of the head of service and civil service commission.

This study will thus focus on the "Civil Service" as opposed to "Public Service" which encompasses all the institutions and organisations of the State. It is through the Civil Service that Government develops and implements its policies. Besides:

> It is from this Government bureaucracy that all the other institutions obtain various types of approvals, licenses, permits, etc. which are critical to their existence and operation. Also, Government allocations of resources pass through the bureaucracy to all other areas of the society, directly or indirectly. Therefore, all other institutions have to deal with the Civil Service at one point or the other in their existence and operations. Phillip (1990)

The 1999 constitution of the Federal Republic of Nigeria makes provision for the existence of civil service at both federal and state level, as contained in Section 169 and 206. Also part I and II of the third schedule of 1999 constitution provide civil service commission of the federation and those of the states.

The civil service commission is an independent organization, the members of which are expected to isolate themselves from influence of politics, kinship, tribalism or personalities so as to ensure that only the best candidates are recruited for the public service.

Civil servants are generally regarded as expert in public affairs and administration and are often utilized as neutral advisers by those responsible for state policy. Although the role of civil service is not to make official decision, it assists in their formulation. And has a responsibility in implementation and evaluation.

The civil service is structured in standard bureaucratic fashion with a fixed hierarchy of position extending from lower offices to a superior command. Each position maintained specific powers and responsibilities; individuals can walk their way up the hierarchy through promotion.

1.2 Statement of the Problem

Effective civil service has been crucial to the success of all nations that have managed to develop in past and recent times. But such civil services must not only be competent and highly motivated, they are also capable of tapping and mobilizing indigenous resources and institutions existing in a country for development purposes. It has to be able to connect and catalyze such indigenous structures in the various sectors at national, regional and local levels. Only then will sustainable development occur. Pressure has been increasingly exerted on civil Service to render services more competently, diligently and professionally as Citizens long traumatized by decades of military rule, saw democratic governance as the panacea and looked up to the civil Service to effectively complement government's efforts in speedily delivering the

dividends of democracy. However the Jigawa state civil service was unable to cope with the modern challenges of translating government policies and programmes effectively and efficiently as in 2001, Jigawa State was among those with relatively high severity and incidence of poverty in the country and least develop state.

1.2.1 Research questions:

The following research questions are begging for an answer:

i - To what extent does the Jigawa state civil service assist the government in the formulation of policies that enhance development?

ii - What is the overall human competence of the civil service?

iii - Does the Jigawa state civil service have adequate managerial, technically skilled and professional manpower to effectively implement public policies?

Iv - Are the right people posted to right place, if yes do they perform the right duties?

V - Are Jigawa state civil service been adequately funded?

vi- Are the civil service adequately remunerated and motivated?

vii- What is the level of transparency, accountability, and corruption Jigawa state civil service?

1.3 Objectives of the Study

The major objective of this study/research is to assess roles played by the Jigawa state civil service in enhancing development.

The specific objectives of this study/research consist of the following:

To study and understand the Jigawa state civil service and the role it plays in service delivery.

To examine the achievements recorded by the Jigawa state civil service in the developmental drives of the state.

To identify the major constrains affecting the performance of the Jigawa state civil service.

To suggest ways of solving those identified weaknesses so as to ensure more positive roles in the development of the state.

1.4 Hypotheses

Two hypotheses were postulated as follows:

H_1: That inefficiency affects the role of Jigawa state civil service towards enhancing development.

H_O: That inefficiency does not affect the role of Jigawa state civil service towards enhancing development.

H_2: That inadequate skilled manpower is responsible for the poor service delivery by Jigawa state civil servants.

H_O: That inadequate skilled manpower is not responsible for the poor service delivery by Jigawa state civil servants.

1.5 Significance of the Study

The significance of this study to the researchers, policy makers and general public cannot be overemphasized.

The study being the first of its kind will enable inquisitive citizens and the general public to understand what the Jigawa civil service is doing towards enhancing development in the state.

The study will also enable policy makers have more insight about the role and contributions of the Jigawa state civil service towards enhancing development.

The study can also serve as a reference point to the public and those who are interested in the workings and contributions of the civil service and also be a base for further research in similar area.

1.6 Scope and Limitations of the Study

The study covers the role of the Jigawa state civil service towards enhancing development for the period of ten years, i.e. from 1999 – 2009. The rationale behind the selection of this period was based on the fact that this period was the first in the history of the state in which civilians administered the state for ten consecutive years without military intervention.

One important limitation of this study relates to the difficulty in sourcing accurate and up to date data. The second limitation which is related to the first one is the limited coverage of the data which is restricted to the role of Jigawa state civil service in enhancing development.

Other limitations which posed severe restrictions to the study include finance (money), time and energy.

1.7 Methodology

In order to achieve an empirical study, the researcher employed survey research techniques by administering questionnaires to the civil servants and political office

holders. Data for this research are presented using tables, frequency, and simple percentage.

1.7.1 Sources of Data

In terms of data collection for this research, both primary and secondary sources are utilized. The instruments of primary data used are questionnaires administered to the civil servants and political office holders in the state.

The secondary source of data was generated from text books, journals, magazines, government documents and other published and unpublished materials.

1.7.2 Population, Sample Size, and Sampling Techniques

In the area of population, sample size, and sampling techniques; the population of Jigawa state civil service comprises all the employees of Jigawa state whose appointment, promotions, discipline, etc. are under Jigawa State Civil Service Commission. The Jigawa state civil service has staff strength of 17,165 comprising senior and junior category. Therefore, our population is 17,165.

Considering the population size Yamane's formula was used in determining the sample size. The formula is as follows:

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

Where n = sample size

N = total population

e = degree of precession

In this regard n = ?

N = 17,165

e = 0.05

Therefore,

$$n = \frac{17,165}{1 + 17,165(0.05)^2}$$

$$n = \frac{17,165}{1 + 17,165(0.0025)}$$

$$n = \frac{17,165}{1 + 42.9125}$$

$$n = \frac{17,165}{43.9125}$$

$$n = 390.8909$$

Therefore, our sample size is 391

The samples were selected through the simple random sampling technique which give each member an equal chance of been selected.

1.7.3 Questionnaire Administration

Two different set of questionnaires were administered. The first questionnaire was administered only to Jigawa state civil servants, and the second questionnaire was administered to political office holders such as commissioners, special advisers, special assistants etc.

The questionnaires were designed in simple language using closed ended style for civil servants, and closed/opened ended style for questionnaire administered to political office holders.

The administration of questionnaires started early July, 2009 and ended in October, 2009.Out of the 391 questionnaires administered only 334 were completed and returned giving 85.4% returns. On the other hand, 35 questionnaires were distributed to political office holders and only 18 were duly filled and retrieved giving 60% returns.

1.7.4 Statistical Tools Used For Data Analysis

Data for this study was analyzed qualitatively and quantitatively with more emphases on the quantitative method using chi-square statistical tool to test the hypothesis.

$$X^2 \quad \sum \frac{(O - E)^2}{E}$$

$\mathbf{X}^2$ = Chi – square

O = Frequency Observed

E = Frequency Expected

1.8 Definition of Terms

Civil Service: The term civil service is used in this study to describe ministries and departments of the state charge with the responsibilities and function of implementing the policies and programs of the government, excluding elected officials

and members of armed forces. It can also be used to describe men and women who work in the ministries and departments of government, and whose recruitment, promotions, discipline and other condition of service are under the civil service commission.

Development: The word development as used in this study implies an upliftment, advancement or transformation towards a desirable state accompanied by improvement in basic infrastructures and reduction in poverty, unemployment and inequality.

Efficiency: Is used in this context to imply the extent to which the civil service attained the goals and objectives of the government within the shortest period of time through the successful economic use of the available human and material resources.

Effectiveness: The ability of bureaucrats to produce desired result for the rapid development of people within the shortest period of time.

Role: In our context depict the part the institution of civil service plays as a bureaucracy in the formulation, sustenance, and transformation in realization of government objective.

Service Delivery: This simply refers to the provision of social service and physical facilities that help the physical well-being of citizens and contributed to the economic resources.

CHAPTER TWO

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 Literature Review

2.1.1 Concept of the Civil Service

The term or concept of the civil service has been defined by many scholars, authors and workers of public issues and organization.

According to Gladden (1948) ‘’A civil servant may be defined as a servant of the crown (not being the holder of a political or judicial office), who is employed in a civil capacity and whose remuneration is wholly paid out of monies provided by parliament.’’ This excludes members of the armed forces and judicial service. However, this definition does not portray functions and the responsibilities of the civil servants’.

Abdulsalami (1984) says “by the term civil service we mean the administrative structure employed in the fulfillment of government policies and development programmes, it is used to refers to public servants who are direct employee of the Federal (and State) governments other than the police, the armed forces, the Judiciary, the teachers and the statutory corporation personnel”.

Abdulsalami (2001) reshaped his definition by showing the dynamism and applicability of the civil service. He said the term civil service means “the system of man, authority, offices, method, rules and regulations represented by a complex organization which government uses to carry out its policies, and development programmes. It is the central executive instrument employed by government notably for “public Management” i.e. maintenance of law and order, but also for the management of

the general economic and social climate. This gave a comprehensive meaning of civil service.

From the above definition, the civil service is considered as valuable institution to be relied on by the governments in executing its activities right from policy making to policy implementation. It also pointed out the close and career values of the civil service and also the new roles it assumes in socio-economic, political and administrative development of nations. It therefore serves as an instrument to achieve development goals.

Ayida (1972), opined ''the term civil service is normally used when referring to the body of men and women, employed in civil capacity and non – political career basis by the federal and state governments primarily to render advice and faithfully give effect to their decisions. Such career officers normally derived their appointment from the relevant public service commission (PSC) which also exercise powers of discipline in accordance with laid down rules and regulations.''

From the above, the concept of civil service was not only defined but also some of its roles were highlighted and it also shows the strong position of civil service in governance.

According to Pinto (1994), civil service is used synonymously with public bureaucracy, representing the administrative organization arm of the state expected to operate by certain guiding principles, norms and standard of professionalisms, neutrality and constitutional boundaries.

The above definition indicated that civil service as a bureaucracy operate under certain principles, norms guide lines and procedures. It further, shows that civil servants

are politically neutral in discharging their assign responsibilities and should not be seen or engaged in partisan politics.

2.1.2 Evolution of the Nigerian Civil Service

The Nigerian Civil Service evolved from the colonial service which was established by the British authorities as the administrative machinery for governing Nigeria. The amalgamation of the then Northern and Southern protectorates as Nigeria in 1914, under Lord Fredrick Lugard, led to the establishment, for the first time, of what seemed like a unified service. The upper echelon of the colonial service was dominated by Europeans on whom were concentrated executive, judicial and legislative powers. Traditional rulers were also co-opted into the colonial power structure.

With the creation of three Regions, North, East and West in 1954, there where three Regional Civil Services. A Public Service Commission was also established at the centre and in each of the three regions within the same period. The Federal and Regional Services thereafter nurtured a Career Civil Service within their respective domains. At Independence, the role of the Civil Service shifted from the colonial mould of maintaining law and order to that of facilitating the realization of the nation's development aspirations. Consequently, the Civil Service became more visible and active both in the formulation and execution of development policies and programmes. With increased oil revenues in the 1970s, and the successful prosecution of the Nigerian Civil War (1967 – 1970), greater commitment to the expansion of the economy and the creation of States to replace the Regions, Accordingly, from 3 Regions, in 1960 Nigeria had 12 States in 1967 on the eve of the Civil War as a strategy to isolate the Ibos in

Biafra 19 States plus the FCT in 1976; 21 States plus FCT in 1987; 30 States plus FCT in 1991; and 36 States plus the FCT in 1996.

The Federal Civil Service and its State counterparts witnessed unprecedented growth to match the increased responsibilities of the Federal and State Civil Services. Military incursion into governance and their inexperience in governance especially between 1966 and 1975 allowed Permanent Secretaries to become more visible and powerful. Such visibility, however, created resentment for the Service by subsequent Administrations and the Service suffered for it.

The size of the federal civil service grew from less than 30,000 at independence in 1960 to 45,154 in 1970, leaping to 98,877 in 1974 and 213,802 in 1988, and peaking in 1990 to 273,392.

However, a more accurate figure was given by Sani (1999. 182) who shows the 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.

Administrative reforms have always been instituted by successive governments to, among others; improve the overall efficiency and effectiveness of the Civil Service. From 1945 to date, there have been 11 of such reviews with varying focus and complexity of coverage, in terms of their attempts to install more appropriate structures and conditions of service and the need to improve the efficiency of service delivery, as presented in the following Table:

Table 2.1: Administrative Review/ Reform 1945 – 1971

Administrative Review/ Reform	Focus
Tudor Davis Commission, 1945	• Reviewed wages and general conditions of service.
Harragin Salary Review Commission, 1946	• Reviewed wages and general conditions of service; and • Divided the Civil Service into "Senior Service and Junior Service" (2 rigid compartments)
Gorsuch Commission, 1951	• Reviewed Remuneration and Structure of the Service and noted absence of viable middle category and created 5 main Grades
Hewn Committee, 1959	• Proposed integration of Ministries and Departments. • Defined the roles and functions of Permanent Secretaries.
Mbanefo Salaries and Wages Commission	• Reviewed of salaries and wages
Morgan Commission, 1963	• Reviewed salaries/wages of junior staff of Federal Government and Private establishment. • Introduced for the first time the minimum wage in Nigeria on geographical basis.
Elwood Grading Team	• Examined anomalies in the gradings of posts to proposed uniform salaries for officers performing identical duties
Adebo Salaries/ Wages Commission, 1971	• Proposed establishment of a Public Service Review Commission to examine: the role of the Public Service

Source: Babura, A.A. M. (2003): *Leading Public Service Innovation: The Case of the Nigerian Civil Service and Federal Civil Service Commission.*

Despite all these well meaning efforts, by the mid 1980s, the Nigerian Civil Service was far from being ideal. It was tradition-bound, some-what ponderous and showing signs 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, counterproductive separation of authority from responsibility at the topmost hierarchy, dangerously low staff morale and productivity, inappropriate staff development practices. Indeed at that point in time

the Civil Service was displaying a patent inability to cope effectively with the challenges of a modern, complex and development-hungry society.

There was therefore in 1986 the Dotun Philips Reform of the Civil Service whose recommendations were designed to ensure the following:

a) Enhanced professionalism.

b) Alignment with the Presidential System of Government

c) Decentralization and delegation

d) Combination of authority with responsibility.

e) Enhanced accountability.

f) Enhanced checks and balances

g) General modernization

h) Enhanced effectiveness, efficiency and speed of operation.

