DEPARTMENT OF PUBLIC ADMINISTRATION
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ZARIA,

STRUCTURE AND GROWTH OF THE CIVIL SERVICE IN NIGERIA: A CASE STUDY OF BAUCHI STATE 1976 - 1984

BY

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A THESIS SUBMITTED TO THE POSTGRADUATE SCHOOL, AHMADU BELLO UNIVERSITY, ZARIA IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE AWARD OF THE DEGREE OF MASTER IN PUBLIC ADMINISTRATION.

AUGUST, 1986

DECLARATION

I, Ahmed Hassan Aliyu, declared that this Thesis was written by me and that it was not copied from any previous work. Moreover, it has never been presented for any degree in any institution of learning. As far as possible, the work of other scholars cited have been adequately acknowledged.

DEDICATION

This Thesis is dedicated to the memory

of my late mother Malama A'ishatu.

CERTIFICATION

This thesis entittled "Structure and Growth of the Civil Service in Nigeria: A Case Study of Bauchi State 1976 - 1984," by Ahmed Hassan Aliyu meets the regulations governing the award of the degree of Masters in Public Administration of Ahmadu Bello University, and is approved for its contribution to knowledge and literary presentation.

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ABSTRACT

This thesis is entittled, "Structure and Growth of the Civil Service in Nigeria: A case Study of Bauchi State 1976 - 1984". The work is made up of four chapters. As the topic implies, the main aim of the study is to find out the effects of the structure and size of the state civil service on its performance. It also attempts to find out:-

(a) the rate, trend as well as pattern of the growth of the service from 1976 - 1984;

(b) the ways in which the organizational structure of the service facilitates or hinders the achievement of government objectives;

(c) whether the service has witnessed rapid growth; and if so, whether such growth has resulted in disproportionate span of control;

(d) the relationship between increase in the size of the civil service and annual budgetary expenditure over the nine year period with a view of finding out whether or not the civil service has become a self-serving institution;

(e) whether or not there exists healthy working relationship between the various classes of the service; and

(f) the extent and effects of the last retrenchment exercise.

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2. We used the 1984 staff lists as our sampling frame based on which a sample size of 300 respondents was chosen. The study has Parkinson's Law as its theoretical framework. The Law provides that an administrative organization increases in size annually at an average rate of 5.75%. Information was gathered from two main sources namely primary and secondary. The techniques used in analysing the data are the "least square method" of the Time Series Analysis and Simple Percentages. Our analysis of the growth of the service indicates that the state civil service has witnessed very rapid growth during the period under study. This conclusion is based on the fact that the service expanded at an annual average rate of 18.15%. However, although the service has witnessed such noticeable expansion, its size did not significantly contribute to the current financial crisis in the state.

3. On the organizational structure of the service, it was found to be highly hirarchical and there exists one set of way for communication. On the working relationship among the civil servants, however, it was found out that there exists unhealthy working relationship particularly between the members of the administrative and professional classes.

4. Finally, our study reveals that the actual

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number of staff laid-off had almost doubled the official figures given to the public by the state government. It was further established that the exercise was not fairly conducted in the state and that it neither resulted in improved performance nor in any meaningful financial saving,

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CHAPTER I

INTRODUCTION

The history of the development of the Nigerian Civil Service can be traced back to the colonial period. In order to run its colonial territories efficiently, the British set up the Civil Services in the then colonies. The main purposes of the then territorial civil services were the collection of taxes and the maintenance of law and order (to prevent any social disequilibrium). In Nigeria, the function of the civil service therefore, reflected the above main objectives of the colonial administration. As Fouge're noted,

> it was not concerned with social and economic development as a major objective of the administration. Economic services were mainly left in the hands of private trading companies from overseas, particularly United Kingdom. The provision of social services such as health and education were on the other hand, left in the hands of Missionaries.[1]

In short, the civil service was not required to deal with the complex responsibilities of administration in the political as well as the socio-economic spheres. However, this trend could not last long especially with agitation for self-government by the Nationalists. The agitation of the Nationalists compelled the colonial masters

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to take an active part in, among others, the provision of education as well as health services. With political independence for the country in October, 1960, governments' participation in socio-economic activities assumed a very wide magnitude and dimension. As a result of all these developments, the Nigerian Civil Service came to be the main vehicle for socio-economic and political transformation of the society. To crown it all, the country embarked upon national development planning as a strategy for development where the top bureaucrats' activities in policy counselling and execution cannot be over-emphasized.

Meanwhile, it should be recalled that the civil service posts were structurally divided into two during the colonial period. The first cadre was made up of the administrative officers and the professionals who were mostly Europeans. The second, the junior cadre, consisted of Executive and Clerical officers who were predominantly Nigerians. This sharp dichotomy and the absence of a comprehensive staff development policy for Nigerians created a lot of problems especially on the eve of independence when many European contract officers had to vacate their seats for Nigerians. Invariably, the numerous

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vacancies left behind had to be filled by many relatively unqualified personnel at both the regional and the federal levels. This peculiar situation led to the setting up of the Ashby Commission which was charged with the responsibility of determining as well as projecting the country's manpower needs from 1960 to 1980. However, with all the political will and the resources available to the then governments, the projected targets of the Ashby Commission could not be met due to the political turmoil which engulfed the nation between 1965 and 1970.

Due to the regional imbalance and the political tension which became a threat to the country's stability as well as its unity, the Gowon administration demarcated the four regions into twelve states on May 27, 1967. Six states were created out of the former giant Northern Region one of which was the then North-Eastern State with its headquarters at Maiduguri. With the Military coup of July 1975 which ushered in the Murtala era, seven more new states were created in February 1976 one of which is Bauchi State, making a grand total of nineteen. The focus of this study is on Bauchi State.

The state established its administration at its capital Bauchi, on 1st April 1976 with top bureaucrats

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of high calibre. This is because out of the twelve permanent secretaries in the then North-Eastern State, "Bauchi pulled out six including the then Acting Secretary to the Military Government and the Head of the Civil Service".[2] This high calibre of top personnel coupled with the development needs of the state led to the mapping of a solid strategy tagged, "even development policy".[3] Under such a situation and unlike the colonial civil service whose main tasks were maintenance of law, order and mobilisation of resources, the Bauchi State Government, in addition, needed a civil service that would realistically carry out the even development policy. This means it would be involved in the tasks of economic, social and political developments as the content of government activities would be more than regulatory functions. The effective implementation of such radical policy requires well-trained as well as a sizeable number of civil servants. During the past nine years the civil service witnessed an increase in its staff strength as well as expansion of training facilities and opportunities. With the economic down-turn however, and the subsequent military take over in December 1983, many governments in the Federation were faced with the problems of how to settle unprecedented monthly salary bills. Thus, the various sizes of civil services became topical national civil issues within the Nigerian media.

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1,1 Statement of the problem.

The Bauchi State Civil Service has grown in size over the years in such a way that the size has affected its performance. Moreover, there exists a gap between policy making and the recruitment pattern into the State civil service. The lack of uniformity in the recruitment process, has tended to result in unprecedented bureaucratic expansion. In most societies today, governments rely on their civil services for the implementation of policies and programmes. This role becomes very much diversified in a developing economy like ours where many socio-economic and political problems exist. Looking at the phases through which the Nigerian Civil Service has passed, one can readily say that it is a product of its colonial past with its attendant problems. These problems were accentuated by the lack of qualified personnel, the heterogenous nature of the society, corruption and indiscipline within the public service and to some extent, our educational system. For example, there exists a non-challant attitude in the way and manner public properties are being handled by civil servants. This can be seen from the way in which projects of immense socio-economic benefits to the populace are either completely neglected or left uncompleted. In the author's opinion, the reasons may not necessarily be due to lack of funds as often assumed but could be those associated with the civil services

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themselves. This therefore, implies that a wide gap exists in our national life between policy formulation and execution vis-a-vis what goes on within the public service. Rapid bureaucratic growth also leads to a number of other problems. One of such problems is an enlarged or disproportionate span of control. For example, in his work titled the sciences of administration, Gulick enumerated some principles for effective management one of which is 'Span of Control'.[4] This principle asserts that there should exist a few number of employees (between six to nine) to a supervisor beyond which problems of control and co-ordination will be created. The size of the state civil service today cannot be said to have maintained a good ratio for an effective span of control.

Structurally, the civil service is divided into various cadres and classes due to specialization of roles and the hierarchical nature of the organization. This division into classes, had resulted in conflicts particularly between the members of administrative and the professional classes.[5] The conflict has created friction and strains thereby hindering the harmonious operation of the civil service as an organization. In fact, the problem has assumed such disturbing proportion that in 1974, the Udoji Review Commission observed that:

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> .....the relationship is one of acrimony and antagonism in a conflict rather than partnership in an enterprise, with resultant lack of team work necessary for modern management.[6]

Furthermore, in view of the multiplicity of public as well as quasi-public organization over the years, the State civil service has witnessed a considerable growth in its size. With its increased size the Bauchi State civil service has become a costly commodity to the Government. This is so because a substantial share of the government's total revenue is voted for the maintenance of the civil service at the expense of essential services to be rendered. In fact, in many African countries studied by Baker, "their civil services are regarded as expensive pieces of public properties consuming between 30 - 40% of their annual recurrent budgets".[7] Bureaucratic expansion is therefore, an issue worthy of note in the State's developmental process. For example, in a study on bureaucratic growth in Africa, Baker 1975 had this to say:

> The Federal Civil Service of Nigeria is today three and a half times as large as it was twenty years ago; and that of the former Eastern Nigeria doubled its size in the first five years of independence..... Between 1968 - 1971, the civil service of the South-Eastern State and Kwara State witnessed an increase of 235% and 56% respectively.[8]

That of Bauchi, although not supported by empirical study is assumed to have tripled its size in the first nine years. Considering such rapid growth and the resources it consumes (especially if we take

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into account this economically hard times), the size of the civil service may not be said to be optimum for efficient performance. Moreover, it is difficult to say that the bureaucratic growth is more in favour of quality than quantity. This study therefore, desires to examine the size of such growth vis-a-vis resources expended and also to explain the problems limiting or inhibiting efficient performance in a period when the civil service is expected to assume its developmental role fully.

1,2 Aim of the Study.

The main aim of the research is to find out the effects of the structure and size of the Bauchi State Civil Service on its performance. It also attempts to assess the effects of the organizational structure of the service in facilitating or otherwise, the accomplishment of governmental objectives. In a nutshell, the study aims at finding out relevant facts and objective information on:-

(a) the rate, trend as well as pattern of the growth of the service from 1976 - 1984;

(b) the ways in which the organizational structure of the service facilitates or hinder the achievement of government objectives;

(c) whether the service has witnessed rapid growth; and if so, whether such growth has resulted in disproportionate span of control;

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(d) the relationship between increase in the size of the civil service and annual budgetary expenditure over the nine-year period with a view to finding out whether or not the civil service has become a self-serving institution;

(e) whether or not there exists healthy working relationship between the various classes of the service;

(f) the extent and effects of the last retrenchment exercise.

1.3 Justification of the Study.

One of the most important issues which justify this research is lack of statistical data to back up major government policies and decisions. It is a fact that we do not know our actual population in this country due to our inability to conduct a reliable population census. It is also a fact that in the absence of reliable data no country can make any meaningful and comprehensive development plan. The processes of the formulation and execution of the various National Development Plans in Nigeria over the years are cases in point. No wonder Professor Stolpher described our planning process as planning without facts.[9] Moreover, the development plans could not be said to be successful due to lack of effective machinery for evaluating the performance of the various civil services at

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the execution stage. Besides that, it is a common knowledge in Nigeria that many governments do not know the numerical strength of the various categories of staff on their pay-rolls. For example, it was only recently, that Governor David Jang of Benue State appointed a six-man Committee to conduct a census on the state civil service. Given such a situation, it is difficult to know whether such organization is expanding quantitatively, qualitatively or both.

Another issue which further justifies this research is the scarcity of literature on the Nigerian Civil Service, especially on the newly created States like Bauchi. Beside the scarcity of such materials, there are some administrative bottlenecks which make information flow very difficult. For example, it is a known fact that too much secrecy is attached to government operations. Vital information for research investigations as well as for the consumption of the general public are often beyond the reach of an ordinary citizen. These vital items of information are often graded as "top secret".

Furthermore, lack of statistical information has affected not only the planning process but also other governmental operations. The inability of the Nigerian governments to effectively forecast, plan and adjust themselves in the event of some unfavourable circumstances led to such things like

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made the author to limit the scope of the investigation to Bauchi State while the period covered is between 1976 to 1984.

Bauchi State comprised three major administrative divisions which constituted the then Bauchi Province. The Province assumed the status of a state on February 3, 1976 by an instrument of the then Federal Military Government. The period covered by this research is very important because it falls within the first decade of the state's existence as a political entity. Accordingly, the personnel policies which conditioned the growth of the service, the sources of personnel, the recruitment process as well as other variables affecting recruitment are examined. In addition, the roles of the Establishment and Service Matters Department in the Manpower Training and Development of the State Civil Service are also discussed. The activities of the latter agency are looked into in order to throw more light on the quality of the personnel in the service of the State.

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1,5 Hypotheses.

For the purpose of this research, the underlisted hypotheses are tested:-

(a) The larger an institution is the taller its hierarchy, and the greater its tendency towards inflexibility.

(b) In the past nine years, the state's civil

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service has witnessed a rapid growth which contributed to government's financial crisis.

(c) The service was so large that it had to be pruned by laying off a larger number of staff than the government was able to admit it did.

1.6 Methodology.

Social science research makes use of various methods of collecting data, particularly primary data. We are using the following three methods for collecting data in this study; observation, interview and questionnaire. The author chooses to interview some people in addition to the questionnaires that are going to be administered because the use of questionnaires alone, for a greater proportion of the sample population cannot give the complete information required. Secondly, in the civil service, the junior staff constitute the majority and they are normally primary and secondary school leavers, whose educational background may make it difficult for them to comprehend some of the concepts used. On the use of questionnaire itself, we wish to draw two types. One is specifically meant for the top bureaucrats while the other for the middle as well as junior members of the service.

In addition to the primary data, data from the following secondary sources will also be collected:-

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(a) Official documents;

(b) Office records;

(c) Administrative reports;

(d) Newspaper accounts and journals;

(e) Statistical year books;

(f) Bauchi State Approved Estimates for 1976 - 1984;

(g) and many others.

Moreover, we shall draw samples from the civil service. Due to the structural composition of the service in terms of classes as well as its hierarchy, stratified sampling will be used to sample respondents so that the sample would become a representative one. Accordingly, a sample size of three hundred (300) respondents out of a population of 15,289 have been randomly drawn from the various strata as follows:-

(a) 50 - administrative officers including all Permanent Secretaries.

(b) 50 - Professional Officers.

(c) 50 - Executive Officers.

(d) 50 - Technical Officers.

(e) 50 - Secretarial/Clerical Staff.

(f) 50 - Messengerial/Manipulative Staff.

In order to determine the trend of the growth of the service over the years, the "Time Series Analysis" is used as a method of data analysis. In addition, simple percentages are also being used as a method of analysis. Thus, the organizational and class structure of the service were examined

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through descriptive presentation and analysis.

The detail of the data analysis has been made in Chapter III while the conclusions reached based on the analysis are presented in Chapter IV.

1,7 Operational Definition.

(i) CIVIL SERVICE: It is the governmental bureaucratic organization which is normally referred to as the administration in the executive arm of government. It mainly consists of staff who belong to the following classes:-

the administrative, the professional, the technical, the executive, the secretarial/clerical, and the messengerial/manipulative classes. The terms civil service and bureaucracy are often used interchangeably in this study.

(ii) CIVIL SERVANTS: They are staff of the state on the regular payroll of the government, and who are employed in a civil capacity by or on behalf of the Civil Service Commission. The term therefore, covers most staff in the main service from the Head of the Civil Service down to the cleaner.

(iii) GROWTH (of the Civil Service): It means increase in size and/or gradual development of the personnel in the service of the State over the period under study.

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(iv) STRUCTURE (of the Civil Service): This refers to the arrangement of the component parts of the civil service in terms of hierarchy and classes.

(v) HIERARCHY: Hierarchy signifies a graded level of organization into successive steps or layers. It further relates to a pattern of interrelated posts connected by line of delegated authority.

(vi) STATE: It refers to Bauchi State of Nigeria.

(vii) COMMISSION: This refers to the Bauchi State Civil Service Commission. It is an agency of the state which has been delegated the powers to recruit staff on salary GL 06 - 15.

(viii) SENIOR STAFF: These are employees of the state on salary grade levels 08 - 17 in the Civil Service.

(ix) INTERMEDIATE STAFF: They are those employees on salary grade level 07.

(x) JUNIOR STAFF: Junior staff are those employees of the government on salary grade level 01 - 06.

(xi) STAFF UNDER DELEGATED POWERS: This refers to those employees on salary grade levels 01 - 05 whose appointments, promotion and discipline are in the hands of their respective ministries and departments, who under-take such personnel functions on behalf of the Civil Service Commission.

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(xii) PERFORMANCE: The act of accomplishing a given task with positive results by one or group of agencies within a given time schedule. Performance can be said to be efficient where an agency executes a project within its original estimated cost. On the other hand, performance can be said to be effective if an agency attains its targeted goal within targeted schedule. However, there is a tendency among writers to mix the two concepts and use them interchangeably.

(xiii) RULES AND REGULATIONS: Refers to the Bauchi State Civil Service Rules 1977.

(xiv) INFLEXIBILITY: This word refers to the tendency on the part of the organization members to be too rigid in their operations. This can be associated with problems of organizational structure and/or the application of impartial rules and regulations.

(xv) RAPID GROWTH: In this study, an organization is regarded to be growing rapidly when it grows at the rate of 6.56% and above annually.

(xvi) FINANCIAL CRISIS: This is a situation in which an organization is faced with problems of fiscal cash flow and which acts as a hinderance to its effective operations.

(xvii) RETRENCHMENT EXERCISE: In this study, it means the 1984 general purge in the Bauchi State Civil Service.

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(xviii) POLICY: Is a man-made rule or pre-determined course of action that is established to guide the performance of work towards the organization objectives.[11]

1,10 Theoretical Framework.

The relevant theoretical framework for this study is that that has to do with growth of an organization as contained in Parkinson's Law (or the Rising Pyramid) which is a theoretical explanation of how organizations keep on increasing in size.

In our operational definition, we have earlier on defined growth (of the civil service) to mean increase in size and/or gradual development of the personnel in the service of the State over the period under study. Thus, growth in this respect should be seen both in terms of quantity as well as quality.

Parkinson collected vast masses of statistical evidence and it is from a study of this data that Parkinson's Law has been deduced. He found out that the rise in the total number of officials and the quantity of the work done are not related to each other. He began the research in the Navy Estimates of the United Kingdom. The Navy was chosen because according to Parkinson, the Admiralty's responsibilities were more easily measurable than those of, say, the Board of Trade, at that time. The data collected

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and compared were those of 1914 and 1928 which are presented in table 1.1.

