

**HUMAN RESOURCE DEVELOPMENT AND
PRODUCTIVITY IN THE CIVIL SERVICE: AN APPRAISAL
OF KOGI STATE CIVIL SERVICE COMMISSION**

BY

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Approval Page

This work has been read and approved as having met the requirements of the Department of Political Science for the Award of Bachelor of Science (B.Sc) Degree.

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Dedication

This project is dedicated to Almighty Allah who strengthens me and remains my source of fulfillment.

I also dedicate this project work to the loving memory of Mallama Maryam Yusuf Umar, (6th April, 1992) Mummy, you will forever remain irreplaceable in my life.

To the loving memory of Hajiya Ramatu Iyodo (9th July 2013), Mummy, you will forever remain a part of my life.

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Abstract

The Civil Service as the machinery of Government performs the unique role of governance and National development as such government everywhere in the world have come to terms with the need to train and re-train it's human resource for them to be better equipped to maximize productivity levels and meet the challenges of governance and management.

This work makes use of the system theory as the theoretical framework and data gathered from secondary sources. My chapter one began with the general introduction where we have the background of study, statement of problem, objective of study, significance of study, literature review, significance of the study, theoretical framework, hypotheses, method of data collection and analysis, scope and limitation of study, operationalization of concept. In chapter two, we looked at human resource and productivity in the Nigerian civil service: a historical perspective. In chapter three, we looked at how impediments such as corruption, faulty implementation of the principle of federal character, inadequate fund and experienced training staff all impede in productivity. Chapter four dealt with the strategies for human resource development and productivity in Kogi State Civil Service. Finally chapter five, ended this work with summary, conclusion and recommendation. Using Kogi State Civil Service as a point of appraisal, this work hopes to link human resources training and development to their productivity level.

In consequence I am of the view that lack of adequate training and re-training of staff has resulted to low productivity. In view of this I recommend that impediments such as godfatherism, corruption, nepotism should be repudiated in order to increase the level of productivity and quality service delivery.

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Chapter One: General Introduction

1.1 Background of the Study

The problem of human resource development and productivity in Nigeria civil service has become very severe such that the civil service is at the point of collapse due to challenges of civil service delivery, over centralization amongst others.

To Collins and Chan (2009) in addition to fixing many such other key problems of development, Nigeria state has an urgent problem of disposing her workforce to cope with the demands of the society.

The origin, structure and performance of the civil service dates back to the 20th century, with the introduction of the British colonial rule in Nigeria. By 1900, a decentralized colonial service with headquarters in each of the protectorate was established. By 1904, the colony of Lagos state was amalgamated with the protectorate of Southern Nigeria. This was followed by the amalgamation of the Northern and Southern protectorate in 1914 bringing into existence a country called Nigeria.

By 1914, there were two civil services in the two Nigeria's (Northern and Southern) headed by a Governor-general in the person of Lord Lugard and two lieutenant Governors each for the North and South respectively, while an administrator was in charge of Lagos. The British imposed a unified civil service in Nigeria, which was mainly concerned with the maintenance of law and order and the mobilization of enough local resources in order to ensure their administration was self sufficient. According to Ciroma (1988:5):

The Nigerian civil service began as a force of occupation designed to facilitate colonial rule and the exploitation of land and its people for the benefit of the colonial masters.

The 2nd World War and the attendant world wide depression left the civil service hopelessly depleted as the civil service played major role of being an essential tool and veritable source of men and material of the allied war efforts.

In 1936, the Walayns committee recommended a new policy of staffing the public service by indigenes and for the

first time the administrative service which was the cream of colonial services was thrown open to Nigerians.

The Nigerianization scheme went a stage further with the appointment of the foot commission of 1948, the commission observed that the training and recruitment of Nigerians for senior post in the government services was not only necessary to enable Nigerians to take part in the management of their own affairs but also required to enable them keep pace with the constitutional development and programs in the country.

Richard constitution of 1946 marked a significant milestone in the history of the civil service in Nigeria, first, it marked the beginning of the regionalization of the hitherto unitary civil service as some attempts were made to regionalize the central department. Regionalization of the civil service took the form of transforming some of the central departments operating in the three regions into non-central departments headed by deputy directors responsible to the director in Lagos.

The Macpherson constitution of 1951 further extended the regionalization policy as more Central Departments were

regionalized. The 1954 constitution provided for a full fledged regional civil services as well as the central (federal) civil service. It brought in the wake many structural changes which were of great significance in the public service commission in the regions as well as at the center. These commissions were granted full powers by the same constitution to appoint, promote, dismiss and discipline junior civil servants.

The nationalist agitation for independence brought about the introduction of the Nigerianization policy. The essence of this policy was to make Nigerian civil service entirely staffed, managed and controlled by Nigerians themselves (Omotosho, 2001). To Okunade(1990: 26):

The civil servants that occupied positions were unprepared. They lacked the necessary training initiative and administrative acumen.

Consequently, the level of productivity in the civil service waned dangerously. Also, Nicolson (1969) noted that Nigerians administrative legacy was one of chaos rather than order and tidiness. There was excessive centralization and absence of delegation. Above all, civil servants for the

first two decades after independence were corrupt, inefficient and unproductive.

In the face of this alarming decrease in productivity in the civil service, several steps have been taken by successive Nigerian government to strategically position and reposition human resource administration in the country. Such steps include but are not limited to the setting up of the various commissions for reforming the civil service including the Morgan constitution of 1963, Adebo commission of 1971, Udoji commission of 1974 amongst others.

Following the 1974 Udoji report, the civil service was reformed comprehensively, strategically readjusted and strengthened to respond effectively to the demands of developed. Abubakar (1992: 42) opined that:

Human resource development is the *sin-quo-non* for the attainment of efficiency and effectiveness which are the two major goals/objectives of a good civil *service*.

The implication is that, the government of the Nigeria civil service before 1994 had been very low. Therefore, utmost need was for qualified and motivated staff at the right place and at the right time to achieve the objectives to

transfer paper plan into actual achievement of all aspect of personal management.

Accordingly, the Udoji reform of 1977 saw human resource development as the main vehicle for enhancing efficiency in the civil service.

While the 1978 civil service reform favoured professionalism through human resource training and development as a way of getting into the top cadre of the civil service.

To Ayeni (1991: 123):

These reforms saw human resource training and development for the professionalization initiative of government.

This according to him is because,

It is through experience and training and familiarity that an administration can build any measure of expertise that will set him apart from his colleagues in or outside administration.

Furthermore, to him, the 1988 civil service made it imperative for every incumbent or office holder to possess requisite knowledge and skill and attitudinal tendencies in job activity was instructed and recommended in government

services. Accordingly it is agreed that in order to enhance socio-economic development and facilitate efficiency and effectiveness in government business, the performance standard of employees must be uplifted to the minimum level of proficiency.

To this therefore ministries are to establish, operate and maintain programmes or plans for the training of employees in or under the ministry.

In the wake of democracy, after decades of military rule, the Obasanjo regime in 1999 set up a body to reform the public sector/services especially in the employment of qualified graduates.

The Bureau of public service chaired by Mallam El-Rufai was empowered to review the public service to ensure effectiveness.

The reform led to the retrenchment of about thirty thousand workers (unqualified, incompetent and dead wood) and the employment of about one thousand, five hundred graduates with first class and second class university degrees. Unlike in the past, it became dynamic and effective, as civil servants were allowed to perform their

traditional duty which is to advice and to implement policies of government (The Punch, May 2, 2000).

The current administration has not done much to improve on what Obasanjo did during his time, except the eighteen thousand naira minimum wage for civil servants which has not yet been adopted by most states in Nigeria. Moreover, the civil service is still considered stagnant and inefficient as the attempts made in the past have had little effect on the promotion of sustainable human resource development and productivity in the civil service.

This study therefore attempts to assess the impact of human resource development on productivity in the civil service in Nigeria using the Kogi state civil service commission as a point of appraisal.

1.2 Statement of the Problem

At independence in 1960, so many British officials were replaced with Nigerians but in spite of this, the colonial method of doing things was still predominant in the civil service.

In other words, the whites were replaced by Nigerians, yet the West-Minister-patterned general orders and financial institutions remained the operational codes in the Nigerian civil service.

The emergent civil servants were inexperienced consequent upon the indigenization policy as most of them occupied positions that their abilities and capabilities in terms of experience, training and qualification can not cope with.

Thus, the quest to enhance the efficiency and effectiveness of the civil service has always occupied the attention of successive governments. This is because the civil service is the brain box of the modern governments yet the civil service in Nigeria has been characterized by poor performance and inability to translate government policies and programs to reality. Beginning from the period of indigenization of the civil service in 1960's many things went wrong. For instance, Njoku (1984) believed that the indigenization exercise was done without regard to the interest of the services as the beneficiaries of the policy failed to adhere to the weberian principle that a bureaucrat

should neither appropriate his office nor the resources that go with it. On the contrary, the Nigerian civil servants under Gowon's regime, according to Elaigwu (1986) used their positions to acquire wealth by irregular methods. They became corrupt and in the view of Balogun (1983), they could no longer hide under the cloak of anonymity, impartiality and economic neutrality.

Even in situations where the need for employee training and development is needed and a lot of time and money is committed to staff training and development, the exercise were often inappropriate, haphazard or premised on a faulty diagnosis of organizational training needs.

In other situations where training happened to occur, civil servants are deployed without regard to the skill acquired leading to frustration of personnel so trained and also general inefficiency in the system.

In Nigerian civil service, the workers are generally under-trapped, underutilized, poorly motivated and consequently perform low below their standard to ensure effective productivity.

It is against this background that this work seeks to provide answers to the following pertinent questions.

1. Is there any link between human resource development and productivity in the civil service?
2. Is corruption an impediment to human resource development in the Nigerian civil service?
3. Can merit-based recruitment, selection and regular staff training engender productivity in the Kogi State civil service?