The recommendations were enacted by Government into law through the Civil Service Reorganization Decree No.43 of 1988. Some of the most important provisions of the Reforms were the following:

(i) The Office of the Head of Civil Service was abolished; the Minister in addition to being the Chief Executive also became the Accounting Officer in place of the Permanent Secretary;

(ii) The post of Permanent Secretary was also abolished. In its place, a new political post of Director-General was created. The Director-General then held office at the pleasure of the President and would vacate office with the Government which appointed him unless re-appointed by an incoming administration;

(iii) The Civil Service was professionalized in order to stimulate specialization and expertise. In this regard, an Officer was expected to make a career in a particular Ministry or Department;

(iv) Each Ministry was restructured along Departmental lines to reflect the basic functions and areas of concern of the Ministry. Each Department was subdivided into Divisions, each Division was subdivided into Branches, and Branches were subdivided into Sections;

(v) Each Ministry was empowered to undertake the appointment, promotion and discipline of its staff under the general and uniform guidelines provided by the Federal Civil Service Commission;

(vi) Each Ministry or Extra-Ministerial Department was allowed to have three Common Services Departments, viz: Department of Personnel Management, Department of Finance and Supplies and Department of Planning, Research and Statistics, and not more than five operations departments.

After a few years of operation it became clear that the Reform had some limitations, notable among which were the following as listed in the Civil Service Handbook of the Federal Government of Nigeria (FGN):

i) There was inadequate knowledge about the provisions of the Reforms on the part of some Civil Servants and top Government functionaries.

ii) There was absence of strong commitment on the part of top Government functionaries to implementation of the Reforms partly as a result of misconception that full implementation will 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 was inadequate fund for the introduction and entrenchment of the provisions of the reforms.

v) There was wrong deployment of officers to duties not relevant to their academic/professional background, training and cognate experience.

vi) There was lack of a formal programme of implementation incorporating deadlines and lack of sanctions for infringing the provisions of the Reforms".

A Civil Service Review Panel was therefore set up by government in 1995 under the Chairmanship of Alison Ayida a former Permanent Secretary and Secretary to Government/Head of the Civil Service. The Ayida Panel recommended abrogation of the Decree and a return to what the Civil Service was before the introduction of the Reforms.

Many people are of the opinion that Civil Servants never forgave Dotun Philips for his recommendation that the tenure of Directors-General should co-terminate with that of the Government that appointed them. Never mind that Civil Servants were also the beneficiaries of the policy as it allowed the top echelon of the Service to be injected with fresh, young and bright bureaucrats. Of course the reversal of that policy has now allowed some of these beneficiaries of the Policy to be in post for over a decade!

2.1.3 The Structure of the Nigerian Civil Service

Prior to the Udoji Commission report of (1974), the Nigerian civil servants were divided into two separate groups the administrative group and the professional group. Both groups were hierarchically organized. While the administrative group was made up of the administrative class, the executive class, the clerical class and the manipulative

class, the professional group consisted of the professional class, the technical class, the auxiliary class and the minor technical class.

Each of these classes within the two groups operated so rigidly that it was very difficult for a civil servant to move from a lower to a higher class. This implies that a civil servant once recruited remained in the same class or grade throughout his service career.

However, in 1974, based on the recommendation of the Udoji Commission on the re-organisation of the civil service, the federal government in Nigeria abolished the former four classes and replaced them with a unified grading system in which jobs or positions in the service were graded from level 01 – 17, grade level 01 being the lowest while grade level 17 represent the highest position in the civil service. With this development, an employee can now join the service at level 01 and climbs upwards to his ability before retirement.

In spite of this significant change, five main classes of civil service still exist in Nigeria. These include:

i) The Administrative class

ii) The Executive Class

iii) The clerical class

iv) The manipulative/auxiliary class

v) The professional class

i) Administrative Class

This is the most prestigious and remunerative class in the civil service. Members of this class are the Senior Officials whose main function is that of advising ministers or

commissioners on policy matters. They exert considerable influence on the affairs of government. In fact, it is chiefly on their ability especially that of the top civil servant, that the efficiency of the administration depends.

The administrative class organizes and coordinates the activities of the ministries. Recruitment into this class is from University graduates, through competitive written examinations and rigorous series of tests and interviews conducted by civil service commission. Hardworking and brilliant employees from the executive class may occasionally be promoted to the administrative class.

Officers in the administrative class includes: Permanent Secretaries, Directors, Deputy Directors, and Assistant Directors.

ii) Executive Class

The executive class is responsible for implementation of policies and decisions as presented by the administrative class and approved by the political heads. It is the class that deals with the day-to-day conduct of the administration following laid down or established policies. Their duties include the internal organization of the departments, supervision and control of the activities of the clerical staff as well as collection of facts upon which policy decisions can be used.

The officials in this class includes the executive officer, Senior executive officer and higher executive officers who by their long service have become used to the executing or implementing government policies.

Recruitment into this class is by written examination or interview or holders of higher school certificates or the advanced level GCE, Diploma or equivalent qualifications. Promotions also take place from the clerical Grade to the executive.

iii) Clerical Class

This class is made up of a large number of subordinate staff who performs supportive functions to the government machinery. The work done by clerical staff is of a routine nature. They undertake all the usual clerical work of a department e.g. keeping records, movement of files, preparation of vouchers, scrutinizing accounts, preparation of statistics and payment of claims.

Those recruited are chiefly young school leavers who have a minimum qualification of the West African School Certificate, now SSCE or GSE ordinary level.

Those in the class include clerical officers, typists and secretaries, who help the staff in the other classes in the performance of their duties.

iv) The manipulative/Auxiliary Class

Recruitment into this class does not require any formal education or higher technical skills. However, some specialized skills may be required for certain workers such as drivers, carpenters, and masons. For others, like messengers, gardeners, cleaners, telephonist, postmen, porters and watchmen, no special skills are necessary.

v) The Professional Class

This class is made up of people with specialized training and skills, scientific and technical. They have professional qualification to do some specialized or technical duties within the system. They include such specialist as Doctors, Engineers, Lawyers, Accountant, Surveyors, Architects and dentist etc.

The methods of appointment into this class vary. Most are engaged on the basis of possession of professional qualification and a good performance at an interview. A few professionals such as statisticians are recruited solely by examination.

The main task of professional staff is to offer advice on technical, scientific, or specialized matters at the formulation and implementation stages of government policies and programmes.

2.1.4 Characteristics of the Civil Service

The administrative institutions in Nigeria are a legacy of the British model. Since Nigeria inherited virtually all administrative institution from the British, her erstwhile colonial ruler, the Nigerian civil service is based on the west minister model.

The main characteristics of Nigerian civil service include the following:

i. Professional – the most significant feature of civil service is that it is a professional class of official who are trained and skilled. Like other professional groups of people engaged in different profession, the profession of civil servants is to run administration. It does not mean that civil service is a single profession like shoe making or brick laying, rather, it is a sum total of multi professional ranging from mail delivery to administering local government areas council, all engaged in a single aim, i.e. the execution of public policy.

ii. Hierarchy – Hierarchy is the second fundamental characteristics found in civil service. By hierarchy we mean the separation between superior and a subordinate office, i.e. each lower office is under the control and supervision of higher one. Then there exist fixed salaries which are paid in accordance with the nature of the jobs and responsibility as well as social status. In addition, there are chances of promotion and career advancement based on seniority and merit. Moreover, there is a right to appeal and statement of grievance from the lower to the higher authority.

iii. Legal Basis – The civil service system is always provided worthy a legal basis. This may to larger extent, be customary and uncodified or it may be in the form of ministerial regulations as in the Untied Kingdom, or it may be set forth in considerable detail in a written constitution for the political jurisdiction. Generally, it possesses a statutory base either in an elaborate civil service code or in collection of civil service laws.

iv. Personnel Agency – In some countries there is a provision for a central personnel agency or agencies who are in charge of maintaining the civil system. To this end, usually the British Model is adopted by the large number of countries, were the responsibility of selection of civil servant is given to the civil service commission. In Nigeria, the Federal Civil Service Commission and State Civil Service Commission are made responsible for recruitment of Federal and State Civil Servants.

v. Security of Tenure or Permanence – This means the change in government do not bring about change in the civil servants. Government come and go, civil servant remain at as long as they perform their work properly. The civil service is a career to which civil servants can devote their time, energy, until the attainment of retirement age. It is only in very serious case of misbehaviors that they can be dismissed or retired.

vi. Political Neutrality – This means civil servants should not be members of any political party. They should not take part in partisan or party politics. They cannot contest election or comment publicly on political matters. If they wish to do so, they have to resign their appointment.

vii. Impartiality – The civil servants are expected to apply the laws of the land without any fear or favour to any person or group of persons in the society. Thus, the

civil servants should serve all members of the public to the best of their ability. They should act with maximum fairness towards all members of the society. There should be no discrimination of any kind.

viii. Anonymity – This means that they must work without any aim of making fame or name. They should remain anonymous, whatever blames or praise for any act of omission or commission will directly go to the minister or commissioner who is the political head of the department.

ix. Meritocracy – Another significant characteristic feature of the civil service is that both recruitment from within and recruitment from without are based on merit. To be recruited into the service one has to satisfy certain giving standards such as educational qualifications, good performance in the qualifying examination and interviews. Above all, promotion within the system is based on seniority, efficiency and experience.

2.1.5 Functions of the Civil Service

The civil service is expected to serve a number of functions of which include the followings:

i) Policy Formulation

The civil service assists in the formulation of policy. The civil servants do not only give advice to policy makers, but also they set down on paper policy alternatives for presentation to the policy makers.

ii) Policy Implementation

The most important function of the civil servant is the implementation of policies in efficient manner to ensure the achievement of governmental objectives. After the legislature and the executives have formulated polices, the duty of converting those

policies into action is that of the civil service. After laws have been made, those laws must be enforced.

iii) Sub-legislative or Quasi legislative function

The civil service performs sub-legislative or quasi legislative functions. Under delegated legislation, that is, power granted to them by the legislature, they are empowered to draw up rules, orders and regulations to fill in the details of new policies.

iv) Administrative function

Civil Servants are in charge of the administrative machine. They give the necessary directives which put the decision of the government into effect. Once governmental policies are known, the higher civil servants take the necessary action to guide the administrators below them in the implementation of such policies.

v) Service and Supportive Function

Civil Service and other administrative agencies function as a channel for the provision of social and other services to the people. This is important because they have direct impact on life of people and governments are normally assess or evaluated on how, when or otherwise, such services are delivered.

vi) Preparing Bills

The higher civil servants are responsible for preparing and watching over bills during their passage through the legislature. While a bill is passing through its various stages a civil servants is always in attendance to assist the minister/commissioner when necessary.

2.1.6 Concept of Development

Many authors defined development from different perspectives, this is because the concept of development is difficult to give one word definition as it reflect different biases of different authors, it therefore means different thing to different people.

The word development is derived from the verb 'develop' dictionary meaning of the verb to develop suggest that it means to change gradually, progressing through a number of expansion, improvement or completeness or a state in which the subject's true identity is revealed.

It should be noted that dictionaries also point out that the verb "to develop" can be transitive or intransitive. This means that when we use the word with reference to countries it is possible for a country either to develop itself or to be developed by some outside agencies. The phenomenon of development has been explored as a topic of importance in all the contemporary social sciences. This can also explain why development is viewed or interpreted in various senses.

The concept of development is rather a vague and an all-embarrassing term. In this context, it involves growth and progressive change. In the same way when we talk of National Development we are thinking in terms of the growth, change and development that is taking place in that society.

Development In human society is defined as a multi-dimensional process having radical implications not only on economic sphere but also within the socio-cultural, political, and administrative sphere of the society. The term "development'' is more often than not associated with ideas of improving, advancement, progress, transformation and chance.

Development is a process through which a continue increase in a system's efficiency produces the condition of which result in general upliftment.

The concept of development explains the general upliftment in the material, social, psychological condition of a person\human society.

According to Rodney (1972) development is a many sided process, at the level of the individual it implies increase skills and capacity, greater freedom, creativity, self-discipline, responsibility and material well being. From this definition, it simply means that development goes beyond economic indicators.

Todaro (1980) was also of the view that development is a multi-dimensional process involving the re-organization and re-orientation of the entire economic and social system. This involves, in addition to improvement of income and output, radical changes in institutional, social, and administrative structures as well as popular attitude, customs and believes. The main contention of Todaro is that development is both a physical process and a state of mines. The transformation of institution is one aspect, the other aspect is that the thinking of people most change.

However, Dudley Seers (1973) accepted the economic meaning to be central-having implication on political, social, cultural, and administrative aspect of the society. In other words development may be equated with economic development provided that the later (economic development) leads solution to social, cultural and administrative problem in the society. He further, observed that development is inevitable normative in the sense that it is relative and depend on the norms of preference customs and values of the society.

In this case a society may be considered to be developed if it is able to meet a minimum level of nutrition for its citizens. Seers (1973) argued further that the questions to ask about a country's development are therefore:

What has been happening to poverty?

What has been happening to unemployment?

What has been happening to inequality?

If all three of these have declines from high levels then beyond doubt these have been the period of development for the country concerned. If one or two of this central problem have been growing worse, especially if all three have it will be strength to call the result development even if per capital income double.

Seers' definition is important for an understanding of development because it is centered on the improvement in the living condition of the individual. By implication it means that the economy will grow without developing.

According to Todaro (1980) still the objective of development consist the following:

- life sustainable
- self-esteem or respect
- freedom

La Palombara (1963) defines development as a continuous process of positive change in the quality and span of life in person and group of persons. Development evolve around the society which means that every individual most be given equal opportunity to realize his or her esteem (self-actualization).

Development in any society most be seen as the level of individual and the society as whole.

Development has also been defined by Kevin Lynch as a process by which an individual becomes more competent in some way more highly organized yet more responsible, more engage in a significant way interchange with the environment and yet more independent on it, it is what ever increases the individual involvement in self-motivative choice on action what ever increases his power to formulate and execute personal intentions.

2.1.7 Social Development

Social development is a process which results in the transformation of social structures in a manner which improves the capacity of the society to fulfill its aspirations. Society develops by consciousness and social consciousness develops by organization. The process that is subconscious in the society emerges as conscious knowledge in pioneering individuals. Development is a process, not a programme. Its power issues more from its subtle aspects than from material objects.

Not all social change constitutes development. It consists of four well-marked stages -- survival, growth, development and evolution, each of which contains the other three within it. The quantitative expansion of existing activities generates growth or horizontal expansion. Development implies a qualitative change in the way the society carries out its activities, such as through more progressive attitudes and behavior by the population, the adoption of more effective social organizations or more advanced technology which may have been developed elsewhere. The term evolution refers to the

original formulation and adoption of qualitative and structural advances in the form of new social attitudes, values, behaviors, or organizations.