TABLE 1.1
ADMIRALTY STATISTICS

CLASSIFICATION	YEAR		INCREASE OR DECREASE
	1914	1928	%
Capital Ships in Commission	62	20	-67.74
Officers & Men in R.N.	146,000	100,000	-31.5
Dockyard Workers	57,000	62,439	+9.54
Dockyard Officials and Clerks	3,249	4,558	+40.28
Admiralty Officials	2,000	3,569	+78.45

SOURCE: Parkinson's Law or the Pursuit of Progress, (London, John Murray, 1959); Edited by C.N. Parkinson, p. 11

According to Parkinson, what should be noted was that, the 2,000 officials of 1914 had become the 3,569 of 1928; and that this growth was unrelated to any possible increase in their work. From the above table, it can be seen that the Navy during that period diminished by one-third in men and two-thirds in ships. He further said that it was unlikely from 1922 onward, for the Navy's strength to increase; because its total ships (unlike its total officials) was limited by the Washington Naval Agreement of that year. In summary, his analysis revealed a 78% increase over a period of fourteen years; and average of 5.6% increase per annum on the earlier total. However,

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he cautioned that, even though the rate of increase a year was not regular, the important point to consider is the percentage rise over a given period.

Parkinson also cited the colonial office as another example. The colonial office's growth is more significant here in that, it is more administrative and also affords a better field of study at that time - which was a period of imperial decline. Table 1,2 shows the relevant statistics for the period 1935 to 1954 (a period of twenty years).

TABLE 1.2
COLONIAL OFFICE STATISTICS

Year	1935	1939	1943	1947	1954
Staff	372	450	817	1,139	1,661

SOURCE: Parkinson's Law or the Pursuit of Progress, (London, John Murray, 1957); Edited by C.N. Parkinson, p. 13.

Although a steady increase in size of staff can be noticed above, Parkinson argued that the department's responsibilities were far from constant during these twenty years. The colonial territories were not much altered in area or population between 1935 and 1939. They were considerably diminished by 1943 because certain areas were in enemy hands. Moreover, he further stated that, from 1947 onwards the colonies started to shrink steadily from year to year as successive colonies achieved self-government.

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Parkinson then argued that, it would have been rational to suppose that, these changes in the scope of the Empire would be reflected in the size of its central administration. But a glance at the figures in Table 1.2 is enough to convince one that the staff totals represent nothing but so many stages in an inevitable increase. And this increase he said, although related to that observed in other departments, has nothing to do with the size or even the existence of the Empire. In fact, in his analysis, he ignored the rapid increase in staff which accompanied the diminishing of responsibility during the World War II. His analysis of the peacetime rates of increase showed that there was 5.24% between 1935 and 1939, and 6.55% between 1947 and 1954 respectively. This gives an average increase of 5.89% each year, a percentage markedly similar to that already found in the Admiralty Staff increase between 1914 and 1928 (see Table 1.1). He finally concluded that: "all our researches so far completed point to an average increase of between 5.17% and 6.56% per annum".[13]

However, Parkinson's arguments centered on lack of expansion of the Empire. What he failed to realize was that in colonies like Nigeria, Indirect Rule System was adopted due to lack of personnel. As such, if some parts of the British Empire gain self-government, it follows that the personnel will have to be deployed to other areas where they are needed.

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It is therefore, our opinion that, the decrease in the area or population of the British Empire is not synonymous with the decrease in the amount of work to be done in the Empire as a whole. In this eontext, his yardstick of measuring work to be done is therefore faulty. The second set of ideas to be used, although they are yet to qualify as theories, are those of Baker in his study of the growth of bureaucracy in African countries. Baker, after his studies, arrived at the conclusion that:

> rates of growth vary considerably from year to year, and from country to country (and even with a country in the case of the separate civil services of federated states), the general pattern is one of somewhat disturbing expansion.14

Since the scope of his study was on the African continent, he realised that, in Africa, the tendency has been for governments to increase rather than decrease the extent to which they enter into various aspects of their countries' live. He found the following rates of growth:

> In Tanzania, the average annual rate of increase during the 1960a was over 11% and in the last year of that decade was 38%. Between 1969 and 1973, the average annual growth in Botswana was 13% and between 1964 and 1970 in Zambia, 12%. In recent years in Uganda it has averaged 10%, Ethiopia 6%, Kenya 5% and Malawi 4%. A remarkable, and possibly unique, exception to what appears to be the general rule of relatively fast growth, is Sierra Leone which has increase the size of its civil service during the past decade by an average annual rate of only 0.5%.15

It is based on the above facts that he advanced what he regarded as the universal arguements for growth of civil service particularly in the African setting. In addition, he pointed out the consequences of such growth

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looking at the developing nature of the economies of African countries. One such consequence is that it becomes a drain on the annual expenditure of most African countries by taking up between 30% and 40% of the annual recurrent budget of such countries.[16] A second important consequence is on the span of control in the service itself. The span of control becomes enlarged thereby creating a problem of effective supervision. He buttressed his arguments with the data in table 1.3.

TABLE 1.3
BUREAUCRATIC GROWTH AND SPAN OF CONTROL

COUNTRY AND YEAR	CADRES			SPAN OF CONTROL	
	A Staff Grade/ Superscale Admin. and Professional	B Executive and Technical	C Clerical & Others	A:B	B:C
Tanzanian					
1960/61	1,726	2,122	30,755	1:1.2	1:14.5
1970/72	2,419	8,388	64,819	1:3.5	1:7.7
Malawi					
1961/62	510	624	6,726	1:1.2	1:10.8
1971/72	1,212	2,001	12,364	1:1.6	1:6.4
Nigeria (excluding Mid-West)					
1959/60	3,693	7,876	60,024	1:2.1	1:7.6
1965/66	4,254	12,599	92,892	1:2.9	1:7.4
Botswana					
1963	175	460	1,669	1:2.6	1:3.6
1973/74	473	2,162	4,286	1:4.6	1:1.2

SOURCE: "Bureaucratic Growth in Africa" Ife Essays in Administration, Ile-Ife, University of Ife Press, 1975, Edited by C. Baker and M.J. Balogun, p. 11.

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The data in Table 1.3 generally indicate that an increased Span of Control burden has been imposed upon the middle level and a decreased burden of control has been placed upon the top level. The above statement is true for all the four countries. Having seen the enlarged Span of Control particularly at the middle level, he concluded with a warning that:

> the physical and mental strain at the top and middle levels must not be underestimated, and the breakdown of a few men at that levels could have dire consequences for a country's civil service.[17]

Parkinson's Law or the Rising Pyramid would be of immense benefit to our study particularly as it concerns the percentage rates of the annual increase in size of a government department. In addition, Baker's recent study on bureaucratic growth in African has added a new dimension to the problem particularly in a federated developing society like Nigeria. Our study whose focal point is that of growth in a relatively newly created state would derive much guidance from the above theoretical framework.

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1.11 FOOTNOTES.

1. Louis Fouger'e - Civil Service System: Essays and Texts, International Institute of Administrative Sciences, UNESCO, 1967 (translated by R. Murphy and R. North), p. 65.

2. Administrative Officer's Disposition List October 1975 obtained from the Military Governor's Office, Bauchi.

3. Bauchi State Approved Estimates 1976/77; Government Printer, Bauchi.

4. Fred A. Kramer - Perspectives on Public Bureaucracy: A reader on Organizations. Second Edition, (Winthrop Publishers Inc. 1977), pp. 25 - 27.

5. Augustus Adebayo - Principles and Practice of Public Administration in Nigeria: (New York, John Wiley, 1981), p. 20.

6. Report of the Public Service Review Commission in Nigeria; Main Report; (Federal Ministry of Information, Printing Division, Lagos, 1974), para. 112.

7. Colin Baker - "Bureaucratic Growth in Africa; Causes, Consequences and Controls"; Ife Essays in Administration, (University of Ife Press, Ile-Ife, 1975), p. 17

8. C. Baker - Op.cit., pp. 1 - 6

9. Wolfgang F. Stolpher - Planning without facts: Lessons in Resources Allocation in Nigeria's Development, (Massachausetts), Harvard University Press, 1966).

10. Imo formula was a strategy adopted by the Imo State Government to pay its employees not necessarily based on their salary grade levels but based on what was available in its coffers. This means that employees have no guaranteed stable income monthly and it was the practice in the state for the greater part of the Brig. Ike Nwachukwu's administration. The un-paid part was neither converted into saving nor were they paid back up to the time of writing this thesis.

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11. Edwin B. Flippo - Principles of Personnel Management, (2nd Ed., McGraw-Hill Inc., 1976), p. 43.

12. F.E. Rourke - Bureaucracy, Politics and Public Policy, (Boston, Little Brown & Co., 1969), p. 44.

13. C.N. Parkinson - "Parkinson's Law or the Rising Pyramid", Parkinson's Law or the Pursuit of Progress, (London, John Murray, 1957), p. 5.

14. C. Baker - "Bureaucratic Growth in Africa: Causes, Consequences and Controls", in Ife Essays in Administration, Ile-Ife, University of Ife Press, 1975; Edited by C. Baker and M.J. Balogun, p.1.

15. C. Baker, - Op. cit., p. 2.

16. C. Baker, - Op. cit., p. 18.

17. C. Baker, - Op. cit., p. 10.

CHAPTER II

RESEARCH ENVIRONMENT AND DESCRIPTION OF RESEARCH OPERATION

2.1 Creation of Bauchi State.

Bauchi, as a state, was created in February, 1976 and established its administration in its own State Capital on 1st April, 1976 with the few staff deployed from the former North-East, the assets and liabilities it inherited and a substantial grant for take-off from the Federal Government. It occupies a total land area of 66,510.045 sq.km. This represents 7.2% of Nigeria's total land mass. It has a population of 2,443,730 people according to the 1963 census figures. The State's projected population figure now stands at about 5 million people.[1] The State, like many others in the Federation, comprises many ethnic groups. Prominent among these ethnic groups are Hausa, Fulani, Kanuri, Tera, Tangale, Waja, Gerawa, Sayawa, Jarawa and Bolawa. Although these ethnic groups have their individual peculiarities, there exist cultural similarities especially in languages, occupation, religion, festivals and mode of dressing. Above all, there is a high degree of ethnic integration when it comes to marriages.

Administratively, Bauchi State was made up of three large divisions before the introduction of the nation-wide Local Government Reforms in 1976. These divisions were Bauchi, Gombe, and Katagum. As a result of the reform, the State was divided into sixteen Local Government Areas. These are: Akko, Alkaleri, Bauchi, Darazo, Dass, Dukku, Gamawa, Gombe, Jama'are, Katagum, Misau, Ningi, Shira, Tafawa Balewa, Tangale-Waja and Toro. With the advent of the civilian administration in October, 1979 and further democratization of the political atmosphere in the country, the demand for the creation of more Local Governments became the order of the day. Following this popular demand, twenty-seven more local government areas were created in 1981 making a total of fourty-three. The total number of local government areas finally jumped to sixty-two

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in 1983, a few months before the Second Republic came to an end. With the Military intervention and the return of sanity in local administration, the number was reverted to the original sixteen.

Agriculture is the main stay of the State's economy. Consequently, the State Government directed its efforts towards the increased production of both food and cash crops. Owing to the success of the Gombe Agricultural Project (which was a World Bank assisted programme), the scheme was expanded to cover the whole of the state under a new name "Bauchi State Agricultural Development Project" with its Headquarter at Bauchi. In order to ensure a more meaningful and effective implementation of the project, the State was zoned into four areas. The zonal headquarters are located at Nabardo, Miya, Azare and Gombe; and the Project was estimated to cost ₦300 million.[2] Still on the field of agriculture, the Federal Government is also supplementing the efforts of the state especially in irrigation projects. For example, a total of 54,000 hectares of land is being irrigated at Dadin-Kowa under the Upper Benue River Basin Development Authority at a cost of ₦36 million. In addition, the Hadejia-Jama'are River Basin Development Authority is also irrigating about 125,000 hectares of land which was estimated to cost ₦120 million.[3] All these projects are aimed

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at making the State self-sufficient in food production as well as providing employmentopportunities for the people.

2.2 Personnel Policies of the Government.

Personnel policies are those policies which are specifically concerned with personnel or management of people. It is in this light that Ubeku defined personnel policy as "a written statement of an organization's goal and intentions concerning matters that affect the people in the organization".[4] Public personnel policy, therefore, concerns those broad statements of objectives and actions on personnel matters which are formulated, adopted and implemented by a government. Technically, this refers to government policies on manpower development and utilization.

In Bauchi, many developments have taken place as far as personnel policies are concerned. Possibly, this is as a result of our political evolution within the last decade. For example, within a period of one decade, the state has witnessed four regimes. However, discussions in this section would be limited to two most important aspects of management, namely, recruitment and training.

Due to the centralised nature of our Federal structure, major policies are made at the centre even though their execution may be decentralised. Personnel policies are centrally controlled and

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co-ordinated by the Federal Government through some of its agencies like the National Manpower Board, National Board on Technical Education, and the National Council on Establishments. However, it will be a mistake to think that the states have no initiatives of their own. In Bauchi State, for example, personnel policies are formulated from time to time by the State Executive Council. In addition, guidelines are provided in the "Guide to Procedure", and the 'Civil Service Rules and Regulation'. At its inception, as pointed out in the introduction, the state was in an exceptional situation. This was so because it was blessed with highly qualified top bureaucrats who had assisted the first military administration in formulating policies for rapid as well as even development. Unfortunately, qualified middle and lower management personnel who were to translate such admirable policies into action were in grossly short supply.

As a matter of necessity therefore, the state embarked on liberal training and promotion policies. In addition, the level of recruitment of qualified personnel was raised by the creation of more vacancies in the service. This state of affairs continued up to 1984 when the new military administration in the state reviewed such liberal policies.

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2.3 Recruitment.

Recruitment refers to hiring of personnel to fill vacant posts in an organization. In a governmental setting, it refers to the process of filling approved vacancies by the appointment of persons both from within and outside the public service. Thus, the main purpose of recruitment policy is to fill the various vacant posts with men capable of holding them. However, in order to accomplish this task satisfactorily, Gregoire is of the opinion that two pre-requisites should be met: (a) a thorough knowledge of the requirement; and (b) the existence of suitable applicants.[5] Determining the personnel requirement includes a proper forecast of the personnel needs and also defining the level and nature of the professional qualifications required of the candidates to be recruited. This further touches on the degree of specialization of the candidates and the classes to which they are likely to belong in the service.

Many governments have delegated to a single body, largely independent of government authorities, the task of both selecting and appointing of civil servants.[6] In Bauchi State, the Civil Service Commission is the sole agency delegated the powers for appointing, promoting and disciplining of civil servants within the main service. However, the Commission has also delegated to Heads of

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Departments the powers to appoint, promote and discipline staff on salary grade level 01 - 05.

In the state civil service, there are conditions for admission into the service. These conditions or eligibility criteria are placed on age, qualifications, ability, nationality or "statism", etc. Guidance as to how these factors affect recruitment in the State normally come from the decisions of the National Council on Establishments, the State Executive Council and the existing Rules and Regulations mentioned earlier on. Nationality and/or "Statism" (as is often refered to in Nigeria) is not a barrier for appointment into the Bauchi State Civil Service. Expatriate officers are mostly appointed into the professional class and on contract basis. For example, as of December, 1984, there were 635 expatriate officers under the service of the state government. Nigerians of other state of origin are also appointed into most of the classes except the administrative class and as of December, 1984, their number totalled up to 2,431; according to the records of the Establishments Department.

The second condition or factor affecting recruitment is age. Age as a factor is centrally determined by the Federal Government. Previously, the age for which one is eligible for appointment into the public service was sixteen (as minimum age).

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However, this was changed to fifteen as contained in the Federal Establishment Circular - No. 2/1979, Ref. No. XO2205/27 dated 20th March, 1979.[7] This change in policy was in realization of the fact that the previous minimum age of sixteen years was capable of leaving a number of the products of the U.P.E. Scheme unemployed at the end of their secondary education. By the provision of this Circular, the Federal Government had extended the field of possible recruitment into the civil service. Moreover, the age reduction factor came at a time when Nigeria was enjoying the riches of petroleum and most importantly, this affected the junior cadre of the service whose labour is relatively cheap.

The third factor influencing recruitment into the state civil service is 'ability'. Most recruiting agencies require candidates for the civil services to have certain level of knowledge and ability, certified by the possession of degrees, diplomas and certificates, and subject to performance in open competitive or in administrative examinations.[8] This requirement based on ability for each public post is contained in the "State's Scheme of Service" while "interview method" is most often used in the selection of candidates by the Commission rather than "written competitive examinations". Individuals therefore compete for a given post based on the quality of their certificates, physical fitness and their performances during the recruitment interview. Thus selection of

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candidates is based on a systematic procedure rather than an arbitrary process.

2.4 Promotions.

Promotion is a method or procedure of filling vacancies from the existing serving staff in an organization. It is therefore another form of recruitment internally. Bartholomew has adequately defined the exercise, where he said:

> promotion has as its chief object the securing of the best possible incumbents for the higher positions, while maintaining the morale of the organization. Promotion is an appointment from a given position to a post of higher grade within the same agency and without break in service. It involves: (1) changes of duties, (2) more difficult work, (3) greater responsibility, (4) change of title, and (5) an increase in pay.[9]

Due to its effects on the morale of the serving staff as well as the increase in pay, it is normally regarded as one of the most sensitive aspects of personnel management. In the state Civil Service, promotion procedures have been set forth by the provisions of the civil service Rules. For example, Rule 96 states that:

> promotion shall be made strictly on the basis of competitive merit by selection from amongst all suitable candidates; and seniority and previous record of performance will be taken into account in choosing between candidates with equal potential for promotion.[10]

The above Rule has laid down the requirements as well as the procedure to be followed in a promotion exercise by the respective agencies. On the whole, satisfactory performance and seniority are

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to be taken into consideration during the exercise. The performance of individual officers were normally reported or prepared by their respective heads of departments for a given period of service. Previously, the 'Confidential Reporting System' was in operation but was later changed to an 'Open Reporting System' as a result of the recommendations of the Udoji Review Commission. The Udoji Commission had to make new recommendations because it regarded the criteria for promotion then as inadequate. In the conclusion of his Main Report, it was stated that:

> Paper or formal qualification is important only where one comes in to be initially recruited but does not guarantee his promotion. Ability, competence and related experiences should essentially form the basis of consideration in our development.[11]

The shifting of emphasis from mere seniority and paper qualification to ability and competence may not solve the problems associated with promotion in the public sector. This is in realization of the fact that any report on one person by another is likely to be personal opinion - therefore, subjective. Moreover, due to the openness of the reporting system, many reporting officers prefer to be "middle-roaders" - that is, avoid going to extremes. Some officers on the other hand conceal the truth because they are afraid of Union activities or in other cases due to personal biases.