1.3 Objectives of the Study

The broad objective of this study is to examine the basic challenges facing human resource development and productivity in Kogi State civil service commission from its establishment to date.

Specifically however, the study aims at the following:-

1. To establish the link between human resource development and productivity.
2. To ascertain if corruption is an impediment to human resource development in the Nigerian civil service.

3. To determine if merit-based recruitment, selection and regular staff training can engender productivity in the Kogi state civil service.

1.4 Literature Review

Human Resource development can be defined as a method of equipping the employees particularly the non-managerial employees with specific skills that will enable them to improve on their performance and overall efficiency.

Prof. Sanker observed that Human resource development is a development oriented planning effort in the personal area which is basically concerned with the development of human resources in the organization for improving the existing capabilities and acquiring new capabilities for the achievement of the cooperate and individual goals.

Dr. Nader defines Human Resource Development as an organized learning experience within a period of time with an objective of producing the possibility of performing the change.

Accordingly Human resource development from a business prospective is not entirely focused on the

individual's growth and development, "development occurs to enhance the organizations value, not solely for individual improvement. Individual education and development is a tool and a means to an end, not the end goal itself". (Elwood F. Holton II, James W. Trout Jnr).

They further argued that the broader concept of national and more strategic attention to the development of human resources is beginning to emerge as newly independent countries face strong competition for their skilled professionals and the accompanying brain-drain they experience.

At the organizational level, a successful Human resource development program will prepare the individual to undertake a higher level of work, organized learning over a given period of time to provide the possibility of performance change (Nadler 1984).

In these settings, human resource development is the framework that focuses on the organizations competencies of the first stage, training and then developing the employee through education, to satisfy the organizations long-term

needs and the individual's career goals and employees value to their present and future employers.

Human resource development can be defined simply as developing the most important section of any business, its human resources by “attaining or upgrading the skills and attitudes of employees at all levels in order to maximize the effectiveness of the enterprise’ (Kelly, 2001). He concludes that the people within an organization are its human resource.

The Human resource development framework views employees as an asset to the enterprise whose value will be enhanced by development; its primary focus is on growth and employee development. It emphasizes developing individual potential and skills (Elwood, Olton and Troot 1996). Human resource development in this treatment can be in room group training, tertiary or vocational courses or mentioning and coaching by senior employees with the aim for a desired outcome that will develop the individuals performance. At the level of a national strategy, it can be a broad intersectional approach to fostering effective contributions to national productivity.

Staff training and development fall within the purview of personal management in most organization, especially public organizations. The importance of staff training and development in any organization is clear, if we recognize the fact that the structure that sustains it depends on the individual that operate the structure.

Staff training and development can occur simultaneously. According to Onah (2003) any organization that has no plan for the training and development of its staff is less than dynamic, for learning is a continuous process. He further acquired that skills become redundant when the environment changes.

Accordingly, Lisa M. Lynch and Sandra Black (1995:47) observed that:

There is growing economic evidence that investment in training and development are associated with long-run profitability, and firms that recognize work using programs such as teams and quantity circles report greater productivity if those programs are associated with worker education.

George T Mikovish and John W. Boudreau (1997: 15) posit that:

While the effort to spend on training is astonishing, even more astonishing is how little we know about effectively managing training investment and its productivity.

Training may be defined as an organized and coordinate development of knowledge, skill and attitudes needed by an individual to master a given situation or perform a certain task within an organizational setting.

Craig (1967) defines training as the development process made possible through the device of words and signs.

However, a definition which seems to meet the theoretical requirement of this work is that used by Magalee and Thayer (1961). Their definition is based on the theory that training is a sub-system within the total system of the enterprises management. They therefore see training as the formal procedure which an organization uses to facilitate employees learning so that their resultant behavior contributes to the attainment of the organizational as well as the individual goals and objective.

Staff development on the other hand according to Akpan (1982) is a process whereby an employee is enabled

to grow in job through the acquisition of wide experience breadth and responsibility, the aim been to enable him to reach the top or achieve his best in his profession of employment. Such a position will be attained through action, observation, study, reflection, experiment and initiative.

As Cole (2002) puts it, staff development can be seen as any learning activity which is directed towards further needs rather than present needs and which is concerned more with career growth than immediate performance.

They have been different opinions on whether staff training and development differ at all, some conceive training as primarily dealing with operative personnel and development as relating to managers and executives. Others like Austey (1961:50) Hebison and Mayer (1964) and Novit (1979:111) sees a considerable overlap between the two concepts in operational terms. In his book, Novit (1979) applied the term behavior change to illuminate the essence of both training and development in an organization. In his view, the central to the occurrence of behavior change is the

learning process aimed at behavior change to the extent that there is an overlap between them.

But Strayton (1977:2) draws a somewhat suitable distinction between training and development in this way. As we progress from the shop floor to the boardroom (management) the importance in intellectual capacity, the object of teaching becomes essentially the development of sound judgment.

Strayton's definition implies that training in the sense of training and learning of skills pertain more to operative personal while development is associated with those at the management/executive level.

Akpan (1982) says that staff training and development can occur simultaneously or complementarily to each other. To him they should in fact be separately treated in concept. However, in this work, the two concepts will be used simultaneously because of their relatedness and their result in the efficiency and effectiveness of the human resources.

It is on this background that Onah (2003) posits that an untrained member of an organization is a liability to a dynamic organization as he not only applies the wrong

knowledge to others coming after him and those he happens to be supervising. As Akpan (1979:13) puts it:

An untrained man in the modern world may be a menace to the society, he is a quack; he knows only the laws of things, he has no idea of (their) why. Hence if they are any trouble anywhere, a breakdown in a machine or a mistake in a ledger. All he can do is to fumble and punch up trouble any how; leading to a more serious breakdown or greater confusion, really there is no place for untrained and undeveloped workers and or even the intelligent armature in these days of specialized works.

Ubeku, (1975:114) regrettably notes that:

They are many organizations in this country that regard training and development as expensive ventures and avoid them like a plague. What such organization are interested in are the immediate returns. But in a changing world, of which Nigeria is a part, thus attitude can no longer hold good.

Akpomouvire (2007) argues that Human resource training and development is a tool employed by organizations to equip their workforce for the accomplishment of set goals and objectives. Furthermore, he argued that in any organization, there are a great many

things that the people employed need to learn in order to become competent in their jobs. It is within the framework of this cluster of notes and learning process that management delimits responsibilities, provides the participating members of the organization with resources and boundaries within which efficiency may be a reasonable expectation. In the attempt to accomplish this goal, the importance of human resource training and development becomes inevitable.

Human resource training and development improves employees abilities to perform the task required by an organization. It according to Graham (1981) has the important dual function of utilization and motivation. By improving employees ability to perform the task required by the company training:

Allows better use to be made of human resources, by giving employees a feeling of mastery over their work and of recognition by management, which increases job satisfaction in workers.

Furthermore, organizations have a stake in developing the careers of their employees so that the employees can be retained while their performance becomes more effective

and efficient. Walker (1992) for example opined that in the 1990's and beyond, organizations will invest more, not less in efforts to retain, train and develop talents.

According to Simon (1937) administrative efficiency is increased by a specialization of the task among the group in the direction that will lead to greater efficiency.

The position adopted by Du-Santoy (1957) is instructive on the significance.

Akpomouvire (2002) contends that for human resource training and development to achieve its goals of being the planned process of modifying attitudes, knowledge and skills through learning and experience, to achieve effective performance in an activity or range of activities so as to satisfy the current and future needs of an organization or government, three broad perspective are to be considered. They are:

- a. Human resource training and development
- b. Training, development and professionalization in the civil service and
- c. Administrative reforms.

Human resource training and development in its myriad forms is provided to help employees learn job-related skills and obtain knowledge that will help them improve their performance and further the organizations goals. From a more concise source, human resource development can be termed to be a:

Planned process to modify attitudes, skills or behavior through learning experience to achieve effective performance in an activity or range of activities. Its purpose in a work situation is to develop the abilities of the individuals and to satisfy the current and future needs of the organization (Foot and Hook, 1999).

To Griffin (1984:17), in order to postulate the disposition and capacity building of the various employees of government, a good human resource management and development must be in place. He went further to say that human resource development involves taking various resources an organization has at its disposal and combining them in such a way that the organizations goals are attained. He explained that by efficient, he meant that doing things in a systematic fashion without waste.

To Noe et al (2003:68) a number of skills are instilled in employees through training and development. Development involves acquisition knowledge, skills and behavior that improve employees ability to meet the challenges of a variety of existing jobs or job that do not yet exist.

To Barney (1995) quoted in Onah (2008:3) Human resource development include all the experience, skills, judgment, abilities, knowledge, risk-taking, and wisdom of individuals and associates in an organization.

Omale (1992) observed that in almost all senior positions, if one is recruited with required educational qualification, no training and development was carried out on him. Experience on the job becomes the only criteria for the worker to reach the top of his career ladder. Yet, the job an officer does from one grade level to the other according to Omale are:

Sufficiently different to warrant not only vocational knowledge which he gets via experience, but also theoretical knowledge and attitude re-orientation in order to successfully cope with the demands of such higher jobs. Such theoretical knowledge and attitudinal re-orientation can only best be

acquired through formal training off the job in appropriate training institution.

In his own view, Makinde (1992) is of the opinion that human resources training is a short-term process of learning specific skills by both junior and intermediate staff, while development entails a long term learning process designed to develop senior officers in order to activate them with changes in technology and management method.

Human resource training and development equips workers with the necessary skills to enable them to gain promotion and have a reasonable expectation of redeployment. To this end, Adamolekun (1986) made a strong case for a positive conception of the civil service that would be able to carry out the contractual obligation between government and the governed whereby services would be seen to be provided efficiently and the system would run on smooth wheels. This position is reflected in the revised guidelines for training in the federal civil service (1995) where it is unequivocally stated that government continues to accept the need and wisdom to use training as

a vehicle for enhancing productivity and efficiency in the service.