While the term is usually applied to changes that are beneficial to society, it may result in negative side-effects or consequences that undermine or eliminate existing ways of life that are considered positive.

2.1.8 Economic Development

Economic development is the development of economic wealth of countries or regions for the well-being of their inhabitants. It is the process by which a nation improves the economic, political, and social well being of its people. From a policy perspective, economic development can be defined as efforts that seek to improve the economic well-being and quality of life for a community by creating and/or retaining jobs and supporting or growing incomes and the tax base.

The term economic development on the other hand, implies much more. It typically refers to improvements in a variety of indicators such as literacy rates, life expectancy, and poverty rates. GDP is a specific measure of economic welfare that does not take into account important aspects such as leisure time, environmental quality, freedom, or social justice. Economic growth of any specific measure is not a sufficient definition of economic development.

A number of theories are concerned with how economies develop over time. Some of these theories include:

Comparative advantage: Predicts all countries gain if they specialize and trade the goods in which they have a comparative advantage. This is true even if one nation has an absolute advantage over another country.

Rostovian take-off model: A linear theory of development that argues that economic modernization occurs in five basic stages of varying length - traditional society, preconditions for take-off, take-off, drive to maturity, and high mass consumption.

Harrod-Domar model: Explains an economy's growth rate in terms of the level of saving and productivity of capital.

Dual Sector model: Explains the growth of a developing economy in terms of a labour transition between two sectors, a traditional agricultural sector and a modern industrial sector.

2.1.9 Theories of Development

Development theory is a conglomeration of theories about how desirable change in society is best to be achieved. Such theories draw on a variety of social scientific disciplines and approaches.

i) Modernization Theory

Modernization Theory is a theory of development which states that the development can be achieved through following the processes of development that were used by the currently developed countries. Scholars such as Walt Rostow and A.F.K. Organski developed stages of development through which every country develops. Samuel Huntington determined development to be a linear process which every country must go through. Modernization Theory, in contrast to Classical Liberalism, viewed the state as a central actor in modernizing "backward" or "underdeveloped" societies. Talcott Parsons' functional sociology defined the qualities that distinguished "modern" and

"traditional" societies. Education was viewed as key to creating modern individuals. Technology played a key role in this development theory because it was believed that as technology was developed and introduced to lesser developed countries it would spur growth. One key factor in Modernization Theory is the belief that development requires the assistance of developed countries to aid developing countries to learn from their development. In addition, it was believed that the lesser developed countries would develop and grow faster than developed countries. Thus, this theory is built upon the theory that it is possible for equal development to be reached between the developed and lesser developed countries.

ii) Dependency Theory.

While Modernization Theory understood development and underdevelopment as a result from internal conditions that differ between economies, dependency theory understood development and underdevelopment as relational. Informed by Marxist insights, they argued that development was a result of underdevelopment, and underdevelopment was a result of development. Their conclusion was that for underdeveloped nations to develop, they must break their ties with developed nations and pursue internal growth. One type of policy crafted from this insight was Import substitution industrialization.

iii) World Systems Theory

In response to some of the criticisms of Dependency Theory came World Systems Theory, which the division of periphery and center was further divided into a trimodal system consisting of the core, semi-periphery and periphery. In this system, the semi-periphery lies between the core and periphery and is exploited by the core and exploits

the periphery. This division aims to explain the industrialization within lesser developed countries. World Systems Theory was initiated by Immanuel Wallerstein in, among other writings, World Systems Analysis (Durham NC: Duke University Press, 2004), and focuses on inequality as a separate entity from growth in development and examines change in the global capitalist system. One distinguishing feature of this theory is a distrust for the state and a view in which the state is seen as a group of elites and that industrialization cannot be equated with development. Out of this theory stem anti-systemic movements which attempt to reverse the terms of the system's inequality through social democratic and labor movements.

(iv) State Theory

In response to the distrust of the state in World Systems Theory, is State Theory. State Theory is based upon the view that the economy is intertwined with politics and therefore the take-off period in development is unique to each country. State Theory emphasized the effects of class relations and the strength and autonomy of the state on historical outcomes. Thus, development involves interactions between the state and social relations because class relations and the nature of the state impact the ability of the state to function. Development is dependent upon state stability and influence externally as well as internally. State Theorists believe that a developmentalist state is required for development by taking control of the development process within one state.

2.1.10 The Role Of Civil Service In Enhancing Development.

The basic function of the civil service is primarily to assist the government in formulating and implementing government policies and programs for the development of the country. Its objectives are accomplished through advising on government plans;

undertaking research for effective formulating and implementation of government policies; and monitoring, coordinating, evaluating and reviewing government policies and plans. Its performance in many ways influences the discharge of the regulatory and oversight responsibilities of the executive branch, the performance of the rest of the public services and consequently the performance of the government. Put simply, the civil service as an institution is indispensable to the government's efforts in achieving political goals in the country's material, social and moral development. Without doubt, the civil service plays a pivotal role in the administration of the state.

Constitution places executive power and responsibilities in the hands of the President/Governor assisted by his Ministers/Commissioners and subject to oversight only by Parliament. But in practice, civil servants play a very large, but often unacknowledged, part in the actual exercise of that executive power. Time and again they are responsible for initiating and formulating policy, developing strategy, and implementing, monitoring and evaluating policies, plans and programs of government quite apart from advising ministers and the government generally.

Furthermore, civil service is that apparatus of government designed to implement the decisions of political leaders. Political leaders make policy, the civil service executes it. If the civil service lacks the capacity to implement the policies of the political leadership, those policies, however well intentioned, will not be implemented in an effective manner. It is one thing to promise development, it is quite another to achieve it. Viewed in this light, the role of public bureaucracy in the process of economic, social, and political development looms large indeed.

The role of civil service (bureaucracy) is very critical to all areas of development process. The civil service according to Okafor (2005) is a very vital element of the development process…… the greater the capacity of the civil service (bureaucracy) to implement complex economic and social development plan and policies , the higher the development potentials of that society. Though he pointed out that ‘‘this does not mean or suggest that civil service is the only force in development process…. But it is most assuredly a necessary condition.

Ayida (1972) observed that ‘in a dynamic and unstable situation with sudden and abrupt or frequent changes in government, the civil service play a vital role in providing continuity and serve as a store of knowledge of past governments discussions and procedures’’.

The civil service also plays an educative role of assisting the new commissioners in adopting themselves to the reality of power. This is what Abdulsalami (2000) called the ‘’information organ of government’’.

The public service remains very critical and crucial to national development and democratic stability in developing societies. There is no gainsaying that the public service plays critical role in galvanizing the nation and its resources to development. An efficient public service acts as catalyst in the development of nations. While on the other hand, its inefficiency can constitute as one of the heaviest millstones round the neck of developing nations. Therefore, it is important to note that the public service must be efficient to service the newly found democratic project for stability and survival of the polity. Since it is the vehicle and machinery of public policy formulation and implementation, the service has a very critical role to play. It is also worthy to note that democracy with its

attractive valves will enhance the workings of the public service and redefine, re-orientate and reposition it to be more effective, mobile and productive partner in national reconstruction agenda. Public service must be a partner in reform driving which is imperative for democratic survival.

In developing societies, the challenges of development and stability of the polity depends on a great deal on the efficient, effective, mobile, accountable public service system and the robustness of its democratic system. There is no contention that democratic governance remains the most attractive option in the provision of social services, ensuring fairness and accountability, it also creates impetus for national development. That is democracy with its values system can engineer meaningful development to human society. In achieving this, the public service must provide the machinery and acts as a springboard for such development, stability and consolidation of democratic dividends.

Therefore, the relationship between the civil service system and democracy must be symbiotic as well as complementary for the overall survival of the polity. In fact, civil service contribution is crucial to the very survival, consolidation, stability and development of democracy as well as the society in general.

To Stone (1986) ''There is no gain saying the fact, that the future growth and development of a nation depends on the strength and ability of the civil service to develop a science and a philosophy of administration competent to discharge social goods in the developing societies.''

Agagu (1997) In functional terms, public service involves the process of rule application, that is, the process through which general social rules are converted into specific observable decisions to better the lives of the people.

2.1.11 Efficiency in the Nigerian civil service

With regards to the issue of efficiency/inefficiency in the Nigerian civil service scholar's views is as follows:

Salisu (2003) opines that Nigerian civil service must be competent, effective and efficient in order to be able to implement government policies. He believes that to achieve this and eliminate inefficiency and corruption, there must be efficiency – based incentives structure that link reward to performance. Furthermore, the confidence of the civil service must be restored through minimal political interference in their day – to – day work.

Adebayo (2001) in assessing the problem of inefficiency of the Nigerian civil service believes that, there are five factors that affect the performance: Institutional, political, psychological, attitudinal, and sociological. According to him, institutional factors are faulty recruitment of employees, faulty and frequent postings, inadequate training, deterioration of health, incompetent superior, lack of clear objectives, conflict between professionals and administrators. For political factors, He refers to such issues including undue advancements, lack of or unhelpful political direction, and massive purge of the public service in 1975. Finally, He discusses such issues as false reporting, colonial mentality, and false declaration of age under sociological and psychological attitude. He proffer that inefficiency can be improved through the introduction of definite

objectives, constant review of programme, success – seeking approach, optimum use of talent and ability, reporting and special merit promotion.

The World Bank (2002) country survey "on the state and local governance in Nigeria'' in its bid to learn more about governance in terms of state capacity in Nigeria as it relate to public financial management and the role of civil service in the delivery of public service to the populace, states ''that efforts should first be directed at studying the capacity constraints before any attempt are made on capacity building. However, it suggests that the Nigerian civil service needs support in areas of modernization, strengthening budgeting and financial management, and enhancing accountability structures in both the executive and legislature

According to Okafor (2005), If the civil service is to achieve the desired results in Nigeria, a far-reaching reform is needed. First, the reforms must start with the process of recruitment of personnel into public bureaucracies. Recruiting personnel on the basis of federal character is to sacrifice efficiency and effectiveness. Second, the public bureaucrats and other categories of workers must be well motivated to enable them perform their duties without fear or favour. Also those public officials found to be corrupt must be shown the way out. Thirdly, the behaviour of personnel and officials must change. It must not be business as usual. They must be trained and retrained to imbibe the spirit of innovation, ingenuity, efficiency, achievement, prudent use of resources and to do away with all forms of waste that have characterized the public bureaucracies over the years. There should be public education so that the public appreciate what working in the civil service entails. Finally, government should muster enough political will to initiate

reform programmes and carry them to a logical conclusion, including the privatization of public enterprises.

To be able to effectively discharge functions and responsibilities, the civil service should ideally be characterized by:

I- High levels of professional/technical performance in terms of efficiency, effectiveness and initiative, with well-trained staffs that are knowledgeable, proactive and responsive to the aspirations of the government and the people.

II- Integrity, fairness, impartiality and incorruptibility.

III- High motivation and commitment.

IV- Discipline, accountability and transparency.

V- Political impartiality.

the poor performance of the majority drags down the sterling performance of a minority, and the poor reputation of such an elite group in society demoralizes the whole community.

2.2 Theoretical Framework

(The Administrative System Theory By Ira Sharkansky)

The system theory was propounded by David Easton in 1965 and Ira Sharkansky elaborated the system framework in her approach to public administration.

The concept of "system" implies an identifiable set of institutions and activities in society that function to transform demands into authoritative decisions requiring the support of the whole society. The concept of "system" also implies that elements of system

are interrelated, that the system can respond to forces in its environment, and that it will do so in order to preserve it self.

The basic elements of system theory are: environment, input, output, conversion process and feedback.

Forces generated in the environment which affect the political system are viewed as inputs. The environment is any condition or circumstance defined as external to the boundaries of political system. The political system is that group of interrelated structures and processes which functions authoritatively to allocate values for a society. Outputs of the political system are authoritative values allocations of system.

The administrative systems framework provides a clue to the need for an integrated perspective on public administration. Ira Sharkansky has elaborated the system framework in her approach to public administration. Her analysis run thus:

> An administrative system is the combination of the administrative unit and all of the element and process that interact with the unit that is (1) the environment within which the administrative unit operates and which influences and it influenced by the unit and (2) the inputs to the (3) outputs from the unit that are connected with each other by the (4) conversion process, and by (5) feedback mechanisms. Sharkansky (1978).

The environment includes the numerous social, economic and political condition that present problems to the civil service and that subsequently assist or confound their efforts to resolve these problems. The environment comprises the client who are to benefit from a policy; a market that is influenced by the adoption of a policy; interest groups, members of public and other unit of government that express political support for or opposition to a policy. Policy inputs are the resources sent from the environment to the conversion process of the administrative system. These include demands for policy, human

and natural resources, support or opposition towards the action of the civil service. People demand public goods and services for their own use for example, recreation facilities, education, transportation, and health services. A demand may take the form of a routine request for services, such as filling an application with a welfare office etc. Output that civil service provides to their environment includes services, tangible goods and behavioral regulations, statements, and activities. Civil servants also provide direct benefits information, technical advice, and concrete proposals necessary for policy formulation.

Feedback represent the influence of earlier output upon the demand, resources, support or opposition (input) that an administrative system receive. Public services and regulatory policies affect citizens directly and thus shape the demands they make. Feedback mechanisms are evident in the continuity of interaction among civil service and the many sources of their input and the recipients of their outputs.

The chart of the administrative system illustrates these points. It represents influence that output has upon the environment in a way that shapes subsequent inputs.

Environment includes (1) clients (2) cost of goods and services and (3) members of the public and other government officials who supports or oppose agencies, administrators or programmers.

The relevance of the theory to the study

The civil servants play a two fold roles firstly, he assist the process of policy making; and secondly, once a policy has been determined, he has the responsibility for its implementation. Primarily performing the "output" function of executing policies and programmes the civil servant also performs important "input" functions relate not only to policy making but also determining public orientation toward the government, the

expectations that the public has from the government and the demands that are channeled into the political process. The administrative system thus performs a significant role in the capacity function of a political system both in its "input" and "output" aspects and links the polity to society.

Table: 2.2 The Administrative System

Inputs from Environment includes	**Conversion process**	**Output to Environment includes**
1. Demands 2. Resources, and 3. Support or opposition from citizens and officials of other branches of government	With inputs includes 1. Structures 2. Decision procedure 3.Administrator's personnel experiences and predisposition and 4. Control procedures	Expression of policy plus performance or goods and services actually delivered to the public and to official in other segment of government

Feed Back

Source: Basu, R. (1991): *Public Administration Concept and Theories.* SterlingPublishers Private limited, New Delhi, India

The systems framework helps to provide an integrated perspective on administration by showing the linkages between administration and its environment. It attempts to establish the relevance of public administration to politics, economics and to other features of its environment that interest us as political scientist or as citizens.

