TOTAL QUALITY MANAGEMENT AND EFFICIENCY IN THE NIGERIAN PUBLIC SERVICE: A CASE STUDY OF THE NIGERIA CIVIL SERVICE.

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BEING A RESEARCH PROJECT SUBMITTED TO POSTGRADUATE SCHOOL IN PARTIAL FULFILLMENT OF THE REQUIREMENT FOR THE AWARD OF THE DEGREE OF MASTER OF BUSINESS ADMINISTRATION (MBA) OF AHMADU BELLO UNIVERSITY, ZARIA.

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APPROVAL PAGE

This is to certify that this project titled "Total Quality Management and Efficiency in the Nigerian public service: a case study of the Nigerian Civil Service" written by MUHAMMAD, Ayesha Iseme meets the regulations governing the award of the degree of Master of Business Administration (MBA) of Ahmadu Bello University, Zaria and it is therefore approved for its contributions to knowledge, and literary presentation.

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DECLARATION

I hereby declare that that the materials used in this research project have been adequately acknowledged. I bear full responsibility for the errors that may arise from the materials published in this project.

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DEDICATION

This project is dedicated to the memories of Mr. K. T. K. Le'an and Ms. M. T. Le'an. I thank you for your influence in my life. For showing me the path to quality and excellence, and keeping me on it.

ACKNOWLEDGEMENTS

I wish to thank my supervisor, Professor Sheikh Abdullahi, for his time, constructive criticism and advice.

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The Lord bless you for the source of blessing you have been to me.

ABSTRACT

The Nigerian Public Service is one organization which affects the life of every Nigerian, directly or indirectly. Many studies have been carried out to suggest ways of moving this organization forward, input coming in from all disciplines, with Management not being an exception. However, very little seems to have been said or done about the quality of service being offered by the Nigerian Civil Service.

Of the many tools of Management being suggested to improve effectiveness, efficiency and productivity, Total Quality Management (TQM) stands out. More so as the Nigerian Civil Service suffers from lack of efficiency and commitment on the part of Civil Servants, evident in huge waste of resources in Government programmes. There is also a lack of awareness of the need and importance of quality in service offered to the society.

The main aim of this study is to determine the importance attached to quality in the Public Service viz the level of awareness of Total Quality Management, and to suggest ways of improving upon the quality of services being offered by this sector of the economy.

At the end of the study, quite contrary to expectations, it was established that there was indeed an appreciable level of awareness of Total Quality Management (TQM) as a Management tool. That some of the principles, in particular Training,

Teamwork, Measurement of Performance, and Recognition of Success do exist in sufficient levels to allow for the workability of this management tool.

It was also established that there was a great need for supervision of tasks carried out by public officers to enhance quality of work, making sure that all work done was done right, first time. This will be a sure way of eliminating waste in time and resource.

The study also recommended ways of improving upon the attitude of public servants to work

Finally, this study concluded that Total Quality Management is a realizable dream in the Federal Public Service of Nigeria, and a sure way of achieving quality in the welfare of the general populace.

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CHAPTER ONE- INTRODUCTION

1.1 BACKGROUND INFORMATION

In every human endeavour where there is a dream and a vision; there is a drive for achievement, efficiency and excellence. This dream can only be realized where there is a focus on the right activity, at the right time with the right resources, in their right proportions.

For endeavours that have very great influences upon society, this "rightness" cannot be overemphasized. Our attention is drawn to the Public Service; otherwise known as the Civil Service in Nigeria. The direction of this sector of society, its vision, and dreams has an effect on every Nigerian Citizen, directly or indirectly.

Adebayo Adedeji (2000) has this to say. "Since the Public Service in Africa plays a critical and crucial role in national socio-economic progress, in the mobilization and rational allocation and utilization of human, fiscal and material resources, and generally in the molding of the society, it is their performance that will largely give the clue to the answers for the questions bordering on backwardness and development. In other words, the success or failure of an African Polity and its economy depends on the virility, dynamism and effectiveness of its public service." From the above therefore, one thing is clearly needful, the Civil Service has to be effective, not only that but also efficient for Nigeria to succeed.

The Civil Service is the machinery of government responsible for the formulation, implementation of government policies and programs. We ask ourselves some questions:

Is the Civil Service effective? Can it be considered an efficient tool of government? Can the service they provide be viewed as qualitative? Are the dreams and visions of government through this machinery being realized?

The latest management tool, Total Quality Management (TQM), offers effectiveness and efficiency in the provision of quality service in a most remarkable fashion. Service without quality is no service. The private sector, which is profit – driven, has taken the lead in the provision of services that can be termed qualitative. Examples abound in the Banking Industry, the Hospitality Industry and also in the Information Technology Industry. So far, the performance of the Nigerian Public Service with regards to quality service leaves plenty of room for much to be desired. At this point, I would like to point out that, quality cannot be separated from efficiency, they go hand in hand.

1.2 STATEMENT OF THE PROBLEM

Over the years, the Nigerian Civil Service has come to be the single largest employer of labour. It is abundantly clear that this organization, public in nature, affects the lives of all its citizens, directly or indirectly. This is because the nature of services expected from this sector of society forms the basic needs of all its citizenry. These needed services, include food, healthcare, education, shelter, transport, etc.

Perhaps, also owing to its large size, it is characterized by many problems. These problems among which is the quality of service offered, have led to the realization of less than maximum in the welfare of the people.

There is a seeming lack of efficiency and commitment on the part of Civil Servants, evident in huge waste of resources in government programs, low quality projects resulting from poor implementation processes and a vicious cycle of nonchalance to work. A lack of awareness of the need and importance of quality in service offered to society pervades this sector of the economy.

These problems have led to a continual decreasing trend in the general performance of the Nigerian Civil Service. It is however interesting to note at this point, that the large percentage of the working class of society who expect these services form the bulk of employees of the Nigerian Civil Service.

1.3 OBJECTIVE OF THE THESIS

This research topic has been selected due to its importance in every endeavour of human life. The following have been outlined as the objectives of this study.

1. To determine the level of awareness of Total Quality Management, as a management tool in the Nigerian Public Service, in relation to other known management tools.
2. To discover if any or some of the principles Total Quality Management (TQM) exist, whether subtly or in different forms within the public service. (Their existence will be seen as an enablement for the workability of Total Quality Management in the Civil Service).
3. To suggest ways of improving upon the quality of services offered by the Civil Service.

1.4 SIGNIFICANCE OF THE STUDY

The significance of this study stems from the importance of quality in any service being offered. The drive for quality ultimately leads to efficiency. This tool, Total Quality Management (TQM) has an underlying principle, customer orientation. This study emphasizes the need for government to seek out ways of institutionalizing customer orientation, particularly internal customer orientation in the delivery of its services. This principle is seen as an essential for efficiency.

1.5 SCOPE OF THE RESEARCH

The scope of the research covers the extent to which all aspects of TQM have direct bearing upon efficiency in the provision of quality service by the Civil Service, what principles of this tool are currently being applied and if they are achieving the desired objectives.

1.6 RESEARCH METHODOLOGY

This process involved a thorough examination of related literature from books, magazines, journals and mostly papers. It was hoverer observed that very little was said about the Public Service in relation to Total Quality Management.

The primary source of data was from the administration of questionnaires and direct observation.

Population and Sampling Methods

A total of 100 respondents were drawn from 10 Federal Ministries selected from the list of all the Federal Ministries alphabetically arranged with the application of the Random Sampling method, selection was done using a fixed interval set of 2.

The target population of interest includes all senior level officers from Grades level 12 to Grades level 17. 2 officers each from GL 12 to GL 15 were selected. However, grades level 16 and 17 had only 1 respondent each as the officers found on these levels are fewer.

This categorization according to Grade levels formed the stratified sampling method.

From the collection of administered questionnaires, each grade level contributed as follows.

Grade level 12 contributed 19.2%

Grade level 13 contributed 24.7%

Grade level 14 contributed 20.5%

Grade level 15 contributed 19.2%

Grade level 16 contributed 9.6%

Grade level 17 contributed 6.8%

The final selection of respondents was done by the Directors of Personnel Management and/or planning, research and statistics of the selected Ministries as they deemed fit.