The primary purpose of human resource training and development under scores the driving activities according to Chrudeen and Sherman (1976) and Ubeku (1973), is to develop employees who are made to acquire relevant skills, knowledge and job attitudes are put into more definitive use so as to bring about effective performance.

Human resource training and development according to Nadler (1992) prepares the employee so that he can move with the organization as it develops and grows, resulting in new jobs for the employees of higher level.

The overall purpose being to produce a viable and flexible workforce for the organization as it moves towards its future. However, according to Bienvenu (1980), what is to be understood is that training and development prepares a worker to improve on his ability beyond the job in which he is currently engaged. The worker is prepared for a place in the organization for the sake of the future and in the case of eventualities. Bienvenu refers to this as shift of effort from job training to work training.

According to Danisi and Griffin (2005) productivity is an economic measure of efficiency that summarizes and reflects the value of the output created by an individual, organization, industry or economic system relative to the value of the inputs used to create them. They argued that organizations around the world have come to recognize the importance of productivity for its ability not only to compete but also to survive, furthermore, an organization that is serious about productivity will need to invest more on training and development to give workers the necessary skills and ability to create high quality products and services. Human resources development has the goal in most organization of helping to enhance productivity through different activities and task.

Daniel Hartzell (2011) sees productivity as a measured relationship between the quality (and quantity) of results produced and the quantity of resources required for production. Productivity is in essence a measure of the work efficiency of an individual, work unit or entire organization. He further argued that productivity can be measured in two ways, one way relates the output of an enterprise, industry

or economic sector to a single input, such as labour or capital. The other relates output to a composite of input combined so as to account for their relative importance.

The choice of a particular productivity measure depends on the purpose for which it is to be used.

He further defined productivity as a war against waste. Even if the technical and economic concept of productivity is taken into consideration, i.e. productivity is the ratio of output and input. This could be favourable only when planned efforts are made to utilize the scarce resources as economically as possible to achieve the best result. He concludes that among several factors affecting productivity, safety in industry, one of the most important factor to be kept in view for promoting productivity is the rate of output of a workers or machine.

Productivity is the measure of how well resources are brought together in organization and utilized for accomplishing of set result produced in reaching the highest level of performance with the least expenditure of resources (Nwachukwu, 2002:56).

It can also be seen as the amount of production in relations to labour put in.

The civil service is one of the great political inventions of the nineteenth century England. The first generation of civil servants was called “Court servants” or “court clerks”. Before the era of court clerks, the work of government was done by persons of the royal household (Kapul et al 2002:105).

In terms of origin, “civil service” as a term was borrowed in the mid-eighteenth century (1785) from the British administration in India to describe a system that emphasis selection on the basis of merit (Wey, 1971:2).

The term “service” connotes a profession, a group of civil servants having common recruitment conditions and prospect, as well as a “career” in an acceptable lifetime employment under the government.

According to the jurist, professor A. Eniola (2001:1-10), the Nigerian interpretation act of 1964 “which is made the interpreter of the Nigerian constitution and the other statutes is silent on the general meaning and scope of the phrase “civil servant”.

This is not unconnected with the observation by Peter Kellner and Lord Norman Crowder-Hunt (1980:9), that “There is a special sense in which the civil service effects the British constitution. It is not clearly defined in writing, it evolve and change with mood and circumstances”. Nonetheless, E.C.S Wade and G.G. Philips (1968:221) observed with regard to the British civil service that “a rough definition of the civil service will include all non-political offices and employment held under the crown with the exception of the Armed forces.

However, Nigerian scholars have been able to give meaning and understanding to the concept “civil service”.

Adamolekun (2002) states that civil service is commonly used as the synonym of the machinery of the government, this is so in Britain and most common wealth countries of sub-Saharan African. In British conception, the civil service is used to refer to the body of permanent official appointed to assist the decision makers.

The term civil service is normally used when referring to the body of men and women employed in a civil capacity and non-political career basis by the federal and state

government primarily to render and faithfully give effect to their decision and implementation (Ipianya, 2001) such career officers normally derive their appointment from the civil service commission, which also exercises power of delegating duties and responsibilities to departments in accordance with laid down rules.

Today, the civil service has come to be seen as a complex organization and a modern institution baguettted to mankind in the process of revolutionizing an efficient way of organizing any large human organization. It is in this respect that the civil service is defined as a bureaucracy (Ipianya, 2001).

Civil service is a body of man and women who are trained in various field and employed by the government on a temporary or permanent basis to render services to the government and the people of the state. Thus it does not involve the Armed forces personal and judicial officers. Civil service is a body of people who are directly responsible for the execution of government policy; it includes everybody who participates in the execution of public policy from the messenger to the top administrative officer (Nwizu, 2002).

Salassie concurs by defining civil service as a service comprising all servants of the state, other than those holding political and judicial appointments who are employed in a civil capacity and whose remuneration is paid wholly and directly out of money voted by parliament.

Accordingly, C.B. Nwankwo, and co, defines civil service as a body of men and women employed in a civil capacity and on a non-political basis by the federal and state government primarily to render advice and faithfully give effect to their decision.

Late chief M.K.O Abiola, in an article titled "Civil Service and African Economy published in daily champion on Thursday, August 29th 1991, defined the civil service as "the body of full time professional officials employed in the civil offices of a state in a non-political capacity". This body which is permanently attached to the executive arm of government is made up of permanent, skilled, professional workers who carry out the day-to-day administration of the state under the chief executive and his cabinet.

The civil service is a term used to cover those public servants who are direct employees of the federal and state

government, other than the police, the Armed forces personal, the judicial personal and the teachers. Its usage excludes also employees of statutory corporations and boards (Nwosu, 1977).

In line with this, Ademolukun (1986) defines the civil service as the body of permanent officials appointed to assist the political executive in formulating and implementing governmental policies. It also sees the second usage of the term as referring to the ministers and departments within which specific aspects of government are carried out.

Traditionally, civil service is the totality of civil bureaucracy set up by modern governments to administer and execute their policies and programmes.

Contrary to this, the civil service handbook (1997) defines the civil service as a growing body or organ that enjoys continuity of existence. The officials engaged in it are otherwise known as the “civil servants” unlike members of the legislative arm or organ of government are not united for a short period of time in office at the expiration of which they may not be returned to office; the civil servants

remains in office where as elected members or officers in the government come and go for whatever reason, when the civil servants leave his office under no compulsory, voluntarily recruitment or by registration or by termination of appointment, his office is taken over by another person or officer that similarly enjoys security of employment. Thus, the civil services can be regarded as a complex organization with a body of seemingly permanent officials appointed in a capacity to assist the political executives in the formulation, execution and implementation of the government policies in ministries and extra-ministerial department within which the specific government works are carried out.

Akpomuovire (2007) argues that the civil service is an institution which is made up of a body of people employed and payed by the state government to execute the laws, plans and policies of government. In carrying out this task, the Human resources (civil servants) employed in the service, develop and manage the resources of the government for the achievement of policies, goals and objectives.

The service is the indispensable arm and the bedrock of the executive arm of government the government uses the civil service to fulfill that contractual relationship between government and the people.

In this regard, workers employed in the civil service have to be trained and developed so as to increase the efficiency and effectiveness of the service in meeting the challenges of National development.

Human resource development in the civil service therefore focuses on the objectives of equipping the personal in the service from the point of their recruitment to that of retirement, so that civil servants be kept constantly ready not only to provide improved living conditions for Nigeria but also set the machinery for achieving accelerated growth and development within the country.

The effectiveness of government is said to depend on the abilities of the instruments of government to respond to the policies and programmes of that government as observed by Philips (1988) when he said “in a strong sense a country is a close reflection of the efficiency, effectiveness and sensitivity of its civil service.

Human resources training and development is essential to the existence and survival of organization. Olowu posits that human resource training and development enables civil servants acquire the relevant professional skills and knowledge for effective performance.

Accordingly Drucker (1986) said that a good organizational structure itself does not guarantee good performance. It is human resource training and development that equips civil servants with relevant professional skills and knowledge about effective and efficient performance.

This position was further supported by Pye (1988) when she opined that “when steps are to be taken to improve the quality of employees and overall organizational performance, attention naturally turns to the process of training, education and development of employees”. Even the architects of the 1988 civil service reforms could be said to have subscribed to Pye’s submission as in relation to human resource training and development.

Section (1) of this reform states that:

for the purpose of improving economy and efficiency in the operations of the ministry and raising the standards of performance by employees of their official duties to the maximum possible level of proficiency, the minister shall establish, operate and maintain programmes or plans for training and development of employees in or under the ministry by and through government faculties including the training institution (Implementation guidelines of the 1988 civil service reform).

1.5 Significance of the Study

The study is significant from the point of view that no available literature or study so far has specifically focused on human resource development and productivity in Kogi State civil service, none has examined the extent to which the civil service as an agent of government has contributed to the development and training of civil servants in Kogi State.

Thus, it is going to add to existing body of literature and extend the frontiers of knowledge practically. This research work will be a guide to scholars, policy makers, policy implementers and researchers and evidently serve as a guide to the government on how to promote effective

human resource development and productivity in the civil service particularly Kogi State civil service.

1.6 Theoretical Framework

This work adopts the systems theory as the theoretical framework of analysis because the systems theory considers all elements and views the organization as constituting of many parts, furthermore, system theorist see an organization and its environment as inter-dependent; each depending on the other for sustenance.

A system is a set of elements of units which interact in some way and are supported from their environment by some land of boundaries (Young 1960, Eminue 2001:98). Scholars of system see it as the most popular concept that applies to systems regulation and maintenance, system equilibrium or homeostasis which is the ability of system to maintain its internal balance even while undergoing a process of change.