CHAPTER THREE

HISTORICAL BACKGROUND OF JIGAWA STATE AND THE STRUCTURE OF JIGAWA STATE CIVIL SERVICE COMMISSION

3.1 Historical Background of Jigawa State

Jigawa state was created out of old Kano state in August 1991 by the Babangida administration. The state is situated in north-western part of the country between latitude 11:00N to 13:00N and longitude 8:00E to 10:00E. Kano state and Katsina state border Jigawa to the west, Bauchi state to the east and yobe state to the northeast .to the north Jigawa shares international border with Zinder region in the republic of Niger which is a unique opportunity for cross-border trading activities.

Jigawa state has a total land area of approximately 22,410 square kilometers. Its topography is generally characterized by undulating land, with sand dunes of various sizes spanning several kilometers in parts of the state.

Jigawa is one of the 36 states in the federal republic of Nigeria. By the 1999 constitution Jigawa state comprises: 27 local government councils, which are divided into 30 state constituencies, grouped into 11 federal constituencies and 3 senatorial districts.

In line with the democratic setting in the country, the governments at both state and local government levels are elected, and comprise of an executive with unicameral legislature. The state legislature has 30 elected members each representing one of the state constituencies. To complete the state governance structure, there is an independent state judiciary as the third arm of government.

The economy of Jigawa state is largely characterized by informal sector activities with agriculture as the major economic activity. Over 80% of the population is engaged in subsistence farming of animal husbandry.

The state of infrastructure for economic development such as road, electricity, telecommunication and information technology have recently witness tremendous improvement through massive rehabilitation and expansion works.

3.2 The Jigawa State Civil Service Commission

The Jigawa state civil service commission was constituted after the creation of Jigawa state on the 27th August 1991 with a chairman and three members on the 6th November, 1991. The commission drives its powers and function from section 197 of 1999 constitution of the Federal Republic of Nigeria.

The commission considers matters related to staff welfare and issues of recruitment on every Tuesday and Thursday of the week and held emergency meeting anytime the need arise.

3.3 Members of the Commission

1- Chairman

2- Permanent Commissioner I

3- Permanent Commissioner II

4- Part-time Commissioner

5- Permanent Secretary

3.4 Function of Civil Service Commission

Section 197 of the 1999 constitution of the Federal Republic of Nigeria spelt out the functions and responsibilities of the civil service commission and it is within these responsibilities the Jigawa state civil service commission focused its attention towards improving the welfare of the civil service.

The function of the civil service commission among many others includes:-

1- Maintaining general and uniform guidelines for appointments, discipline and promotion of civil servants;

2- Attending the meetings of personnel management boards and the senior staff committees in the ministries, parastatals and extra- ministerial departments as observers/advisers;

3- Monitoring the personnel activities of each ministry/government agency and ministerial departments thereby ensuring that uniform guidelines were adhered to;

4- Appointment of officers and staff in the civil service including promotions, formalization and confirmation of appointment , secondment and transfer of service, approving of payment of retirement and death gratuity, conversion , advancement etc.

5- Serving as an affiliated body for petitions from civil servants in the ministries/parastatals and extra ministerial departments as regards to appointments, promotions discipline and other related issues connected to the commission schedules of activities.

3.5 Structure of the Commission

The structure of Jigawa state civil service commission is that of central agency vested with the responsibility of managing the entire staff workforce its ramifications.

The commission consists of the chairman, two (2) permanent commissioners and one (1) part-time commissioner with a permanent secretary as there secretary and four (4) directors that head the followings departments:

1 Department of Promotions and Discipline

2 Department of Recruitment and Appointment

3 Department of Appeal and Complains

4 Department of Administration, Finance, Planning, Research and Statistics.

These constitute the management of the commission and in accordance with section 207 of the 1999 constitution the commission delegated its powers to its members for smooth running of the commission business as per below:

3.5.1 Office of the chairman

The chairman performs the function of overseeing and directing all offices of the commissioners in the commission. The chairman approves the following:

Retirement, Payment of retirement, Death benefit, Withdrawal, Merger of service, Contract, Confirmation and Ratification of appointment. He also issue documentation on behalf of the commission and liaise with federal and other state civil service commissions on all matters related to the functions of the commission.

3.5.2 Office of the permanent commissioner I

To approve:

a) Change of name

b) Advancement

c) Confirmation of appointment

d) Conversion of appointment and change of cadre

e) To sit-in as chairman in the absence of the chairman

3.5.3 Office of the permanent commissioner II

To approves:

a) leave of absence

b) Transfer of service

c) Secondment

d) Condonation or break in service

e) Confirmation/Ratification

The part time commissioner attends full-time commission meetings and other crucial matters usually on invitation.

3.5.4 Office of the permanent secretary

The permanent secretary is the chief administrative officer. He coordinates the activities of the commission so as to ensure that the decisions of the commission are implemented as speedy as possible. Directives from the chairman and commission members are passed through him to the directors, schedule officers, and other staff. All submissions are channeled through his office and he passes as appropriate to the chairman and permanent commissioners and visa - viz. As an accounting officer he oversees the financial transaction according to the financial regulation and procedures.

3.6 The Departments

The departments have been structured into four for effective performance of the work of the commission. The departments examine submissions from ministries and extra ministerial department so as to see that they are in accordance with relevant provisions of the civil service rules establishment circulars, and other directives and decisions of government. Thereafter, submissions are passed as appropriate through the permanent secretary to the full commission, chairman and permanent commissioners as the case may be.

3.6.1 Department of Promotion and Discipline

This department is headed by a director and assisted by other schedule officers who deal with all aspects of promotion and discipline. The followings are break down of the function of the department:

a) Promotion

b) Advancement/change of cadre

c) Discipline

3.6.2 Department Of Recruitment and Appointment

The department is headed by a director and assisted by other scheduled officers that deal with all aspect of recruitment, appointment and leaving of service.

3.6.3 Department Of Appeal and Complaints

The department is headed by a director and assisted by other scheduled officers that deal with all aspect of appeal, petition and complaints from ministries, extra ministerial departments, agencies and individuals related to the service. He also deals with treating of:

I) Transfer of service

II) Advancement/change of cadre

III) Conversion/up-grading

IV) Change of name/adjustment of date of birth

V) Secondment and Desecondment of service

3.6.4 Department Of Administration, Finance, Planning, Research and Statistics

The department is headed by a director and assisted by the appropriate staff. The department deals with the following:

I) collation of commission activities and putting them into Statistics form.

II) Gazetting of appointments, promotion, leaving the service etc.

III) Preparation of commission budget proposals.

IV) Management of registries as details below:

Secret Registry: it is where personnel secret files of all civil servants are kept there is a register where names of and file numbers are entered.

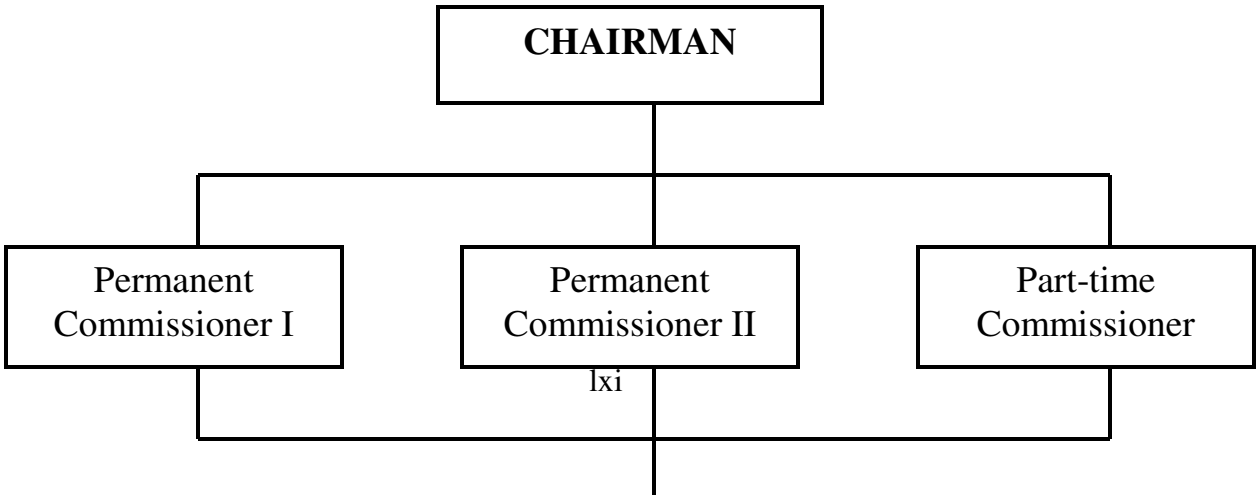
Open Registry : The open registry has the following functions:

Receiving of in-coming mails into the register (all in-coming files are first sent to the chairman who minutes to the permanent secretary for implementation.Dispatch of out – going mails. Registering and custody of all employment activities. Accommodation the typing pool.

Table 3.1: Jigawa State Civil Service Commission Organizational Chart

JIGAWA STATE CIVIL SERVICE COMMISSON

ORGANISATIONAL CHART



3.7 Office of the Head of Civil Service

Section 208 (3) of the 1999 constitution of Federal Republic of Nigeria provides that:

> An appointment to the office of the head of the civil service of a state shall not be made except from among permanent secretaries or equivalent rank in the civil service of any state or of the federation.

The function of the office of the head of civil service according to the Allison Ayida committee recommendation contained in the 1988 civil service reform and which was adopted by the federal and state government civil services are as follows:

- Provide leadership and direction to the civil service by maintaining high morale, spirit-de-corps and favorable image for the Civil Service;
- Advising governor on the appointment and deployment of permanent secretaries;
- Maintain the Civil Service political neutrality and cohesiveness;
- Coordinate training policies and programmes;
- Improve staff welfare and development;
- Manage common establishment matters;
- Foster professionalism; and
- Promote cordial and mutual relationship between the Political officers and civil servants.
- Personnel records and statistics of the civil service;
- Should be in attendance at the state executive council meetings;
- Allocation of office accommodation to ministries and departments;
- Providing staff for newly established ad-hoc bodies; and the following offices headed by permanent secretaries are under the head of civil service:
    a) Establishment and service welfare.
    b) Manpower development.

3.8 The Ministries

The ministry is the largest department of government responsible for a particular area responsibility.

The ministries are responsible for policy formulation, setting standards and frameworks for their documentation and monitoring and evaluating the performance of their sectors, which includes both civil service and non-civil service organizations. It stands to reason, therefore, that as long as these ministries are not proactively performing, for whatever reasons already itemized, it would impact negatively on the other actors in the sector.

The ministries in Jigawa state are headed by commissioners. Directly responsible to the commissioners are the ministry's civil service head called the permanent secretary who is supported in the higher direction of the work by directors, deputy directors, assistant directors etc.

Table 3.2 Jigawa State Government Ministerial Listings as At June, 2009

S	MINISTRY	NO. OF STAFF
01	MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY	4521
02	MINISTRY OF WORKS AND TRANSPORT	330
03	MINISTRY OF HEALTH AND SOCIAL WEL FARE	3036
04	MINISTRY OF COMMERCE, INDUSTRIES AND COOPERATIVES	125
05	MINISTRY OF ENVIRONMENT	352
06	MINISTRY OF FINANCE AND ECONOMIC PLANNING	281
07	MINISTRY OF AGRICULTURE AND EXTENSION SERVICES	639
08	MINISTRY OF FIRE AND EMERGENCY SERVICE	74
09	MINISTRY OF INFORMATION, YOUTH, SPORT & CULTURE	148
10	MINISTRY OF JUSTICE	59
11	MINISTRY OF LAND AND HOUSING	91
12	MINISTRY OFPOLITICAL AFFAIRS	10
13	MINISTRY OF QUARRY AND SOLID MINERALS DEVELOPMENT	25

14	MINISTRY OF SPECIAL DUTIES	5
15	MINISTRY OF STATE JOINT PLANNING, BUDGET AND EXPENDITURE CONTROL	42
16	MINISTRY OF WATER RESOURCES	39
17	MINISTRY OF WOMEN AFFAIRS AND SOCIAL DEVELOPMENT	69
18	MINISTRY FOR RURAL AND COMMUNITY DEVELOPMENT	61
19	MINISTRY FOR LOCAL GOVERNMENT & CHIEFTANCY AFFAIRS	559
	TOTAL	**10,466**
	EXTRA MINISTERIAL DEPARTMENTS / PARASTATALS	
01	ADMINISTRATION AND FINANCE DIRECTORATE	93
02	ALTERNATIVE ENERGY FUND	03
03	BOARD OF INTERNAL REVENUE	180
04	CIVIL SERVICE COMMISSION	31
05	COUNCIL AFFAIRS DIRECTORATE	03
06	DIRECTORATE OFCHIEFTANCY AND RELIGIOUS AFFAIRS	85
07	DIRECTORATE OF ESTABLISHMENT AND SERVICE MATTERS	308
08	DIRECTORATE OF FIRE RESCUE SERVICES	103
09	DIRECTORATE OF GUIDANCE AND COUNSELLING	216
10	DIRECTORATE OF PROTOCOL	08
11	DIRECTORATE OF SALARY AND PENSION ADMINISTRATION	21
12	DUE PROCESS AND PROJECT MONITORING	08
13	DUTSE CAPITAL DEVELOPMENT AUTHORITY	191
14	GUNDUMA HEALTH SYSTEM BOARD	237
15	HISTORY AND CULTURE BUREAU	57
16	ISLAMIC EDUCATION BUREAU	767
17	JIGAWA STATE AGENCY FOR MASS EDUCATION	155
18	JIGAWA STATE AGRICULTURAL AND RURAL DEVT. AUTHORITY	878
19	JIGAWA STATE AGRICULTURAL SUPPLY COMPANY	04
20	JIGAWA STATE BROADCASTING CORPORATION	116
21	JIGAWA STATE HOUSING AUTHORITY	19
22	JIGAWA STATE PEOPLE'S CONGRESS	12
23	JIGAWA STATE PILGRIMS WELFARE BOARD	66
24	JIGAWA STATE ROAD MAINTENANCE AGENCY	38
25	JIGAWA STATE SCHOLARSHIP BOARD	29
26	JIGAWA STATE SPORT COUNCIL	132
27	JIGAWA STATE TOURISM BOARD	11
28	JIGAWA STATE WATER BOARD	445
29	JIGAWA STATE AFFORESTATION PROGRAMME	58
30	JIGAWA STATE LOCAL GOVERNMENT AUDIT	61
31	LOCAL GOVERNMENT SERVICE COMMISSION	14
32	RURAL WATER SUPPLY AND SANITATION AGENCY	84
33	SMALL TOWN WATER SUPPLY AND SANITATION AGENCY	604
34	SCIENCE AND TECHNICAL SCHOOLS BOARD	585

35	SPECIAL SERVICE DIRECTORATE	69
36	STATE EDUCATIONAL INSPECTORATE AND MONITORING UNIT	03
37	STATE ELECTRICITY BOARD	92
38	STATE INDEPENDENT ELECTORAL COMMISSION	29
39	UNIVERSAL BASIC EDUCATION BOARD	410
40	URBAN DEVELOPMENT BOARD	187
	TOTAL	**6412**
	OFFICES	
01	DEPUTY GOVERNOR'S OFFICE	25
02	GOVERNMENT HOUSE	86
03	OFFICE OF THE AUDITOR GENERAL	90
04	OFFICE OF THE HEAD OF CIVIL SERVICE	33
05	LIAISON OFFICE ABUJA	16
06	LIAISON OFFICE KADUNA	19
07	LIAISON OFFICE LAGOS	12
08	INTER GOVERNMENTAL AFFAIRS ABUJA	06
	TOTAL	**287**
	GRAND TOTAL	**17,165**

Source: Administration And Finance Directorate Jigawa State,(2009).