Design of Questionnaire

The questionnaire administered was grouped into 3 sections viz:

Section A: This comprises of Questions 1 and 2 to determine the level of awareness of Total Quality Management (TQM) as a management tool and to also determine its relationship with other known tools.

Section B: Questions 3 to 14 covered attitude to work and some of the basic principles needed for the workability of Total Quality Management. The selected principles were:

I. Training
II. Team work
III. Right first time
IV. Measuring performance
V. Recognizing success

This section sought out the existence of these principles in the public Service, and if their levels would allow for the successful application of Total Quality Management.

Section C: Question 15 made provision for suggestions concerning efficiency and service. These suggestions formed part of the basis for the recommendations of this survey.

1.7 LIMITATIONS TO THE STUDY

Time, as always is a limiting factor in all research, this study not being an exception.

The logistics involved in getting responses from the population was also a limiting factor, as it took a very long time to get the questionnaires returned. The availability of secondary data on this management tool with regards to public service was highly limited. What was on hand was considered adequate in establishing the results of this study.

1.8 RESEARCH ASSUMPTIONS

The following assumptions have been made.

1. The Nigerian Civil Service is seen as an adequate representation of the public sector in Nigeria. Results from this study can therefore be considered as accurate and applicable to any other arm of the public sector.
2. The management of every Ministry within the Nigeria Federal Civil Service has one time or the other come across the concept of Total Quality Management (TQM).
3. Training is provided from time to time to all categories of employees in the Civil Service.
4. All senior level officers of the Nigerian Civil Service have the ability to read and understand English.
5. The term public service, public sector and civil service are considered as being the same, they are therefore used interchangeably.

CHAPTER TWO – LITERATURE REVIEW.

2.1 WHAT IS TOTAL QUALITY MANAGEMENT

Before an attempt is made in determining if the Civil service is efficient, or is aware of the concept of Total Quality Management (TQM), a foundation has to be laid as to what TQM is about.

Management in Nigeria journal (1996) has the following to say, **"Total Quality Management is a customer focused performance enhancing tool which can be applied to any type of organisation. It balances the diverse elements of business and aligns them to achieve excellent business result.** These elements of business include leadership; strategic planning, HR development and management, work process MIS, external customers, employees and stake holders".

Phillip Consulting Ltd. Training package throws more light on the subject.

1. TQM is a combination of people and systems, working harmoniously together for the ultimate benefit of the customer.
2. TQM is a structured system for meeting and exceeding customer needs and expectations by creating organization-wide participation in the planning and implementation of breakthrough and continuous improvement processes.
3. TQM is a management discipline concerned with preventing problems from occurring by attitude and controls that make prevention possible.
4. TQM is about building a philosophy of continuous improvement, efficiency, productivity and long term success.
5. TQM is all about good management.

6. TQM is about achieving success through people.

In addition, the Nicon Hilton Training Package says TQM, "is continuously meeting agreed customer requirements, at the lowest cost by releasing the potential of all employees. That means our customers decide what the standards are, reducing our total costs by getting things right first time, every time, avoiding waste by eliminating errors, only doing the right things – that meet the customer needs and add value not cost, harnessing everyone's commitment.

It is not a luxury, just meeting our standards, doing things on the cheap. Our customers are the only judge of whether we are a quality organization".

The preceding attempt to explain briefly what Total Quality Management (TQM), is all about, reveals elements that are found not only in private, profit – oriented activities, but also in public service. These elements may occur in the same form but in lesser or higher degrees, or may appear in a totally different form. It is however clear that they do exist in public service, thus the need to ensure that they are efficiently coordinated.

2.2 GENERAL OVERVIEW OF TOTAL QUALITY MANAGEMENT

We can learn even more from some of the quality gurus. One of them is Dr. Joseph M. Juran.

John Bank (1992) has this to say about this quality guru. "Dr. Joseph M. Juran is a Balkan-born American in his eighties who operates his quality consultancy business, the Juran Institute, from offices in the United Nations plaza in New York City. Juran developed his TQM message around the following ten steps:

1. Create awareness of the need and opportunity for quality improvement
2. Set goals for continuous improvement.
3. Build an organization to achieve goals by establishing a quality council, identifying problems, selecting a project, appointing teams and choosing facilitators.
4. Give everyone training.
5. Carry out projects to solve problems.
6. Report Progress.
7. Show recognition.
8. Communicate results
9. Keep a record of successes.
10. Incorporate annual improvements into the company's regular systems and processes and there by maintain momentum.

His main message to Japanese Managers was that quality control is an integral part of management at all levels, not just the work of specialists in quality control departments. Juran sees quality as fitness for use or purpose' and argues for that definition instead of conformance to specification. In Juran's view a dangerous product could conform to all specifications but still be unfit for use.

Juran believes that quality happens only through projects – quality improvement projects established in every part of the company. Addressing the Rank Xerox 1985 Mitcheldean Quality Convention, Juran outlined his basic approach, which

matches exactly what Xerox has been doing. The Juran triology – quality planning, quality control, quality improvement.

He outlined his basic approach as first set up a quality council, and second, identify projects, the more the better. There is no such thing as improvement in general; he said it all takes place project by project and in no other way.

Perhaps Juran is open to criticism here implying as he does that virtually all quality improvement is achieved through a project-by-project method. In reality, projects are only part, however important, of a Total Quality Management (TQM) process.

The Juran Triology

Quality planning, quality control and quality Improvement.

His starting point is quality planning for a process. This could be any process; an office process for producing invoices, a product development process for generating new products, or a factory process for cutting gear wheels.

After the planning, the process is turned over to the operators whose job it is to run the process at optimal effectiveness. But due to deficiencies in the original planning, the process runs at a high level of chronic waste – a waste that has been planned into the process in so far as the planning process failed to eliminate it. Because the waste is inherent in the process the operators are unable to get rid of it. Instead they set up a quality control system to keep it from getting worse. If it does get worse, a fire – fighting team is thrown together to sort out the cause of this abnormal variation, this

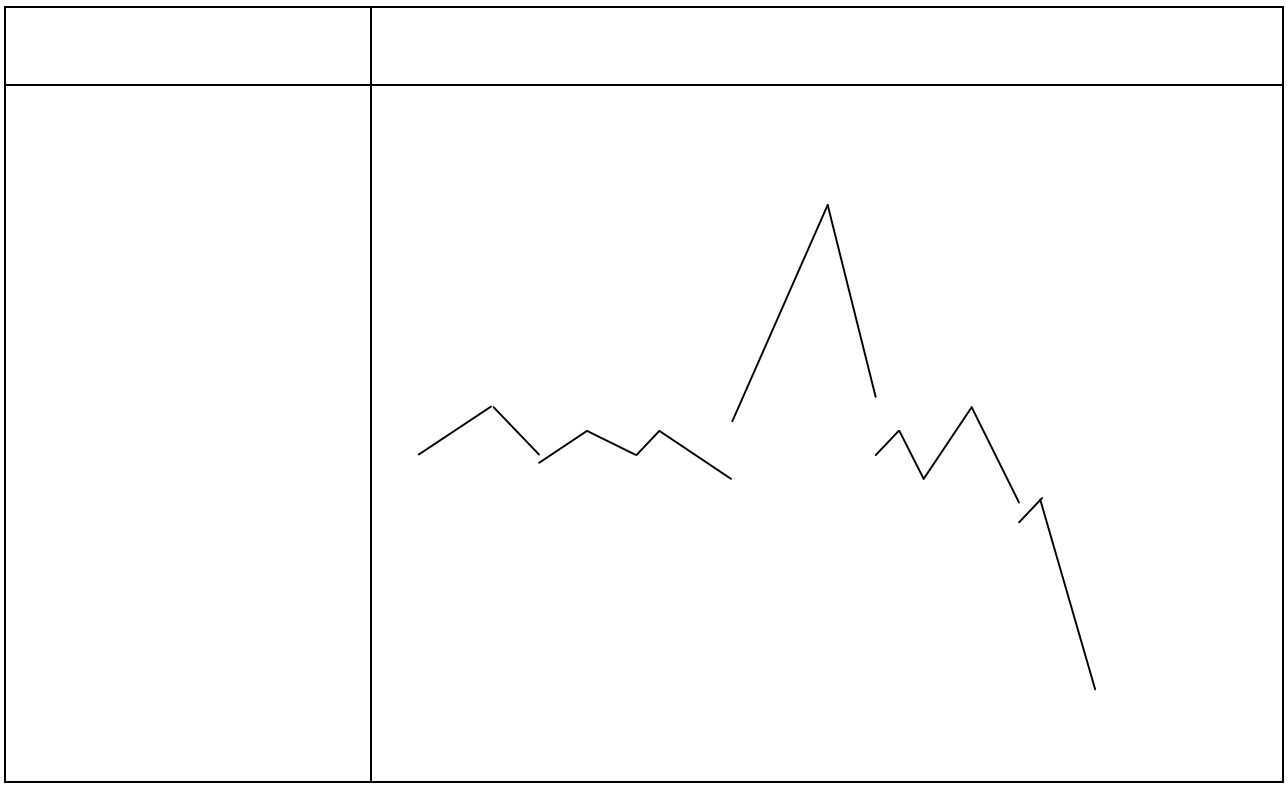
increase in waste and corrective action is taken so that the process again falls into the zone defined by the 'quality control' limits.