The development of the systems theory as a method of political analysis is traced to David Easton and Gabriel Almond. The mustered seed was sewn when the view originated that in the study of a given social and political

system, it was not so important to try to find out how a pattern of behavior had originated as to find out the part it played in maintaining the system as a whole. The system theory is a derivative of behaviorism, based on the assumption that everything must be just as it is for the total society to be just as it is.

Thus a person may be considered a system of organizations, a molecule may be thought of as a system of individuals, implicit in this concept as a degree of totality of wholeness that makes something different from another (Tilles, 1965).

According to Hicks (1972) the system theory of an organization has been defined as a structured process in which individuals interest for objectives.

Idemudia (1990) defined the two terms “system” and “theory” separately in order to elucidate the implication of their meaning. To him, a system is an entity made up of a separate but inter-dependent part with set goals and functions while a theory on the other hand is an abstract generalized statement, summarizing or linking together a number of propositions into a unified logical structure. Put

together, system theory means how inter-related social entity is organized into testable propositions.

The systems theory is an integrative theory that attempts to present an organization as a unified purposeful system composed of inter-dependent parts. It also consist of inter-dependent parts with distinct boundaries which interacts with the environment by importing inputs, while it exports output in order to maintain itself in a permanent state of equilibrium.

A special feature of the system approach is the fact that arising from the outputs some new inputs are generated, which are once again fed into the system for processing and conversion.

The basic concept developed under the broad framework of the general systems theory can be divided into three categories;

1. Concepts which are of a descriptive nature
2. Concepts which try to highlight the factors responsible for regulating and maintaining the system.
3. Concepts which focus on dynamics of, or change in the system.

Under the first category we have open and closed systems. Systems can also be defined under this category in terms of hierarchy of subsystems and their order of interactions. The working of the internal organization of the system and the interaction of the system with its environment also come within this category and in this case we find that some systems follow a pattern of development as determined by themselves and others have to depend upon external factors.

The systems interaction with the environment implies the concept of boundary, inputs and outputs.

Under the second category where we seek to understand the factors responsible for the maintenance and regulation of the system we find concepts as stability, equilibrium and homeostasis connected with the issue of regulation and maintenance, also are the concept of feedback, repair, reproduction etc.

Finally, under the 3rd category are concepts connected with dynamics and change, change which can be descriptive or non-descriptive. Non-descriptive change can be brought about through responses to attend environmental

conditions. This brings into focus the concept of adaptation, learning and growth.

Change can also be descriptive involving the distinction between the notions of description, dissolution and breakdown as well as the notion of systematic crisis, stress as strain and overload and decay.

The systems approach to the study of organization focuses on the system as a whole, the environment of the system, the interdependent relationship between parts of the system and the dependency for the system to strive and survive by negotiating with its environment as Kontaz et al (1980:23) puts it:

The advantage of approaching any area of energy in any problem as a system is that it enables us to see the critical variable and constraint and their interactions with one another, it forces scholars and practitioners to be constantly aware that one single element, phenomenon or problem should not be treated without regard to its interacting consequences with other elements.

The major concept involved in the system theory can be summarized as follows:

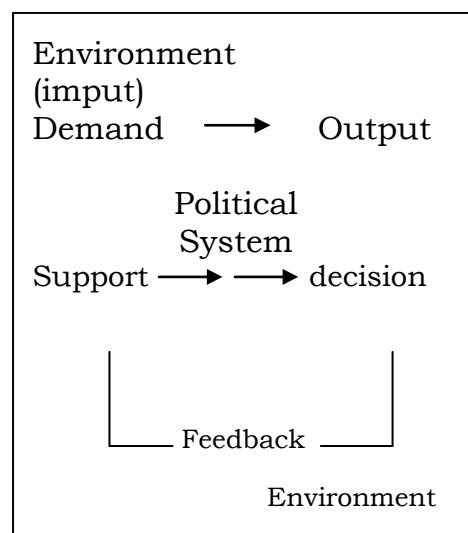
1. A system can be perceived as a whole with its parts and their independent relationship.
2. A system has its boundary and can be viewed in terms of its relationship with other systems.
3. A system has sub-systems and is also a part of a super-system.
4. A system can be regarded as either open or closed. According to Kontz et al, (1980) a system is regarded as open if it exchanges information, energy and material with its environment as it happens with biological or social systems.

It is regarded as closed if it does not have such interactions within the environment.

5. A system interacts with the environment in terms of processes that involve input, conversion and output of energy, information and material. A system tends to re-energize or modify itself through the process of information, feedback from the environment.
6. In order to survive, an open system moves to arm the entropic process by importing more energy from its

environment than expected and by strong energy it can acquire negative entropy.

As Kartz and Kahn (1966) further explain, the entrology process is a universal law of nature in which all form of organization move toward disorganization or death.



Source: Gauba Op (2003) An Introduction to Political Theory.

In applying the system theory to the study at hand, the civil service is seen as an open system which comprises of a whole entity with sub-systems that interact within itself and within the outside bodies, the larger society.

Hence the various sub-systems (department) are not autonomous within the guild structure, rather they are independent part of the unitary organization.

Accordingly, the civil service as an organization receives inputs (men, skills) etc in the form of demand and supply from the people. Demand could be regarded as positive and negative expression of individuals towards the activities occurring in the environment of a particular political system.

The fundamental idea here is that the staffs are the life-blood and the success of the civil service ultimately depends on them. The individual staff therefore requires a planned development and training programme to improve their skills and knowledge in their various levels and areas of operation so as to respond effectively to the demand of the people and also to achieve the objectives of the civil service.

To make for efficiency in human resource and achieve increased productivity, workers in the system are trained and developed in the best method so that productivity can be achieved at a very minimal time and reduced cost, if they fail to do this the reverse will be the case which might lead to the total collapse of the civil service.

Since the civil service is a system with various sub-system both the senior and junior executives need development and training programmes that will prepare them to occupy a position especially for a position vertically higher than he/she was.

The demand and supply are critically analyzed in the conversion process and are passed out as output in the form of authoritative allocation of values, laws, regulations and services that will determine if the productive level of the civil service is enough to achieve their objectives.

Human resources development and productivity in Kogi State civil service will lead to efficiency among the workers and effectiveness in reaching their stated goals.

1.7 Hypotheses

1. There tends to be a strong link between human resource development and productivity in the civil service.
2. Corruption impedes human resource development in the Nigerian civil service.
3. Productivity in the Kogi State civil service depends on merit based recruitment, selection and staff training.

1.8 Method of Data Collection and Analysis

In the course of this research work, data would be gathered from secondary sources such as textbooks, journals, internet materials, and any useful document relating to the study.

The method of data analysis used will be quantitative analysis, data presented will be analyzed in order to make accurate recommendations.

1.9 Scope and Limitation of the Study

The scope of the study will be limited to the impact and effect of human resource development and productivity in the civil service as it poses a threat to Kogi State and Nigeria as a whole.

Thus, it will focus on all efforts of government to increase human resources development and productivity in Kogi State civil service.

1.0 Operationalization of Concept

Civil service: According to the 1999 constitution section 218, subsection 1, the civil service can be defined as:

The service of the federation in a civil capacity as staff of the office of the president, the vice-president, a ministry or department of the government of the federation assigned with the responsibility for any business of the government of the federation; while in respect to state civil service of the state in a civil capacity as staff of the office of the Governor, Deputy Governor or a ministry or department of the government of the state assigned with the responsibility for any business of the Government of the staff (FRN, 1999).

Human resource development: Human Resource Development is a process through which employees in an organization are assisted to realize their full potential for their present and future jobs.

Productivity: Productivity is the volume of goods and services produced for work within some specific unit of the hour, day, week, month, year etc.

Training: Training means to give teaching and practice in order to bring a desired stand and behavior efficiency or physical condition. Thus it is the act of teaching in the industrial or business concept. It is the act of reaching a particular level of the expectation of the employer.

Nepotism: Implies favoritism shown by somebody in power to relations and friends, especially in appointing them to good positions.

Chapter Two: Human Resource Development and Productivity in the Nigeria Civil Service: A Historical Analysis

2.1 The Civil Service in the Colonial Era

In 1900, Britain formerly established its authority over the political communities in the country. The amalgamation of both the Southern and Northern protectorates in 1914 by Lord Lugard laid the framework for the evolution of a centralized bureaucratic structure in Nigeria. Under Lugard's administration some departments became unified, this department include, audit, customs, forestry, judiciary, marine, railway, survey and treasury while other departments that were not unified continued to be run separately as before until all the departments were merged. The dates of merger of other departments are as indicated:

POR (1920), Agriculture (1992), Land (1927), police (1930) and Prisons (1938).

The imposed civil service was mainly concerned with the maintenance of law and order and the mobilization of enough local resources in order to ensure that colonial administration was self Sufficient. According to Ciroma, the Nigerian civil service began as a force of occupation designed to facilitate colonial rule and exploitation of the land and its people for the benefit of the colonial authority (Ciroma, 1977).

By virtue of his long experience in Malaya and Ceylon (reported to have possessed one of the most efficient civil services in Britain Empire). Hugh Clifford, Lugards successor devoted much attention to the secretariat system. Having mentioned the absence of a coordinating machinery as one of the defects in the administrative machinery. Clifford in his address to the Nigeria council announced the approval of the secretary of state for the creation of a Nigeria secretariat.

In 1921, the new Nigeria secretariat had two major units, a statistical branch which later developed into the

office of statistics and a native affairs unit under the secretary for native affairs who acted as the principal adviser to the government on all native affairs and in the southern provinces on all administrative questions in general. In addition, a new post of under secretary was created. He became the deputy to the chief secretary and acted as chief secretary whenever the substantive secretary was relieving the governor.