3.9 Appointments, Promotion and Discipline in Jigawa State Civil Service

The Jigawa Civil Service Commission as it has been stated already is responsible for the appointments, promotion and discipline of Civil Servants in Jigawa state. However, Section 207 of the 1999 Constitution empowers the Commission to delegate any of its powers and functions, as it deems fit. The Commission has thus delegated some of its powers on appointments, promotion and discipline of officers on Salary Grade Levels 01 to 06 and the promotion and discipline of officers on Salary Grade Levels 07 to 13 to ministries/extra-ministerial departments.

This policy (of delegation of powers) is basically meant to guard against possible delays and to allow for the devolution of administrative powers in view of the crucial role the Commission is expected to play as a regulatory authority of the Civil Service. However, in order to monitor the effective utilization of the delegated powers, returns on any appointment, promotion and disciplinary case are, as a matter of policy, to be rendered to the Commission within two weeks of concluding such matters. This has helped the Commission to monitor and ascertain the extent of which ministries/extra-ministerial departments comply with laid-down rules and procedure.

3.9.1 Appointments

Appointments into the Jigawa State Civil Service are done through recruitment, transfer and secondment. By recruitment is meant "the filling of vacancies by appointment of persons not already in the Civil Service". Transfer means "permanent release of an officer from one scheduled service to another or within the same service". Secondment refers to "the temporary release of an officer to the service of another Government Agency, federal, local or International Organization of which Nigeria is a member for a specified period"

The Commission has reserved the right to exclusively appoint the entry grades of Senior Staff on Grade Levels 07 to 10. Appointments to posts graded – Grade Level 12 to 14 are done directly by the Commission "after due advertisement as the need arises". Appointments of directorate staff, Grade Levels 15 to 17, is made by the Commission "in consultation with the Head of the Civil Service of the state" and "in response to advertised vacancies"

Appointments into the Jigawa State Civil Service are determined by two (2) major factors. The first is the availability of vacancies. Vacancies for posts are to be declared by ministries/extra-ministerial departments to the Commission through the Office of Head of Civil Service of the state. The second factor is qualifications.

The specific qualifications and skills required for every post are prescribed in Schemes of Service.

3.9.2 Promotion

There are four major criteria that determine and influence promotion in Jigawa state Civil Service. The first is that the officer must have spent the required minimum number of years in his/her grade. For staff on Grade Levels 01 – 06, it is two (2) years; for officers on Grade Levels 07 – 14, it is three (3) years and for officers on Grade Levels 15 to 17, it is four (4) years.

The second criterion for promotion is that a staff must be found suitable both in character and performance of his/her job. This is reflected in his/her Annual Performance Evaluation Report (APER) Form. The third criteria are the officer performance in promotion examinations/interviews, which comprises of written examination and oral interview. This is one of the important criteria considered for promotion as the awards of marks as shows:

(a) Examination/Interview……. 70%

(b) APER…… 20%

(c) Seniority…… 10%
(2 marks for each year after maturity)

(d) Overall Pass Mark ……..… 60%

And the fourth criteria that affect the promotion of an officer is availability of vacancies or jobs at a higher level. According to the Public Service Rule:

"Promotion shall be made strictly on the basis of competitive merit from amongst all eligible candidates''.

In assessing the merit of officer, a clear distinction shall be made between their records of performance or efficiency in lower grades and their potential for promotion. i.e. ability and competence to perform efficiently the duties and responsibilities of higher post. Seniority and previous records of performance will b taken into account in choosing between candidates with equal potential for promotion.

In all cases, however, a generally satisfactory record of conduct shall be considered".

3.9.3 Discipline

The following constitute "serious misconduct" on which disciplinary measures could be taken against any staff, namely:

(i) Willful act or omission or general misconduct to the scandal of the public;

(ii) Conviction on a criminal charge (other than a minor traffic or sanitary offence or the like);

(iii) Absence from duty without leave;

(iv) Disobedience or lawful order, such as refusal to proceed on transfer or to accept position, etc;

(v) Negligence;

(vi) Suppression of records;

(vii) False claims against Government;

(viii) Serious financial embarrassment;

(ix) Engaging in (partisan) political activities;

(x) Unauthorized disclosure of official information, etc.;

(xi) Corruption;

(xii) Embezzlement;

(xiii) Fighting while on duty;

(xiv) Membership of secret societies;

(xv) Violation of section 14(3) of the 1999 Constitution of the Federal Republic of Nigeria;

(xvi) Contravention of any provision of the Public Service Rules and Financial Regulations;

(xvii) Dishonesty;

(xviii) Drunkenness;

(xix) Insubordination;

(xx) Falsification of records;

(xxi) Failure to keep records;

(xxii) Foul Language"

There are five procedures for exercising disciplinary action in the Jigawa State Civil Service. The procedures are:

a) The officer is issued a query and asked to defend himself/herself;

b) The representation is considered by the staff committees and the Civil Service Commission;

c) If any witnesses are called to give evidence, the officer is entitled to be present and even question the witnesses;

d) If any documentary evidence is to be used against the officer, he/she is entitled to be given a copy; and

e) If he/she does not furnish any representation within the specified time, or if the representation is not considered sufficient to exculpate him, the Civil Service Commission shall take appropriate action.

CHAPTER FOUR

PRESENTATION AND ANALYSIS OF DATA

4.1 Data Presentation

This chapter deals with presentation and analysis of the research findings. In order to fully ascertain the extent of the roles played by Jigawa state civil service towards enhancing development two different set of questionnaires were administered. The first questionnaire was administered only to Jigawa state civil servants, in which 391 questionnaires were distributed and only 334 were returned giving 85.4% returns, and the

second questionnaire was administered to political office holders such as commissioners, special advisers, special assistants etc.

Responses from questionnaire administered where used to civil servants and the political office holders were used to address the whole objectives of the research. This was based on the fact that the political office holders worked closely on daily basis with civil servants; they know what civil servants do, how they do it and when.

On the other hand a Core Welfare Indicators Questionnaire (CWIQ) survey conducted in year 2002 and 2006 are presented and analysed to determine the real situation of development in Jigawa state.

Table 4.1: Classification of respondent by Sex

Sex	No. of respondents	Percentage (%)
Male	323	96.7
Female	11	3.3
Total	334	100

Source: Researcher's Survey, 2009.

The above table shows that majority of the respondents are male constituting 96.7% while female respondents are only 3.3%.

Table 4.2: Classification of respondents by Age

Age	No. of respondents	Percentage (%)
16 – 25	20	5.9
26 – 35	157	47
36 – 45	109	32.7
46 – 55	37	11.1
56 – above	11	3.3
Total	334	100

Source: Researcher's Survey 2009.

The above table shown that 47% of respondents are between the age of 26 – 35 years, 32.7% are between 36 – 45 years, 11.1% are between 46 – 55 years, 5.9% are between 16

– 25 and only 3.3% are between 56 – above years. Based on this analysis majority of respondent's age are between 26 – 35 years followed by 36 – 45 years.

Table 4.3: Classification of respondents according to qualification.

Qualification	No. of respondents	Percentage (%)
PhD/Masters	38	11.4
Degree/HND	145	43.4
Diploma/NCE	131	39.2
SSCE	20	6.0
Others	-	-
TOTAL	334	100

Source: Researcher's survey, 2009.

The table above showed the highest qualification of respondents. One hundred and forty five (145) respondents representing 43.4% are holders of university degree or HND, one hundred and thirty one (131) representing 39.2% are Diploma or NCE holders, thirty eight (38) representing 11.4% are holders of PhD or Masters Degree holders, and only twenty (20) respondents representing (6.0%) are holders of SSCE. This classification shows that the respondents are literate and capable of understanding the questions asked and thus gives accurate answers.

Table 4.4: Classification of respondent according to working experience

Working experience	No. of respondent	Percentage (%)
01 -10 years	128	38.3
11 – 20 years	114	34.1
21 – 30 years	86	25.7
31 – above	6	1.9
Total	334	100

Source: Researcher's survey, 2009.

From the above table 38.3% of respondents are between 1-10 years in the service of jigawa state in one ministry or another, 34.1% served for 11-20 years, 25.7% put between 21-30 years and only 1.9% is 31- above years in the service. This indicates that a significant number of respondents are inherited from the service of old Kano state.

Table 4.5: Classification of respondents by seniority.

Category of staff	No. of respondent	Percentage (%)
Directorate cadre	41	12.3
Senior staff	224	67.1
Intermediate staff	46	13.8
Junior staff	23	6.8
Total	334	100

Source: Researcher's survey, 2009.

The table above shows the classification of respondents according to seniority. Majority of the respondents are senior staff which represent 67.1%, 31.8% are intermediate staff, 12.3% are in the directorate cadre (ranging from assistant director, deputy director, director and permanent secretary), and 6.8% are junior staff.

Table 4.6: Classification of respondents by Ministries

Ministries	No.	%
Ministry of Works & Transport	30	9.0
Ministry of Education, Science & Technology	78	23.4
Ministry of Women Affairs	15	4.5
Ministry of Health & Social welfare	72	21.6
Ministry of Commerce, Industries & Co-operatives	5	1.5
Ministry of Finance	4	1.2
Ministry of Rural & Community Development	8	2.4
Ministry of Information, Youth & Culture	23	6.9
Ministry of Agriculture & Natural Resources	2	0.4
Ministry of Environment	6	1.9
Ministry of Special Duties	-	-
Ministry of Water Resources	3	0.9
Ministry of Land & Housing	2	0.6
Ministry of Justice	4	1.2
Ministry for Local Government & chieftaincy Affairs	7	2.1
Extra-ministerial departments and offices	75	22.5
TOTAL	**334**	**100**

Source: Researcher's survey, 2009.

The above table clearly indicates that majority of respondents came from ministry of education and health with 23.4% and 21.6% respectively, in the extra-ministerial

departments and offices there are seventy five (75) respondents representing 22.5%, while ministry of agriculture & natural resources, Ministry of Land & Housing and Ministry of Water Resources, and has the least number of respondents with 0.4%, 0.6% and 0.9% respectively. There is no single respondent from Ministry of Special Duties.

Table 4.7: Factors that determining the quality and efficiency in the performance of Civil Service.

Factors	Above Average		Average		Below Average	
	No.	%	No.	%	No.	%
Overall human competence of Jigawa state civil service	38	11.3	241	72.8	55	16.5
Provision of adequate and decent working environment	39	11.8	220	65.9	75	22.5
Provision of office supplies (e.g. paper, photocopy machine)	167	50.0	127	38.6	38	11.3
Level of secretariat support.	46	13.7	273	81.7	15	4.4
Level of internet and computer support	37	11.0	143	42.8	154	46.1
Level of transparency and accountability	56	16.7	203	60.8	75	22.5
Level of corruption and indiscipline	183	54.8	76	22.8	75	22.5
Provision of the following physical infrastructure in office:	V/Good		Good		Not Good	
	No.	%	No.	%	No.	%
i) Water	56	16.8	223	66.8	56	16.8
ii) Electricity	67	20.1	140	41.9	127	38.0
iii) Telephone						

	-	-	112	33.5	222	66.5

Source: Researcher's survey, 2009.

The above table spelt out the responses of Jigawa state civil service with regards to some of the important factors that determine the quality and maintained efficiency in the performance of civil service. On the overall human competence 11.3% rated Jigawa state civil service above average and 72.8% placed Jigawa state civil service on average grade, while only 16.5% rated Jigawa state civil service below average. These indicated that the number of those that rated average out numbered both those of above average and below average.

On the provision of adequate and decent working environment, 65.9% rated Jigawa state civil service average, 22.5% below average and 11.8% above average. Going by these responses we can conclude that there is adequate and decent working environment for civil service to conduct their daily routine.

With regards to the provision of office supplies like papers, photocopy machines, etc. 50.0% of respondents' rated Jigawa state civil service above average, 38.6% average and only 11.3%below average. This clearly indicated that Jigawa state civil service do not have problem of inadequate office supplies.

On the level of secretariat support, 81.7% respondents rated Jigawa state civil service average, 13.7% above average and 4.4% below average.

The level of computer and internet support is below average. This is because 46.1% of responses rated Jigawa state civil service below average, 42.8% average and only 11.0% above average.

On Transparency and Accountability, 60.8% rated Jigawa state civil service average, 22.5% below average and 16.7% above average.

The level of corruption and indiscipline in Jigawa state civil service is high .54.8% of the respondents rated Jigawa state civil service above average, 22.8% average and 22.5% below above average.

On the provision of physical infrastructure in the office like water, electricity and telephone is encouraging. 66.8% of the respondents stated that provision of water in working place is good, 41.9% also indicated that provision of electricity during working hours is good. However, this was due to the use of standby generators by all the ministries and extra ministerial departments because of the epileptic nature of NEPA light . With regards to telephone 66.5% respondents rated Jigawa state civil service not good, and 33.5% said good. However, they complain that they used their own mobile phone to conduct official assignment.

Table 4.8: The role of Jigawa state civil service towards enhancing development from 1999 – 2009.