Juran draws a fine parallel between his triology processes and financial processes in which quality planning equates to budgeting, quality control to cost or expense control and quality improvement to cost reduction or profit improvement"

Quality improvement, which is third, is "the process for breaking through to unprecedented levels of Performance." This process is represented graphically by the figure below;

Figure 1

The Juran Triology Diagram



Still in the learning process, Bank (1992) offers to us yet another quality guru, Philip B. Crosby. "Crosby has spent the last thirty eight years working in the quality arena, fourteen of those years for ITT where in one year ITT saved $720m using Crosby's own TQM program. He rightly ranks himself with Deming and Juran and he writes: It is not possible to take people with much experience as Dr. Deming and Dr. Juran and I and put us in boxes with clear labels like in a zoo.

We all believe that the problem of quality belongs to management. We all believe that prevention is the way to get it. And we are all impatient that everyone is not leaping into what we see as a sensible mature philosophy of doing things.

Crosby lists four new essentials of quality management, which he calls 'the absolutes':

1. Quality is defined as conformance to requirements, not as goodness.
2. Quality is achieved by prevention not appraisal
3. The quality performance standard is Zero defects (a concept he invented in the 1960's when he worked for the Martin Company on missile projects) and is best known for no acceptable quality levels.
4. Quality is measured by the price of non-conformance, not by indexes.

Crosby's definition of quality is 'conformance to requirements. He discusses the conformance and non-conformance rather than low and high quality. He has developed fourteen steps to a quality improvement program and these are set out as follows:

Step 1: is to make clear management's commitment to quality.

Step 2: is to set up quality improvement teams with representatives from each department. Before this can happen the main messages of TQM have to reach everyone in the organization.

Step 3: is to set in place quality measurements to provide a display of current and potential non-conformance problems. The measurement should facilitate objective evaluation and corrective action.

Step 4: is to determine the 'cost of quality' and explain how to use it as a management tool. Crosby argues that the cost of quality should be no more than 2.5% of sales. The best way to reduce the cost of quality is through prevention.

Step 5: is to raise the level of quality of awareness and the personal concern for the company's reputation for all employees.

Step 6: is to take corrective action on the problems raised in the previous steps.

Step 7: is to plan a zero defects program.

Step 8: is to train supervisors actively to carry out their part in the total quality improvement process. By supervisor, Crosby means all managers from chairman on down the line.

Step 9: is to hold a zero defects day to create an event that will let all employees know through a personal experience that there has been a change.

Step 10: is goal setting and encouraging individuals and groups to set improvement goals.

Step 11: is to encourage employees to communicate to management the difficulties they have in achieving their improvement goals in the error-cause removal campaign.

Step 12: is to recognize and appreciate all those who have participated in the program.

Step 13: is to establish quality councils to communicate on a regular basis.

Step 14: is to do it all over again to emphasize that quality programs never end and that they are indeed a journey not a destination."

Another authority on quality catches our attention as he focuses on what has become an obvious problem in Civil Service;

Waste

John Bank has this on William E. Conway, who is seen as a newcomer to Total Quality Management Consultancy. "Conway defines quality as a result of quality management which is the 'development, manufacture, administration and distribution of consistent low-cost products and services that customers want and need'. He also teaches that quality is about constant improvement in all areas of operations. These areas include suppliers and distributors: 'It is just as vital to achieve statistical control of your vendor as it is to have it internally'.

He targets three categories of waste in a company – time, capital and material, with time being his priority. Excessive inventory comes second, which requires spaces with all the associated costs.

In Conway's 'new system of management', managers are primarily charged to create continuous improvement using the six tools he recommends below:

1. ***Human Relation Skills*:** Management should fulfill its responsibilities to motivate and train all employees at all levels of the company to improve all areas of operations.
2. ***Statistical Surveys*:** Collections of data about customers (both internal and external), employees, technology and equipment are required. These data have two purposes- to point to task that need to be undertaken and provide a benchmark to measure improvements.
3. ***Simple Statistical Techniques:*** *C*harts and diagrams should be used to identify problems, map workflow, show progress and point to solutions.
4. ***Statistical Process Control (SPC):*** To reduce variation, SPC should be used effectively (whereas simple statistical tools may eliminate 85% of the problems, SPC is required to root out the remaining 15%)
5. ***Imagining for Problem Solving:*** Managers should visualize a process, procedure or operation with all the waste gone. Image of the desired future are used to bring about positive outcomes. The technique encourages creativity when limited to 'vision statements' and brainstorming.
6. ***Industrial Engineering:*** Managers should use some of the best techniques in work study including pacing, work simplification, method analysis, plant layout and material handling to make improvements"

The reduction of waste is definitely a means to quality improvement especially in the provision of services. Sander and Preston (1994) in their paper on "A model and

research agenda for Total Quality Management", have this to say on the applicability of TQM to the public sector and non-profit organizations.

"The reduction of waste is clearly of benefit in any organization. Waste is generally conceived of as wasted material, but because many non-profit organizations are service providers, the major waste will be wasted time"

Another gain from TQ movement is the ability to control processes. They state further, "is still desirable, as it still provides a greater ability to achieve the mission of the organization. Where the mission is not interpretable in terms of satisfactory customer needs, the meaning of 'improve' will be different. Instead of being directed at customer satisfaction, 'improvement' will be driven by the requirements of government or other stakeholders"

The identification of customer needs is another gain. This will allow for the identification of 'value added' activities in the sense of those activities that satisfy those needs, so that savings in time can be achieved by reducing non-value-added activities.

Hodgetts and Luthans (1994) define Total Quality Management (TQM) as **"an organizational strategy and the accompanying techniques that result in the delivery of high quality products and or services to customers.**

TQM cover the full gamut from strategy formulation to implementation and can be briefly summarized as follows:

1. Quality is operationalized by meeting or exceeding customer expectations. Customers include not only the buyer or external user of the product or service,

but also the support personnel inside and outside the organization who are associated with the good or service.

2. The quality strategy is formulated at the top management level and is diffused throughout the organization. From top executives to hourly employees, everyone operates under a total quality management strategy of delivering quality products and/or services to internal and external customers.
3. The techniques range from traditional inspection and statistical quality control to cutting-edge human resource management techniques, such as self managing teams".

Taking a final general overview, Bonds et al (1994) offer us their own definition of this management tool.

"A people focused management system that aims at continual increase in customer satisfaction at continually lower real cost. TQ is a total system approach (not a separate area or program) and an integral part of high-level strategy. It works horizontally across functions and departments, involving all employees, top to bottom, and extends backwards and forwards to include the supply chain and the customer chain".