Promotion just like recruitment depends on the availability of approved vacancies. The vacancies

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are annually determined at the beginning of the fiscal year during estimates preparation. One problem with vacancy determination is that, it requires proper forecast as well as effective planning. It had already been acknowledged that our planning processes were basically faulty. Beside that, since majority of the permanent secretaries are administrative officers, and since the Establishment Department is headed and dominated by members of the administrative class, they may tend to create more vacancies for administrative officers as against other classes of the service. This could probably give weight to the allegation being made by members of the other classes that the promotion of members of the administrative class were more smooth and rapid when compared with their own. Thus, a hard-working officer in the non-administrative class could continue to suffer despite being eligible for promotion for the simple fact that there are no vacancies. Moreover, his promotion depends on the recommendation of his head of department who, in most cases, is also an administrative officer.

Another identifiable problem relating to promotion was insistence upon seniority. The State Civil Service Rules give equal weight to seniority and record of performance. From the available records in the Commission, it has been noticed that officers on the same grade within a particular

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cadre, enjoy their promotions at the same time. This practice run counter to the recommendations of the Udoji Commission who prefer ability and competence as criteria for promotion rather than seniority. Generally speaking, the main identified difficulties in the promotion system of the State Civil Service Commission were (i) the limited number of positions or vacancies; and (ii) the insistence upon seniority.

The above arguements notwithstanding, a second school of thought, tends to favour the present system. This is based on the belief that even though the process of reporting might not completely be devoid of subjectivity, the channels through which such reports pass, make them as objective as possible in the end. It is further argued that, the way and manner the measuring items are arranged in the annual performance and evaluating report form, and also the requirement of countersigning of every report by respective heads of department make the promotion process to be regarded as having an in-built checking devices or checks and balances. Moreover, it allows an officer to know what has been reported on him during the appraisal period with a view to improving his performance.

2.5 Training and Staff Development.

In any governmental organization, the importance of training and staff development as a vehicle for ensuring efficiency, high productivity and self-

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development cannot be over-emphasized. It is in this context that Caldwell defined training as:

> an extension of the nation's basic educational effort and necessarily is sponsored or directed by the Government. Thus, it is an integral aspect of the administration of modern Government..... which includes all types of purposeful learning designed to enlarge human resources and productivity.[12]

As a result of the realization of the importance of training of public functionaries in the development of the state, the Bauchi State Government accorded priority to its training programmes. Like in recruitment, the State lacked a comprehensive statement of policy for training at the initial stage. However, as a result of the acute shortage of trained personnel immediately after the state had settled down and the desire of the state to develop rapidly, a training policy was later formulated in 1977/78. The objectives of the training policy were as follows:-

(a) To increase the competence and effectiveness of officers in the performance of their jobs through exposure to modern management and technological sciences in their respective fields.

(b) To develop the academic or professional potentialities of officers in preparation for higher responsibilities in their chosen career; and

(c) To produce a corps of highly specialized officers for the State Civil Service.[13]

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In pursuit of the above stated objectives, the Government had recognized training as a continuous and integrated process that should be built into the career structure of the different classes and cadres of the Civil Service. The State's parastatals as well as its scholarship programme were also made to fashion their training efforts to reflect the above stated objectives.

In accordance with the above general objectives and also in order to produce the much desired manpower required, and to accelerate its process of development, the period 1977/78 - 1983 witnessed liberal training programmes. In this respect, annual budgetary allocations have been increased substantially and a Staff Training Centre was also built at Azare in 1978. The establishment of this training centre was aimed at the acceleration of the production of the much-needed middle and lower management trained personnel. In addition to its normal teacher-training programme, the State Government signed two training agreements with the Universities of Cardiff in the United Kingdom and Ohio in the United States of America in 1981. These programmes were aimed at the rapid production of graduate teachers to man its institutions of learning as well as to replace some of the expatriate contract officers. The above training agreement was conditioned principally by two factors. Firstly, the problem of the acute

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shortage of teachers in the service of the State's Ministry of Education. Secondly, the expansion of the educational institutions as well as the establishment of new ones by the Civilian administration in 1980, in order to fullfil its campaign promises. Under the agreement, mostly teachers with National Certificate of Education (N.C.E.) were sent for a two-year Degree Programme. The importance attached to these two programmes by the State Government can be seen from the amount committed from Table 2.2 under special Overseas training column. Unfortunately, the 1984 economic situation compelled the new military administration in the state to fashion the training policy in a different style. The then leadership made a policy statement to reflect the reality of the situation and which runs as follows:

> institutional training is now restricted to areas of top Government priorities which was at the same time aimed at considerable savings.[14]

The liberal nature of the in-service awards became tougher and very much controlled while overseas training was suspended except for medical personnel. The Ohio and Cardiff Universities teacher training programmes were also cancelled with effect from 1984. However, those already under-going the training programmes were allowed to complete their courses.

The Establishment and Services Matters Department of the Military Governor's Office is the

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Agency delegated the responsibility for the formulation as well as the execution of all training policies. It may therefore not be out of place to briefly examine the types of training offered in order to meet the above objectives, its activities over the years in terms of personnel training, and the resources committed for such training. Training is discussed here in order to throw more light on the quality of the personnel in the service of the State. This is on the belief that training is a vehicle for ensuring efficiency and high productivity.

Three types of training programmes have been identified in the state civil service. These are pre-training, in-service training and technical assistance training programmes. Pre-entry training is the type of training received before entering into the State Civil Service. This could partly be through individual qualifications and partly through organized induction courses for new recruits before assuming office. Institutional training is regarded as part of the pre-entry training because individuals are expected to learn some basic things about their intended career while at school. For example, a newly recruited administrative officer with B.A. Degree in Public Administration is expected to have learnt some basic elements of government and its operations. On the other hand, induction courses were conducted for new recruits by reputable Management Institutions

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and Consultants on behalf of the State Government. Unfortunately, this kind of courses were restricted to officers in the administrative class among the senior segment of the service. Officers on the junior and intermediate cadres were given different programmes by virtue of the nature of their duties.

On in-service training programme, the Government encourages period of study and courses for officials through its stated training policy mentioned earlier on. This type of training was divided into two; (a) on-the-job training was normally regarded as the period of probation. Probation means a trial period intended to test an officer's suitability for retention in the civil service. The period of probation is two years and beside the two years satisfactory service, an officer is officially required to pass certain prescribed examinations. At the senior category, this examination affected members of the administrative class only. In the State, members of the professional class were officially exempted from sitting and passing the civil service examinations. In fact, to the administrative officers, passing of this examination is officially regarded as a condition for the confirmation of their appointments as well as promotion. In order to assist the administrative officers to pass the examination, induction courses were organized quarterly and annually whose contents were normally related to the syllabi of the civil service examinations.

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The examination is normally administered and marked by the College of Administrative and Business Studies of the Kaduna Polytechnic. The second aspect of the in-service training was institutional training. Institutional training here means sending of Government officials to the Government recognized educational institutions for approved courses and it is the Government which takes full responsibility of the expenses of its officials under the training programme. This programme include both senior management, middle management as well as the intermediate category of the service. The State Government has been training its personnel both at home and abroad right from its inception in April, 1976. As earlier pointed out, a Staff Training Centre was established at Azare and the College is directly being supervised by the Establishments and Services Matters Department of the Military Governor's Office. State officials were also sponsored to attend in-service training in the various institutions of learning particularly the Universities and Polytechnics. For example, 467 employees of various categories attended in-service training both at home and abroad in the 1984 fiscal year alone.[15] Table 2.1 shows the statistics of in-service trainees by course from 1976 - 1983 (both locally and abroad).

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TABLE 2.1
Bauchi State Statistics of In-Service Trainees (Both Nigeria and Overseas) by Course from 1976 - 1983

COURSE	1976/77	1977/78	1978/79	1979/80	1980	1981	1982	1983	TOTAL
Post-Graduate	4	5	5	15	13	22	18	17	99
First Degree	22	26	36	35	86	217	219	126	767
N.C.E.	-	5	7	10	14	18	27	9	90
Diploma Courses	40	56	50	59	86	112	52	60	515
A.E.O. Gen/Accts	15	21	22	62	72	68	82	144	491
Conf. Sec.	4	13	17	35	46	89	93	26	323
Adv.Clerical STRAC	-	-	8	40	44	60	87	76	315
Clerical Asst.	-	-	37	36	38	40	61	156	368
Typist Course	-	37	65	68	99	90	99	95	553
Other Cert courses	12	40	21	43	45	65	57	125	408
Seminars and Induction Courses	32	120	102	146	190	124	144	3	861

SOURCE: Manpower Development and Management Services Department, Office of the Head of Civil Service, Bauchi, 1983

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The third type of training identified was the technical assistance programme which was in the form of aid through International organizations. In reality, it is not different type of training as such, but different mode of funding. Technical assistance refers to "any form of aid from outside of the receiving government or agency and is directly related to improvement in organization, procedure and techniques".[16] This programme was being co-ordinated in the State by both the Planning Unit of the Ministry of Finance and Economic Planning and the Establishment and Services Matters Department. The State also benefitted from various types of foreign aid scholarship programmes like the Commonwealth Scholarship scheme. As for the United Nations technical assistance programme, the State received its share of such awards through the Federal Ministry of Education, Scholarship Division, Lagos.

All governmental programmes depends largely on the resources available to it, if meaningful outcomes are to be realized. This statement holds true particularly when one considers the expenses normally incurred on training. It was therefore not suprising that restriction was placed on training to top priority areas in 1984, in order to save cost. In addition, payment of local course allowance was suspended even for those officers already on the full in-service training programme. Table 2.2 shows the approved estimates for in-service training programme

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in the State from 1980 to 1984. However, the actual money expended on the in-service training programme was more than the stated figures in the Table. The Chief Statistician of the Department informed us that this was as a result of subsequent supplementary appropriations as well as through official memoranda sent to the Governor-in-Council.

TABLE 2.2
Approved Estimates for in-service Training Programme in Bauchi State 1980 - 1984 both Local and Overseas

YEAR	NIGERIA	OVERSEAS (NORMAL)	SPECIAL OVERSEAS (PROFESSIONALS)
	₦	₦	₦
1980	200,000	150,000	1,500,000
1981	200,000	150,000	3,000,000
1982	390,200	547,800	2,000,000
1983	1,000,000	547,000	2,000,000
1984	570,000	200,000	1,000,000

N.B: There were some additional provisions made within the years which have not been reflected in this submission.

SOURCE: Manpower Development and Management Services Division, Establishment and Service Matters Department, Military Governor's Office, Bauchi, March, 1985

Finally looking at the statistics of the trained personnel and the amount expended on their training one may tend to say that there has been an improvement in the quality of the Civil Servants in the state during the period under study.

2.6 Research Description.

This study was conducted on the Bauchi State Civil Service. At the time of conducting the

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research, the state civil service had a population of 15,289 staff. These staff are spread in nine major ministries and seven departments. The ministries are Works and Transport; Education; Health; Information, Social Welfare, Youth, Sports and Culture; Trade, Industry and Co-operatives; Finance and Economic Planning; Justice; and Agriculture and Natural Resources. The departments are Civil Service Commission; Local Government Service Commission; Audit Department; Establishments and Service Matters; Administration and Cabinet Secretariat; Special Services, and the Government House. The study used the above named ministries and departments as sampling framework from which the respondents were drawn.

The data used in this study are both primary and secondary. The primary data were collected from office files, responses to our questionnaires as well as face-to-face interview. We randomly chose 300 questionnaires, made up of 50 for heads of departments and 250 for the rest of the sampled population. The twp types of questionnaires were reproduced at the back of this thesis as Appendices VIII and IX respectively. Out of the 300 questionnaires distributed, 20 were collected back from the heads of departments, and 200 from the others. This shows that about 80 questionnaires were not returned for one reason or the other, which represents about 26.6% of the

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total number of questionnaires. Since the content of the questionnaire distributed to the heads of departments was somewhat different from the other, an effort was made to distinguish its data from the other in the presentation. The other aspects of the primary data were the responses to the interviews we conducted with government officials, and also information digged from office files.

As for the secondary data, we used information from official documents such as annual reports, approved estimates, reports of committees, just to mention a few. They were also complemented by both published and unpublished materials, seminar and conference papers, and Newspaper account on the subject matter under study. However, I must say that the bulk of our secondary data were gathered from the Military Governor's Office, Civil Service Commission, Ministry of Finance & Economic Planning, and the Audit Department. We have received the required co-operation from the Heads of these Departments in our effort to collect the necessary data.

Although we have acknowledged the co-operation given to us by the heads of the above named departments, it was not the same with other heads of departments and/or our respondents generally. The greater problem we faced was in the area of collecting primary data. For example, we had to visit our

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respondents several times before they could fill the questionnaires and give us back. As for the interview, many of our appointments had to be cancelled and this normally happened at the last minute. However, this was due to the nature of work of some of the officials we wanted to interview. Our problem was further aggravated by administrative bottlenecks and also for the fact that, the period then, was that of general insecurity. In fact, many of our respondents refused to co-operate with us until they were given a photocopy of the letter of approval to collect data from the state government. A copy of the said letter appears as Appendix VI of this thesis.

Notwithstanding the above enumerated problems and difficulties, we were able to collect the required information and we made the best use of it. This is evidenced by what we were able to produce in this work.

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2.7 FOOTNOTES.

1. The New Nigerian, 6th March, 1985, p. 1 (A supplementary Captioned - "Bauchi State strides on").

2. Annual Report of the Bauchi State Agricultural Development Project, Bauchi, 1984, pp. 5 - 6.

3. Bauchi State Diary, 1983, (Government Printer, Bauchi, 1983), p. 11.

4. A.K. Ubeku - Personnel Management in Nigeria; (Benin, Ethiope, 1975), p. 17.

5. Rogers Grègoire - The French Civil Service, (International Institute of Administrative Science, Paris, 1954), p. 172.

6. Louis Fougere - Civil Service Systems: Essays and Text; International Institute of Administrative Science, UNESCO 1967 (Translated by R. Murphy and R. North).

7. Federal Establishment Circular No. 2/1979; Office of the Head of Civil Service, Lagos, Federal Government Printer, 1979.

8. Louis Fougere, Op. Cit., p. 179.

9. P.C. Bartholomew - Public Administration, (New Jersey, Littlefield, 1959), p. 76

10. Bauchi State Civil Service Rule 1977, Government Printer, Bauchi 1977.

11. Report of the Public Service Review Commission in Nigeria, 1974: Federal Ministry of Information, Federal Government Printer, Lagos, 1974.

12. L.K. Caldwell - Improving the Public Service through training, (Agency for International Development, Washington, D.C. 1962), p. 13.

13. Bauchi State Government Policy on Staff Development and Training, 1977, Military Governor's Office, Government Printer, Bauchi, 1977, p. 5.

14. L. Salihu - Voice of Action: "Selected Speeches of Brigadier M.S. Sami, Military Governor Bauchi State, January - December, 1984", Ramadan Press, Bauchi, 1985, p. 149.

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15. The New Nigerian, ____, 6th March, 1985, p. 1 (A supplementary captioned - "Bauchi State Strides on").

16. L.K. Cadwell - Op. Cit., p. 106.

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CHAPTER III

PRESENTATION AND ANALYSIS OF DATA

3.1 Organizational Structure of the Service.

Organizational structure refers to the way in which the component parts or units are put together and made to function within an organization.[1] Organizational structure focuses on two tasks, namely; (i) the differentiation of work, and (ii) the combination of work functions into meaningful jobs. Differentiation of work refers to the division of labour or work specialization intended to enhance performance in a formal organization. The combination of work functions into meaningful jobs means assigning of duties to officials.[2] However, for an organization to achieve its objectives, it has to evolve a co-ordination machinery through which different units would operate harmoniously. Thus, whatever structure an organization finally adopts, it should be specified in relation to the degree of co-ordination required for independent tasks. The co-ordinative function is extremely important in larger and more bureaucratic organizations. According to Geeding et al,

> Basic organizational structure should be composed of three relationships - responsibility, authority and accountability established between personnel, the functions to be performed and the physical factors of the environment.[3]

Before going deep into the requirements of an organization, it might be beneficial to identify the type of organization this study concerns itself with.

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This is due to the fact that there are many types of organizations just as there are many types of structures. The organization we are concerned with here is the governmental bureaucratic organization or the bureaucracy. Various governments the world over employ the use of relatively permanent bureaucracies for the general administration of their respective polities. This was made possible due to its structural attributes or qualities, its limitations notwithstanding. Classical writers on modern bureaucracy have identified it with the following attributes:-

(i) hierarchical arrangement of offices or positions (i.e. a pyramid like structure with each lower office under the control of a higher one);

(ii) division of labour, with specified spheres of competence legitimized as official duties and powers;

(iii) written rules for carrying out assigned tasks, to be applied uniformly;

(iv) impersonality - officials are subject to an impersonal order and formally established norms of conduct and act according to these rules in their contacts with others inside and outside the organization;

(v) officials selected and placed on the basis of technical competence, not considerations such as social status and political affiliations.[4]

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One of the most important things enhancing effective management in a large organization is the span of control. For a good span of control, there should exist small number of people under a particular supervisor. Under such a situation, it is assumed that effective supervision is likely to be observed. Writers like Gulick have suggested that "the maximum number of supervisees to a supervisor should be nine".[5] Other writers are of the opinion that it should be twelve while others are of the opinion that it should be much less. Under the latter category are students like T.S. Raji who believes that for effective supervision to take place, a supervisor should have a maximum of six supervisees.[6] From the organizational chart of the State Civil Service, it could be seen that the Secretary to the Military Government is supervising the work of sixteen agencies. In effect, it means that he has an enlarged span of control going by the above theoretical criterion. Such a situation could not allow effective supervision considering the volume of work involved. At the ministerial level, the situation might not be the same. In the case of Ministry of Agriculture for example, the Permanent Secretary is supervising nine Heads of Divisions who in turn supervise their own units. The number of people involed at the top management level might be small but at the middle management, the story is quite different. The span

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of control in the Ministry of Finance and Economic Planning is as follows: top management 13, middle management 54, and lower cadre 490. This gives us the ratio of 1:4.2:8.3 respectively.[7] According to the above analysis the burden of supervision was placed more on the middle level managers than at the top management. The result of the above analysis correlates with the findings of Baker as discussed under theoritical framework.