Roles	Above average		Average		Below average	
	No.	(%)	No.	(%)	No.	(%)
Assisting and advising government in formulating policies that improve standard of living (e.g. poverty reduction, Employment generation. etc.)	92	27.5	167	50.0	75	22.5
Implementation of policies, programmes and projects that enhance good governance.	116	34.7	129	38.6	89	26.6
Implementations of developmental policies e.g. free education, free medical services etc.	107	32.0	205	61.4	22	6.6
Preparation, implementation and evaluation of budget as approved by legislature	132	39.5	165	49.4	37	11.1
Provision of social services like water, electricity, roads etc.	73	21.9	223	66.7	38	11.4

Keeping records of past government activities	54	16.2	274	82.0	6	1.8
Continuity of government by ensuring smooth transition from military to civilian rule and from civilian to another civilian administration.	23	6.9	311	93.1	-	-

Source: Researcher's survey, 2009.

The above table assessed the performance of Jigawa state civil service towards enhancing democracy and development from 1999 to 2009.

On the role of assisting and advising government in formulating policies that improve standard of living like poverty reduction and employment generation the overall performance is average. 50.0% of respondents rated Jigawa state civil service performance as average, 27.5% above average and 22.5% below average.

The important role of implementation of policies, programmes and projects that enhanced good governance, the overall assessment was also average. From the table, 38.6% of responses rated Jigawa state civil service performance as average, 34.7% above average and 26.6% below average.

With regards to the implementation of developmental policies which are the basic function of civil service, for instance the policy of free education for all female students (girls) at all level (from primary to university) and free medical care to pregnant women and children up to 5 years. Here the performance of Jigawa state civil service is very encouraging with 61.4% respondents rating them average, 32.0% above average and only 6.6% scored them below average.

The role of Jigawa state civil service on preparation, implementation and evaluation of budgets as approved by legislature, the performance was still average. 49.4% rated Jigawa state civil service average, 39.5% above average and 11.1% below average.

On the provision of social services such as water, electricity, road network etc. which are the must pressing need of the people, the Jigawa state civil service was also rated average. 66.7% respondents agreed as average, 21.9% above average, and 11.4% below average.

On keeping records of past government activities 82.0% assessed Jigawa state civil service performance as average, 16.2% above average and 1.8% below average.

Lastly, Jigawa state civil service performed excellently in ensuring continuity of government through the smooth transition from military to civil rule in 1999, and from civilian to another civilian administration in 2003 and 2007 respectively. 93.1% of respondents assessed Jigawa state civil service performance as average and the remaining 6.9% agreed that their performance is above average.

Table 4.9: Assessment of Jigawa state civil service on Problems that diminished the administrative capacity and negatively affects performance of civil service.

Problems	Strongly Agree		Agree		Strongly Disagree		Disagree		Don't know	
	No.	%	No.	%	No.	%	No.	%	No.	%
Recruitment and Promotion are no longer based on merit.	-	-	129	38.6	55	16.5	150	44.9	-	-
Training and re-training are not mandatory.	76	22.8	127	38.0	20	5.9	73	21.9	38	11.3
Where the training is relevant there is no opportunity to utilize the knowledge gained.	17	5.0	146	43.7	41	12.3	130	38.9	-	-
Lack of adequate and decent working environment.	18	5.4	129	38.6	57	11.0	150	44.9	-	-
Disruption in the career pattern of civil servants.	19	5.9	110	32.9	55	16.5	127	38.0	23	6.9
Lost of confidence in the system.	-	-	124	37.0	77	23.1	133	39.8	-	-
Inadequate remuneration and low morale.	54	16.2	131	39.2	56	16.8	73	21.9	20	5.9

Civil servant involvement in partisan politics.	111	33.2	166	49.7	57	17.1	-	-	-	-
Inadequate skilled professional manpower.	75	22.5	146	43.7	21	6.3	92	27.5	-	-
Inadequate funding.	40	12.0	92	27.6	55	16.5	110	32.9	37	11.1

Source: Researcher's survey, 2009.

The above table enumerated some problems faced by Nigerian civil service at both federal and state civil service levels as contained in various studies. These problems played a significant role in diminishing the administrative capacity and negatively affect performance of civil service in Nigeria. The table provides five (5)options so as to rate and assess the level of each problem.

On the problem of recruitment and promotion which previous studies shows that they are no longer based on merit. The situation in Jigawa state civil service is different. 44.9% disagreed with the saying that promotion in Jigawa state civil service is no longer based on merit. 16.5% strongly disagreed, and only 38.6% agreed. Based on the responses above we can conclude that recruitments and promotions in Jigawa state civil service are done based on merit.

On training and re-training in Jigawa state civil service, 38.0% agreed and 22.8% strongly agreed that training and re-training are not mandatory. On the other hand 21.9% disagreed and 5.9% strongly disagreed. While remaining 11.3% of respondents are neutral. From the above we can analyze that training and re-training are not mandatory in Jigawa state civil service.

In a situation where by the training is relevant there is no opportunity to utilized the knowledge gained. Here 43.7% of respondents agreed, 38.9% disagreed, 12.3% strongly disagreed and 5.0% strongly agreed that where the training is relevant there is no opportunity to utilize the knowledge gained in Jigawa state civil service.

Lack of adequate and decent working environment is not a problem of Jigawa state civil service. This was based on the fact that a significant number of respondents disagreed. 44.9% disagreed, 11.0% strongly disagreed, 38.6% agreed and 5.4% strongly agreed.

The problem of disruption in the career pattern of civil servants is also insignificant in Jigawa state civil service. 38.0% respondents disagreed, 16.5% strongly disagreed, 33.9% agreed, 5.9% strongly agreed and 6.9% don't know.

With regards to lost of confidence in the system majority of the respondents disagreed. This clearly indicate that Jigawa state civil servants did not lost confidence in the system as 39.8% disagreed, 23.1% strongly disagreed, while 37.1% agreed that Jigawa state civil servants lost confidence in the system due to one reason or another.

Inadequate remuneration and low morale is another problem that diminished administrative capacity. From our table above we find out that the Jigawa state civil servants agreed that the problem exist in the state despite the increase in salary and allowances of some ministries like education and health but still the Jigawa state civil service remuneration is low considering high cost of living.

Civil servants involvement in partisan politics is said to be at high level in Jigawa state. 49.7% agreed, and 33.2% strongly agreed that Jigawa state civil servants actively support one political party or another.

On the issue of inadequate skilled professional manpower, 22.5% strongly agreed and 43.7% agreed. On the other hand 6.3% strongly disagreed and 27.6% disagreed. Based on the above analysis we can conclude that there is inadequate skilled professional

manpower in Jigawa state civil service as the percentage of those agreed out numbered the disagreed.

On inadequate funding the situation is negative in Jigawa state civil service.32.9% of respondents disagreed, 16.5% strongly disagreed, 27.6%agreed, 12.0% strongly agreed and 11.1% stand neutral. This indicates that ministries and extra-ministerial departments are adequately funded.

Tables 4.10 to 4.16 below are the analysis of responses from questionnaire administered to political office holders.

Table 4.10 Jigawa state civil servants assisting government/ political office holders in formulation of policies that enhance development.

Responses	Frequency	Percentage (%)
Yes	18	18
No	-	-
Total	**18**	**100**

Source: Researcher's survey, 2009.

The above table shows all respondents representing 100% agreed that Jigawa state civil servants assist the political office holders in formulation of policies that enhance development.

Table 11: If yes, at what capacity?

Responses	Frequency	Percentage (%)
Policy formulation stage	-	-
Policy implementation stage	5	27.8
Policy evaluation stage	-	-
All of the above	13	72.2
Total	**18**	**100**

Source: Researcher's survey, 2009.

In support of the table 4.10 above, 13 respondents representing 72.2% believe that jigawa state civil servants have played a significant role in the formulation,

implementation, and evaluation stages of policies, and only 27.8% agreed that their role is at implementation stage.

Table 4.12: Ministries/Parastatals are evaluated annually based on output measured against expenditure incurred in Jigawa state.

Responses	Frequency	Percentage (%)
Yes	6	33.3
No	12	66.7
Total	**18**	**100**

Source: Researcher's survey, 2009.

The table above indicates that ministries and extra-ministerial departments are not evaluated annually based on output measured against expenditure incurred in Jigawa state as 66.7% of the respondents disagreed and only 33.3% answered yes.

Table 4.13: inadequate skilled manpower is responsible for the poor service delivery in Jigawa state civil service.

Responses	Frequency	Percentage (%)
Yes	14	77.8
No	4	22.2
Total	**18**	**100**

Source: Researcher's survey, 2009.

From the above table, the 14 respondents representing 77.8% agreed that inadequate skilled manpower was responsible for the poor service delivery by Jigawa state civil servants, while 6 respondents representing 22.2% disagree. Based on the above, we can conclude that inadequate skilled manpower was responsible for the poor service delivery by Jigawa state civil servants

Table4.14: Government encourages political neutrality of civil servants.

Responses	Frequency	Percentage (%)
Yes	2	11.1
No	16	88.9
Total	**18**	**100**

Source: Researcher's survey, 2009.

The above table revealed that government does not encourage political neutrality of civil servants despite the fact that in ideal situation Civil servants are expected to be politically neutral. This made the civil service dancing to the tune of politicians.

Table 4.15: Lack of efficiency affect the role of Jigawa state civil service towards enhancing development.

Responses	**Frequency**	**Percentage (%)**
Yes	15	83.3
No	3	16.7
Total	**18**	**100**

Source: Researcher's survey, 2009.

The table above shows that fifteen (15) respondents representing 83.3% agreed that lack of efficiency affects the role of jigawa state civil service towards enhancing democracy and development and only three (3) representing 16.7% said no. from these responses it clearly shows that jigawa state civil service lack of efficiency in their role towards enhancing development.

Table 4.16: Assessing the performance of Jigawa state Civil service roles in enhancing development.

Responses	**Frequency**	**Percentage (%)**
Above average	4	22.2
Average	11	61.1
Below average	3	16.7
Total	**18**	**100**

Source: Researcher's survey, 2009.

From the above, majority of the respondents representing 61.1% assessed performance of civil service average. 22.2% rated civil service performance above average and only 16.7% said below average.

Budgets Trend and Civil Service Performance in Jigawa State

Ideally, the performance or efficiency/inefficiency of the civil service is measured by comparing inputs over outputs. The input here refers to the sum of money expended and the output is the kind of public service deliveries offered.

Table 4.17: Approved Budget Trends From 1999 – 2009

Years	Approved Estimate	Growth Rate
1999	3,027,758,000	-
2000	13,431,531,000	343.6%
2001	51,046,000,000	280.0%
2002	24,400,000,000	(52.2) %
2003	30,000,000,000	23.0%
2004	34,312,000,000	14.4%
2005	40,420,000,000	17.8%
2006	48,800,000,000	20.7%
2007	45,000,000,000	%
2008	71,000,000,000	%
2009	76,700,000,000	7%
Total	**438,137,289,000**	

Source: http://jigawabudget.org

The above budget trends in Jigawa state from 1999 – 2009 shows that an estimate of about four hundred and thirty eight billion, one hundred and thirty seven million two

hundred and eighty nine thousands Naira (N 438,137,289,000) was so far expended for capital and recurrent expenditure.

Table 4.18: Expenditure Trends 2006 - 2009

Year	Recurrent Expenditure	Capital Expenditure	Stabilization Fund	Total
2006	19,042,000,000	29,755,000,000		48,797,000,000
2007	20,400,000,000	22,200,000,000	2,400,000,000	45,000,000,000
2008	19,022,000,000	50,078,000,000	2,600,000,000	71,700,000,000
2009	26,060,000,000	48,240,000,000	2,400,000,000	76,700,000,000
Total	**84,524,000,000**	**150,293,000,000**	**7,400,000,000**	**242,197,000,000**

Source: http://jigawabudget.org

In order to have a real situation of development in Jigawa state the research used year 2002 and 2006 Core Welfare Indicators questionnaire survey (CWIQ survey 2002 and 2006).

The Core Welfare Indicators Questionnaire (CWIQ) Survey is as an instrument designed for monitoring poverty and welfare situations. Apart from furnishing planners and decision makers with vital socioeconomic statistics, the CWIQ Survey also helps in assessing the efficacy of Government development policies, programmes and projects on peoples' living standards as well as in establishing benchmarks and milestones in the implementation of Government development programmes.

Table 4.19 Public Service Delivery & Poverty Situation Evidence from 2002 and 2006 Core Welfare Indicators Questionnaire Surveys.

S/N	Survey Parameters	2002 CWIQ Survey	2006 CWIQ Survey
	Poverty Assessment		
1	Household Economic Situation Compared to One year ago		
A	Worse Now	59.0	10.9
B	Better Now	30.0	62.1
2	Household Self-Classified as Poor	60.0	46.7
	Difficulty in Satisfying Household Food Needs		4.6
	Employment		
3	Employment status in the last 7 days preceding the surveys		
A	Unemployed	0.8	0.6
B	Under-employed	12.7	10.5
	Education		
4	Adult Literacy Rate	37.0	38.7
5	Access to Primary Education	69.0	72.9
6	Net Primary School Enrolment	29.4	29.6
7	Primary Completion Rate		2.9
8	Primary Education Satisfaction	59.0	49.1
9	Access to Secondary Education	25.0	45.1
10	Net Secondary School Enrolment	7.7	14.5
11	Secondary Education Satisfaction	63.6	43.5
	Medical Services		
12	Access to Health Services	37.6	52.5
A	Need	8.7	6.2
b	Usage	7.9	5.6
c	Satisfaction with Health Services	70.0	72.6
	Water and Sanitation		
14	Access to Water Services	93.3	95.3
15	Access to Safe Drinking Water	61.2	64.0

Source: www.jigawabudget.org CWIQ Survey

The survey basically collects household data from which indicators for monitoring poverty and living standards could be derived. These include among others:

· Indicators of Access, Utilization and Satisfaction with some basic social services such as potable water supply, primary and secondary education and health / medial services; and

· Indicators of living standards such as nature and ownership of assets, literacy level as well as employment, health and nutrition status;

The first round of the Jigawa State CWIQ Survey was conducted by the Ministry of Budget and Economic Planning in July 2002 in collaboration with the Federal Office of Statistics with the support of the British Department for International Development (DFID). The second round was conducted almost four years later in March 2006 under a National CWIQ Survey exercise undertaken by the National Bureau of Statistics in collaboration with State Statistical Agencies.

The two Surveys could now be examined so as to know what has been happening to poverty and welfare between 2002 and 2006 as well as make inferences on the efficacy of the socioeconomic empowerment and development programmes being pursued by the Government.