The two preceding definitions both agree that Total Quality Management (TQM) starts with top management, involving an integral part of high-level strategy. This tool provides an opportunity for Senior Civil Servants to participate actively in the processes that will lead to the delivery of quality services to the public.

With regards to the need for top management to be involved in concern for quality, "Deming states that 94% of all quality problems are down to management". (Banks, 1992).

2.3 THE PRINCIPLES OF TOTAL QUALITY MANAGEMENT

Dr. W. Edwards Deming is considered the first American quality expert who taught Japanese Managers methodically about quality. As above, Banks gives us Deming's fourteen points, which can be seen as the principles of Total Quality Management (TQM).

These have been summarized to include,

1. Be constant and purposeful in improving products and services. Allocate resources to provide for long-term needs rather than short-term profitability. Aim to be competitive, to stay in business and provide jobs.
2. Adopt the new philosophy. We are in a new economic age begun in Japan. Commonly accepted delays, mistakes, defective workmanship can no longer be tolerated.
3. Stop depending on mass inspection as a way to achieve quality; build quality into the product in the first place. Demand statistical evidence of quality.
4. End the practice of awarding business on the basis of price alone. Instead require other meaningful measures of quality beyond price. Work to minimize total cost not just initial cost. Move towards a simple supplier for any one item on a long-term relationship of loyalty and trust.

5. Find problems. It is management's job to improve the system continually, make better every process for planning, production and services to improve quality, increase productivity and decrease costs.
6. Institute modern methods of on-the –job training. Include management in the training to make better use of all employees. New skills are required to keep up with changes in material, method, product design, machinery, techniques and service.
7. Set up new ways of supervising production workers. Front line supervisors should help people produce quality goods, forgetting about the numbers game. Improvement of quality will automatically improve productivity. Management should initiate action in response to reports of inherited defects, maintenance needs, bad tools, confused operational definitions and other things that lead to poor quality.
8. Drive out fear, so that everyone may work effectively for the company. Encourage top-down and bottom-up communications.
9. Break down barriers between departments.
10. Eliminate numerical goals, slogans, exhortations (like zero defects) and production targets for the workforce since most quality problems have to do with processes and systems, which are created by managers and are beyond the power of the employees. Such exhortations are simply a source of aggravation.

11. Eliminate work standards that prescribe numerical quotas for both the workforce and for managers. In their place put useful aids and supportive supervision. Use statistical methods for continuous improvements of quality and productivity.
12. Remove barriers that impede hourly- paid workers and managers from enjoying pride and workmanship. Abolish performance appraisal and management by objectives.
13. Institute a vigorous program of education and retraining. People should be improved with ongoing education and self-improvement. Competitive advantage is always noted in knowledge.
14. Structure top management to empower them to achieve the above fourteen points".

In addition to these points, Edwards Deming claimed, "that the main causes of productivity and quality are business processes and management decisions, not individual performance. Besides, he argued, individualistic rewards destroy teamwork, foster mediocre performance, and focus people on the short term. Moreover, the comparisons, ranking and competition among people that they promote diminish self esteem, build fear, and ultimately demotivate many people in the institution". Mclagan and Nel (1995)

On the principles of Total Quality Management (TQM), the following has been taken from the Management in Nigeria Journal (Jan-Mar 1996):

"The principles are as follows:

a. Achieve quality in everything: People, processes, products or services.

b. Do the right things first, first time, every time.
c. Continuously strive for improvement.
d. Have visceral commitment to, and obsession for customers who are both internal and external.
e. Strengthen the supplier-customer chain.
f. Manage business through team building and team working.
g. Flatten hierarchies and have stable structures.
h. Reduce cost of bad quality by investing substantially in cost of good quality.
i. Use a structured process when solving business problems, which should be tackled proactively.
j. Use total quality tools to generate hard facts to manage business rather than depend on options or whims.
k. Provide quality leadership and motivation to enable all employees commit to the total quality process"

Another study as offered by the Nicon Hilton, (staff training package), summarizes the principles as follows: "Total Quality has ten (10) basic principles". They explain how it is implemented and the 'rules' by which it operates.

- ✓ Agree customer requirements.
- ✓ Understand and improve customer-supplier chains.
- ✓ Do the right things.
- ✓ Do things right first time.
- ✓ Measure for success.

- ✓ Continuous improvement is the goal.
- ✓ Management must lead.
- ✓ Training is essential.
- ✓ Communicate more effectively.
- ✓ Recognize successful involvement.

The principles are explained more thoroughly.

Agree customer requirements- who are your customers? Anyone who receives a product or service from you. What are their requirements? The only way of knowing this is to ASK THEM. You can then discuss and agree the requirement with them. Never assume you know what your customers want.

Understand and improve customer-supplier chains: Our ORGANIZATION is like a complicated chain of activities with lots of people depending upon the quality of work they receive from others.

We have external suppliers of goods and services and external customers who buy our goods and services. Within the organization, each of you has your own INTERNAL CUSTOMERS who depend on you and you have INTERNAL SUPPLIERS on whom you depend.

It only takes one of you to fail to meet the requirements of YOUR CUSTOMERS to make the whole complicated chain fall apart and for dissatisfied customers to be the outcome! DON'T BE THE WEAK LINK IN THE CHAIN.

Do the right things: The aim is to deliver customer satisfaction at the lowest cost. Each step should move you nearer to meeting the customer's requirement and

increase the value of the product. Some activities add cost but not VALUE to what you do, for example:

- ✓ Counting
- ✓ Moving things around
- ✓ Searching for things
- ✓ Handling customer complaints
- ✓ Retyping a letter
- ✓ Inspecting

Avoiding waste doesn't necessarily mean working harder, it means

- ✓ Understanding what is required of you.
- ✓ Making sure you have the things you need to do the job
- ✓ Paying careful attention to what you do and giving your customer what they need

Right first time: There is no use in your thinking that it is good enough if you get things right eventually. By NOT doing things right first time you:

- ✓ Waste time
- ✓ Cause hassle to others
- ✓ Put yourselves under pressure
- ✓ Put customer satisfaction at risk.

Even where customer requirements regularly change and where constant improvement and refinement is required, you can all take steps to avoid unnecessary errors.

Right First Time is the only standard you should accept for you work!

["Defects are not free. Somebody makes them and gets paid for making them" Dr. W. Deming]

Do you enjoy taking faulty goods back to the shop? Do you like having to get workmen back to put right faulty work?

Why should your customers be happy to accept work from you, which is not right first time?

Measure for success: Unless you can measure something, how do you know if you are improving it? The key steps are:

i. Select your improvement project.
ii. Find a way of measuring performance in hard numbers
iii. Agree your target and measure against it.
iv. Tell people about your success.

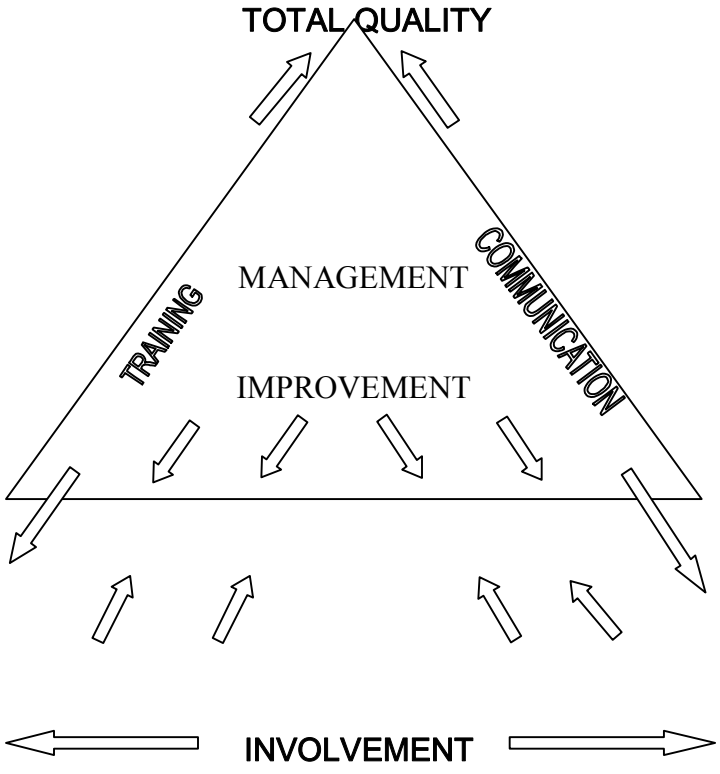
Continuous Improvement is the goal: One important thing to remember about total quality is that it is not a short-term program that will finish as soon as the target has been met.