Further reforms on the secretariat were carried out by Governor Cameron and Burns first was the National grouping of the work of the secretariat in 1929 into subjects viz personnel, political and general under senior administrative officer designed as Principal Assistant Secretary (PAS) assisted by secretaries. As their names suggest, the personnel branch dealt with the affairs of government employees.

The political division was concerned with purely administrative and political matters while the general division took charge of economic and social matters.

Aside from the secretariat, one other aspect of improvement in the civil service was in the area of training.

In the various departments, there were training programmes geared towards staff development.

The school of survey established in Lagos in 1900, was equipped in 1925 to facilitate the training of staff. The survey course lasted four years, two at the college and two at the survey school in Oyo for specialized training. At the end of the course, students who passed the Yaba final examination were awarded diploma certificates. Twenty one candidates passed through the training between 1935 and 1945.

In 1927, a pharmacy school was established by the medical department to train dispensers. The course lasted three years, the entry qualification being the senior school certificate.

In 1928, the marine department, faced with the problem of staff shortage, designed a course to train those who will ultimately occupy senior post on Nigeria marine vessels. The course lasted six years and part of the time was spent at sea. Those who completed the course were presented for external (U.K Board of Trade) certificates.

Between 1929 and 1946 the average yearly intake for the courses was 10.

The department of Agriculture offered a course in 1930 with centres in Ibadan and Samaru. The duration of the course was four years, two years for theory and two years at the respective agricultural school for the practical aspect of the training.

In 1931 the PWD inaugurated its own training programme patterned after the survey school. The aim of the course was to train Nigerians for supervisory duties. The course lasted three years, the entrance qualification being senior school certificate or its equivalent. The curriculum consisted of English, Mathematics, Electricity, Magnetism, surveying, building constructions and other allied technical subjects. Ten students were sponsored by the Sierra Leone and Gambia government between 1913 and 1914 about 107 African members of the PWD were trained in school.

The post and telegraph department established its own training courses in 1931 under a European instructor. Designed to train sub-inspector of line, the course lasted six years. The first three years were devoted to theory while the

last three were for practical work, about four to six students were admitted annually and the admission requirement was the senior Cambridge certificate. Successful candidates sat for a U.K external examination (city and guild) and on completion were employed in Semi responsible positions within the department.

In 1931, the Nigerian railway which had established a departmental training course in 1901 started training African Engine-drivers in view of the reduction which has been made in the number of European drivers during the past few years. Senior officers in the administrative department were required to attend the tropical African service courses of instruction in London and to satisfy the examiner in subjects like hygiene and civics. In addition, some courses in anthropology and entomology were arranged by the colonial officers in London for officers on leave. Newly appointed officers of the administrative service were required to pass a local examination in Law, judicial, procedure the ordinance, regulation and general orders.

Apart from the courses run by government department, there were in addition certain technical

training organized by equivalent department within the British Empire to which civil servants attended for example, the agriculturalist had the privileges of attending the Trinidad College of Agriculture where researches into tropical agriculture were elaborately carried out.

Horticulture and foresters too were exposed to some other formal training in the Kew Gardens in London. Some foresters in addition to the London training also attended courses in India.

The unification of the colonial services in the British Empire between the 1930's and 1940's further enhanced staff development in the Nigerian civil service. For although not many Nigerians were exposed to oversee training as there were only few Nigerians in senior positions.

The above formal training was supplemented with informal training by all categories of civil servants. Informal training involved picking up tips from superior officers, as well as following precedents and floundering around until the job was mastered.

During the 2nd world war, the civil service was battered by the world wide depression which left the civil service

hopelessly depleted. The situation was further compounded as the civil service played major role of being an essential and veritable source of men and material to the allied war effort, about 25% of the total staff of government department took part in the war.

The heavy reduction of staff adversely affected the work of the department and to prevent the depletion from impairing the ordinary administrative work in colonial Nigeria. The spirit of cooperation between government department was emphasized, this implied that certain functions performed before the war by one department had to be undertaken partially or wholly as the case might be, by another department for example, local good control, formerly carried out by the medical department was undertaken by the survey officer at Oyo and at Ibadan before the senior Assistant conservator of forestry.

Britain's indebtedness to Nigeria as a result of the above mentioned roles stimulated a new trend in the staffing policy of the public service in the 1940's. The first expression of the new policy of staffing the public service by indication was owned to the report of the Walayn Committee

appointed in 1942. The committee was mandated to consider the question of Appointing Africans to post other than secretary post in the administrative service and make recommendations thereon.

The committee recommended that as an experiment two of the African cadets should be appointed subject to the condition that the African candidates for the administrative service should fulfill the same condition and possess the same qualification, particularly as regards age and education as required of European candidate

The recommendation was adopted by the government and for the first time, the administrative service which was the cream of the colonial service was thrown open to Nigerians who were to fill the vacancies created by the depletion of European staff in the senior civil service. Among the new entrants who later played prominent roles in the western region civil services were S.O. Adebo and S. Ade Ojo and a dominant player in the federal civil service was Micheal Ani.

Due to the rise of consumable goods which was as a result of the 2nd world war, the cost of living allowances

granted most of the workers proved inadequate, as the cost of goods and services continued to mount.

The African civil service personnel took the lead in demanding a 50% increase in the cost of living allowance and a minimum wage of 26 kobo per day. The poor response of the government to their demand led to the general strike in 1945 in which seventeen trade Union with a minimum of about 30,000 workers went on strike for 37 days. Similar strikes in the other British West African Colonies forced the British to set up a commission in 1945 to review the conditions of services in her West African colonies. The report of the Harragin Commission novel features.

First, was the increase in wages and civil servant allowances, the commission decided to remunerate the African personnel in the service in accordance with local circumstances.

Secondly, the creation of civil service commission, in its anxiety to remove the power of appointment and discipline of civil servants from politicians as Nationalist struggle intensified. The Harragin Commission recommended the establishment of the civil service

commission in each of the four British West African Colonies. This was how a civil service commission came to be created in 1948.

The Harragin commission marked the beginning of wresting civil service control from the legislature. Thus, the establishment of a body whose sole purpose was to ensure that appointment to the service as well as promotions and disciplinary control were dealt with on a continuous standard of impartiality and fairness unimpaired report and has persistently featured in all Nigerian constitution since 1947. The Harragin commission examined both wages and salary administration to meet the increasing cost of living. The provision of suitable method of discussion between public cooperate bodies and government to take care of employees with respect to wage and salary, conditions of services and allied personnel issues.

Sir Harragin observed the deteriorating conditions of civil servants many of whom considered themselves as overworked but undervalued as their salaries did not meet the cost of living. To worsen the situation, the 2nd world war had negative effects such as loss of lives and dwindling

economic resources for survivors of the war years. These problems necessitated the pressing demands by employees for better conditions of life. Indigenous public officers demanded for special consideration for improvement of salary, standard and welfare packages to make them rise to their demand of social and family life patterns.

Manpower planning trend of the 2nd world war years reflected scarcity of human resources in technical areas. There junior cadres of public offices exploited the scarcity of manpower in the lower cadres and vehemently passed their demands to ensure that they were met.

The Harragin commission placed high premium on the provision of better conditions of service such as promotion, security of tenure, leave periods including sick leave and maternity leave, pension benefits, training and transport facilities. The commission ensured that employees welfare benefits were improved so as to discourage employees from extra time on private practice for supplementing involvement.

The Harragin commission also recommended the modification of salary structure components of workers. The

most significant of the commission's recommendation was the restructuring of civil servants into senior and junior service categories.

The commission introduced the merit system of selection of government employees in the junior service category and this enabled the colonial government to maintain a solid foundation of personnel management functions at the lower level. To all intent and purposes, According to Akinwale (2007), the Harragin commission placed emphasis on reforms in salary structure and conditions of services with special highlight of structural classification of the services into senior and junior services.

The localization of the civil service was thus, a by-product of the 2nd world war. The Nigerianization scheme went a stage further with the appointment of the foot commission in 1948. The commission observed that "the training and recruitment of Nigerians for senior post in the government services is not only necessary to enable Nigerians to take an increasing share in the management of their own affairs and to keep in step the pace of

constitutional advance. It is also essential for the development and progress of the country.

The commission recommended a total of 385 scholarships within three years (1948-1950) in the following fields.

1. Education and general degree – 100
2. Professional course between 100 and 145 (Engineering 35, Agriculture and technical course 99).
3. A special allocation of 30 scholarships for women to obtain qualifications overseas for post such as nursing, secretariat course and librarianship.
4. 20 scholarships to be available for non-governmental applicants who wish to obtain higher education but do not propose to enter government services as well other recommendations on the issue of appointment.

The Macpherson constitution of 1951 further extended the regulatory policy inaugurated by the Richards constitution more central departments were regionalized. They were: Agriculture, cooperative, land, public works, survey, veterinary, these regional department were placed

under regional directors now responsible to the Lieutenant-Governors in the region.

The 1954 constitution marked yet another landmark in the history of the civil service in Nigeria. It provided for full fledged regional civil services as well as the central (federal) civil service. It brought in its wake many structural changes of far reaching consequences for those civil services.

The first structural change of great significance was the establishment of the public service commission in the regions as well as the centre.

The two bodies viz the civil and public service boards performed more or less interrelated duties to avoid overlap and for the sake of effectiveness. The 1954 constitution vested control of the public service in the federation in public service commission. The new public service commission was a body whose sole purpose was to ensure the appointment to the service, promotion and disciplinary control in respect to inefficiency or misconduct were dealt with on a continuing standard of detached impartiality and fairness unimpaired by political changes or pressure.