Assessment of Poverty Situation

In the assessment of poverty and welfare situation among the population, self assessment and proxy indicators such as ownership of household assets are used. It shows that 59% of the population perceived their socioeconomic living conditions and household economic situation being worst compared to one year ago in 2002, only 10.9% did so in 2006. On the other hand, 62.1% perceived their socioeconomic living conditions and household economic situation being better compared to one year ago in 2006, while only 30% did so in 2002. As regards poverty self assessment, whereas 60% of population

classified themselves as being poor people in 2002, only 47% did so in 2006. What all these portray is a very appreciable reduction in poverty among the people even by their own perception.

On the issue of unemployment and under-employment, the data from the two surveys indicated only slight improvements. These were defined in terms of the employment status of people aged 15 years above in the last 7 days preceding the surveys. For unemployed, it was 0.8% and 0.6% in 2002 and 2006 respectively. For the underemployed, the rates were 12.7% and 10.6% respectively for 2002 and 2006.

Overall dependency ratio in the two periods were 0.9 in 2002 and 1.1 in 2006 indicating that on the average one economically active person is supporting at least one dependent. While this does not suggests any improvement, it should be realize that dependency ratios has more to do with the structure of the population than with the socioeconomic living conditions of the people..

Basic Social Services

Data pertaining to Access, Utilization and Satisfaction with basic social services including Primary and Secondary Education, Health Services and Water Supply & Sanitation where also collected by the CWIQ Survey .These key areas constitute a priority in the Jigawa State economic empowerment and development strategy (JSEEDS) Programme where the over-arching objective is not just to improve access but also to ensure that these services are delivered.

Education

The first indicator under education is the Adult Literacy Rate which is defined as being able to read and write in any language for persons age 15 and above. In 2002 only

37% of the population where reported as literate, whereas the 2006 CWIQ Survey indicated a marginal increase to 38.7%. While in percentage point this may be perceived as a "mere 1.7%" of the adult population. This clearly indicated that more than half of the adult in Jigawa state are illiterate despite the Mass Education Programme of the State Ministry of Basic Education (State Universal Basic Board); Data on Primary Education are defined for children aged 6 to 11. In this respect **Access to Primary School** is defined for children living in households with a primary school less than 30 minutes away while **Net Primary Enrollment** is defined for children currently in primary school (grades P1 to P6). Satisfaction on the other hand defined for children currently in primary school who cited no problems with regards to quality of the services being provided. The 2002 and 2006 CWIQ Surveys indicated 69.0% and 72.9% Access to Primary Education respectively. Indicating almost 4% increase in access to primary school in the 4 year interval. Data from the Jigawa State Statistical Year Book, 2005 Edition indicated that the number of Primary Schools in the State has increased from 1,516 in 2001/2002 to 1,569 in 2004/2005. Going by this absolute increase in the number of primary schools spread all over the state, the 4% increase indicated by the 2002 and 2006 CWIQ Survey should be the least expected. Surprisingly, with respect to net enrolment, only marginal increase was noticed based on the CWIQ data - from 29% in 2002 to 29.6% in 2006. This is surprising because the absolute numbers gathered from the Statistical Year Book indicated that while 2001/2002 almost 475,000 pupils were enrolled in Primary I – IV this has risen to over 636,000 in 2004/2005 – an increase of about 34%. At any rate, the records indicated appreciable improvements in the net primary school enrolment in the state. Secondary School data are defined for children aged 12 to 17 enrolled in JSS1

SSS3. In this respect, access is defined for children living in households with a secondary school less than 30 minutes away while Net Enrollment is defined for children currently in junior or senior secondary school (JS1 to SS3). The data showed that access to secondary education has increased tremendously from 25.0% in 2002 to 45.1% in 2006. This much is actually expected given the new focus in the State Universal Basic Education Policy under which many Government and Community Junior Secondary Schools were established which also aims to achieve 100% transition from Primary to Junior Secondary School. The Statistical Year Book record reflects this tremendous improvement with regards to enrolment – from 18,472 in 2001/2002 to 71,103 in 2s004/2005. With respect to satisfaction, the 2006 CWIQ Survey indicated a reduction in the level of satisfaction for both primary and secondary education. While there may not be any absolutely objective explanation for this, it may be the result of increase in demand for education services and being more and better informed of what quality education entails. Under such a scenario, only a tremendous improvement in quality will result in people expressing satisfaction with the service. This could also be the result of large increases in quantity without a corresponding increase in quality.

On the whole, the data indicated that satisfactory progress with regards to the delivery educational services in the state. An examination of the 2002 and 2006 CWIQ Survey results indicated positive progress in the attainment of these objectives. One must hasten to caution that, there are still observed disparities between urban and rural areas where the later are still highly disadvantaged in all respect. Government policies need to be geared towards achieving higher enrolments and retention in the rural areas.

Medical Services

Access to Health is defined for persons living in households with a health facility less than 30 minutes away while **Health need** are defined for persons who were sick or injured in the seven-day period preceding the surveys. On the other hand, **Health use** is defined for persons who consulted a health practitioner in the seven-day period preceding the surveys.

Based on these definitions, the 2006 CWIQ Survey indicated significant progress over the 2002 Survey. Note that need is not taken into account. Access to Health has improved from 37.6% in 2002 to 52.5 % in 2006. This could be directly attributable to the continuous collaboration between the State Ministry of Health and the DFID-Financed Partnership for Transforming Health Systems (PATHS). In terms of Need, whereas 87% of population expressed **need** for health service during the 2002 survey, only 6.2% expressed so in 2006 which could be an indication of less illness/ill health among the people and/or less diseases prevalence. Even in terms of actual usage, the actual number of that indicated **usage** of one form of health service or the other dropped from 7.9% in 2002 to 5.6% in 2006 which is a corollary of the result indicated in terms of **need**.

Health satisfaction is defined for persons who consulted a health practitioner in the seven-day period preceding the survey and who cited no problems. In this regard, 72.6% of the people expressed their full satisfaction with the health services being provided in 2006 as against the 70% that expressed so in 2002 which also indicated improvement in the quality of health care delivery.

Even though in the last few years, there have not been significant investments in terms of new health out lets (particularly for general hospitals and cottage hospitals) it must be

acknowledged that there were significant improvement in the management of healthcare delivery systems in the state – that is in terms of systems, processes and procedures leading to increased efficiency and effectiveness in the systems, Mention could be made of the DRF systems working effectively in several facilities, safe mother initiative programmes / free maternal health care introduced in selected facilities and the introduction of health management committees (with all stakeholders on board). Others improvements were achieved through collaborative efforts between the State Ministry of Health and some International Development Agencies in the State including PATHS, SLGP and UNICEF. The achievements include the introduction of new initiatives in the management of health systems, rehabilitation of health facilities, supply of medical equipments, improved immunization coverage, improved water and power supply in the facilities, and the reintroduction of community based health-care extension services in the state.

Water Supply and Sanitation

Both the 2002 and 2006 CWIQ Surveys defined **Access to Water** for households with a water source less than 30 minutes away while **Access to Safe Water** is limited to households using treated, piped, bore hole/hand pump or protected well sources within the same distance.

While Access to Water based on the 2002 Survey was reported as 93.3% meaning that only less than 7% of entire population has access to water supply, this was found to have improved to 95.3% based on the outcomes of the 2006 Survey. In terms of access to safe (potable) drinking water, the coverage has improved from 61.2% in 2002 to 64% in 2006.

4.4 Achievements of Jigawa State Civil Service

The followings are some of the achievements of Jigawa State Civil Service in their role towards enhancing democracy and development in the state.

1) The Jigawa state civil service provided the administrative machinery and frame work for government to achieve all what it intend to achieve.

2) The Jigawa state civil service also provides continuity in the service through peaceful change of governments. For example, from military to democratically elected government in 1999, and from civilian to another civilian government in 2003 and 2007 respectively.

3) Successful implementation of TALAKAWA SUMMIT PROGRAMME, which provides an opportunity for the voiceless poor to speak on poverty situation and how best to address it. Under this 9,666 local artisans and petty traders across the state have benefited from a grant each ranging form 5,000 – 50,000 thousand naira.

4) Jigawa state civil service in collaboration with donor agencies of EU, UNICEF, DFID, and MDG – CGS programme, provided facilities to 428 rural communities across the state; 250 VIP latrine, 509 hand pump boreholes and 10 solar powered boreholes between 2008 -2009.

5) Promoting the establishment of formal self help group by the communities which gave rise to the registration of 1424 new groups across the state within one year (i.e. 2008 – 2009).

6) On the employment generation, a part from been the largest employer of labour in the state, the Jigawa state civil service through guidance and

counseling department has been undertaking a vital role in recruitment exercise of both military and Para – military organizations and has placed thousand of Jigawa state indigenes in these organizations.

7) The ministry of water resources has recorded about 70% progress in the area of meeting demands of citizenry in accessing portable and clean drinking water.

8) Implementation of free maternal, new born and children programme. In this year alone three thousand (3000) Traditional Birth Attendants (TBAs) have been trained, who assist in the safe delivery of pregnant women across the state which reduced the infant and maternal mortality rate in the state.

9) In view of its commitment towards making all nooks and crannies of the state accessible, government through the civil service have been engaged on the rehabilitation, up – grading and asphalt overlay of about four hundred (400) kilometers of roads have been undertaking with some already completed and commissioned. New roads projects which total about one hundred and seventy (170) kilometers are at various stages of execution. In all, these projects cost the state government nineteen billions, five hundred and eighty millions, six hundred and nine thousand, ninety six kobo (19,580,609,096:00).

10) In line with government policy of boosting food production in the state, Jigawa state civil service provided work bull to one thousand four hundred and thirty five (1,435) farmers, and also provides free animal vaccination in which about five hundred and seventy thousand (570,000) animals were vaccinated.

11) In realizing the pathetic living condition of the physically challenged government through the civil service introduced a social service scheme in which a significant number of physically challenged are benefiting from a monthly allowance of seven thousand naira (7,000).

4.2 Data Analysis

4.2.1 Hypotheses testing

As mentioned earlier in chapter one that the statistical instrument to be used for testing the hypotheses in this research is chi –square. The formula is as follows:

$$X^2 = \frac{\sum (O - E)^2}{E}$$

4.2.2 Decision Rule

Accept the null hypothesis if the X^2 calculated is less than the X^2 tabulated and reject the alternative. Likewise, accept the alternative hypothesis if the X^2 calculated is greater than the X^2 tabulated and reject the null hypothesis.

TEST NO 1

HO_1 : Response to the statement: That inefficiency affect the role of Jigawa state civil service towards enhancing development. The relevant data appears in table 4.7.

Table 4.20 (a): Computation of Test No 1 (Observed Frequency)

Factors	Above average	Average	Below average	Total
1	38	241	55	**334**
2	39	220	75	**334**
3	164	127	38	**334**
4	46	273	15	**334**
5	37	143	154	**334**
6	56	203	75	**334**

7	186	76	75	**334**
8	41	158	135	**334**
TOTAL	**610/ 8 = 76.2**	**1441/ 8=180.1**	**622/ 8 = 77.7**	**2763/ 8 = 334**

Table 4.20 (b):Computation of Test No 1 (Observed and Expected Frequency)

	E	O	O-E	$(O-E)^2$	$(O-E)^2/E$
Above Average	76	111.33	-35.3	1246.09	11.2
Average	180	111.33	68.7	4719.69	42.4
Below Average	78	111.33	33.3	1108.89	10.0
TOTAL	**334**	**334**			**63.6**

df = (r - 1) (c – 1)

df = (2- 1) (3 – 1)

df = (1) (2)

df = 1 x 2

= 2 = 5.99

From the above it shows that that the calculated value which is 63.6 is greater than the critical value 5.99. Based on this we accept the alternative and reject the null hypothesis. That inefficiency affect the role of Jigawa state civil service towards enhancing development.

TEST NO 2

HO_2 : Response to the statement: That inadequate skilled manpower was responsible for the poor delivery by Jigawa state civil service. The relevant data appears at 9^{th} row in table 4.9.

Table 4.21: (a) Observed Frequency

Category	**SA**	**A**	**D**	**SD**	**TOTAL**
Directorate	18	10	7	6	41
Senior	54	107	54	9	224
Intermediate	3	15	25	3	46
Junior	0	14	6	3	23
TOTAL	**75**	**146**	**92**	**21**	**334**

Table 4.21: (b) Expected Frequency

Category	SA	A	D	SD	TOTAL
Directorate	9.2	17.9	11.3	2.6	41
Senior	50.3	97.9	61.7	14.1	224
Intermediate	10.3	20.1	12.7	2.9	46
Junior	5.2	10.1	6.3	1.4	23
TOTAL	**75**	**146**	**92**	**21**	**334**

$df = (r - 1)(c - 1)$

$df = (4 - 1)(4 - 1)$

$df = (3)(3)$

$df = 3 \times 3$

$= 9 \quad = 16.92$

Table 4.21: (c) Computation of Test No 2

O	E	O - E	$(O-E)^2$	$(O-E)^2/E$
18	9.2	8.8	77.44	8.41
10	17.9	-7.9	62.41	3.48
7	11.3	-4.3	18.49	1.63
6	2.6	3.4	11.56	4.44
54	50.3	3.7	13.69	0.27
107	97.9	9.1	82.81	0.84
54	61.7	-7.7	59.29	0.96
9	14.1	-5.1	26.01	1.84
3	10.3	-7.3	53.29	5.17
15	20.1	-5.1	26.01	1.29
25	12.7	12.3	151.29	11.91
3	2.9	0.1	0.01	0.003
0	5.2	-5.2	27.04	5.2
14	10.1	3.9	15.21	1.50

6	6.3	-0.3	0.09	0.01
3	1.4	1.6	2.56	1.82
				48.77

From the above we have seen that the calculated value which is 47.77 is greater than the critical value (16.92). Based on this we accept the alternative and reject the null hypothesis. This has proved that inadequate skilled manpower was responsible for the poor delivery by Jigawa state civil service.

4.3 Major Findings

This research was under taken to make an assessment on the role of Jigawa state civil service in enhancing democracy and development in the state.

The major finding in this research reveals that:

1) The civil service as an institution is a strong partner which should be relied on by government in order to enhanced development in the state.
2) The Jigawa state civil service played a significant role in the formulation, implementation of policies that enhanced development in the state from 1999 – 2009.
3) The research however, revealed that inefficiency affects the performance of Jigawa state civil service in its role towards enhancing developments.
4) It also revealed that Jigawa state civil service lack adequate skilled manpower which resulted for its poor service delivery despite adequate funding, provision of office suppliers and good secretariat support.
5) The level of corruption and indiscipline is significant, while the level of transparency and accountability is average.