No matter how much we improve, our competitors will continue to improve and our customers will continue to expect still better quality from us. We cannot afford to stop or slow down. We can never be satisfied with what we have achieved, we must always be typing to do even better.

Management must lead: Total Quality starts from the top of the organization. Managers at all levels have a powerful influence on the way our organization works. Senior managers recognize the importance of everyone being involved and committed to customer satisfaction.

Training and communication programs are a key part of Total Quality beginning with senior management and expanding to cover everybody. Managers throughout the organization need to make and implement their own quality improvement plans as part of this process.

Figure 2



Training is Essential: Total Quality is about meeting the customer requirements. This can only happen if you are properly trained, both in your job and in how to make and control the changes that need to happen.

Ask yourself the following questions:

- ✓ Why are you doing the task?
- ✓ What are your customer requirements?
- ✓ How will you know if you meet those requirements?
- ✓ Do you have all the training to do the task?

Training is about equipping you to meet the customer's requirements, today and in the future. Time spent in appropriate training is never wasted.

Communicate more effectively: Communication is a three way process:

a) To the people working for you

b) To the people you work for.

c) To the people you work with – your customers and suppliers.

- ✓ Share your ideas, problems, successes and needs.
- ✓ Invent ways of communicating.
- ✓ Newsletters
- ✓ Notice boards
- ✓ Problem solving sessions
- ✓ Departmental meetings

Recognize successful Involvement: Recognition of achievement is essential to a successful total quality process. Recognition will encourage active involvement, continuous improvement and commitment.

Recognition can be a simple 'Thank you', public recognition, prizes, and words of encouragement given freely. However, recognition must be fair and genuine.

Achieving Total Quality requires us all to concentrate on making improvements in all aspects of our work"

Improvement is one of the pillars of Total Quality; with regards to this we shall consider Teamwork and Prevention.

Teamwork: The management in Nigeria Journal (Jan-March 1996) has the following on teamwork:

"In team working, the skills, knowledge and quality of each member of the team are pulled together to develop a synergy in which the sum of the whole is greater than the sum of its parts. The quality of decisions made by teams is generally better than that from one single individual.

Other benefits of teamwork are that the members of the team accept willingly decisions reached or any changes in decisions that are necessary, and the chances of getting the solution to a problem right first time every time are much improved. These benefits however accrue only to teams that work well together. Building a highly skilled team-based organization only happens when supervisors, managers and executives transform their traditional command and control role, acquire and use constantly, skills in inter-active behaviour.

Organizations noted for excellence have moved on to the use of cross-functional teams to break down barriers between departments by managing processes across functions; functional or departmental and quality circles to increase ownership for the many improvement and changes which their organizations create to raise their service quality significantly. The teams in excellent organizations are always adequately recognized and rewarded"

Prevention: To become a Total quality organization, we must find ways of preventing problems from occurring in the first place. The Nicon Hilton Training package says, "Problems are like fires. They cause a lot of disruption, they take a lot of time and effort to stop and they cause an awful lot of damage.

It is a lot better to try and avoid the need for fire fighting in the place. If we could prevent problems from occurring there would be a lot less hassle and disruption. So what can you do to prevent problems from ever occurring?

1. Make sure you understand what the requirements of your job are.
2. Make sure you know what standards or specifications you should meet.
3. Be certain that you know how to do the job
4. Keep an eye on what's happening – watch out for signs of problems.
5. Let people know if things don't look right.
6. Don't assume that someone else will make sure that things will be all right in the end.

Be a fire preventer, don't be a fire fighter".

2.4 THE IMPORTANCE OF TQM IN PUBLIC SERVICE

The importance of Total Quality Management as tool is best captured by the following statement made by Oladejo. O. Ajayi (1997).

"The key essence of government is for the citizens to have an institution that will always protect their interest and provide them unhindered access to the basic necessities of life, like security, food, shelter, and hope for the future. For any government, therefore, to fulfill these basic objectives, efforts must be made to understand the environment and the phenomena, determine basic elements that quantify existing potentials and weakness. Knowledge of the status quo and vision of where to be in a specified time in the future constitute fundamental prerequisites to successful quality governance.

Total Quality Management (TQM) principles have certainly benefited very many successful countries in the civilized world like the United States of America (USA), Japan, Germany, United Kingdom, France, etc in their pursuit of good governance. Unfortunately, for Nigeria, we observe that except for the private sector to a very limited extent, the public sector in Nigeria is yet to take full advantage of TQM. The best way for us as a nation is, to see TQM as a revolution which if well articulated would get us through a 'never ending journey' to excellence. The embodied management techniques will demand from us hard work as a way of life. Let us like Japan when in their state of helplessness, decided to seek solution through the management innovations of Edward Deming and later Joseph Juran who could be approximately referred to as TQM pioneers. They embraced the new techniques and

through 1950 to 1970, Japan made revolutionary improvement in every sector of its economy.

We know very well that Nigeria is well endowed with human and material resources that surpass that of Japan of the 1950. If we respond positively to the key principles of TQM, the government of Nigeria is in a key position to conquer the world using Total Quality Principles".

2.5 BRIEF DEFINITION OF TERMS

1. *Total* – refers to the global nature of the concept, meaning all aspects of the system or organization must be continually working together to improve the ability of the system to meet and exceed customer requirements and expectations.
2. *Quality* – Bahrat Wakhul (1995) explains quality as follows: "Quality, for a product or service has two aspects, both of which together make for an appropriate definition of the term. The first relates to the features and attributes of the product or services. These ensure that the product/service meets the needs of its user. The second aspect concerns the absence of deficiencies in the product/service."
3. *Total Quality* – It is performance superiority in delighting customers. The means used are people, committed to employing organizational resources to provide value to customers, by doing the right things right the first time, every time.

4. *Customers* – British Quality Foundation (1998) says "Customers are the recipients or beneficiaries of the activities, products or services of the government organization.
5. Efficiency – Is a measure of how well resources are being used to produce output or results. It is comparison of actual achievement during a given period. The higher the ratio, the greater the degree of efficiency is presumed to be.

CHAPTER THREE – THE NIGERIA CIVIL SERVICE

3.1 WHAT IS THE CIVIL SERVICE?

According to section 318 of the 1999 constitution, the Civil Service is defined as follows: "Civil Service of the Federation means service of the Federation in a civil capacity as staff of the office of the president, the Vice – President, a ministry or department of government of the Federation assigned with the responsibility for any business of the government of the Federation". The Civil service is considered the machinery of government responsible for the formulation, implementation and monitoring of government policies and programs of development.

The Civil Service handbook (1997) tells us what the Civil Service is and why it is necessary. "The Civil Service is a body or organ which enjoys continuity of existence. It's members unlike members of the National Assembly or a House of Assembly are not limited to a short term of office at the end of which they may or may not be returned to office. Elected members come and go but civil servants remain in office. When a Civil Servant relinquishes his office for whatever reason, another person who similarly enjoys 'security of employment' takes his place.

Collectively, Civil Servants command a pool of experience and know how for implementing Government policies. The Civil Service is the instrument of the Government of the day, but neither the service nor its members are the partisans of any particular political party.

A Civil Servant is required to assist in formulating and implementing the policies approved by Government whatever his personal or private opinions or attitudes may be.

This does not mean that a Civil servant should undertake illegal action; if so directed he should invite attention immediately to the legal position or requirement and advice on the proper action to take. He has the duty also to advise on the implications of a policy or action.