The Gorsuch commission of 1954 was set up to examine the salary packages in the Nigeria public service. The commission recognized the need for intermediate level staff in the civil service. The implication of the two category structure for the civil service meant that the senior management class of civil service played dual role in performing senior and middle-level management function. The investigation on failure of civil servants by the Gorsuch committee revealed that the senior civil servants at the time of the Harragin commission bore unnecessary additional responsibility. The period of the Harragin commission also witnessed the presence of the professional class whose duties vis-à-vis their job schedules did not reflect the expected standard of professionalism.

The Gorsuch commission critically examined the structure of the civil service at the time of Harragin commission and recognized the need to evaluate jobs in the civil service as a basis for effective job description and job specification.

The Gorsuch commission had the structure of the civil service reviewed and as such recommended the model of the British civil service.

Consequently, Gorsuch committee introduced five grading structure in the civil service as reflected below Gorsuch five Grading structure.

Generalist Class	Superscale
Superscale Class	Prof. class
Administrative Class	Technological/higher
Executive Class	Technical class
Period Class	Teaching class
Sub-clerical Class	Operational class

Source: Circular No E.D 1/207/111, Ministry of Establishment and Training Establishment Division, Ibadan (15/8/59) and Circular No. E.D 1/207/270 (28/8/1970) on Administrative and Professional Grades.

In addition to the grading structure, Gorsuch proposed relevant career path for the respective cadres. It was however observed that there were lack of uniformity in the implementation of the five grading structure in the regional civil service of the East, West and North and the Federal Civil Service and also implied that distinctions came in the form of positions and salary.

Although, the wave of Nigerianization of civil service gained momentum both in the east and west, in the north

because of the educational backwardness and lack of qualified personnel, the nigerianization process was pursued with great caution by the northern regional government.

At independence on 1st October 1960, the public service commission was renamed federal civil service commission and its powers were extended to cover all civil service grades. The British officials were replaced with Nigerians but in spite of these, the old (colonial) method of doing this was still predominant in the civil service. In other words the west-minister patterned general order and financial institutions remained.

2.2 The Civil Service under the Military

The January 15, 1966 Coup d'état swept off the politicians and the parliamentary system of government operated by them. In their place, Major-General John T.U. Aguiyi Ironsi assumed power as Head of staff and commander-in-chief of the armed forces.

The Ironsi Administration attempted to replace the Nigerian federal structure with a unitary system but this attempt eventually led to dissatisfaction among some groups

especially in the north, resulting in the July 1966 coup which led to the emergence of General Yakubu Gowon as the Head of state who reversed the unitarist tendencies in a federal framework at least in principle (Akinsanya, 2002:213-248).

Military rule represented a universal terrain for public servants, particularly as the military leaders themselves acknowledged the fact that they were ignorant of politics and administration at the time. Hence, the military had to depend on the public service initially for everything they need to do in government. In any event, the higher military and civil servants have similar hierarchical organizations which permit a close relationship between the military and the public service. Thus, it has been observed that during the first military regime.

A close relationship existed between the civil service and the military formation and that indeed decisions and policies were made by the civil service which should act in advisory capacity to the political executives (Olugbemi 1979).

Olugbemi maintained that civil servant should be held responsible for government decisions, actions and inactions during the period while Ademolekun noted that the civil

service under the military became an irresponsible, inefficient and yet powerful organization (Ademolekun, 1986:30). While extending the foregoing perception of the civil service of the period further, Okunade has argued that:

It is more credible to state that the civil servants if at all they were a group of opportunist during that period succeeded in exploiting the group because of the ignorance and the character of the earliest military rulers (Okunade, 1993:40-41).

In contrast to the various views expressed about civil servants of the period, Okunade argued that they could not be held liable for government decisions, arguing that neither the structure, nor the powers and functions of the civil service changed under the military rule (Okunade, 1993:40-41).

However, various political development during the period which accounted for increasing prominences of the public servants in the administration of the country include the absence of political heads of the ministries, namely, ministers. Even when political heads were eventually appointed they lacked the influence and the mandate exercised by them during a civilian dispensation. Their

position was not helped with the suspension of the constitution. So their influence decreased because there were no political institutions which could be used as a basis for influence peddling. Thus, the loss of political power became the gains of civil servants whose influence increases tremendously. Additionally, the absence of political activities made it difficult for people's views and opinion about governance to be aggregated and articulated. Hence, there was no way to limit the influence of the civil servants. More significant, are the involvement of civil servants in the management of various public enterprises as a result of the absence of politicians to serve as chairman and/or members of boards and the magnitude of tasks faced by the military of not only ensuring the unity of the country as a result of a civil war which they themselves created but also economic development challenges of the period.

Finally, the duty of managing the various political crises of the period especially the various negotiations before the outbreak of civil war in 1967 fell squarely on the top cadres of the public services. On July 29, 1975, the regime of General Gowon was overthrown in a Coup d'état

led by General Murtala Muhammed who saw a reversal of the fortunes of the public services. The civil service was accused of losing all the fine principles of public service: anonymity, Neutrality, non-partisanship and permanency in the process of its entanglement with military leadership. Thus, the Muhammed Administration responded by purging the public service, an action which saw some 10,000 public servants losing their jobs for reasons ranging from divided loyalty to declining productivity. This action not only led to loss of morale and insecurity of tenure; it also negates the civil service principle of permanency. The regime also appointed a public complaints commission to check the activities of civil servants.

As part of a programme of sanitizing and improving service delivery, a public service review commission was set up immediately after the Adebo Report of 1970 on September 13, 1972 with the following:

1. Examine the organization, structure and management of the public service and recommend reforms where suitable.

2. Investigate and evaluate the methods of recruitment and conditions of employment and the staff development programmes of public service and recommend such changes as may be necessary.
3. Examine all legislations relating to persons as well as the various superannuation schemes in the civil service and in the private sector and suggest such changes as may be appropriate with a view to facilitating mobility within the public service on one hand and private sector time providing for the retention in the public services of qualified and efficient personnel.
4. Undertake with aid of appropriate grading teams the regarding of all posts in the public services, establish scales of salaries corresponding to such grades and as a result of job evaluation of posts, recommend salary scales to be applicable to each post in the services.
5. Enquire into and make recommendations on any other matter which in the opinion of the commission, appear to be relevant and of public interest to be enquired into.

The Udoji commission submitted a report on September 1974 which contained far-reaching recommendations which if they had been well implemented would have led to fundamental restructuring of the service to make it result oriented.

The Udoji commission recommended that civil servants should subscribe to a code of ethics. However, the commissions code of ethics was not accepted by the Government. Rather the government enunciated its own code of ethics, because of the mere existence of code of conduct per se could not result in a positive orientation. A new style public service capable of meeting the challenges of development promoted the commission to recommend the adoption of the result-oriented management such as project management, management by objectives, and programme and performance budgeting system (PPBS).

On manpower development which includes manpower planning and training, the commission recommended a professionalized civil service through training and retraining. However, much emphasis was not placed in the implementation that the civil service is still much

handicapped in terms of staff development and professionalization (Ola, 1997:303).

The commission recommended the replacement of the class structure recommended by the 1954 Gorsuch commission. It recommended a unified salary grading structure for the entire public service except the military.

Due to some issues connected with the implementation of the various recommendations of the commission. A public service review panel was established to settle various petitions or complaints against the commission's report and a government white paper on it. The report of the review was greeted with the same reactions as that of the commission and emphasis was placed only on salary structure. Eventually, the commission's report and the report of the public service review panel could not have the desired results.

A military coup on December 31, 1983 terminated the second democratic experiment in Nigeria. General Muhammed Buhari who led the military administration that took over the reins of power was dissatisfied with the various developments identified earlier as afflicting the civil

service in the 2nd republic and therefore was committed to a general overhand of the service. The regime embarked upon a purge of the service involving the retirement and dismissal of corrupt officials and other officials adjudged guilty of one misdemeanor or the other. The regime also launched a programme of War Against Indiscipline, (WAI) with the objective of instilling in the minds of Nigerians the noble ideals of national consciousness, mobilize their mind and give them a sense of nationhood, patriotism and above all discipline. More significantly, the regime appointed the Dotun Philips study team with terms of reference that covered a wide range of issues in the Nigerian civil service. However, the team was yet to submit its report when the regime was overthrown in a palace coup d'état led by General Ibrahim Babangida on August 27, 1985.

The Babangida Administration accused its predecessor of being insensitive to the feelings of the people while at the same time neglecting the views and contributions of other members of the then supreme military council. Thus, as a way of demonstrating the distinctiveness of the regime from the previous regimes in which General Babangida and other

played prominent roles the Babangida Administration repealed some obnoxious decrees promulgated by the Buhari Regime with some decrees such as decree No.2 of 1984 were amended. The regime also introduced for the first time in the history of military administrations in Nigeria the title of “President” instead of “Head of State”.

The Administration Introduced the Structural Adjustment Programme (SAP), a programme that was designed to bring about a structural transformation of the country’s economy through the adoption and application of various market economy reforms. Such reforms include devaluation of currency, deregulation of salaries and wages, reduction in public expenditure, removal of subsidies and privatization and commercialization of public enterprises (Okosun 1997, Olukoshi 1996).

As a means of implementing its programmes, the Babangida Administration felt the urgent need to reform the civil service to cope with the scope of the changes inherent in its programmes. However, as an immediate response to some of the felt-need for a developed-oriented service, the Administration established a wide array of extra-ministerial

agencies including the directorate for food, Road and Rural infrastructure (DFRRI), National Directorate of Employment (NDE), Centre for Democratic Studies (CBS) amongst others. The Dotun Philip study Team established by the Buhari regime made far-reaching recommendations which formed the kernel of the civil service Re-organization decree, Decree, No.43 of 1988 promulgated by the Babangida Administration. The Minister became the Chief Executive and Accounting Officer, replacing the permanent secretary, re-designated Director-General who retained his position at the pleasure of the appointing government and will retire with the except if appointed by the incoming Administration. The study team recommended that specialist or General Administrator will make his career entirely in the ministry/department of his choice. The civil service was reconstructed into common service departments:

1. Personnel management
2. Finance and supplies
3. Planning , research and studies.

In addition, each ministry was to have not less than five “operations departments”. The recruitment of civil service personnel at Grade levels 01-06 was to be done by each ministry while the civil service commission had responsibility for those in Grade levels 07 and above. Each ministry is in charge of the discipline of staff, other components of the reform include Annual performance evaluation, personnel management and financial checks and Balances.