6) Government/political office holders does not encourage political neutrality of civil servants and this made civil service to partake in partisan politics .

7) Remuneration of labour which includes wages/fringe benefits and allowance for health care, transportation, and housing are grossly inadequate in the Jigawa state civil service.

8) Training and re-training of civil servants in Jigawa state are not mandatory and where the training is relevant there is no opportunity to utilize the knowledge gained.

9) The study revealed that performance of Jigawa state in the public service deliveries need to be improved as the overall performance was rated **average.**

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Summary

In summary, the research work comprises of five (5) standard chapters as follows:

The first chapter of this research work, which is an introductory section of the study, it consists of Background of the study, where the researcher highlighted on the topic under study. This is followed by the Statement of the problem, where the main problem under investigation was stated. Thereafter, the Hypotheses came next, where two hypotheses where postulated from the statement of the problem. Then the Significance of the study was highlighted, in which the researcher stated to whom the study would be useful. Subsequently, this is followed by Scope and limitation of the study, indicating the period (1999 – 2009) covered by the study. In the methodology, both secondary and primary sources of data were utilized. While in administration of primary source of data,

two sets of questionnaires were administered. The Yamane's formula was used in determining the sample size, for questionnaire administered to civil servant, and simple random sampling technique was employed in selecting the sample. While the simple percentage and chi-square statistical instruments were in the analysis of data. Whereas, the Definition of some terms used in the research were given thereafter. The chapter comes to end with the plan of the study.

The second chapter deals with the review of related literature in which the researcher presented opinions of various scholars accordingly to different chapter sub-headings. However, researcher's opinions were also offered, shedding more lights on the scholars' views.

The third chapter of the study consists of: Historical background of the Jigawa state, where the historical background of the study area was given, followed by detail explanation of the Jigawa state civil service commission. The Structure of the commission and Functions of the civil service commission were also specified, including the departments under the commission. Furthermore, the chapter highlighted on the office of the head of civil service, ministries, and how appointments, promotions and disciplines are conducted in Jigawa State Civil Service.

In fourth chapter, the data gathered were presented and analyzed one after the other. Major findings of the research were summarized at the end of the chapter.

The last chapter deals with: the Summary of the Work, where the researcher summarized the entire work chapter by chapter, which is followed by conclusion of the study. Lastly, recommendations were given on how to enhance efficiency in the roles of Jigawa State Civil Service towards enhancing development.

5.2 Conclusion

From the above, we can conclude that the civil service still remains very critical and crucial to national development and democratic. An efficient civil service acts as catalyst in the development of the state. While on the other hand, its inefficiency can constitute one of the heaviest millstones round the neck of developing nations. Therefore, it is important to note that the civil service must be efficient to service the newly found democratic project for the survival of the state.

The role of Jigawa state civil service in enhancing democracy and development cannot be exhaustively itemized as must of their important contributions to these and other areas are indirect rather than direct, for which they are not ordinarily held responsible politically and legally.

Furthermore, the effectiveness of the civil service in carrying out the responsibilities and the quality of advice they render to the policy makers depends on the expertise, skills, orientation, creativity of innovativeness, professionalism, sensitivity, accountability, transparency and other qualities which they bring to bear on the conduct of their office.

A competent, efficient and loyal civil service imbued with ethical standards is neither a luxury nor a dream. Quite the contrary, it is a basic precondition for democratic government and sustainable socio-economic development.

It is increasingly realized that efficiency is rather the sole standard of judging success or failure of an institution and civil service is not an exception to this rule. Efficient civil service is most essential for the development of the growing complex of

social, political and economic set up. Civil service should work with the clear idea of bringing more and more efficiency.

5.3 Recommendations

In view of the findings in 4.3 above, the following recommendations were offered, and if implemented well the civil service will be very effective and efficient in its role in enhancing development in the state.

The Jigawa civil service has to undergo radical, structural, procedural and attitudinal changes if it has to serve as an efficient and effective instrument of positive change and progress in the state and effecting changes in any large organization such as civil service requires a leadership not only at the very top, but across all key levels of the system. These are the critical *change agents* that must be deploy to fill key strategic positions within the service and empower with the authority to implement agreed-upon programs of reform—in systems, in personnel, in policies and in the management of financial resources.

The quality of human resources in Jigawa state civil service is, by common consent, not the best compared with what the stakeholders expect of it. Employment of enough professionals and giving them Regular and systematic training to equip the civil servants with the requisite skills and competencies is highly essential. The emphasis for training programs should be on improving service delivery.

Introduction of new Human Resource Management System (HRMS) like Management By Objective (MBO) will address career development, discipline and motivation. It will focus on the development of strategies and systems which are capable of supporting a performance- and results-oriented service. It will also ensure that the

service has the number and caliber of staff required, and that civil servants are utilized in an effective and efficient manner.

Modernized procedural systems and rules to improve the efficiency of service delivery are required as Computerization and automation in the civil service has achieved great benefits for other countries like Singapore and Malaysia, and Jigawa state civil service should strive in its reform efforts to achieve similar results.

There is the utmost and urgent need to regenerate integrity in the civil service. Among other measures, the government should strictly enforce the Code of Conduct for Civil Servants, institute better systems of accountability, and introduce more effective control systems and enforce administrative instructions and service regulations, including the dependable application of sanctions for the breach of codes and regulations and officers who are found guilty of corruption or any unethical behavior should be prosecuted accordingly. The lack of prosecution of erring officers aggravates corruption.

The current salary policy of the entire civil service in Jigawa state needs to be reviewed. There should be periodic upward reviews of civil servants' remuneration in order to ensure that they are guaranteed living wages. Therefore, the salary system must be so designed as to attract, motivate and retain staff. The minimum salary for a job should be determines not only on economic consideration, but also satisfies social tests.

There is also urgent need to restore political neutrality and impartiality in the Jigawa state civil service and civil servants involvement in partisan politics need to be discouraged and stopped.

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APPENDIX I

QUESTIONNAIRE:
For Jigawa State Civil Servants Only.

Dear respondent,

MSC THESIS: ASSESSMENT OF JIGAWA STATE CIVIL SERVICE IN ENHANCING DEVELOPMENT FROM 1999 TO 2009

I am a Master of Science (M.Sc) student in the Department of Public Administration, Ahmadu Bello University, Zaria, undertaking a research on the above subject heading.

I will be very grateful if you will kindly help and answer questions below this introduction letter.

Please be rest assured that all the information you provided will be confidential, and only be used for the purpose of this research.

INSTRUCTION: please tick only one option from each question.

SECTION A: personal profile

1) Your sex?

a) Male ☐ b) Female ☐

2) Your age?

a) 16 – 25 ☐ b) 26 – 35 ☐ c) 36 – 45 ☐ d) 46 – 55 ☐ e) 56-above ☐

3) Highest educational qualification?

a) PhD/Masters ☐
b) Degree/ HND ☐
c) Diploma/NCE ☐
d) SSCE ☐
e) Others (specify)……

4) Working experience?

a) 01 -10 years ☐
b) 11 – 20 years ☐
c) 21 – 30 years ☐
d) 31 – above years ☐

5) Category of staff

a) Directorate cadre ☐
b) Senior staff ☐
c) Intermediate staff ☐
d) Junior staff ☐

6) Your Ministry/parastatals……

SECTION B:

Q7	**The following factors have been mention by others as important in determining the quality and performance of civil service. Please, what is your opinion with regard to Jigawa state civil service?**	
	I	**Overall human competence of jigawa state civil service** a) Above average b) Average c) Below average
	II	**Provision of adequate and decent working environment** a) Above average b) Average c) Below average
	III	**Provision of office supplies (e.g. paper, photocopy machine)** a) Good b) Average c) Poor
	IV	**Level of secretariat support.** a) High b) Average c) Low
	V	**Level of internet and computer support** a) High b) Average c) Low
	VI	**Level of transparency and accountability.** a) High b) Average c) Low
	VII	**Level of Corruption and indiscipline.** a) High b) Average c) Low
	VIII	**Provision of the following physical infrastructure** **i) Water** a) Very good b) Good c) Not Good **ii) Electricity** a) Very good b) Good c) Not Good **iii) Telephone** a) Very good b) Good c) Not Good

Q 8	**Please, Assess the performance of Jigawa state civil service in their roles towards enhancing Development from 1999 – 2009. Rate each role by ticking one option (A, B, or C)**
I	**Assisting and advising government in formulating policies that improve standard of living (e.g. poverty reduction, employment generation. etc.)** a) Above average b) Average c) Below average
II	**Implementation of policies, programmes and projects that enhance good governance like giving monthly allowance to less privilege citizens.** a) Above average b) Average c) Below average
III	**Implementations of developmental policies e.g. free education, free medical services etc.** a) Above average b) Average c) Below average
IV	**Preparation, implementation and evaluation of budget as approved by legislature** a) Above average b) Average c) Below average
V	**Provision of social services like water, electricity, roads etc.** a) Above average b) Average c) Below average
VI	**Keeping records of past government activities** a) Above average b) Average c) Below average
VII	**Continuity of government by ensuring smooth transition from military to civilian rule and from civilian to another civilian administration.** a) Above average b) Average c) Below average

Q 9	**Studies on Nigerian civil service have shown that the followings ed a role in diminishing**

	the administrative capacity and have negatively affect performance of civil service at both federal and state level. Please what is your view with regard to Jigawa state civil service?
A	**Recruitment and Promotion are no longer based on merit.** a) Strongly agree b) Agree c) Strongly disagree d) Disagree e) Don't know
B	**Training and re-training are not mandatory.** a) Strongly agree b) Agree c) Strongly disagree d) Disagree e) Don't know
C	**Where the training is relevant there is no opportunity to utilize the knowledge gained.** a) Strongly agree b) Agree c) Strongly disagree d) Disagree e) Don't know
D	**Lack of adequate and decent working environment.** a) Strongly agree b) Agree c) Strongly disagree d) Disagree e) Don't know
E	**Disruption in the career pattern of civil servants.** a) Strongly agree b) Agree c) Strongly disagree d) Disagree e) Don't know
F	**Lost of confidence in the system.** a) Strongly agree b) Agree c) Strongly disagree d) Disagree e) Don't know
G	**Haphazard posting and lopsided reward system** a) Strongly agree b) Agree c) Strongly disagree d) Disagree e) Don't know
H	**Civil servant involvement in partisan politics.** a) Strongly agree b) Agree c) Strongly disagree d) Disagree e) Don't know
I	I**nadequate skilled professional manpower.** a) Strongly agree b) Agree c) Strongly disagree d) Disagree e) Don't know
J	**Inadequate funding.** a) Strongly agree b) Agree c) Strongly disagree d) Disagree e) Don't know

Thank you for your cooperation. The effort you put in filling the questionnaire is very much appreciated.

APPENDIX II

QUESTIONNAIRE
For Jigawa State political office holders

Dear respondent,

MSC THESIS: ASSESSMENT OF JIGAWA STATE CIVIL SERVICE IN ENHANCING DEVELOPMENT FROM 1999 TO 2009

I am a Master of Science (M.Sc) student in the Department of Public Administration, Ahmadu Bello University, Zaria, undertaking a research on the above subject heading.

I will be very grateful if you will kindly help and answer questions below this introduction letter.

Please be rest assured that all the information you provided will be confidential, and only be used for the purpose of this research.

INSTRUCTION: please tick only one option from each question.

SECTION A: personal profile

1) **Your sex?**

a) Male ☐ b) Female ☐

2) Your Position/Rank?S

a) Commissioner ☐ b) Special Adviser ☐

c) Special Assistant ☐ d) Others (specify) …….

3) Your age?

a) 16-25 years ☐ b) 26-35 years ☐ c) 36-45 years ☐

d) 46-55 years ☐ e) 55-Above ☐

4) Ministry/Parastatal…….

SECTION B:

5) **Does the jigawa state civil servants assist the political office holders in formulation of policies that enhance democracy and development ?**

a) Yes ☐

b) No ☐

6) **If yes, at what capacity?**

a) Policy formulation stage ☐

b) Policy implementation stage ☐

c) Policy evaluation stage ☐

d) All of the above ☐

7) **What are the contributions of jigawa state civil servants towards enhancing democracy and development ?**

……

……

……

……

……

8) **Does the civil service implement decisions (approved policies) without fear or favour?**

a) Yes ☐

b) No ☐

9) **Are ministries/parastatals evaluated annually based on output measured against expenditure incurred in jigawa state?**

a) Yes ☐

b) No ☐

10) **Do you believe that inadequate skilled manpower was responsible for the poor service delivery by Jigawa state civil servants**

a) Yes ☐

b) No ☐

11) **Civil servants are expected to be politically neutral. Do your government encourage political neutrality of civil servants?**

a) Yes ☐

b) No ☐

12) Does lack of efficiency affect the role of jigawa state civil service towards enhancing democracy and development?

a) Yes ☐

b) No ☐

13) Does lack of confidence in government has negative impact on the performance of jigawa state civil service?

a) Yes ☐

b) No ☐

14) How will you assess the performance of Jigawa state Civil service in enhancing democracy and development?

a) Average

b) Above Average

c) Below Average

Thank you for your cooperation. The effort you put in filling the questionnaire is very much appreciated.

APPENDIX III

PUBLIC SERVICE DELIVERY & POVERTY SITUATION
EVIDENCE FROM 2002 AND 2006 CORE WELFARE INDICATORS
QUESTIONARE SURVEY

S/N	Survey Parameters	2002 CWIQ Survey	2006 CWIQ Survey
	Poverty Assessment		
1	Household Economic Situation Compared to One year ago		
A	Worse Now	59.0	10.9
B	Better Now	30.0	62.1
2	Household Self-Classified as Poor	60.0	46.7
	Difficulty in Satisfying Household Food Needs		4.6

Employment		
3 Employment status in the last 7 days preceding the surveys		
A Unemployed	0.8	0.6
B Under-employed	12.7	10.5
Education		
4 Adult Literacy Rate	37.0	38.7
5 Access to Primary Education	69.0	72.9
6 Net Primary School Enrolment	29.4	29.6
7 Primary Completion Rate		2.9
8 Primary Education Satisfaction	59.0	49.1
9 Access to Secondary Education	25.0	45.1
10 Net Secondary School Enrolment	7.7	14.5
11 Secondary Education Satisfaction	63.6	43.5
Medical Services		
12 Access to Health Services	37.6	52.5
A Need	8.7	6.2
b Usage	7.9	5.6
c Satisfaction with Health Services	70.0	72.6
Water and Sanitation		
14 Access to Water Services	93.3	95.3
15 Access to Safe Drinking Water	61.2	64.0

Source: www.jigawabudget.org *CWIQ Survey*