The Civil Service is indispensable irrespective of the type of regime, whether military or civilian. Indeed, under the military rule or sudden change of government, it is even more incumbent on the civil service to continue its traditional role as a means of ensuring that the orderly administration of the country is continuous'.

3.2 ROLE OF THE FEDERAL CIVIL SERVICE

Paul Egbebuna (2000) says "the generally accepted role of the civil service includes the following:

1. Contributing to the formulation of government policy by advising government on the full implications of policy options open to it.
2. To implement approved government policies and execute approved programs.
3. To provide continuity in government through reference or clarification of the basis of past government decision and procedures which are relevant to an issue under consideration.
4. To serve as one of the main unifying factors in our nation.
5. To protect the public interest and act as custodian of public conscience.
6. To play a leadership role within the service in the community as a whole.

These traditional roles of the Civil Service are more than ever before very critical in our present democratic dispensation. Ideally, the service is expected to draw from its

store of knowledge and experience to assist the political leadership in governance, especially in policy formulation, which is the main engine of development. Certainly the Service is a storehouse of knowledge and experience on management and administrative techniques. The ability to deploy these and adapt them to changing circumstances is the skill that is required of the leadership of the Civil Service"

A study group of Assistant Directors (2000) on the Role of the Civil Service in governance of states the following, "Government exists to cater for the welfare of it's people by providing them with goods and services and the necessities of life. It also provides the necessary environment and infrastructure including security of life and property for effective national development. The Civil service which is the de-politicized integral part of government, is a powerful tool by which government attains it's set objectives and performs it's primary functions to it's citizenry. When government policies are formulated, the Civil Service takes on the role of analyzing, implementing them and very importantly joins in monitoring performance to ensure conformity with expectations or standards. Therefore, for good governance to emerge, the Civil Service must be effective, politically independent, and permanent in nature and with strong managerial and professional skills. Civil Servants, being part of the public service cannot be effectively isolated from policy making not withstanding the political system or ideology under which they serve.

A. Adedeji has it that: "They contribute to the formulation of policy; and implementation is almost entirely left to them although politicians monitor, and sometimes interfere, in the execution of policy. Good governance of any economy

therefore implies that it's civil service is responsible, sound and efficient. By satisfactory performance of it's constitutional duties like issuance of licenses, efficient operation of the task system and collection of government revenue, government is able to meet up with it's own responsibility to it's citizens. Which in other words is, referred to as good governance since the government is capable of satisfying the basic needs of the economy out of the performance of it's Civil Service".

3.3 SIZE OF THE FEDERAL CIVIL SERVICE

Size of the Federal Civil Service may be defined as both the number and quality of staff who hold permanent and personable posts. The generally held opinion is that the staff complement of the Federal Civil Service is 'bloated', that means that the manning level is excessive.

It has not been explained whether this view is based on the analysis of the workload and responsibilities assigned to the service. It is however note worthy that in spite of the view held about the staff complement, the actual staff strength of the Federal Civil Service is not known yet.

The latest attempt made to ascertain the number of staff in the public service (that is, the federal civil service and parastatals) was in 1995/96. The report of the task force on Staff Audit, published in September 1996, put the staff strength of the federal civil service at 156,075. This figure represents the number of staff enumerated by the task force via pay-parade. Those that did not participate in the pay-parade may not have been included. The above figure may therefore not represent the actual staff strength.

The Federal Civil Service Manpower statistics published in December 1995 put the staff strength at 200,013. This figure was largely based on nominal Roll and Quarterly Returns submitted by Ministries/Extra Ministerial Departments. This figure cannot be relied upon because it was based on usually inflated Nominal Roll.

The trend in the Civil Service is that the manipulative and repetitive jobs tend to attract quite a disproportionate number of skilled and semi-skilled personnel. This is partly due to the tendency for these jobs to multiply whenever new programs are established or existing ones expanded by government. It is now an acceptable practice for a standard office to have all cadres of staff ranging from cleaners and messengers, to Project Coordinators and Directors. This should not be so. Unfortunately, this practice has been compounded by political, economic and social imperatives, which compel the service to provide jobs for the teeming number of jobless Nigerians. This further explains the preponderance of staff on GL 01-06

Some measure of standardization of the jobs at the middle management/supervisory level has been established and that explains the relatively small number of staff on grade levels 07-13. The jobs at the senior management levels on GL 14-17 are to a large extent quantifiable, standardized, and assessable and the goals are measurable. The job at this echelon is characterized by intense intellectual activities, consequently, a relatively small number of well-groomed and experienced experts are expected to be attracted and retained.

The 1995 total staff complement of 200,031 reflects this trend as shown below:

Staff on GL 01-06 -150,466 75.2%

Staff on GL 07-13	-46,616	23.3%
Staff on GL 14-17	-2,931	1.5%

What we should focus on more while discussing the size of the service is the returns on our investment in whatever number of staff we may decide to have. The overriding consideration should be productivity of staff in the Federal Civil Service. What is the worth or quality of service being rendered? In view of better service delivery brought about by technological development, will it be necessary to continue to carry the large number of staff on GL 01-06? Effort should be made to retain a large proportion of staff on GL-06, in order to equip them with necessary skills to serve in other sectors of the economy. In order to evolve an ideal number of staff, the jobs and responsibilities in the Federal Civil Service should be reviewed and rationalized. This will eliminate duplication of functions and jobs that are no longer relevant. It will help identify core functions and responsibilities of the service. The exercise will also help to identify new areas of responsibility brought about by technological developments.

3.4 THE STRUCTURE AND HIERARCHY OF THE FEDERAL CIVIL SERVICE

The system is currently structured into five (5) categories or cadres (officers) viz:

a) Administrative, Professional and Scientific/Research officers
b) Executive/Technical – Technological and sub-professional cadres
c) Secretarial cadres
d) Clerical/Sub-Technical Cadres
e) Miscellaneous/un-established cadres

The present structure of the system has its colonial tinge. Two categories of cadres, the senior and the junior existed up to 1951 when Gorsuch Commission introduced the middle management and the secretarial cadres and eventually restructured the system into five. The structure of the system has remained the same without much change. The significant improvement made by the Udoji Commission was to introduce the Unified Senior Management cadres comprising Administrative/professional/Research officers whose careers are now being managed centrally (by the office of the Head of Civil Service of the Federation). That has widened the field of selection for top management positions of Permanent Secretary and Head of Departments.

An enduring legacy of the present structure is the impact it has made in the internal structures of the organizations within the system. The ideology of categorizing Civil Servants into five groups has resulted in jobs and responsibilities being delineated into many cadres in the service.

HIERARCHY

By the current dispensation, the Hon. Minister is the Chief Executive of the Ministry. He is expected to exercise general direction and control over it. Although he is not the Accounting Officer, the Permanent Secretary cannot approve the expenditure of money, even his approval limit of N500,000 without first obtaining approval of the Minister for the project to be paid for.

The Permanent Secretary is next in the hierarchy. He is the Accounting Officer; in that capacity he personally and pecuniarily responsible for the judicious use of the

Ministry's funds. He is the Chief Administrative Officer of the ministry and the Chief Adviser of the Minister.

The Director is next in the hierarchy. He is the Head of Department and principal technical adviser of the minister. He is responsible for executive action necessary to put the Minister's policy decision into effect. The director is also responsible for coordinating the activities of his department, and he maintains discipline.

By and large, the existing authority structure is reasonable and should be effective if all concerned exercise it with objectivity" (Paul Ebegbuna, 2000).

THE PRESENT CIVIL SERVICE

A study group at the re-orientation workshop organized for the Federal Civil Service Directors cadre (August, 2000) came up with the following observations. "The present civil service, as has been observed in the course of this workshop, is characterized by:

a) Defective structure, which leads to an unavoidable long chain of command resulting in delayed action.
b) Inadequate involvement in policy formulation resulting in improperly defined goals/objectives, which have adverse effect on policy implementation and monitoring of government programmes.
c) Over- centralization of authority and decision making process.
d) Lack of innovation and creativity resulting from the conservative nature of the institution, which is preoccupied with stability and continuity rather than the search for alternatives, concern for minimizing risks rather than encouraging changes.

e) Rule – bounded and not idea –bounded.

f) Overlapping of functions often resulting in conflicts between departments (e.g. Budgeting and Planning).

g) Lack of transparency and accountability.

h) Low morale of staff due to general lack of an effective system for the reward of exemplary performance and sanctions for non-performance.

i) High rate of corruption due to low moral and ethical standard".