In spite of the reform measure, the Dotun Philips reforms have been criticized as defective as the study Team kept unresolved some of the problems of the civil service (Okunade, 1993:128).

The Abacha Administration met constant internal and external pressures to relinquish power to a democratically-elected government, the Administration could not embark on fundamental or wide-ranging reforms. However, two years into its Administration some powerful/top brass in the civil service sent a memorandum to the Head of State, General Sani Abacha asking the government to review some aspect of the civil service reforms implemented by General

Ibrahim Babangida. The Allison Ayida Panel was set up to consider the grievances against the 1988 reform and as a result of the report of the Panel, the Abacha Administration modified the provisions of degree 43 of 1988.

Notwithstanding all the changes, at the inception of a democratic government in may 1999, the civil service was skill perceived in a negative light to the extent that it was described as being characterized by all manners of venality which include, outright laziness, lack of commitment and vision, debilitating nepotism and tribalism (an organization) where appointment were made without recourse to laid-down procedures, (where) relatives, friends and concubines of Chief Executive Officers were employed against the ban on employment and into positions they were sometimes not qualified for (as the federal civil service commission functioned only in name) (Aiyede, 2003:86).

2.3 The Civil Service under the Civilian Administration

At independence, the Nigerian civil service was modeled after the British Home service with its weberian characteristics of value of permanence, anonymity, political neutrality and competence (Akinsanya 2002:213-248). Also,

at independence, renewed efforts were placed on Nigerianisation to replace the British civil servants who the Nigerian services with highly trained Nigeria. Thus, government came out with a white paper with proposals on how to accelerate the pace of Nigerianization. These include training Nigerians at all levels, increase placement in secondary school, provision of scholarships for higher education and training of several serving officers.

However, the rapid expansion of scope of governmental activities and pressures for competitive modernization created the various crisis immediately after independence stressed the civil service almost to its breaking point. The crisis in Western Nigeria created the problem of loyalty in the civil service. The problem later extended with the 1963 census and 1965-1965 crisis which while challenging the already-stretched capacity of the public service to respond to rapid changes eventually resulted in the January 15, 1966 military coup.

The 2nd republic witnessed some changes in the Nigeria civil service partly set into motion by the departing Murtala/Obasanjo Administration as contained in the 1979

constitution and partly by the civilian politicians and their partners in the civil service that operated the constitution. Some main changes to the Nigeria civil service as a result of the introduction of the presidential system of government at the federal, state and local government levels made the President, Governor and Council Chairman the Chief Executive (Gboyega, 1987). Other changes made were the formal recognition of the Quota-system in respect to recruitment into the public service and the code of ethics principle recommended by the Udoji reform. In spite of all these changes, the civil service failed to serve as agents of development for the country as a result of development for the country as a result of many vices associated with the second Republic.

These include greed, corruption and indiscipline, implementation of federal character principle and lack of accountability by both politicians and bureaucrats until the military took over power in 1983. The fourth Republic commenced on May 29, 1999 after 16 long years of military regime. The administration commenced with the swearing of Chief Olusegun Obasanjo as the President of the federal

republic. The Obasanjo Administration has shown a commitment to the reforms of public service taking place at different levels of the services such as stamping out corruption, promotion of ethics, integrity and professionalism.

Another major reform of the Obasanjo Administration was the monetization of benefits in the public service, these benefit made available by government to public offices include the provision of free accommodation, furniture, transportation and chauffeur-driven vehicles.

In terms of training and development of staff, the 1999 Administration has been able to institute a coherent and systematic training throughout the civil service to demilitarize the mentality of civil servants, polish their administration skills and develop their professionalism.

The new innovations in the training programmes under the new dispensation are that:

- i. The training and retraining of civil servants, including permanent secretaries have been regularized.
- ii. It is now compulsory for all categories of staff to attend some training programmes.

- iii. Career progression in the civil service is now tied to the attendance of prescribed training courses.
- iv. There is extensive use of on-the-job and in-house methods of training by ministries to capture, reflect and address their specific requirements.
- v. Season retired civil servants are engaged on contract basis, to train and retrain civil servants on time-tested skills and method of civil service, as well as share their experiences with serving civil servants.
- vi. Training need assessment are undertaken before training programmes are embarked and after the training, evaluation of the impact of such training are conducted through different methods including promotion examination.

Since 1999, the pace of reforms in the federal civil service quickened as government strived to reposition the service for improved service delivery and to dispel the perception of the Nigeria civil service as a corrupt, unwieldy, over-bloated and inefficient institution. A major thrust of these reform effort is the capacity building of civil servants to foster acquisition of knowledge, skills and attitudes

matching the demand of civil service in the 21st century and for a country aiming to be among the top 20 economies by 2020.

On assumption of office in November 2010, Professor Afolabi who has served in different departments in the civil service since October 20, 2006 moved keenly, very quickly and proactively to build on the gains of his predecessors in the area of capacity building by initiating novel and bold strands of activities.

First is the provision of high-level training for permanent secretaries by staff of the Kennedy business school, Harvard University, USA and the second initiative is the e-learning initiative.

The major objective of this project is to link competency testing to promotion in the federal civil service via e-learning, taking into consideration the over 100 cadres with many different categories of specialization within the service. The base courses are designed for all civil servants irrespective of areas of specialization; and grade courses from level 8 to level 17, with each grade having its own level of complexity.

E-learning is justified because of the following:

- i. Personal choice will run throughout the entire project where employees are given the opportunity to learn at their desk, or at learning centres or even in their own homes, thus offering flexibility.
- ii. E-learning will also reach employees who have traditionally resisted any formal training and hence change.
- iii. Employees can also tap into the online and other learning programmes to sharpen existing skills retrain through acquiring new skills and improving knowledge on relevant areas.

Afolabi (2010) argued that at this period of global change, e-learning needs to form part of the overall learning strategy whether it is for induction, re-skilling, promotions, performance management or management and leadership training for all staff. Accompanying this initiative is the plan to make available to all the 197,000 civil servants each a laptop computer to aid in accessing on-line training and taking progression tests and examinations.

To this end, the online training programme for the federal civil services has already taken off, initiated and implemented by the office of the Head of the civil service of the federation (OHASF) and the manpower development office of the OHCSF with the full backing and commitment of the Federal Government and the inclusion, participation and technical expertise of various organizations such as the Nigeria Universities Commission, Nigcomstat, Richfield Technologies, Galaxy BB Ltd; and the Public Service Institute in Nigeria (PSIN), Administrative Staff College of Nigeria (ASCON) and Centre for Management Development (CMD) as the executing agencies as well as several consultants each with specialized areas of training, modules and units development.

Chapter Three: Impediments to Human Resource

Development in the Nigeria Civil Senesce

The Menace of Corruption

What constitute Corruption has generated controversy among analyst and scholars. However a broad definition mostly adopted presents corruption as perversion or destruction of integrity in the discharge of public duties by bribery and favour, (Oxford) English Dictionary, 2001). However, this definition fails to capture the developed meaning of corruption in relation to behavior. To this end, Smith (1976) defines corruption as diversion of material wealth, intended for effective achievement of socially desirable ends, into the pockets of individuals. In the some vain, Adegbite (1976) defines corruption as a change from a sound to putrid state, or from a state up rightness, correctness or truth to a bad state or to a taunted use to which money is put to get things done illegally. Also Hoogvelt (1976) considers it as a process of

trade in societal rewards. Akanbi (2004) define corruption as the abuse of public power or trust for personal gain or for the benefit of a group to which one owes allegiance. Corruption involves the use of ones Office for pecuniary advantage, gratification, influence peddling, incapacity in advice with the aim of gaining the advantage, less than a full days pay tardiness and slovenliness (Act No, 6 of 2003).

In legal forms, corruption is a transaction between two individuals one state agent and one civilian where the state agent goes beyond the limit of the law and regulation in order to secure himself a personal benefit in the form of a bribe.

Corruption is conventionally understood and referred to as, the private wealth seeking behavior of some one who represents the state and the public goods by public official, for private gains. The working definition of the World Bank (1992) is that corruption is the abuse of public power, for private benefit.

Corruption is a behavior that deviates from the formal rules of conduct governing the actions of someone in a

position of public authority because of private- regarding motives such as wealth, power or status (khan, 1996).

Brook (1974) defined corruption as the intentional misperformance or neglect of a recognized duty, or the unwarranted exercise of power, with the motive of gaining some advantage more or less directly personal. In Africa many people see corruption as a fractional problem involving the outright theft, embezzlement of funds, or other appropriation of state property, nepotism and the granting of favors to personal acquaintances and the abuse of public authority and privileges (Harsch, 1993).

Bayley (1966) analyzed that corruption while being had particularly to the act of bribery is a general term covering the misuse of authority as a result of considerations of personal gains which need not be monetary.

In the past (10) years, Transparency International (TI), a non- governmental organization based in Geneva has consistently, and annually placed Nigeria among the first ten in the world countries in which business is most difficult to transact. In a simple language Nigeria is among the top ten most corrupt nation of the world.