The State Ministries and Departments are under heads of departments who are in most cases Permanent Secretaries as mentioned earlier. This indicates that there exists unity of command in the agencies. A good organizational structure must observe the principle of unity of command in order to ensure unity of purpose. The questionnaires administered asked relevant questions regarding the civil service's organizational structure. For example, the respondents were asked to state whether the current hierarchy of their organizations promote division of labour and specialization. The responses could be seen from Table 3.01:-

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TABLE 3.01

Classificiation of responses on whether the hierarchy of the agency promotes division of labour and specialization.

Responses	No.	Percentage
Strongly agree	20	10
Agree	160	80
Cannot decide	10	5
Disagree	10	5
Strongly disagree	0	0
TOTAL =	200	100%

SOURCE: Survey by the Researcher.

Thus from the responses above, the consensus was that the current hierarchy of the respective agencies promotes division of labour and specialization. Our attention was then focused on the issue of rigidity and delay by such organizational structure. It is our intention to find out whether a hiearchical system causes delay and "red-tape". The responses can be seen as presented in Table 3.02:-

TABLE 3.02

Classification of responses to the statement that hierarchical system causes delay and "red-tape".

Responses	No.	Percentage
Strongly agree	20	10
Agree	130	65
Cannot decide	10	5
Disagree	40	20
Strongly disagree	0	0
TTOTAL =	200	100%

SOURCE: Survey by the Researcher.

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The implication of the Table 3.02 responses is that, although they have earlier on agreed that the current hierarchy of their organizations promotes division of labour and specialization, yet they have equally agreed that it causes delay in the performance of their duties. In view of this, we asked their opinions on another statement which says that hierarchical system tends to bring about rigidity in administrative organization and is not conducive to the development of dynamic human relationships amongst its members. The responses obtained are presented in Table 3.03:-

TABLE 3.03

Classification of responses on the statement that hierarchical system tends to bring about rigidity in administrative organization and is not conducive to the development of dynamic human relationship amongst its members:-

Responses	No.	Percentage
Strongly agree	30	15
Agree	100	50
Cannot decide	16	8
Disagree	54	27
Strongly disagree	0	0
TOTAL =	200	100%

SOURCE: Survey by the Researcher

The summary of the responses in Table 3.03 shows that 65% upheld the statement while 27% disagreed with it, and 8% could not decide. Rigidity in organizational operation is typical characteristic of many hierarchically structured organizations.

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From the fore-going, we could say that the organizational structure of the civil service, even though it promotes division of labour and specialization, however, it encourages delay and "red-tape" in administrative actions.

The respondents were further asked a question on how clear were the objectives of their agencies to them. The assumption here is that an employee is likely to pursue vigorously the organizational objectives which are clear to them. A question was posed on how clear were the objectives of their agencies to them and the responses were as in Table 3.04:-

TABLE 3.04

Responses to the question on how clear were the objectives of their agencies to them.

Responses	No.	Percentage
Very clear	81	40.5
Clear	115	57.5
Not clear	4	2

SOURCE: Survey by the Researcher.

In this respect, it was the consensus among the respondents that they are particularly clear about what their organizations seek to achieve. On the pattern of authority relationship, the heads of departments were asked to indicate the existing pattern in their respective agencies. The responses to the question can be found in Table 3.05:-

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TABLE 3.05
Classification of responses on the pattern of authority relationships in the agencies.

Responses	No.	Percentage
Formal	11	55
Formal & Informal	9	45
TOTAL =	20	100%

SOURCE: Survey by the Researcher

The responses on Table 3.05 point to the fact that the authority relationship in the service could not be said to be purely formal. In a classical organization like the civil service, authority relationships are generally expected to be formal. This is because all informal relationships in such organizations are either ignored or are regarded as mere abnormalities. This situation could hardly augur well for the much desired impersonality in the public service.

The heads of departments were further asked a question on the pattern of information flow. This is in line with the fact that a well defined channel of communication enhances information flow, while good information flow on the other hand, encourages employees to effectively communicate with each other. Moreover, a good system of communication would result in better management and workers would feel involved in the day-to-day running of the organization. The ideal thing in an organization is to establish two sets of two-way system of communication, that is, both vertical and horizontal. The latter, that is, horizontal which is a component of the scalar chain principle should be practiced to enable workers on

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the same hierarchical level to communicate directly with each other. The former, that is, vertical system of communication is one commonly practiced in the state. Information flow from top to bottom and from bottom to the top, even though, it is more rapid from the top to the bottom. Another important concept related to organizational structure is delegation of duties. In a well-set up organizational structure, authority should be delegated to the subordinate in the interest of good staff discipline and effective management. For example, Onosode in his report on Presidential Commission on Parastatals stated that:

> One of the greatest strengths of Management in the private sector is the speed with which decisions are taken, communicated and implemented. This happened because well defined responsibilities are carried out at specific levels and within the framework of clearly agreed policy. Sufficient authority is then delegated to each level of management, and every manager is held accountable for the results which he achieved under the system.[8]

Delegation of authority hastens the implementation of decisions which in effect affects the quality and cost of a project or programme. Therefore, two questions were asked; first, on the importance of delegating duties, and secondly, on the criteria used in the process of delegation. The responses are presented in Table 3.06:-

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TABLE 3.06

Classification of responses on the importance of delegation of duties.

Responses	No.	Percentage
Very important	15	75
Important	5	25
Not important	0	0
TOTAL =	20	100%

SOURCE: Survey by the Researcher.

On the criterion for delegation, the heads of departments seem to favour experience as against qualification and friendship, as can be seen from Table 3.07:-

TABLE 3.07

Classification of responses on the criteria for delegation used by the Heads of Departments.

Responses	No.	Percentage
Experience	9	45
Qualification	3	15
Friendship	0	0
Experience and qualification	8	40
TOTAL =	20	100%

SOURCE: Survey by the Researcher.

However, others feel that both experience and qualification are of equal importance in the process of delegation. From Table 3.07, experience has been rated higher than qualification in delegating authority to their subordinates. Considering the emphasis laid on training by the Udoji Review Commission, one would have expected the responses to be in favour of qualification. In addition, looking at this stage of our national development, our civil services need more qualified personnel and

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not merely experienced ones to translate government programmes into concrete realities. It is our opinion that experience alone cannot accelerate productivity and efficiency in all aspects of work. This could be the genesis of the conflicts newly employed graduates usually encounter at the early stage of their entrance into the civil service system. As S.A. Bichi has pointed out implicitly in his critical analysis of the Nigerian Civil Service where he said:

> Efficient officers are forcefully spoilt by the present system. Fresh graduates introducing new ideas are quickly cautioned and rendered ineffective, and they too quickly become victims of 'if you can't beat them, join them.'[5]

The emphasis given to experience could at times be counter productive as personal initiatives and new ideas might be killed in the administrative process. It is not only good to see delegation as very important in the service but it is even more important to have a better criterion of delegating duties. It is proper delegation based on appropriate and adequate criteria which will ultimately have positive effects on performance.

From the fore-going analysis in this section, we conclude that the State Civil Service taken as a single administrative organization is highly hierarchical. This conclusion conforms with the first part of our hypothesis which says that the larger an institution is the taller its hierarchy. Although the organization promotes division of labour and specialization, yet it causes delay and rigidity

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in administrative actions. More-over, because the institution is large, there has been greater tendency towards inflexibility. On authority relationships, it was found to be formal to a greater extent, even though not all relationships were formal. In the light of the above, we are therefore, inclined to accept the first hypothesis as far as the State Civil Service is concerned. This hypothesis states that the larger an institution is the taller its hierarchy, and the greater its tendency towards inflexibility.

In conclusion therefore, the organizational structure of the State Civil Service is a very suitable one. This is because it promotes division of labour and specialization, and more-so, the structure is inflexible. Although the structure causes delay and rigidity in administrative actions, the structure could not be regarded as a bad one. Delay and rigidity could be as a result of following a procedural process established by impartial rules and regulations. Moreover, delay in administrative action is not in itself a bad thing, in that, it ensures thoroughness. It is therefore, a means of avoiding costly mistakes. Finally, the organizational structure of the Bauchi State Civil Service facilitates the achievements of the service objectives.

3.2 Class structure of the service.

The class structure of the service refers to the various units and cadres (professional groups) which compose the service. Like most of its

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counterparts in the federation, the state civil service is made up of the following distinct classes:-

(i) Administrative/Professional;

(ii) Executive/Technical;

(iii) Secretarial/Clerical;

(iv) Messengerial/Manipulative.

These classes were arrived at as a result of the various re-organizations of the service in the country. The service was, during the colonial period, composed of three distinct classes as discussed in the introduction. The re-organiation was made in order to integrate the various classes into meaningful units.[10] Although the re-organization succeeded in doing so; a thorny problem of unhealthy working relationship was created between members of the administrative class and those of the professional class, in particular. This problem became more pronounced especially in 1959, when the merger of related ministries and departments was completed. In 1974, the Udoji Review Commission noted that the relationship between these two classes was one of acrimony and antagonism which had resulted in lack of team work.[11]

In this study, an effort was also made to find out the state and nature of the working relationships between these two important classes of the service. As pointed out earlier, the questionnaires were distributed in accordance with the stratified nature of the service. Even though respondents were not

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asked to write down their names, they were however, asked to indicate the classes of the service they belonged to. A question was asked on their working relationships with other members of the service. The classes were enumerated while the responses against each cadre ranged from very cordial, cordial; to not cordial. Where the respondent says, 'not cordial', he/she was further asked to briefly state why he/she feels that it is difficult to get on with them. The responses in respect of the cordiality or otherwise of their working relationships can be found in Table 3.08:-

TABLE 3.08

Cordiality of working relationships among the members of the Civil Service classes in the State.

Responses	No.	Percentage
Very cordial	29	14.4
Cordial	106	53
Not cordial	65	32.5
TOTAL =	200	100%

SOURCE: Survey by the Researcher.

From the reasons advanced by the respondents for lack of cordiality in their working relationships, the following observations were made:-

(i) Majority of the members of the Professional class indicated that their working relationship with members of the administrative class was not cordial.

(ii) Some members of the technical class also indicated that their relationship with members of the executive class was not cordial. On further interpretation of the responses, we came to the understanding that, this is just an extension of the

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unhealthy working relationship between the members of the administrative and professional classes. This is because the duties of the members of the executive and administrative classes are more in common, and therefore, it is easy for them to understand each other. The same explanation goes for the members of the technical and those of the professional classes.

(iii) Moreover, more than 70% of those who choose 'very cordial' made the choice in favour of the members of their own class. The rest of the responses under the same column followed a particular pattern. That is, members of the administrative class responded 'very cordial' in favour of executive class while the professional class members indicated 'very cordial' in favour of the technical class.

N.B: The observations above were made based on our interpretations of the total responses to the Questionnaire No. 2, Questions 3 (b) and (c).

In addition, the 32.5% who indicated that their working relationship with members of the other classes was in one way or the other not cordial, also advanced a few reasons as an explanation to the situation. Meanwhile, it should be noted that, the responses further revealed that the problems were more rampant in functional ministries than in service ministries and departments. The main issue so far identified (out of the catalogue of reasons advanced by the particular respondents) was 'conflict in authority'.

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For example, one of the common reasons advanced by most professionals against the administrative officers was that: "the administrative staff are status conscious and are in most cases selfish in treating issues in their own favour". The second reason commonly advanced by members of the professional class against the administrative staff was that, they tend to disregard the importance of any other category of workers in the agencies and are also very rigid in decision-making. Rigidity in decision-making process has already been acknowledged in section 3,1 of this Chapter. Rigidity might have arisen as a result of the use of rules and regulations in administrative actions. It should also be remembered that it was earlier on pointed out that members of the professional class have been officially exempted from taking and passing the civil service examinations. It would be possible to say that since only members of the administrative class are more conversant with the rules and regulations, any action they take in consonance with these rules could be judged as rigid by members of the professional class.

From the interpretations of the pesponses to the Questionnaire No. 2, questions 3 (b) and (c), and the subsequent discussions above, three conclusions can safely be made:-

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(i) 'generalist' permanent secretaries are still being posted to functional ministries instead of those permanent secretaries with professional or scientific background. However, the Udoji Review Commission recommended the appointment as well as posting of permanent secretaries with scientific/technical background to functional ministries, and that frequent transfers of these officers should be avoided as far as possible. This is to enable the service benefit from the wealth of experience which was accumulated over time by these officers and also to allow for continuity in policy execution.

(ii) the administrative staff constitute a threat to the progress of professional staff in a functional ministry. The results of our interview on the above subject matter also seem to agree with the above statement on the ground that:-

(a) looking at the state of affairs since the creation of the state, administrative officers had more chances of becoming permanent secretaries than do professional. For example, out of the twenty-nine permanent secretaries in 1984 (as appeared in Appendix III) only seven were professionals;

(b) administrative officers were more rapidly promoted than the rest of the service classes; and

(c) most 'generalist' permanent secretaries, due to the nature of their work, would find it easy

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to trust an administrative officer rather than a professionl one even if the ministry is a functional one (like Ministry of Works). The similar nature of the data from the questionnaires and the findings of our interviews made us to conclude that in a functional ministry, generalist permanent secretaries and their colleagues in the administrative cadre constitute a threat to the progress of professional staff.

(iii) the long established conflict in working relationship between members of the administrative and professional classes still exists in the state civil service. Such unhealthy working relationship could not allow for proper consultations and mutual trust. It could also have adverse effect on personal initiative which is a desirable thing in modern management.

3.3 Growth of the service.

The growth of public organizations over the years has been associated with many factors. While some writers like Baker are of the view that the more a government controls or regulates the life of a country, the more will its civil service grow,[12] others like Sir Vickers are of the opinion that a bureaucratic expansion is an inevitable thing.[13] According to this school of thought, expansion in size of the service is something which is inherent in the system due to its dynamism. On the other hand,

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scholars like Parkinson, were of the view that organizations grow in size over time irrespective of the task to be performed. Indeed, Parkinson holds the view that organizations continue to grow over time and this growth is unrelated to any possible increase in their work. Using various statistical analysis based on the vast masses of data he collected, Parkinson arrived at the conclusion that organizations grow in size at an annual average of between 5.17% and 6.56%.[14] It is therefore based on the Parkinson's Law that we have analysed our data in this section.

As already pointed out, the period of the study is from 1976 - 1984 and within this period, Bauchi State had basically witnessed two types of administrations namely military and civilian. Each of the two had its impact on the growth of the service as will be shown later. This study first analyses the growth pattern of the Ministry of Justice for the period under study. The ministry is chosen because it is the smallest ministry in terms of staff strength, and secondly, it is purely an administrative organization. The data collected and compared were those of 1976 to 1984 as presented in Table 3.09:-

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TABLE 3.09

Ministry of Justice Staff Statistics for 1976 - 1984.

Year	Admin. Class	Professional Class	Executive Class	Clerical/ Secretarial Class	Messengerial/ Manipulative Class	Total
1976	1	3	1	6	5	16
1977	1	9	1	10	13	34
1978	1	4	1	1	26	32
1979	1	6	1	5	22	35
1980	1	18	2	8	34	63
1981	1	19	2	18	39	69
1982	1	22	1	18	28	70
1983	1	14	2	18	37	72
1984	1	26	4	19	39	89

SOURCE: Official records of the State Ministry of Justice, Bauchi, 1985.

From Table 3.09, one can see that the 16 staff of 1976 became the 89 staff of 1984. This shows an overall increase of 456.25% over the nine year period and which approximately represents an average of 50.69% annually.

The growth pattern above can be said to be the same when one looks at the service classes over the years. In order to elaborate further on the service expansion, we looked at those staff who are centrally controlled by the Military Governor's Office. These classes comprised of administrative, executive, and the secretarial/staff (the last of which consist of Confidential/Personal Secretaries). These classes were chosen because they are expected to show planned

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and systematic growth. Figures for three years were chosen for analysis as shown in Table 3.10:-

TABLE 3.10

Centrally controlled staff of the Bauchi State Civil Service for the years 1976, 1979 and 1984.

CLASS	YEAR		
	1976	1979	1984
Administrative	30	64	164
Executive (Admin)	20	66	159
Secretarial Staff	15	32	123

SOURCES: (i) Administrative Officers' disposition list for the years 1976 - 1984; Administration and Cabinet Secretariat, Military Governor's Office, Bauchi: 1985.

(ii) Official records of the Establishment and Service Matters Department, Military Governor's Office, Bauchi: 1985.

(iii) Bauchi State Civil Service: A survey of Actual Manpower (Kaduna, Gamas, 1979).

Table 3.10 contains the staff strength of three of the service classes for three selected years. These classes have witnessed rapid increase in size and the aggregate percentage increase was relatively rapid too. The administrative class recorded an increase of 113.33% between 1976 to 1979 while that of 1979 - 1984 was 156.25%. The Executive class increased by 230% between 1976 to 1979 while between 1979 and 1984, the increase was 140.9%. The Secretarial staff, on the other hand, witnessed 113.33% increase from 1976 to 1979, and between 1979 - 1984, the rise in percentage was 284.37%. These three classes clearly illustrated

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the steady nature of the expansion in the numerical strength of the various classes of the service over the period under study. The overall annual average increase expressed in percentage for the administrative, executive and the secretarial staff has been 49.63%, 77.22% and 80% respectively. This result is similar to that of the Ministry of Justice discussed earlier.

Having touched on some sections or segments of the service, our studies then focused its attention on the overall service growth over the nine year period. In order to make a comparative analysis, the nine year period was divided into two, viz, the first four years of the Military administration, and secondly, the four years of the Civilian administration plus the first one year of the Military administration thereafter (that is, 1984). The State Civil Service staff strength for the period 1976 - 1979/1980, can be seen in Table 3.11:-

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TABLE 3.11

Staff strength of the Bauchi State Civil Service from 1976/77 - 1979/80.

	Ministry OR Department	1976/77	1977/78	1978/79	1979/80
1.	Education	653	858	2,277	1,361
2.	Military Governor's Office	344	199	159	265
3.	Works & Survey	706	978	1,184	1,114
4.	Health	1,164	2,173	1,117	611
5.	Agriculture	1,483	1,686	1,768	1,923
6.	Local Government	372	491	294	289
7.	Finance & Economic Planning	313	455	495	614
8.	Justice	16	34	32	35
9.	Trade & Industry	387	270	177	348
10.	Public Service Commission	28	33	38	42
11.	Audit Department	75	102	115	136
12.	Government House	74	86	99	114
13.	Home Affairs and Information	-	150	355	504
14.	Local Government Service Commission	-	21	18	23
	TOTAL =	5,806	7,536	8,123	7,378

SOURCES: (i) Bauchi State of Nigeria Approved Estimates for 1976/77 - 1979/80, Bauchi.

(ii) Reports of the Public Service Commission 1976/77 - 1979/80, Bauchi, Government Printer, 1976/77 - 1979/80.