In conclusion, the study group says "from the foregoing, the need for our civil service to be responsive to global changes cannot be overemphasized. However, we must be cautious of 'Wholesale' importation of foreign models of public management without considering our local peculiarities.

In this dawn of a new century and new Millennium therefore, Nigeria needs a civil service that is pro-active, people-friendly, with officers who are really servants (and not masters) and who are loyal, committed, sympathetic, transparent, courageous and knowledgeable".

CHAPTER FOUR – PRESENTATION AND ANALYSIS OF DATA

4.1 RESULTS OF THE SURVEY

100 questionnaires were administered in 10 Federal Ministries of the Federal Public Service. Out of that number, 73 were returned, processed and analyzed. 27 questionnaires were not returned, not properly completed, or mutilated. However, analysis revealed that sample population size varied in respect of a number of questions because of the failure of some respondents to answer certain questionnaire items. The total sample population analyzed represents 27% of the Federal public service.

The results of the analysis have, therefore, been organized under the following sub-headings.

i. Awareness level of Total Quality Management (TQM)

ii. General attitude to work.

iii. Test for selected principles of Total Quality Management.

4.2 TOOLS OF ANALYSIS

Simple statistical techniques have been adopted for the analysis of Data. These include simple percentages and bar charts.

ANALYSIS OF DATA

4.31: AWARENESS OF TOTAL QUALITY MANAGEMENT (TQM)

Question 1 and 2 sought to know from the respondents whether they had come across any of some selected Management concepts, and also how they came to know about them.

Question 1: Which of the following management concepts have you come across?

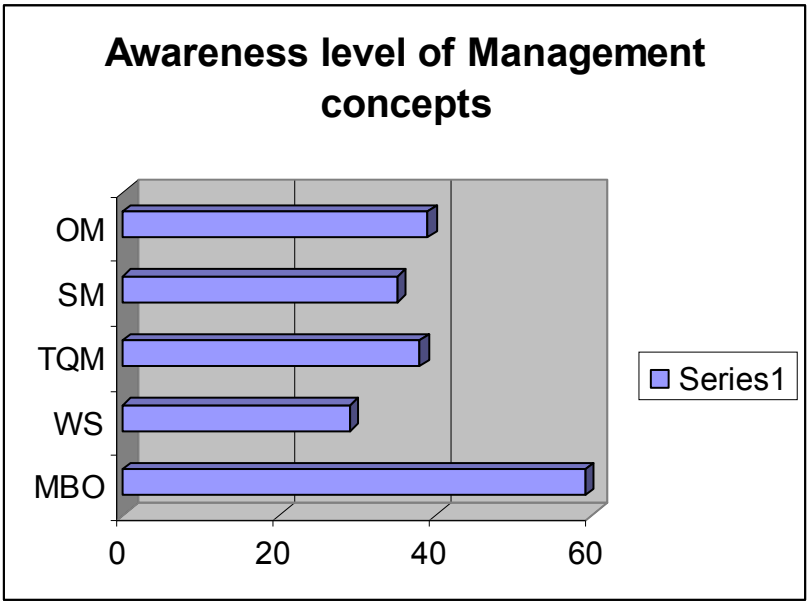
Management concept	No of Respondents
Management by Objectives (MB0)	58
Work study	28
Total Quality Management (TQM)	38
Strategic Management	34
Organization and Method	39

Source: *questionnaire administered 2001*

The above table revealed an appreciable level of awareness of Total Quality Management. Out of the 73 respondents, 38 (52.1%) acknowledged having come across the concept of Total Quality Management.

A further comparison of the levels of awareness of the selected management concept has been done, please see figure below.

Figure 3.



From the above, much success has been achieved in creating awareness on management by objectives (MBO), in the public service, having over 79% level of awareness.

Question 2: When and how did you come across the above-acknowledged concepts?

52 officers clearly stated that they came across these concepts through training programs (Seminars and Workshops), organized or sponsored by their Ministries. It was

also observed that only 4 officers indicated having knowledge of these concepts through personal reading.

4.32 GENERAL ATTITUDE TO WORK

(Q3) How do you see your job?

Attitude	**No of respondents**
Challenging and interesting	69
Not challenging and uninteresting	2
Not sure	2

Source: *questionnaire administered 2001*

69 officers find their job challenging and interesting, 2 officers were not quite sure how they felt about their jobs, while 2 admit to their jobs being uninteresting and not challenging. Although a large number, forming 94.5% of total response, indicate their jobs are challenging and interesting, this response is seen as contrary to findings from direct observation. It was observed that most public officers, especially lower level officers, seemed to be working under duress or pressure.

Their work was characterized by a lot of movement, which had very little to do with their jobs. They also engaged in endless hours of idle chatter, or they had to be

looked for when the need for them arose. All these did not add to the value of whatever service they had to offer.

4.3 TEST FOR SELECTED PRINCIPLES OF TOTAL QUALITY MANAGEMENT

i. Training:

(Q4) Have you undergone any training since you joined the civil service?

Response	No of Respondents
Yes	71
No	2

Source: *questionnaire administered 2001*

71 officers responded positively to having been trained in one-way or the other since joining the civil service. This number represents 93.7% of total response, which is quite impressive.

(Q5) If yes, select which area(s) you have been trained in.

A. Job skills and techniques
B. Communication skills
C. General Management courses
D. Finance and accounting

State any other area not covered by the above.

56 respondents (78.9%) indicated that they have been trained in general management courses. This study has placed particular emphasis on management courses because it is all embracing, taking into account some already mentioned training areas.

With reference to (Q4), it is interesting to note that of the 71 respondents who positively acknowledged to have undergone some form of training, only 11 specifically mentioned being trained in computer studies. This represents 15.5% of the total population and is considered as poor in the light of current global development.

ii. Team work

(Q6) Have you had the opportunity of working with a team?

68 public officers, representing 93.2% of respondents have had the opportunity of working with a team, one time or the other in the course of their jobs.

(Q7) If yes, please give the name or nature of team(s) with date(s).

The public service is able to carry out most of its tasks and objectives through the use of teams. This is observed in the responses provided. These teams range from workshop and seminar groups, task forces, monitoring teams, policy making and review committees, etc. We can therefore correctly say that the practice of teamwork is firmly rooted in the public service.

iii. Right first time

(Q8) Do you usually have to return work delegated to your subordinate because it was not done properly?

Response	No of respondents
Yes	36
No	24
Sometimes	11

Source: *questionnaire administered 2001*

Getting it right the first time is very essential for the success of Total Quality Management. 49.3% of responses showed that they usually had to return work to their subordinates because it was not done properly. 32.9% responded negatively while 15.1% said sometimes they did return work depending of the nature of work. This latter percentage felt this is the only way the subordinate will learn, correcting his/her mistakes with some form of supervision.

Having an almost 50% of work returned cannot be considered healthy for quality in work. It will definitely lead to waste of time, pressure in work, and finally not achieving the desired goal at the specified time.

iv. Measuring for performance:

(Q9) Which of the following tool(s) for measuring performance and efficiency is/are in use in your organization?

A – Simple statistical techniques (charts, diagrams, etc)

B – Quality Audits

C – APER forms (Annual Performance Evaluation Report)

Tool	**No of Respondents**
A	1
B	3
C	73

Source: *questionnaire administered 2001*

It is an established fact that the major and perhaps the only tool for measuring performance in the public service, is the APER (Annual Performance Evaluation Report). This is clearly indicated by the almost 100% response on this tool. A combination of simple statistical tools and Quality Audits was only being used by 5.5% of total respondents. They indicated that these were however usually adopted in measuring performance of projects and not performance of officers.

(Q10) Do you consider the tool(s) acknowledged above as effective?