The staff strength of each Ministry /Department for each year can be seen from the same table. During that period, there were fourteen ministries and departments with total staff strength as shown above for the four years, 1976 - 1979. The overall percentage increase of the service was 27.08% which represents an average of

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6.77% per annum. This average increase even though for a period of take-off can be regarded as significant especially when one used Parkinson's Law as a yardstick. However, if the increase is linked with dynamism of the system it could be regarded as building-up (that is, level of organizational development), rather than mere expansion.

The second half of the period analysed was that of 1980 - 1984 in order to enable us see the transformation the service went through particularly during the last civilian administration. Below are the relevant statistics in table 3.12 for the period under consideration:-

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TABLE 3.12
Staff strength of the Bauchi State Civil Service for the years 1980 - 1984.

Ministry OR Department	1980	1981	1982	1983	1984
1. Local Government	169	148	142	157	329
2. Audit Department	144	153	173	174	119
3. Civil Service Commission	47	59	81	75	54
4. Office of the Head of Service	149	251	273	342	1,306
5. Social Welfare Youth Sports and Culture	-	506	752	976	-
6. Economic Planning	102	125	136	154	-
7. Works & Transport	1,236	1,476	1,262	2,085	1,270
8. Lands, Housing and Environment	763	892	858	928	-
9. Local Government Service Commission	27	26	32	36	35
10. Finance	591	660	693	705	557
11. Health	1,766	1,441	1,576	2,179	1,281
12. Trade & Industry	114	699	720	590	462
13. Rural Development	478	607	643	739	-
14. Justice	63	69	70	72	89
15. Home Affairs and Information	611	697	246	805	1,363
16. Agriculture	2,605	2,194	1,132	1,398	2,483
17. Governor's Office	202	234	248	268	-
18. Animal and Forestry	-	1,112	1,309	1,535	-
19. Education	2,510	3,780	5,137	5,593	5,808
20. Government House	139	177	164	191	133
21. Department of Parastatals	17	23	32	38	-
TOTAL =	11,802	15,329	15,679	19,541	15,289

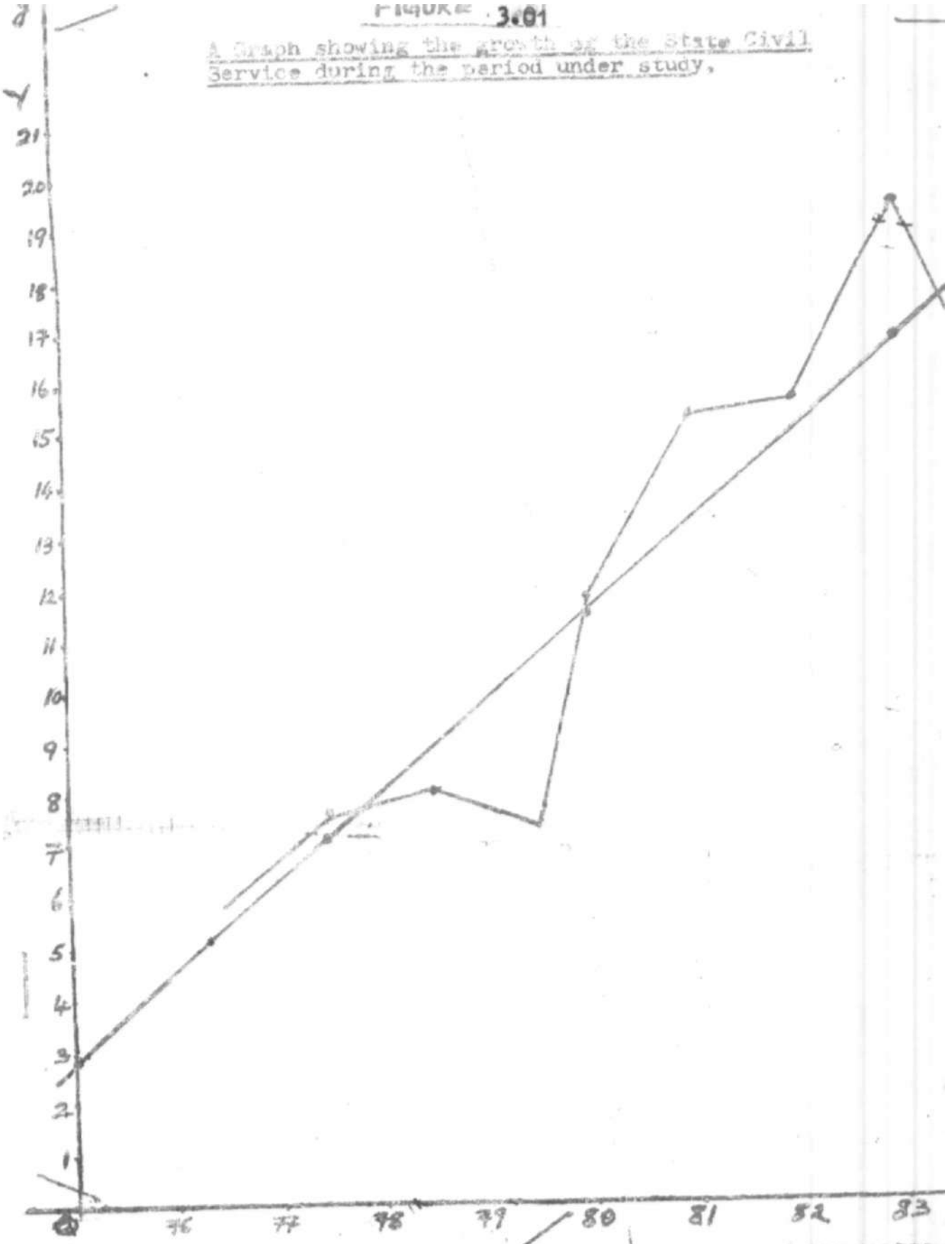
SOURCE: Bauchi State Approved Estimates for 1980 - 1984; Ministry of Finance, Budget Division, Bauchi; and Records of the Civil Service Commission for the same period; Bauchi, 1984.

N.B: Find the graph showing the growth of the service on page 77. The straight line was based on the 'least square line' of the Time Series Analysis Technique.

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FIGURE 3.01

A Graph showing the growth of the State Civil Service during the period under study.



KEY:-

(i) For X axis 2cm = 1 Year
(ii) For Y axis 1cm = 1,000
(iii) The straight line shows the projection of the growth of the service.

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From the table (i.e. 3.12), it could be seen that the service reached its highest point of expansion in 1983 which was the last year of the civilian administration. In addition, the number of ministries and departments increased during the period from fourteen in 1979 to twenty-one. This was made possible by the creation of new ministries and departments. The overall increase in terms of percentage for the five year period stood at 29.55% which represent an average of 5.91% per annum. This average annual percentage increase is less than that of the first four years of the service which was found to be 6.77%. However, the difference is not very significant.

The overall percentage increase for the nine-year period was found to be 163.33% which was an average of 18.15% per annum. Even though the actual percentage increase for each year could not exactly be 18.15% due to fluctuations here and there, nevertheless, it can serve as a good insight into the rate of growth of the State Civil Service. Comparing this figure, with the one found out or established by Parkinson's Law (which ranges from 5.17 - 6.56%) we can say that our figure is higher and even outside the range established by Parkinson. We may, therefore, conclude that Parkinson's Law equally holds as far as the State Civil Service was concerned. On the other hand, the average percentage we have found out was closer to the one found out by Baker in his study of

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bureaucratic growth in Africa. In Baker's study, the average annual percentage rise in the eight countries he studied stood at 12.25%.

The average annual percentage so far established indicates that the Bauchi State Civil Service had witnessed rapid growth; that is, the increase almost doubled the figures established by Parkinson's Law. Reasons for such phenomenon are not far-fetched and some of them can be found in section 3.4 of this Chapter.

Meanwhile, our study also wanted to find out whether the establishment of a new division/unit in an agency was related to increase in staff size. The responses are presented in Table 3.13:-

TABLE 3.13

Classification of responses on whether the establishment of a new division/unit is related to the increase in staff size.

Responses	No.	Percentage
Yes	6	30
No	12	60
Not sure	2	10
TOTAL =	20	100%

SOURCE: Survey by the Researcher,

The responses in Table 3.13 indicate that the setting up of a new division/unit is not a function of the increase in the size of staff. It could then be deduced that an agency creates or establishes an additional division/unit either due to the increase in its functions or when the political

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leadership decides to do so. We therefore, wanted to find out the relationship between the increase in staff strength in an agency and the functions it performs. The responses are presented in Table 3.14:-

TABLE 3.14

Classification of responses on whether an increase in the number of staff in an agency is followed by a corresponding increase in the tasks to be performed.

Responses	No.	Percentage
Yes	12	60
No	6	30
Not sure	2	10
TOTAL =	20	100%

SOURCE: Survey by the Researcher

The responses in table 3.14 were almost in the reverse order when compared with those of table 3.13. There appears a positive relationship between increase in the number of staff and the tasks it performs. This shows that increase in staff is directly related to the expansion of ministerial responsibilities. Stated differently, increase in the tasks of an agency leads to or is a function of organizational expansion in terms of personnel.

One point of interest which is worth noting under this section concerned the pattern of growth of the civil service. Although all the ministries have increased in size over the period under study, the increase in functional ministries is somewhat remarkable. In particular, the expansion in size

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was more rapid in five ministries namely Education, Health, Agriculture, Works, and Trade and Industry. In fact, most of the parastatals in the State were carved out of these Ministries. For example, five parastatals were established or carved out from the Ministry of Trade, Industry and Co-operatives. These are, Bauchi State Investment and Property Development Company, State Hotels Board, Yankari Insurance, Essential Commodities Distribution Agency, and the Nigerian Asbestos Limited, Bauchi. This shows the increasing desire on the part of the state government to embark on development-oriented administration. By 1984, some of these development institutions had grown so large that they doubled the size of their parent ministries. For instance, the Health Management Board was established in 1978/79 from the Ministry of Health. By December, 1984, it had a staff strength of 3,401 while the staff of the Ministry of Health for the same period stood at 1,281.

3.4 Factors responsible for the Growth of the service.

The last section tried to establish the rate as well as the nature of the growth of the service. In this section, we are interested in finding out the factors responsible for such noticeable expansion in size. The respondents both for the questionnaires and those interviewed advanced a wide range of reasons for such phenomenon. These reasons are: changing character of government business; establishment of

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development institutions; increase in resources; politics and wrong policies.

In our consideration of the evolutionary history of the Nigerian Civil Service, we indicated that it was a major legacy of the colonial service. It was a service designed solely for the collection of revenues mostly in the form of taxes. This was regarded as the traditional responsibility of the civil service. Over the years, the character of government business has changed in line with the new demands of the society. In short, widening of scope of government activities is one of the reasons for the growth of the civil service. This is in line with the theory of the increase in size of the State propounded by a German Economist named Adolf Wagner. Wagner formulated the 'law of the increasing state activity' in which he recognizes that 'governments tend to increase in size more than the proportion to the increase in population'.[15] He attributed this to urbanization and industrialization. These two issues normally create a chain of problems to government which occasion its expansion in order to get them solved.

Closely related to widening of scope of government activities is the establishment of development institutions to render efficient socio-economic services to the people. From its creation, the state government has come to accept the responsibility of being a vehicle for bringing about

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socio-economic change and general development of the State. This new role of government necessitated the creation of structure to be manned by qualified personnel for the discharge of the new responsibilities. Thus, the State embarked on the establishment of quasi-government agencies for such purposes. For example, there was only one parastatal in 1976 (that was Water Board), but by 1984, the number of such agencies had increased to sixteen. These are Water Board, State Development Board, Pilgrims Welfare Board, Bauchi College of Arts and Science, State Hotels Board, Advanced Teachers' College, Health Management Board, Sports Council, Bauchi State Agricultural Development Project, Bauchi State Investment and Property Development Company, Bauchi Radio Corporation, Essential Commodities Distribution Agency and Nigeria Asbestos Limited, Bauchi. Some of these bodies provide purely economic services while majority of them provide social services. It is with regard to this that Tukur et al observed that:-

> After independence..... the government realised the need for new administrative units or departments to be established to foster industrial development; manage new state of economic enterprises; raise agricultural output, develop natural resources, improve transportation and communication, reform educational system and to achieve other varied goals such as provision of public health services, housing and so on. This array of functions need more than a handful of operators to execute them effectively. This makes the growth of civil service an inevitable phenomenon.[16]

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Another factor mentioned by the majority of the respondents was the increase in resources, particularly revenue. The increase in the oil revenue and other sources of revenue enabled the state government to plan for gigantic development activities. The consequence was that, beside the establishment of more administrative units as well as other institutions, the pace of development was rapidly accelarated through the hiring of expatriate staff and technical partners. The increase in revenue can be seen from table 3.15:-

TABLE 3.15
Approved Estimated Receipts for the Bauchi State Government for the fiscal years 1976/77, 1979/80, 1982 and 1984.

Year	Recurrent	Capital	Total
1976/77	82,538,650	102,730,440	185,279,090
1979/80	141,790,575	103,351,659	238,552,945
1982	196,121,905	254,229,110	450,421,015
1984	172,932,800	71,612,640	244,545,440

SOURCE: Bauchi State Approved Estimates for the year 1976/77, 1979/80, 1982 and 1984; Bauchi, 1976 - 1984.

Table 3.15 indicates a steady rise in revenue which enabled the State Government to embark on gigantic programmes. The fiscal year 1982 was the year in which the oil revenue reached its peak and then started to decline thereafter. The dependence of state on the Federal Statutory allocations for recurrent receipts had been 75% in 1976/77; 78.3% in 1979/80; 80.42% in 1982 and 79.70% in 1984. One interesting point was that, for the financial years 1976/77 and 1979/80, "the state realized a surplus

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revenue of ₦7,552,435.42 and ₦6,619,285 respectively".[17] However, deficit budgeting characterized the period of the civilian administration. For example, in 1982, the total receipt was ₦450,421,015 while the total expenditure for the same period stood at ₦584,451,510.[18] This shows a deficit of ₦134,030,495. The military reversed this trend and embarked on preparation of balanced budgets from 1984. The resources available to Government is an important factor in the increase in size of public organizations. Colm, in a study of state and local government expenditure identified four methods by which increase in size of government occurs:-

(i) the need for public services;
(ii) the desire for superior services;
(iii) the resource available for government use; and
(iv) the increase cost of public service.[19]

Politics has also been identified as one of the factors responsible for the increase in the size of the state civil service. During the last civilian era, there was a tremendous increase in size of the state civil service as noticeable by glancing at Table 3.12 of this Chapter. It can be seen that by 1983 the staffing position had multiplied almost four fold when compared to a base period of 1976/77. The rapid rise in staff during the Second Republic could be attributed to efforts made at political compensation. The common saying during the period was 'creating jobs for the boys'. However, of particular interest was that, a greater percentage

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of this increase was in the lower cadres of the service. Moreover, it was during the Second Republic that a number of departments were up-graded to full-fledged ministries in order to create more vacancies. For example, the Ministry of Agriculture was divided into Ministries of Agriculture and Produce Inspection, and Animal Health and Forestry Resources. The Department of Land and Survey was on the other hand, up-graded to the Ministry of Lands, Housing and Environment. In addition, some Departments were re-organized and sub-divided into two. For instance, the Establishment and Service Matters Department was, in 1982, divided into Establishments Department and Manpower Development and Management Services Department under the Office of the Head of Civil Service.

The creation of such administrative units was equally matched by the appointments of public officers particularlly Permanent Secretaries. In April, 1976, there were nine permanent secretaries while as of 1st May, 1979, the number of permanent secretaries increased to fifteen. By December, 1984, the number of permanent secretaries had risen to thirty. The problem of such appointment is that it could not be reversed. This problem created a situation whereby many high ranking officers (particularly permanent secretaries) were competing for headships of few agencies. When one looks at such appointments more critically, the deeper implication was that,for each appointment to the post of permanent secretary

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about six vacancies are automatically created in the service as a whole. For example, a permanent secretary is by appointment, entittled to a driver, a personal secretary, a messenger, a cook, a night-watchman and a gardener. For each of such appointments, therefore, the ultimate effect was increase in the size of the civil service as well as additional monetary commitment to the State Government. A short brief on the State's Permanent Secretaries can be found in Appendix III.

3.5 Financial Consequences of the growth of the service.

In this section, it is our intention to find out the financial implications of the bureaucratic growth on the resources of the State. It has been noted in section 3.3 that there was a noticeable expansion in the size of the State Civil Service within the period under study. The first and foremost financial consequences of increasing the size of an organization is the problem of salary payment. In a public organization, the total burden of salaries immediately increases and requires either an increase in taxation or a diversion of funds from other areas of public expenditure.[20] However, increased taxation has political implications. This problem becomes more serious in an era of economic crisis like that of 1984. During the last civilian administration, there was general laxity in terms of internal revenue generation in the state. Despite the political

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promises which needed money in order to execute them effectively, very little effort was made to collect the internally conservatively estimated revenue. The Government depended greatly on the monthly statutory allocations from the Federal Government and also embarked on a series of loan agreements to finance capital projects. As a result of the dwindling oil revenue, and the fact that some of these loans had matured, and were therefore, ready for servicing, the state government under the Military administration in 1984 enacted some unpopular edicts in order to generate more revenue internally. This led to the introduction of fees, taxes and levies which were not popular with the general public.

In the civil service, the rapid increase in expenditure was accelerated by the provision of fringe benefits to the civil servants. These include housing, medical facilities, basic transport allowance and passages, particularly for expatriate officers. Substantial amounts allocated for 'other charges' are annually used for the provision of these services and benefits. It is in realization of the substantial nature of the sums usually allocated for allowances that made the State Government to suspend a lot of them with effect from the 1984 fiscal year.

In his study of bureaucratic growth in Africa, Baker stated that the civil services are extremely expensive pieces of public property - taking up between

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30% and 40% of their annual recurrent budget.[21] Based on such premise, we attempted to find out the percentage consumed annually by the state civil service from the recurrent expenditure over the period under study. Our aim was to establish some degree of conformity or otherwise with Baker's findings. In order to make a good analysis, the total allocations for the service was examined in an aggregate form while at the same time effort was made to find out the situation in some selected ministries.

The State total allocations for personal emoluments kept on increasing somewhat in line with the growth of the service. These increments were also reflected in the total approved recurrent expenditure - which kept on rising over the nine-year period. Table 3.16 shows the total personal emoluments of the State Government as a percentage of the approved recurrent expenditure from 1976/77 - 1984.

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TABLE 3.16
The total Personal Emoluments as a percentage of the Approved State Government Recurrent Expenditure: 1976/77 - 1984.

Fiscal Year	Total Personal Emoluments	Total Recurrent Expenditure	% of P.E. over Recurrent Expend.
1976/77	10.75	82.54	13.02
1977/78	13.01	90.87	14.32
1978/79	12.81	99.30	12.90
1979/80	13.53	141.17	9.58
1980	15.49	151.23	10.24
1981	33.62	231.25	14.54
1982	33.88	217.22	15.60
1983	46.50	273.93	16.98
1984	52.63	172.93	30.43

SOURCE: Bauchi State of Nigeria Approved Estimates for the fiscal years 1976/77 - 1984, Bauchi.

As shown in Table 3.16, the percentage of the personal emoluments over the approved recurrent expenditure kept on fluctuating from year to year. However, the general trend was that of growth from 13.02% in 1976/77 to 30.43 in 1984. The average annual percentage for the nine-year period has been 15.29%. On the face of it, the average percentage is lower than the 30% - 40% Baker found out in his study. However, the aggregate percentage may not give a true picture of what obtained in each Ministry. In this light, three ministries were selected and accordingly analysed as can be seen from Table 3.17:-

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TABLE 3.17

The total Personal Emoluments of the Ministries of Finance, Works & Transport and Justice as percentages of their Approved Recurrent Expenditure: 1976/77 - 1984.

Year	Finance	Works & Transport	Justice
	%	%	%
1976/77	58.85	38.62	93.10
1977/78	59.58	36.76	94.03
1978/79	65.31	49.11	94.05
1979/80	66.44	48.26	95.02
1980	62.74	47.00	97.02
1981	78.85	69.45	91.15
1982	67.86	65.33	93.08
1983	65.90	76.12	93.12
1984	81.85	80.38	95.03
Annual Average Percentage	67.49	56.78	93.95

SOURCES: Office of the Chief Budget Examiner, Bauchi State Ministry of Finance and Economic Planning, Bauchi, 1985.

N.B: See Appendix No. IV for the actual allocations to the Ministries.

The percentage for each of the Ministries shown in Table 3.17 is actually higher than that of Table 3.16 and also higher than even the one found out by Baker. The case of the Ministry of Works and Transport is of particular interest being a functional Ministry. On the other hand, the Ministry of Justice being purely a service Ministry (that is, without capital projects to execute), its percentage is considerably higher than the two other ministries. The average percentages for each of the three ministries namely; Finance, Works & Transport and Justice were 67.49%; 56.78% and 93.95% respectively.

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The findings in Table 3.16 indicate that the total personal emoluments have not been too much a burden on the recurrent expenditures over the years. It could therefore, be concluded that the civil service has not been a self-serving institution as far as its up-keep vis-a-vis the resources available to the State Government was concerned. However, if we are to go by the findings on Table 3.17; the above conclusion could not hold because over 50% of the recurrent expenditure of the sampled ministries were expended on personal emoluments. In this case, the conclusion could be that there was high cost of running the service. Although the previous tables were based on recurrent expenditure allocations, table 3.18 presented below shows the total personal emoluments for each year expressed as a percentage of the approved State Government Expenditure:-

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TABLE 3.18

The total Annual Personal Emoluments as a percentage of the State Government Approved Expenditure 1976/77 - 1984.

(₦m)

Fiscal	Approved Govt. Expenditure	Total Personal Emoluments	Percentage
1976/77	185.269	10.751	5.8
1977/78	224.860	13.013	5.79
1978/79	200.275	12.813	6.39
1979/80	238.523	13.535	5.67
1980	269.804	15.488	5.74
1981	480.852	33.620	6.99
1982	574.228	33.876	5.9
1983	596.792	46.504	7.79
1984	244.545	52.631	21.52

SOURCE: Bauchi State of Nigeria Approved Estimates for the fiscal years 1976/77 - 1984' Bauchi.

The analysis based on the figures on Table 3.18 shows that the personal emolument as a percentage of the total approved budget of the state ranged between 5.8% to 21.52%. The average percentage for the nine-year period, 1976 - 1984, was calculated to be 7.95% which may not be regarded as high. In conclusion therefore, the growth of the civil service over the period under study was not the major cause of the financial crisis the state had found itself in. This position was arrived at by considering the total personal emolument as a percentage of both the recurrent and the total estimates over the period under study, and it was found out that the percentage had remained somewhat insignificant.

The analyses in sections 3.3 and 3.5 have revealed that the service had witnessed an irregular growth. It was so in that the growth did not follow

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any definite sequence or order. Whereas in some years the service had witnessed a significant increase, in others, it witnessed significant decrease. One is therefore, inclined to say that the growth of the service during the period under study was not orderly. On the other hand, the growth, beside being irregular, it was also rapid. This is because it stands above the standard we have accepted here as normal. It should be noted that we have earlier defined rapid growth of an organization as an annual increase of 6.25% and above, in its staff size. In the case of the Bauchi State Civil Service, our analysis showed that its annual growth rate was 18.15%. On comparison therefore, we can conclude that the growth of the service during the period under study was very rapid.

Using the total personal emoluments, the estimates for the years vis-a-vis the number of staff under the service, we have found out that although the growth of the service was very rapid, yet, the amount expended on personal emolument was not very significant. We therefore, come to the conclusion that the size of the civil service (viewed in terms of resources expended for its up-keep) was not the main factor which led to the state's financial crisis. In other words, the state's financial predicament could not be justified on the size of the civil service. In the light of this, we reject our second hypothesis. This hypothesis states that, in the past nine years,

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the civil service has witnessed a rapid growth which led to government's financial crisis.

3.6 Staff turn-over and its effects on the service.

Staff turn-over is a natural phenomenon in any organization. Just as organization expands over time, so also organizational members leave, therefore creating vacancies to be filled by direct appointments or through promotions. These departures could be made willingly or through disciplinary actions, that is to say, they can be at the initiative of the individual staff or at that of the organization concerned. In the public service, turn-over comes mostly as a result of one of the following: dismissal, termination, resignation, withdrawal, retirement, transfer, secondment, postings, and death. Thus, every year, a number of civil servants are lost as a result of the above enumerated factors. In the Bauchi State Civil Service, the number of such officers lost can be seen from Table 3.19:-

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TABLE 3.19

Staff Turn-over in the Bauchi State Civil Service from 1976/77 - 1984

Year	Dismissal	Termination	Resignation	Retirement	Death	Total
1976/77	-	-	29	-	4	33
1977/78	42	14	88	16	9	169
1978/79	65	43	193	14	16	331
1979/80	31	15	91	9	10	156
1980	40	33	80	12	15	180
1981	69	78	303	30	52	532
1982	18	22	38	28	26	132
1983	22	54	15	64	23	178
1984	162	829	21	128	20	1,160
TOTAL =	449	1,088	858	301	175	2,871

SOURCE: Various Reports and Records of the Bauchi State Civil Service Commission, Bauchi, 1985.

Going through table 3.19, one is bound to make a number of observations. In the first place, from 1976 to 1984, the trend of the general turn-over has been on the increase just as the service expanded over the period. The turn-over in 1981 could be attributed to the bouyant nature of the national economy then, as well as the politicking during the period. However, of particular significance was the turn-over in 1984, which almost doubled those of the previous years when put together. The most likely explanation could be the fiscal measure taken by the Government during that financial year. The fiscal measure in question was the reduction in public expenditure as a result of the then economic predicament and which resulted in the

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retrenchment exercise.

Meanwhile, before going to aseertain the reasons and justifications of the retrenchment exercise, it would be partinent to establish the accurate figures of the casualties of the exercise. The total staff laid-off was officially given by the State Government as follows:-[22]

(i) Dismissal - 165
(ii) Termination - 860
(iii) Invalidation - 11
(iv) Retrenchment - 97
TOTAL = 1,133

The 1984 figures on table 3.19 on the other hand, totalled 1,160. When compared with the above figures, one could easily say that there was no much disparity between the two figures. However, our study cross-checked the genuineness or otherwise of the figures found from the records of the Civil Service Commission with those of the Audit Department. At the Audit Department we found copies of the retrenchment letters addressed to individual officers kept in the files of their respective ministries and departments. Although we were not able to have access to all the relevant files under the subject matter (because some volumes were at the Government House then), yet we found out the following figures as presented in Table 3.20:-

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TABLE 3.20

Figures of the 1984 Retrenchment Exercise found from the Records of the Audit Department:-

Ministry /Department	Number
Military Governor's Office	3
Finance & Economic Planning	16
Agriculture & Natural Resources	420
Works & Transport	294
Education	235
Health	115
Information, Social Welfare, Youth, Sports and Culture	40
Trade, Industry & Co-operatives	188
Local Government & Community Development	19
Justice	-
Audit	-
Civil Service Commission	-
Government House	17
Local Government Service Commission	4
TOTAL =	1,351

SOURCE: Records of the Bauchi State Audit Department, Bauchi, 1985.

The figures in Table 3.20, when compared with those officially given by the State Government show a difference of 218. This difference is significant because it represents about 20% of the officially given figures. The figures found at the Audit Department are far from being accurate in the light of the results of our interview. According to our interview with some top government

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functionaries, a total of 1,930 staff from the main service were laid off during the 1984 retrenchment exercise.[23] In view of the interview results, we were made to cast some doubts on the accuracy of the previous figures found out from both the Civil Service Commission and the Audit Department.

As a result of these differences found out between the figures from the three sources, one can safely make two conclusions. First, the total number of staff laid-off from each of the three sources was higher than that officially given by the State Government, and that the actual number of staff retrenched could likely be higher than the ones so far established. Secondly, the statement above, establishes that there was disparity between the official figures and the ones so far found out by this study. We also attempted to find out the advantages and disadvantages of the retrenchment exercise in the State civil service. Our intention here was to find out whether "deadwoods" were removed from the service and also to find out whether their removal had resulted in improved performance. The responses on the first issue are presented in table 3.21:-

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TABLE 3.21

Classification of responses on whether the 1984 retrenchment exercise had resulted in removing "deadwoods" from the service.

Responses	Number	Percentage
True	70	35
False	130	65
TOTAL =	200	100%

SOURCE: Survey by the Researcher.

The responses from table 3.21 implied that, to a greater extent, "deadwoods" in the service were not removed. By inference therefore, it means that the right people who were supposed to have been removed and whose removal was expected to improve the output of the service were not removed. In the light of the objective of the exercise therefore, it can hardly be argued that the exercise was successfully or even fairly conducted. This means that either the criteria used or the manner in which the exercise was conducted must have been faulty. As such, the exercise was likely to produce some side effects. The opinion of the respondents was sought on whether the exercise had any effect on the performance of the civil servants. Their responses on this issue are presented in table 3.22:-

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TABLE 3.22

Retrenchment Exercise had improved the performance of the Civil Servants in the past one year.

Responses	Number	Percentage
Strongly Agree	20	10
Agree	46	23
Disagree	80	40
Strongly disagree	54	27
TOTAL -	200	100%

SOURCE: Survey by the Researcher.

Looking at the above response, it is difficult to say that the exercise had resulted in an improved performance of the bureaucrats. Table 3.21 had indicated that the exercise was not fairly conducted while results of table 3.22 show that it had not improved the output of the service. In view of the above statement, the respondents were further asked to say whether or not the exercise was a witch-hunting one. The responses are presented in table 3.23:-

TABLE 3.23

Classification of responses on whether the retrenchment exercise was a witch-hunting one.

Responses	Number	Percentage
True	130	65
False	70	35
TOTAL =	200	100%

SOURCE: Survey by the Researcher.

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The majority of the respondents from Table 3.23 were in agreement with the statement. Based on the various issues raised in this section, it was possible to infer that the exercise as conducted in the state had not assisted in removing "deadwoods" from the service. Moreover, it could not be said to have been conducted fairly.

The retrenchment exercise was generally associated with the economic predicament of the country. Therefore, another way of looking at the exercise was that it was an exercise to save cost in view of the precarious economic situation of the state in 1984. Responses in this regard are tabulated below:-

TABLE 3.24

Classification of responses on the statement that retrenchment was an exercise to save cost.

Responses	Number	Percentage
True	147	73.5
False	53	26.5
TOTAL =	200	100%

SOURCE: Survey by the Researcher.

The respondents have indicated that it was an exercise to save cost. This shows that there was general agreement with the statement. However, a question that could easily arise was whether the agreement could be justified by the actual finances of the state government particularly in 1984.

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In addition to the above analyses, we felt that it would be interesting to highlight the average annual personal emolument per civil servant allocated to the civil service between 1976/77 to 1984. Table 3.25 gives a good picture of the situation:-

TABLE 3.25
The average Personal Emolument per civil servant allocated to the Bauchi State Civil Service: 1976/77 - 1984.

Year	Total No. of Civil Servants	Total Personal Emoluments (₦m.)	Average Annual Personal Emolument per Civil Servant
1976/77	5,806	10.751	1,851.74
1977/78	7,536	13.013	1,726.83
1978/79	8,128	12.813	1,576.41
1979/80	7,378	13,534	1,834.48
1980	11,802	15,487	1,312.31
1981	15,329	33,620	2,193.24
1982	15,679	33.875	2,160.59
1983	19,541	46,504	2,379.82
1984	15,630	52,630	3,442.38

SOURCES: (i) Bauchi State Approved Estimates for the financial years 1976/77 to 1984; Bauchi.

(ii) Reports and records of the Civil Service Commission, Bauchi; Government Printers, 1976 to 1984.

The average annual personal emolument per civil servant in the state for the period under study was almost similar to the one found out by Bala Usman in respect of the Federal Government. On the basis of this therefore, the opinion of Usman

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that there was no basis for the retrenchment exercise equally holds, that is, it could not be justified on financial grounds.[25] We are therefore, inclined to conclude that the retrenchment exercise as conducted in the State was more in compliance to a general Federal policy than purely based on internal financial crisis.

Finally, our analysis in this section had so far indicated that there exists wide disparity between the figures released by the State Government and the actual number of employees laid off during the 1984 retrenchment exercise. Moreover, due to the way and manner the exercise was conducted, it had produced a lot of side effects which have negative consequences on the performance of the bureaucrats.

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3,7 FOOTNOTES.

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4. F.A. Nigro & L.G. Nigro - Op. Cit., p. 124.

5. F.A. Nigro & L.G. Nigro - Op. Cit., p. 128.

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7. The Span of Control in the Ministry was based on the service salary structure. We grouped salary grades GL 01 - 07 as lower cadre, GL 08 - 12 as middle management and GL 13 - 16 as top management. The 557 staff were made up of the following GL 01 - 86; 02 - 69; 03 - 127; 04 - 78; 05 - 58; 06 - 48; 07 - 24; 08 - 14; 09 - 17; 10 - 13; 12 - 10; 13 - 8; 14 - 2; 15 - 1; and 16 - 2.

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13. G. Vickers - The Art of Judgement, (London, 1965), p. 137.

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21. C. Baker and M.J. Balogun - Op. Cit., p. 18

22. L. Salihu - Voice of Action: Selected Speeches of Brigadier Mohammed Sani Sami, Military Governor of Bauchi State, January - December, 1984., (Bauchi, Ramadan Press, 1985), p. 59.

23. Results of the interview conducted on the retrenchment exercise, September, 1985. The interview was conducted with the Permanent Secretary in charge of Establishments and Service Matters Department of the Military Governor's Office, Bauchi. In fact, she said that originally the figure was 2,136 but after further screening by the Civil Service Commission, it came down to 1,930. It was this latter figure which was finally approved by the then Military Governor, Brigadier M.S. Sami.

24. L. Salihu, Op. cit., p. 59.

25. Sunday Triumph, July 7, 1985, p.9 (A serialization of the memorandum submitted by Dr. Y. Bala Usman to the Prof. Dotun-Phillips study-Group on the re-organization of the Civil Service, 1985).

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CHAPTER IV

CONCLUSION AND RECOMMENDATION

4.1 Conclusion.

The civil service as an organization is continuously receiving attention not because it is part and parcel of the administration, but because it is a public institution whose activities affect the life of almost every citizen. It exists to give effect to policy decisions made by the political class. In order to effectively and faithfully accomplish such tasks, the civil service must, of necessity, have the capability as well as the capacity to do so. These abilities are what newly created civil services seek to achieve particularly in a developing federal state. Thus, the scope of this study was limited to Bauchi State; a state which was created in February, 1976. Right from inception, the State was aware of its shortcomings in terms of the personnel which were capable of implementing its gigantic development programmes. It is in view of this that it embarked on mass training programme for its staff at the various institutions of learning both within and outside the country. In addition, it embarked on numerous recruitment tours with a view to hiring more competent hands to fill the available vacancies. As was found out, this exercise was a quarterly as well as an annual event throughout the period of this

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study. Naturally, the attempt to fill the available vacancies over the years resulted in the expansion of the size of the civil service which by 1984, had become a topical issue. However, it should be pointed out that the rapid expansion in the size of the public service cannot be divorced from the various administrations we have had in the State. It is against this background that this study examined the structure and size of the Bauchi State Civil Service in the first nine years of its existence.

A good organizational structure is normally based on good management principles like those propounded by Henri Fayol. Although not all organizations are opportuned to have such characteristics, elements of their existence are of crucial importance if the organizational structure is to facilitate the achievement of the organizational goals. The State Civil Service was found to be very hierarchical and whose implications are too obvious. One of such implications is that various levels of authorities exist in an organization which must be properly co-ordinated. In addition, authority must be adequately delegated for the efficient discharge of the organization's functions which also call for a smooth flow of information. For such organizational structure to function well, rules and regulations must be spelt out clearly in order to ensure compliance and administrative effectiveness.

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The State Civil Service was found to be composed of nine ministries and seven departments. These Ministries and departments have more than forty administrative divisions beside zonal and field offices. The co-ordination of these agencies and units is therefore, not an easy task to the state authorities. The organizational structure of the Ministry of Finance which appears as Appendix II would convince one that really the agencies are hierarchically structured. It is in this respect that we conclude that the State Civil Service, viewed as a single administrative organization, is a hierarchically structured organization.

On further interpretation of the data gathered, the agency's hierarchy was found to promote division of labour and specialization. Surprisingly, however, the same respondents indicated that the present hierarchy of the agencies tend to bring about rigidity in administrative actions and is not conducive to the development of dynamic human relationships. From the fore-going, we are, therefore inclined to believe that the organizational structure of the Bauchi civil service is a very suitable structure which will facilitate the achievement of the service objectives.

Our attention was then directed to the system of communication, and delegation of authority. System of communication in an organization determines the

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pattern of information flow. A good communication system helps to transmit messages faster and also accelerate the process of accomplishing a given task. The information flow is found to be both Top-Down and Bottom-Up. However, the flow is more rapid from Top-Bottom which is a common phenomenon of hierarchically structured organizations. On the issue of authority relationships, it was found to be both formal and informal, even though the majority of the heads of departments have indicated that it was formal. The implication of informal relationship in a classical type of organization is that rules and regulations could not be impartially applied. On the question of delegation, it was acknowledged to be important for it hastens the implementation of decisions. On the criteria for delegation, experience was found to have ranked higher than qualification despite the service's urgent requirement of qualified technocrats to translate into concrete realities the various governmental socio-economic policies.