Response	No of Respondents
Yes	42
No	29
Yes and No	2

Source: *questionnaire administered 2001*

42 officers agree to the APER as being effective, while 29 officers do not agree to its effectiveness.

(Q11) *If No, please state why and make suggestions.*

All 29 officers considered the APER as being subjective. They indicated that there was a lack of realistic scoring of officers, either due to familiarity, fear of a bad name, or simply favoritism and ethnicity.

The 2 responses of Yes and No stated that it depends on how it is carried out. If carried out properly and objectively, it was effective and vice versa.

(V) **Recognizing success:**

(Q12) *Which of the following would you recommend as Recognition scheme(s) in the civil service for any job well done?*

Recognition scheme	**No of Respondents**
A Simple thank you	11
Public Recognition	49
Prizes	18
A letter of appreciation	48
Monetary reward	15

Source: *questionnaire administered 2001*

Most public officers prefer to be recognized for their good performance either by public recognition (as in merit awards) or by a letter of appreciation, commending them for a job well done.

As to whether they had received any form of recognition, their response is captured in the following question.

(Q13) Have you been a recipient of any of the above-mentioned scheme?

44 officers (60.3%) responded to receiving some form of recognition one time or the other in the course of their work. The remaining 29 officers indicated that they had not received form of recognition for their work.

(Q14) If yes, which is/are applicable to you?

A letter of appreciation was written one time or the other to 25 officers, and 8 indicated that they were recipients of merit awards.

CHAPTER FIVE-SUMMARY, CONCLUSION AND RECOMMENDATIONS.

SUMMARY

Often times in public talks, people are left with the impression that the public service is a sum of officers who are completely ignorant of current trends and developments, especially when they are compared with the private sector.

Contrary to this usual impression, this study has discovered that this is not the case.

The study has shown that the public service is equipped with enough knowledgeable officers to be able to achieve its goals and objectives and to achieve them qualitatively.

The findings made were as follows

1. Over 50% of public servants have an idea of what Total Quality Management (TQM) is all about.
2. At least 90% of workers say their jobs are challenging and observation show a lack of interest in work, with no concern for adding value to work. As for efficiency, we can rightly say that, "the only rational way of measuring public service efficiency is in terms of the relative improvement in the life of the greater majority of the population" M.J. Balogun (1980). If the public servant admits to his job as being challenging and interesting, why is the quality of life for the majority of the population poor?
3. The test for some selected principles of Total Quality Management revealed that,
    i. About 94% of public officers undergo some form of training one time or the other in their career.
    ii. Teamwork is a firmly rooted practice in the public service.

iii. Almost 50% of work done is usually not right the first time.

iv. The only form of measuring performance of officers is the APER (Annual Performance Evaluation Report). However, a negligible percentage of 5.5% admit the use of simple statistical techniques and Quality audits for measuring performance of projects.

v. There is a high preference for merit awards and letters of appreciation/commendation as recognition for success.

CONCLUSION

The following conclusions have been drawn from this study.

1. The public servant is a fairly knowledgeable resource in the public service of today. However, knowledge is too little consequence if not properly applied to work. This is the big picture of the Federal Public service. From this study, the real needs of the public servant are not being met. Policies for change are being drawn up without really asking those involved in their implementation.
2. Most public officers have no interest in their jobs. They are assured of their monthly salaries, assured that their APER (Annual performance Evaluations Report) would be satisfactory. This is reflected in their non-challant attitude to the quality of work that they do.
3. Training and Teamwork, as part of principles for the workability of Total Quality Management, exist in high ratios within the public service.

4. About half of the work done in the civil service is not done properly or right first time.
5. The measurement of performance of officers is an annual tradition in the public service as shown by the use of APER. However, its objectivity is doubtful in light of actual performance of officers with regards to quality service.
6. There is an appreciable level of recognition of jobs well done by officers.
7. Some officers have indicated that there is poor delegation of functions and powers. Tasks and duties are sometimes delegated to the wrong persons, or not done at all. These serve as bottlenecks for the execution of government functions, aims and objectives.
8. In view of the mentioned, we can finally conclude that Total Quality Management (TQM) is workable and achievable in the Federal Public Service of Nigeria.

RECOMMENDATIONS

There is much to be desired in the quality of service being offered by public officers. Having arrived at the above-mentioned conclusions, the following recommendations have been made.

1. The gap between knowing and the application of knowledge can be bridged, by finding out the real needs of the public servants directly before formulating policies for change. These needs should be itemized and collated, upon which government can consider drawing up any programs. This will also greatly improve on the general poor attitude to work.
2. To also improve on attitude to work, the provision of efficient.
3. Necessary working tools to staff, basic welfare facilities, and assurance of retirement benefits to sustain them in their old age should enhance productivity, and subsequently quality of service.
4. Although training and teamwork are already established in the public service, there is still need for regular retraining. Training should be compulsory for all categories of staff. A particular training need in the public service is Computer Appreciation.
5. Government will need to improve on how it measures performance. All officers should be held accountable for any kind of work delegated to them. Some form of supervision or accountability should be introduced so that tasks are done right the first time.

6. Measurement of performance should not just be annually. Adopting simple statistical techniques, Quality Audits of every officer from time to time, resulting in some form of cumulative scores is recommended.
7. With particular reference to quality of work, quality teams should be set up within every Federal Ministry. These teams should include both management and lower level officers, with Management taking the lead.
8. Management should consider as very important, the delegation of functions and powers. Who gets to do what job is crucial for the achievement of quality in any service being offered.
9. Senior level officers should be held responsible for the performance of their subordinates. This will go a long way in reducing the amount of work not done properly the first time. Reduction on time and resource wasted will also be achieved.

Total Quality Management (TQM), in the public service of Nigeria is not a far-fetched dream. The introduction and proper adoption of this tool is realizable, with a little work on the attitude of public servants.

The Nigeria public service already possesses to an appreciable level what it takes to achieve Total Quality in any organization. It is hoped that the Nigerian public servant will see the importance of quality in whatever service he/she offers, bearing in mind that success in the quality of service is synonymous to his/her quality of life.

APPENDIX

MBA Research Questionnaire for the study of Management Concepts.

Dear Sir/Madam,

Please take a few moments to complete and return this form.

The following questionnaire has been drawn up as a requirement for the award of master degree in Business Administration.

Please note that all information is strictly for academic purpose and will be treated as confidential.

PLEASE TICK APPROPRIATE ANSWER(S) WITH ()

1. Which of the following Management Concepts have you come across?

    A. Management by Objectives (MBO)

    B. Work Study

    C. Total Quality Management (TQM)

    D. Strategies Management

    E. Organization and Method

2. When and how did you come across the above-acknowledged concept(s)?

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3. How do you see your job?

   A. Challenging and Interesting

   B. Not challenging and uninteresting.

4. Have you undergone any training since you joined the civil service?

   Yes ---------- No----------

5. If yes, select which area(s) you have been trained in.

   A. Job skill techniques

   B. Communication skills

   C. General management courses

   D. Finance and Accounting

   State any other area not covered by the above.

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6. Have you had the opportunity of working with a team?

Yes ----------No----------

7. If yes, please give the name or nature of team(s) with date(s)?

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8. Do you usually have to return work delegated to your subordinate because it was not done properly?

Yes ----------No----------

9. Which of the following tool(s) for measuring performance and efficiency is/are in use in your organization?

A. Simple statistical techniques (e.g. charts and diagrams)

B. Quality Audits

C. APER forms (Annual Performance Evaluation Report)

10. Do you consider the tool(s) acknowledged above as effective?

Yes ---------- No----------

11. If no, please state why and make some suggestions.

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12. Which of the following would you recommend as Recognition scheme(s) in the civil service for any job well done?

A. A simple 'thank you'

B. Public recognition (merit award)

C. Prizes

D. A letter of appreciation

E. Monetary reward

13. Have you been a recipient of any of the above named recognition schemes?

Yes ----------N0----------

14. If yes, which is/are applicable to you?

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15. Please give any other comment you consider useful.

Thank you for filling this form.

Name of Organization ----------

Grade Level of Officer----------

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