The Bauchi State Civil Service is made up of six different classes which are expected to work harmoniously in order to promote efficiency. However, this study has revealed that the administrative class constitutes a threat to the progress of members of the professional class in a functional Ministry. We, therefore, concluded that the long established rivalry between members of the administrative and those of the professional classes still exists to a

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significant degree in the state civil service. It is our opinion that such unhealthy working relationships between the members of the senior cadre in the service could have a lot of negative consequence on their performance.

Furthermore, in the course of our analysis, we were able to state the size of the service for each ministry/department in each of the nine year period. The data were analysed using Parkinson's Law as our frame of reference. Whereas Parkinson's Law states that an administrative organization averagely increases in size at the rate of between 5.17 - 6.56% per annum, our study found out that the average annual growth of the state civil service was 18.15%. We, therefore, concluded that the rate of growth of the state civil service is higher than the rate established by Parkinson's Law. In addition, it is also higher than the one established by Baker's study on bureaucratic growth in Africa. However, ours is closer to that of Baker than that of Parkinson.

Our analysis of the service growth further indicates that during the nine-year period, the civil service had witnessed an irregular growth. For example, while the numerical strength of the service in 1978/79 and 1979/80 was 8,128 and 7,378; the size in 1980 and 1981 was 11,802 and 15,329 respectively.

In order to find out whether the growth of the service had contributed to the State's financial crisis the following observations were made: that

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the total personal emolument of the State Government expressed as a percentage of the approved Government Expenditure stood at an average of 7.95% annually. In addition, the average annual personal emolument per civil servant allocated to the State Civil Service for the period was found out to be just an average of ₦2,020 per annum. We therefore, came to the conclusion that, even though the service had witnessed a very rapid growth; yet it's growth could not be said to be significantly responsible for the state's financial crisis. The State's financial crisis could however be attributed to the dwindling revenue from the statutory allocations. In addition, the loans raised during the civilian administration to finance its deficit budgets and which have now matured for repayment are an important contributory factor to the State's financial crisis.

Having established the trend of the growth of the civil service, it then became a point of interest to find out the factors responsible for such a phenomenon. From the various data available, both primary and secondary, many factors were identified as being responsible. First was the widening scope of government activities due to the various demands by its citizens over the years. Secondly, the creation of development institutions for the efficient provision of socio-economic services. For example, Bauchi State Development Board, Bauchi State Water Board, Bauchi State Property and Investment Development Company, Bauchi State

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Agricultural Development Programme, etc, were all established during the period under study. Of equal importance as a factor was the increase in oil revenue which empowered or enabled the State to embark on gigantic projects. The implementation and maintenance of these projects require expertise knowledge and therefore, necessitated the hiring of qualified personnel as well as technical partners. Fourthly, the advent of politics in 1979 was also regarded as one of those factors which contributed to the growth of the service. In fact, it was during the civilian era that the service witnessed what can be regarded as very rapid expansion. For example, the size of the service expanded from 7,378 in 1979/80 to 19,541 in 1983 - which represented an annual average growth of 41.21% within four years only.

The growth of the service also had its financial implications. Generally, the financial consequence was less than what was originally assumed. While Baker had found that an average of 30 - 40% of recurrent expenditure was allocated to personal emolument in many of the African countries he had studied, the percentage in the State was somewhat lower. In fact, the average total personal emolument of the State Government as a percentage of the approved government expenditure during the period under study stood at 7.95%. The Civil Service did not constitute itself as a great financial burden on the State's resources and cannot be regarded as a self-serving

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This fact was even acknowledged by the then Secretary to the Federal Military Government and Head of Civil Service, Mr. Grey Longe in his 1985 Public Lecture Series.

4.2 Recommendations.

As was its aim, the study has made some revelations. It has exposed the areas of strengths as well as weaknesses of the State Civil Service. It is with regard to the weaknesses exposed that we make the following suggestions for the much needed improvement of the service:-

(i) Since the study had found out that the organizational structure of the service causes delay and rigidity in administrative processes; such delays and rigidity must in one way or the other affect the efficiency and effectiveness of the service. Delays in administrative actions may also bring about increase in the costs of government projects. There is therefore, the need to review the present system of communication in the service. In particular, channels of communication must be clear and shortened. There must be emphasis on horizontal system of communications which at the moment seems to be lacking in many of the agencies of the state. Duties must also be adequately delegated so that superior officers could have enough time to ponder on policy issues.

(ii) One of the basic problems this study had faced was on the issue of data collection. Generally, there

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appeared to be laxity in the keeping of records and data. Virtually, all the agencies in the State share this problem. The importance of record keeping and data collection in such agencies and at this stage of our development process cannot be over-emphasized. Therefore, there should be an improvement in data collection, record keeping, and organization of statistical information. The agencies should make it one of their prime duties to constantly prepare and supply adequate data for planning purposes, and also prepare progress reports on their activities, thereby alerting the government on the problems that are likely to threaten the achievement of its objectives. More importantly, adequate data on staff should be prepared quarterly or annually by each agency while the Establishments Department should annually compile that of the whole service. Planning of the service's growth should also be given adequate attention to avoid the chances of unwanted expansion. For example, from the size of the service as appeared in tables 3,11 and 3,12; the growth of the service has followed an irregular pattern. Even though the trend was that of an increase, in a certain year the service would witness a significant expansion, while in another year it might decrease considerably, Since all vacancies are centrally approved by the Establishments Department, efforts should be made to relate them to the supply or availability of qualified personnel in the labour market.

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(iii) On the retrenchment of civil servants, one can say that it was an unfortunate situation. This is because the exercise could neither be justified on economic ground nor on the inefficiency of the service. Relevant data in this study have shown that no meaningful saving was made by the State Government from the exercise, and that it had not improved the performance of the civil servants thereafter. We are therefore recommending that future leadership in this country should avoid embarking on general purge due to its obvious consequences. Instead of retrenchment, the assumed surplus should be mobilized and deployed to other areas of need like the State Farm or the State Development Board to clean our towns. In fact, the exercise had just resulted in denting the image of the state bureaucracy as well as demoralising the remaining civil servants. The normal procedure of taking disciplinary actions (including firing) by the Civil Service Commission should be reviewed and made much easier. Heads of Departments should also be delegated adequate powers to hire and fire staff with a view to improving the performance of the service

(iv) We are also recommending the setting up of a directorate or unit for the professional staff in the Office of the Head of Service. This is in view of the undue advantage members of the administrative class have over their professional colleagues.

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(v) This study has limited its scope to the structure and growth of the Bauchi State Civil Service from 1976 - 1984. It is therefore, not claiming to have covered all areas of the State's civil service. Efforts could therefore be made by other researchers to undertake the study of other aspects of the State Civil Service. Other interested researchers can equally start from where we stopped in order to up-date our findings. It is through such efforts that our public organizations can continuously improve their services if the recommendations usually made by researchers are fully accepted and implemented.

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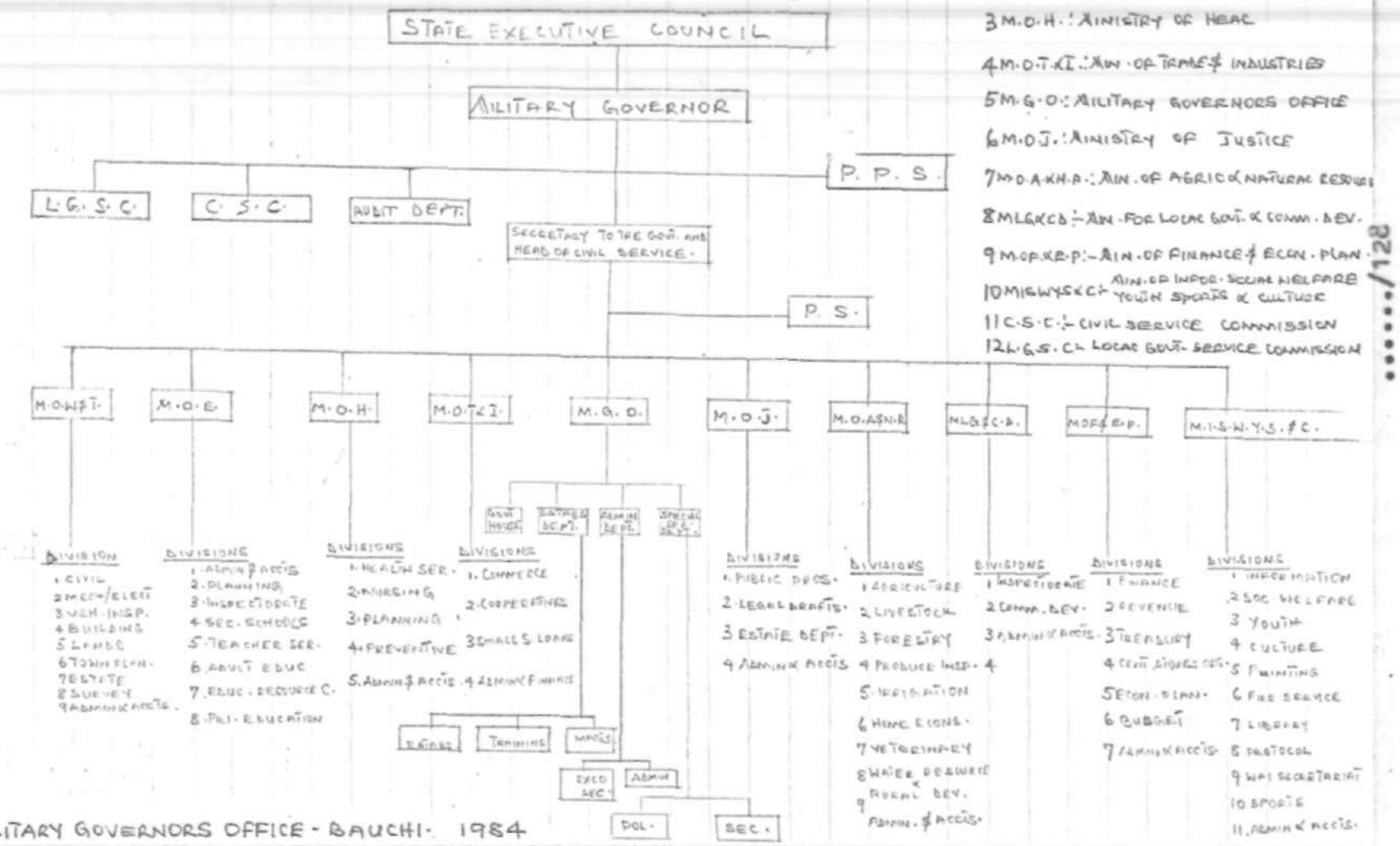
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APPENDIX J:

ORGANISATIONAL CHART OF THE BAUCHI STATE CIVIL SERVICE, 1984.



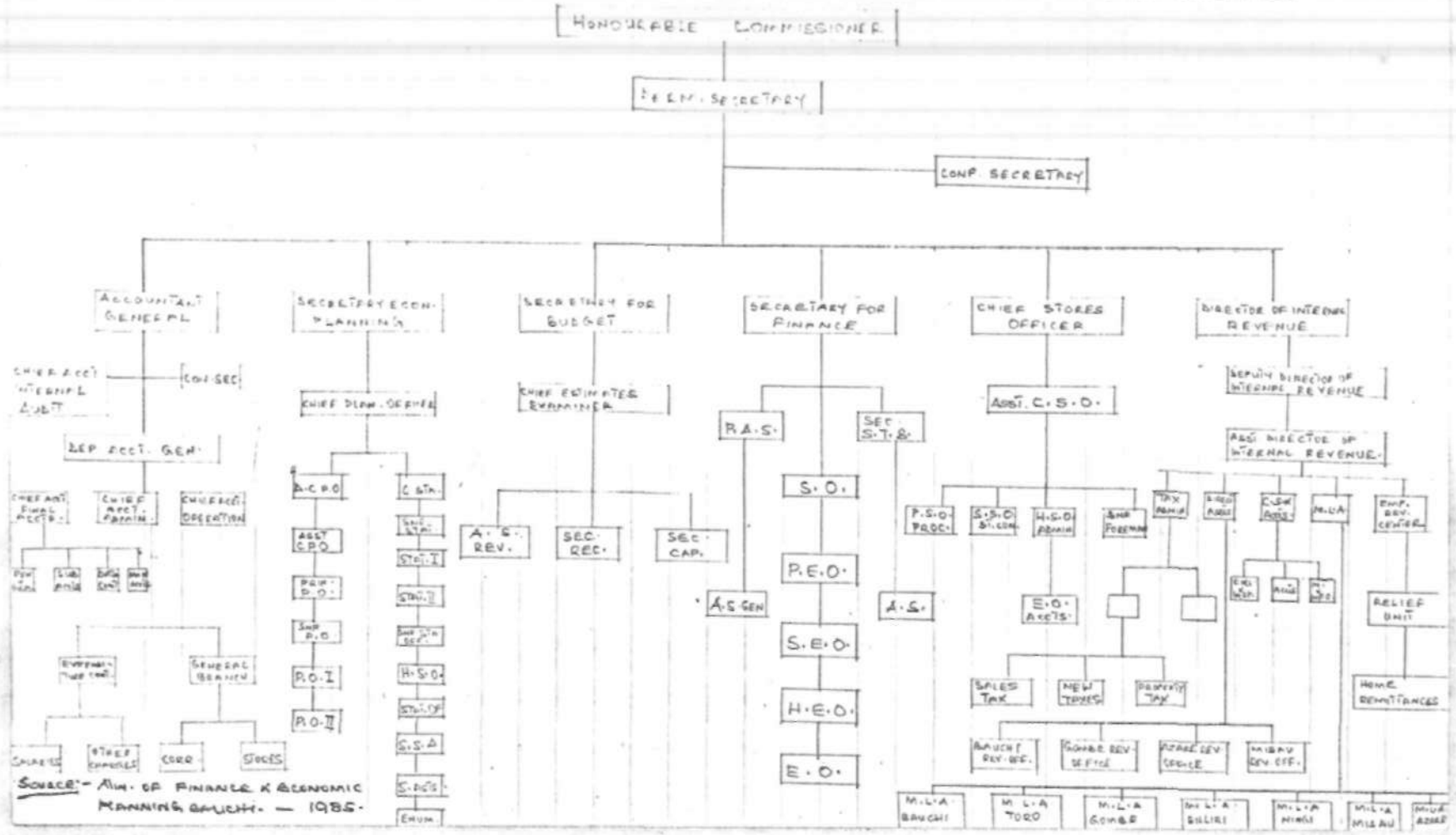
KEY:

1 MOW&T.: MINISTRY OF WORKS & TRANSPORT
2 M.O.E.: MINISTRY OF EDUCATION
3 M.O.H.: MINISTRY OF HEAL
4 M.O.T.&I.: MIN. OF TRADE & INDUSTRIES
5 M.G.O.: MILITARY GOVERNORS OFFICE
6 M.O.J.: MINISTRY OF JUSTICE
7 M.O.A.&N.R.: MIN. OF AGRIC & NATURAL RESOURCES
8 M.L.G.&C.D.: MIN. FOR LOCAL GOVT. & COMM. DEV.
9 M.O.F.&E.P.: MIN. OF FINANCE & ECON. PLAN.
10 M.I.S.W.Y.S.&C.: MIN. OF INFOR. SOCIAL WELFARE YOUTH SPORTS & CULTURE
11 C.S.C.: CIVIL SERVICE COMMISSION
12 L.G.S.C.: LOCAL GOVT. SERVICE COMMISSION

SOURCE:- MILITARY GOVERNORS OFFICE - BAUCHI. 1984

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ORGANISATIONAL CHART OF THE BAUCHI STATE MINISTRY OF FINANCE & ECONOMIC PLANNING, 1984



SOURCE:- MIN. OF FINANCE & ECONOMIC PLANNING BAUCHI. — 1985.

APPENDIX III

BRIEFS ON BAUCHI STATE PERMANENT SECRETARIES
AS OF DECEMBER, 1984

S/NO.	NAME	L.G.A.	QUALIFICATION	AGE	SEX	DATE OF 1ST APPT.	RANK	DATE OF PRESENT APPT.	PRESENT POSTING
1.	Alh. Adamu I. Gumba	T/Balewa	WASC;B.Sc. (Pol.Sc.)ABU	36	M	1/7/70	Ag. Perm. Sec.	2/10/84	Govt. House as P.P.S.
2.	Alh. M.M. Maishanu	Darazo	B.Sc (Bus. Admin) Unilag. 1966; A.M.N.T.M. 1970; Adv. Mangt.Course (ASCON)1977	44	M	29/7/69	S.M.G. & Head of Serv.	17/1/84	Military Movernor's Office as S.M.G.
3.	Alh. Ibranim Abdullahi	Bauchi	WASC;ADPA; Advd.Mangt Cert.	40	M	1/12/64	Perm Sec.	1/1/81	Admin & Cabinet Sec. Dept. Mil. Gov.'s Off.
4.	Alh. Saidu Mohammed	T/Waja	WASC: B.A (Hons.) Eng/Hist.; M.P.A. Pitt. 1982	40	M	4/7/70	Perm. Sec.	1/11/80	Political & Special Services Dept. Mil. Gov.'s Off.

S/ No.	NAME	L.G.A.	QUALIFICATION	AGE YRS	SEX	DATE OF 1st APPT.	RANK	DATE OF PRESENT APPT.	PRESENT POSTING
5.	Mr. J.A. Tenebe	Benue State	Cert. in Publ. Admin. Unife 1973; Cert. in Admin. Mangt. Techniques Unife'74, Cert. in Mangt Services, Royal Inst. Cert. in Modern Mangt. ABU, '77 ADPA A.B.U. '81.	45	M	1/5/55	Ag. Perm. Sec.	2/10/84	Parastatals Dept. Mil. Gov's Office
6.	Hajiya Fati Mu'azu (Mrs)	Borno State	WASC & HSC; B.Sc. (Pol. Sc) ABU, 1974	34	F	1/9/75	Ag. P Perm. Sec.	2/10/84	Estabs. and Service Matters Dept. MGO.
7.	Mr. L.A. Tolani	Kwara State	B.Sc. (Econ) M.A. (Econ) U.S.A. '72; Cert in Top Mangt, Centre for Mangt Uni-Cambridge 1980.	44	M	15/12/65	Perm. Sec.	1/3/80	Economic Planning Dept. Mil. Gov's Office

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S/N.	NAME	L.G.A.	QUALIFICATION	AGE YRS	SEX	DATE OF 1ST APPT.	RANK	DATE OF PRESENT APPT.	PRESENT POSTING
8.	Alh. M.S. Mustapha	Katagum	Grd II 1964; Cambridge Sch. Cert. 1956; Dip.inEduc. Dundee Coll. of Educ.Scot. 1962	52	M	8/8/62	Perm Sec.	15/2/80	Lands & Survey Dept. Mil. Gov's Office
9.	Alh. M.Y. Ahmed	Shira	B.Sc (Pol.Sc.) ABU 1976; M.P.A. ABU, 1980	32	M	28/7/77	Ag. Perm. Sec.	2/10/84	Ministry of Finance
10.	Alh. Adamu Aliyu	Katagum	WASC 1864; B.A. (Hist) ABU; Adv. Cert in Top Mangt (ASCON) 1978	43	M	16/7/69	Perm. Sec.	1/2/80	Ministry of Works & Transp.
11.	Alh. Yahya Halad	Ningi	B.Sc (Agric) ABU 1965; Adv. Mangt Cert. Royal Inst. of Public Admin.Lond. 1975; Snr. Executive Course NIPSS, Kuru 1984	46	M	14/12/65	Perm. Sec.	1/3/80	Ministry for Local Govt. & Community Develop-ment

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S/N	NAME	L.G.A.	QUALIFICATION	AGE YRS	SEX	DATE OF 1ST APPT.	RANK	DATE OF PRESENT APPT.	PRESENT POSTING
12.	Alh. M.B. Ahmed	Akko	B.A. (Eng.) ABU 1971; M.P.A. Pitts bugh 1980	38	M	14/4/72	Perm. Sec.	1/1/80	Ministry of Education
13.	Alh. A.A. Mahmood	Katagum	B.Sc (Elec. Eng.) ABU 1968; M.Sc. (Elect.Eng.) ABU 1969	41	M	1/9/69	Perm. Sec.	19/9/81	Ministry of Educ. Scholarship Division as Director for Scholar. & Student Affairs
14.	Alh. Umar Alkaleri	Alkaleri	Dip in Lib. Sc., ABU; B.Lib Sc.ABU 1976; Inter. Cert in Librianship & Information Sc.; Int Grad. Summaer Sch. Wales 1978	39	M	1/1/66	Ag. Perm. Sec.	2/10/84	Ministry of Information Social Welfare, Youths, Sports & Culture
15.	Dr. Michael I. Jimeta	T/Waja	NCE ATC Zaria 1965; B.Sc (Soc.Sc)'75; M.Ed '77,ABU; P.HD Educ.Pitts Pitts. 1983	44	M	24/3/67	Perm. Sec.	13/4/80	Ministry of Agric. & Natural Resources

S/N.	NAME	L.G.A.	QUALIFICATION	AGE	SEX	DATE OF 1ST APPT.	RANK	DATE OF PRESENT APPT.	PRESENT POSTING
16.	Umar M. Abubakar	Bauchi	B.Sc (Pol. Sc) 1975; Admin Magt Cert. ASCON 1980; M.P.A. Pittsburgh 1982.	34	M	3/8/76	Ag. Perm Sec.	2/10/84	Ministry of Health
17.	Alhaji M.C. Abubakar	Jama' are	Dip. in Social Devt. Admin. B.Sc (Econ & Soc.) Adv. Gen. Magt Cert. ASCON 1977 Member National Inst. (MNL) NIPSS Kuru, 1982	43	M	5/7/67	Perm Sec.	15/1/80	Ministry of Trade Industry and Co-operatives
18	Alh.H.M. Shamaki	Akko	LL.B ABU, 1976	35	M	1/3/77	Ag. Sol. Gen& Perm Sec.	2/10/84	Ministry of Justice
19.	Ankale T. Yelyel	T/ Waja	B.Sc (Pol.Sc.) 1976; M.Sc. (Pol. Sc.) Unilag.'80	35	M	3/8/77	Ag. Perm. Sec.	2/10/84	Civil Service Commission
20.	Alh. Mudi M. Abdullahi	Bauchi	Cert. in Commu. nity Rural Devt. Adv. Magt Cert. ASCON. 1981	42	M	1/5/53	Perm. Sec.	19/8/81	Posted to Bauchi State Essential Comm.Distrib. Agency as the Director.

PERMANENT SECRETARIES ON SECONDMENT AND/OR SPECIAL POSTING

S/N	NAME	L.G.A.	QUALIFICATION	AGE	SEX	DATE OF 1ST APPT.	RANK	DATE OF PRESENT APPT.	PRESENT POSTING
1.	Alh. M.A. Tongo	Dukku	B.A. (Hons) '70 Post-Grad Dip Uni-Leeds UK 1974	45	M	11/6/62	Perm. Sec.	17/1/80	Posted as Sole Admin. to the Bauchi LGA
2.	Alh. A. Maikudi	Bauchi	Intermediate Local Govt. Course ABU '64; Adv. Dip. in Local Govt. & Local Govt. Finance ABU '68	45	M	11/6/62	Perm. Sec.	15/4/80	Posted to Gombe Local Govt. as Sole Administrator
3.	Alh. A.D. Hassan	Akko	B.Sc (Phy); Curriculum Dev. Cert. Florida 1971; C'Weath Science Teachers Cert. Eng. 1972	44	M	12/7/67	Perm. Sec.	15/1/80	Posted to Katagum Local Govt. as Sole Administrator
4.	Alh. A.G. Aliyu	Misau	Modern Magt Training Cert. 1977; Snr. Magt Cert. 1979	46	M	11/6/62	Perm. Sec.	1/1/81	Posted to Dass Local Govt. as the Sole Admin.

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S/N	NAME	L.G.A.	QUALIFICATION	AGE	SEX	DATE OF 1stAppt.	RANK	DATE OF PRESENT APPT.	PRESENT POSTING
5.	Alh. A.A. Sadiq	Dass	Dip. in Educ. Planning & Admin ABU '68; Admin. Magt. Cert. ABU 1976	41	M	1/1/65	Perm. Sec.	15/7/81	Posted to Dukku Local Govt. as Sole Admin.
6.	Alh. A. Husaini	Katagum	B.Sc (Agric) Columbia 1968; M.Sc (Agric) New Mexico State Niversity, USA 1972.	42	M	1/2/63	Perm. Sec.	1/3/80	Posted to Bauchi State Agric. Development Projects as Programme Manager
7.	Alh. Abubakar H. Hashidu	Dukku	B.Sc (Agric; Cert in Irrigation Practices; Cert. in Agric Dev. Develop. U.S.A.	40	M	4/1/64	Perm. Sec.	15/6/81	Posted on Secondment to Upper Benue River Basin Dev. Auth. as Gen. Manager
8.	Alh. I. Bamai	Gamawa	B.A. (Eng. & Hist) ABU; M.P.A. ABU 1977; Adv. Mangt Cert from Royal Inst of Public Admin.	40	M	6/7/70	Perm. Sec.	1/1/81	Posted on Second. ment to the Fed. Mortgage Bank as Gen. Manager
9.	Alh. Moh'd Lele Mukhtar	Katagum	B.Sc (Bus. Admin) ABU 1972; Adv. Magt Cert. (ASCON) 1978	35	M	1/7/72	Perm. Sec.	18/10/80	Posted on Secondment to N.N.D.C. C. Kaduna Arewa Hotels Board as Managing Director

APPENDIX IV

The Total Personal Emoluments of the Ministries of Finance, Works & Transport, and Justice, and their approved Recurrent Expenditures: 1976/77 - 1984:-

(₦m)

Year	Finance		Works & Transp-		Justice	
	R.E.	P.E.	R.E.	P.E.	R.E.	P.E.
1976/77	.630	.371	2,339	.903	.182	.145
1977/78	1.107	.660	3.611	1.327	.366	.250
1978/79	.996	.651	3.009	1.478	.224	.137
1979/80	1.048	.697	3.067	1.480	.224	.146
1980	1.069	.671	2.053	.965	.208	.140
1981	1.897	1.495	3.561	2.473	.535	.224
1982	1.879	1.275	3.260	2.130	.496	.159
1983	2.896	1.908	6.059	4.612	.935	.247
1984	2.862	2.342	8.255	6.636	.422	.300

SOURCE: Bauchi State Approved Estimates for the fiscal years 1976/77 - 1984; Bauchi, Ministry of Finance and Economic Planning, Bauchi, 1985.

KEY:-
R.E. = Recurrent Expenditure

P.E. = Personal Emolument

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APPENDIX

(COPY)

Department of Public Administration
Institute of Administration
Ahmadu Bello University
Z A R I A.

Ref: DPA/COR/2. Date: 20th June, 1985

The Secretary to the

Military Government &

Head of Service, Bauchi

State. BAUCHI.

Dear Sir/Madam,

M.P.A. DEGREE THESIS

The bearer, Mr/M Ahmed Hassan Aliyu ....., a student in the Department of Public Administration of Ahmadu Bello University is collecting data for the M.P.A. degree in view.

Towards this end, it would be appreciated if you can assist the student in obtaining any relevant information or data which might be available in your establishment.

The Student has been warned in advance that any information or data so obtained shall be treated as confidential and used only for the purpose stated.

Thanks for your cooperation.

Yours faithfully,

(Signed)
J.B. Longe,
M.P.A. Coordinator.

(COPY)

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APPENDIX VI

Telegram: MILGOV. (COPY)
Telephone: 2205 (LOGO)
Telex: 83263

Ref. No. MGO/ADM/S/EDU/2/V.II/368

Military Governor's Office,
Administration Division
Bauchi State,
P.M.B. 60,
BAUCHI, Nigeria.

Date: 13th August, 1985

All Permanent Secretaries,
Bauchi State.

All Heads of Extra-Ministerial
Department and Parastatals,
Bauchi State.

APPROVAL TO COLLECT DATA ON THE "STRUCTURE AND GROWTH OF CIVIL SERVICE IN NIGERIA" BAUCHI STATE BEING A CASE STUDY

I am directed to inform you that approval has been given for the bearer Mal. Ahmed Hassan Aliyu who is an indegene of Bauchi State now studying for his Masters Degree in Public Administration at the Ahmadu Bello University Zaria to obtain the necessary data relevant to his research topic from your Ministry/Department, please.

2. Your usual co-operation is highly solicited on the matter, please.

(SIGNED)
(YA'U SHEHU ABUBAKAR)
for: SECRETARY TO THE MILITARY
GOVERNMENT AND HEAD OF SERVICE

(COPY)

...../139

APPENDIX VII

(COPY)

Department of Public Admin.,
Institute of Administration,
Ahmadu Bello University,
ZARIA.

4th October, 1985.

Dear Respondent,

STRUCTURE AND GROWTH OF THE CIVIL SERVICE IN NIGERIA: A CASE STUDY OF BAUCHI STATE 1976 - 1984

I am conducting a research on the above mentioned topic for the completion of my Masters Degree in Public Administration (M.P.A.). The attached questionnaire is aimed at collecting information on the structure and growth of the Bauchi State Civil Service in particular. You are please requested to be as factual and accurate as possible while answering the questions in order to make the study a worthwhile one.

I wish to assure you that all the informations you give on the questionnaire will be treated in utmost confidence and will be used by me alone, and only for the purpose of this research. You do not need to write your name on the questionnaire.

Thank you very much for your anticipated co-operation.

Yours faithfully,

(SIGNED)
AHMED HASSAN ALIYU

(COPY)

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APPENDIX VIII

QUESTIONNAIRE NO. 1

Instructions

(a) Please tick the correct answer where appropriate.

(b) Where the word 'Agency' is used, it means a Ministry or Department.

1. (a) Name of your Agency: .....

(b) What are the main functions of your Agency?

(i) .....

(ii) .....

(iii) .....

(iv) .....

(c) What can you say about the authority relationship of staff in your Agency?

(i) Formal

(ii) Formal and informal

(d) What is the pattern of information flow in the Agency?

(i) Top-down

(ii) Bottom-up

(iii) Both

...../141

(e) What is your view about the organizational structure of your Agency in effecting the functions stated in (b) above.

(i) Very suitable
(ii) Suitable
(iii) Not suitable

2. (a) How are vacancies determined in your Agency?

.....

.....

.....

(b) Are all approved vacancies in your Agency filled annually?

(i) Yes
(ii) No

(c) If not, what percentage of the vacancies are averagely filled annually?

.....

(d) What category of staff do you employ directly

.....

(e) What category of your staff are employed on your behalf by the Civil Service Commission?

.....

...../142

3. (a) Right from the year the Agency was established, can you say whether there was noticeable increase in staff size?

(i) Yes

(ii) No

(iii) Not sure

(b) If yes, what has been the magnitude for the increase in the number of staff over the years?

(i) .....

(ii) .....

(iii) .....

(iv) .....

(c) In your opinion, what has been responsible for such growth?

(i) .....

(ii) .....

(iii) .....

(iv) .....

(d) What would you say about the size of the staff in your Agency now?

(i) Too many

(ii) Adequate

(iii) Not adequate

4. (a) At the time your Agency was established how many Divisions/Units were there? (Name them, please).

...../143

(i) .....

(ii) .....

(iii) .....

(b) How many Divisions/Units were added to or created in the Agency by 1984?

(i) .....

(ii) .....

(iii) .....

(iv) .....

(c) Is the establishment of a new Division/Unit related to increase in the number of staff?

(i) Yes

(ii) No

(iii) Not sure

(d) Is the increase in the number of staff in your Agency followed by a corresponding increase in the tasks to be performed?

(i) Yes

(ii) No

(iii) Not sure

5. (a) Do you evaluate the performance of your staff?

(i) Yes

(ii) No

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(b) If you have been evaluating their performance, what is your view about the performance of your staff in your Agency from 1976 - 1979?

(i) High

(ii) Moderate

(iii) Low

(c) What is your opinion about their performance from 1980 - 1983

(i) High

(ii) Moderate

(iii) Low

(d) What can you say about their performance in 1984?

(i) High

(ii) Moderate

(iii) Low

6. (a) What is your opinion about the importance of delegation?

(i) Very important

(ii) Important

(iii) Not important

(b) What criteria do you use in delegating duties to your subordinates?

(i) Experience

(ii) qalification

(iii) Friendship

(iv) Experience & Qualification

...../145

7. (a) Back in January, 1984, what would you say about the number of staff in your Agency?

(i) Over-staffed

(ii) Optimum size

(iii) Under-staffed

(b) What can you say about the number of staff by December, 1984.

(i) Over-staffed

(ii) Optimum size

(iii) Under-staffed

(c) If the answer in (b) above is understafed, was it due to the 1984 retrenchment exercise?

(i) Yes

(ii) No

(iii) Not sure

(d) Have you got idea about the number of staff retrenched in your Agency?

(i) Yes

(ii) No

(e) If yes, how many staff were retrenched in your Agency?

(i) Termination

(ii) Retirements

(iii) Dismissals

(iv) Invalidations

(f) What were the factors considered in deciding whom to retrench? (in the order of priority please).

...../146

(i) .....

(ii) .....

(iii) .....

(iv) .....

(g) Who makes recommendation on the persons to be retrenched?

(i) Immediate superior

(ii) Head of Division

(iii) Head of Department

(iv) A Committee

(v) Permanent Secretary

(h) Who took the final decision on the persons actually retrenched?

(i) Head of Department/Permanent Secretary

(ii) A Management Committee

(iii) Civil Service Commission

(iv) Military Governor

(i) Has the quality of service improved in your Agency after the retrenchment exercise?

(i) Yes

(ii) No

(iii) Not sure

(i) If yes, is the improvement due to fear of retrenchment?

(i) Yes

(ii) No

(iii) Not sure

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APPENDIX IX

QUESTIONNAIRE NO. 2

Instructions:

(a) Please tick the CORRECT answer where appropriate.

(b) Where the word 'Agency is used, it means a Ministry or Department.

1. (a) What is the name of your Agency?

.....

(b) In what Division/Section of the Agency do you work?

(c) How clear are the objectives of the Agency to you?

(i) Very Clear

(ii) Clear

(iii) Not Clear

2. (a) Does the current hierarchy of your Agency promote division of labour and specialization?

(i) Strongly agree

(ii) Agree

(iii) Cannot decide

(iv) Disagree

(v) Strongly disagree

(b) Does the current hierarchy of your Agency promote effective communication?

(i) Yes

(ii) No

...../148

(c) If no, what is your opinion about the statement that hirarchical system causes delay and "red-tape"

(i) Strongly agree

(ii) Agree

(iii) Cannot decide

(iv) Disagree

(v) Strongly disagree

(d) Hirarchical system tends to bring about rigidity in administrative organization and is not conducive to the develoment of dynamic human relationships amongst its members.

(i) Strongly Agree

(ii) Agree

(iii) Cannot decide

(iv) Disagree

(v) Strongly disagree

3. (a) To which of the following cadres do you belong?

(i) Professional

(ii) Administrative

(iii) Technical

(iv) Executive

(v) Clerical/Secretarial

(vi) Messengerial/Manipulative

(b) What can you say about your working relationship with the following categories of workers in the Agency?

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Cadre	Very Cordial	Cordial	Not Cordial
Professional			
Administrative			
Technical			
Executive			
Secretarial/ Clerical			
Messengerial/ Manipulative			
Others			

(c) Where the relationship is not cordial, can you state why you feel it is difficult to get on with them?

.....

.....

.....

4. (a) Do you have a schedule of duty?

(i) Yes

(ii) No

(b) What is your view about the schedule of duty?

(i) Too demanding

(ii) Adequate

(iii) Not adequate

(c) Is your performance normally evaluated?

(i) Yes

(ii) No

(d) How often is your performance evaluated?

...../150

(i) Every six months

(ii) Annually

(iii) Bi-annual

(iv) No regular interval

(e) Are you normally notified in writing on the outcome of the evaluation exercise?

(i) All the time

(ii) Sometimes

(iii) Never been informed

(f) What is your view about the evaluation exercise?

(i) Very objective

(ii) Objective

(iii) Subjective

(iv) Very subjective

(g) Is the outcome of the evaluation exercise used in your:-

(a) Promotion - (i) Yes (ii) No

(b) Discipline- (i) Yes (ii) No

(c) Training - (i) Yes (ii) No

(d) Transfer - (i) Yes (ii) No

5. (a) Back in December, 1983, what would you say about the number of staff in your Agency?

(i) Too many

(ii) Adequate

(iii) Inadequate

(b) What is the staffing situation now?

(i) Over-staffed

(ii) Optimum size

(iii) Under-staffed

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(c) If under-staffed, is it due to one or both of tne following?

(i) Retrenchment exercise

(ii) Lack of qualified personnel to be recruited

(iii) Both

(d) In your own opinion, how many people do you think were retrenched in your Agency?

(i) Senior Staf -----

(ii) Junior staff -----

(e) Retrenchment exercise improved the performance of the civil service in the past one year.

(i) Strongly agree

(ii) Agree

(iii) Disagree

(iv) Strongly disagree

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(f) What is your opinion about the retrenchment exercise?

		True	False
(i)	An exercise to remove deadwoods		
(ii)	An exercise to save cost		
(iii)	An exercise to improve the output of the service		
(iv)	A witch-hunting exercise		