To say, that Nigeria is perilously plagued with corruption at all levels is to say the obvious. Smith (1976) described Nigeria as a nation:

Where human society is plugging compulsively into even greater depths of corruption and decay. Thus, The greater the development plans, the larger the scale of corruption which their Implementation encourages by diverting efforts that are being made for the benefit of the community to private gain at the community's expense". Corruption in Nigeria is both systematic and endemic as the abundance of national resources in the country has little or no impact on the living standard of the citizenry. Despite its abundant resources, Nigeria ranks among the twenty- five (25) poorest nations in the world (Atoyebi and mobolaji 2004). Wide spread corruption is a symptom of a poorly functioning state and it is capable of retarding economic growth and development.

Corruption breeds inefficiency, Incompetence, mediocrity, unethical values and other base instincts in man such as greed, avarice and rapacity. Corruption is so entrenched in Nigeria that it has become a household word

and all factors of the economy are caught in corruption web such that Nigeria ranked among the Ten (10) most corrupt nations in the world.

Since Nigeria's independence in 1960, corruption has persisted and grown enormously in variety, magnitude and brazenness. The pervasive corruption obtains in every aspect of Nigeria's society. However, the emphasis here is on public sector corruption which contributes more than 70% of the corruption cases in Nigeria (Waziri, 2010). Corruption in Nigeria manifest in the form of official contract fees being inflated, public funds doled out to personal friends in the guise of contracts, improper issuance of License to import goods, Improper award of contracts, outright embezzlement of public fund, kick backs on public procurements etc.

The pervasive and deep rooted nature of corruption in Nigeria is indicated by the fact that in 1996, Transparency International (TI) ranked Nigeria as the 2nd most corrupt nation among the 54 nation surveyed (Morre, 1997). In 1998, Nigeria was again ranked the 2nd most corrupt nation out of the 85 counties polled by TI (Lipset and Lenz, 2000). In 2001, Nigeria was ranked 90 out of 91 counties pooled.

By 2009, the Global perception Index (CPT) by TI rated Nigeria 130th out of the 180 countries surveyed (Business Day 2012). Indeed as Derin (2007) notes Nigeria has been featuring prominently among the most corrupt nations of the world for the past 30 years.

Achebe (1983), notes that as much as 60% of the wealth of Nigeria is regularly consumed by corruption. While it specifically reports that over 500 billion dollars has been removed from the coffers of the Nigerian government through corruption between 1960 and 2009.

According to Atoyebi and Mobolaji (2004) Africa as a continent lost over \$140 billion to corruption which at the official N120/dollar exchange rate then amount to N16.8 trillion of this colossal figure, it is disheartening to note that Nigeria has the largest percentage.

Since Nigeria Independence in 1960, governments under various leadership have made varying degrees and forms of effort at tackling the canker worm called corruption.

In the first Republic Alhaji Tafawa Balewa made no significant effort at curbing corruption, rather his regime

was even overthrown partly as a result of corruption (Ojiako, 1980, Dudley, 1982). Derin (2007) specifically notes that top government officials in the first Republic had implicit disregard for accountability of public funds

For instance, Dr. Nnamdi Azikiwe was accused of stashing public funds in his own bank account in the African Continental Bank (ACB) while Chief Obafemi Awolowo was indicted for sharp financial practices by Coker commission of Inquire into the Western Region Government in 1962. The government of Major General Aguiyi Ironsi that took over power from Alhaji Tafawa Balewa did not do much either as it lasted for only 7 months (January, 1966- July 1966) following a counter coup that brought General Yakubu Gowon in on July 1966.

The situation of grand corruption among the civil servants was facilitated by the long rule of the military and its attendant practices of impunity, lack of probity and accountability (Anazodo, 2012).

Gowon's regime did not achieve much in the direction of curbing corruption rather, his government was accused of massive corruption (Okolie, 2007). Gowon's regime was

unashamedly corrupt to the macro level. It was not hidden from the public gaze. According to the Nigerian Tribune (1975), his pledge to enact an anti- corruption decree like other promises was never fulfilled. Gowon's assertion that money was not Nigeria's problem but how to spend it, is a pointer of his corrupt tendencies (Abada 2002). The level of corruption under Gowon's regime came under public scrutiny when Murtala Muhammad became the Head of state and set up Assets Investigations panel to probe the Governors and other public offices that served under Gowon. The panel indicated ten (10) out of twelve (12) military governors and so their assets were confiscated. The anti - corruption crusade spread to the entire public service, thus the purge of the public service that led to the retirement and dismissal of over 10,000 civil servants nation wide. A counter coup brought in General Olusegun Obasanjo who started a fight against corruption by probing the corruption acquisition by high profile political Office holders and top bureaucrats. Generally, however, nothing significant was achieved under Obasanjo's fight against corruption as he could not maintain the spirit of tempo of

his predecessors fight against corruption (Uju, 2002). On the contrary his regime was accused of corruption as manifested through the awards of white elephant projects (Dike, 2001). Again, his regime could not give account of the N2.8 billion oil money that got missing from the nations foreign reserve between 1976- 1979 (Dike, 2001). His government could not account for the N2 billion jumbo Loans from the International finance corporation (JFC) in 1978(Derin, 2007).

By 1979, General Olusegun Obasanjo handed over to a civilian government under the leadership of Alhaji Shehu Shagari who set up the Ethical Revolution in 1981 to transform, for better, the countries national values characterized by fraud and corruption. The efforts of Alhaji Shagari at curbing corruption were not effective as the regime was itself immersed in corruption. Indeed, Welch (1987) described Shagari's regime as uncontrollably corrupt at all levels. As a matter of fact, the massive corruption at all levels formed part of the reasons for the military take over of the regime in 1983 (Emma , 2006; Dike, 1990 and Ogundiya and Baba, 2004).

General Mohammad Buhari made significant efforts to control corruption particularly through the programme of war Against Indiscipline (WAI) which the government introduced in 1984, the public property Decree and the public officers (special provision) Decree of 1784 (Abada, 2003). Indeed Buhari's commitment towards curbing corruption was expressed at the international conference of 5th January, 1984, where he stated that one of the core tasks of his administration was to clean up the Nigerian society of the canker worm of pervasive corruption and to uphold the principle of accountability. General Buhari's regime did really take some drastic steps to prosecute corrupt officers who were forced to cough out millions of naira they embezzled (Emma, 2006). This regime did not, however, consolidate its efforts towards corruption as it lasted barely two years following an overthrow of the government in August 1985.

General Ibrahim Babangida took over power and ruled for eight years during which he established Mass Mobilization for social Justice, self Radiance and Economic Recovery (MAMSER) in 1985 Even with this initiative

,General Babangida regime was observed not to have significantly controlled corruption, Rather corrupt practices heightened (Dike 2001)

Maduagwu (1993), listed some of the highlights of Babangida's corrupt practices as:

1. 200 million siphoned from the Aluminum and smelter project.
2. 400 million wasted on Better life project.
3. His inability to account for the \$ 12.4 billion that accrued to Nigeria from the Gulf war oil sales
4. Huge extra budgeting spending of N 186.9 billion Naira between 1989 and 1993. Corruption became institutionalized under General Babangida's regime, corruption was raised to a level of state policy and allegations of corrupt practices were treated with utmost levity thereby destroying all the efforts of the previous administrations.

General Sani Abacha regime initiated some measures to curb corruption notable among these measures is the War Against Indiscipline and Corruption (WAIC)

unfortunately Abacha's government did not achieve much in controlling corruption as his government was itself characterized by general mismanagement and corruption of monumental dimension (Emma, 2006). The Abacha's loot tops the list of grand corruption in the history of Nigeria. Although it was glaring that Abacha's regime was corrupt the extent of it became manifest only after his demise in 1998.

Evidence showed that he and his children and their cronies had looted about 3 billion dollars hidden in foreign accounts scattered across Europe and the Persian Gulf. Abacha was described as the biggest thief of the 1990's and was alleged to have sent between 12 million to 16 million dollars out of Nigeria during his five year reign.

The African Network for Environmental and Economic justice (AVEET). A non- governmental organization illustrated the level of Abacha's loot as highlighted in the table below.

Table 3.1: Abacha's Loot of Nigerian Economy

BREAK 16 OW	AMOUNT	THE BANKS
1995 6 TH FEB	\$ 4 Million & E 2	Australia, New Zealand

	million	London Branch Banking group.
1995 17 th Feb	\$ 4 Million & E2 million	ANZ, Frankfurt
1995 27 th Feb	\$ 4 Million \$ e2 Million	ANZ, Frankfurt
1995 8 th July	\$ 5 Million, E 2million, Plus 2million in travelers cheques	Bank in liechtenstein AG, Vaduz.
1995 29 th Dec.	\$5 million	Bankers Trust company, London.
1996 28 th March	\$ 5 million \$3 million requested by Abacha. CBN ran out of foreign currency	Bankers: Trust company, Frankfurt Banque Baring Brother Geneva.
1996 26 th May	\$ 4 million and E5 million the bank ran out of pounds	Barclays Bank London, Banque Edouard constant Generick.
1996 20 th June	\$ 30 million, E 5 million	Banque Natioanale de Paris, Geneva
1996 20 th August	\$30million, E 15million	Paris, Basel
1996 24 th September	\$50 million	Citibank bank N.A London.
1996 30 th September	\$ 50 million, E 3 million	Citibank New York and N.A Luxembourg
1997 26 th November	\$ 24 Million	M.M Warburg and company, Hamburg.
1997 10 th December	\$ 24 million	Merril lynch Bank Geneva
1997 18 th December	\$ 24 million	Midland Bank London, National, west Ministers Bank, London.

Source: ANEEJ briefing paper on the Abacha loot, October 2002.

The Nigerian government reported in November 2003 that it had reached an agreement with the Swiss authorities for the return of close to 660 million dollars traceable to Abacha.

General Abdulsalam Abubakar took over power immediately after the death of Abacha and within the short period before handing over power to a democratically elected government depleted the country's foreign reserve from 7 billion dollars (left by Abacha)to 3.8 billion dollars by may 1999 when the civilian government was ushered in. The justice Christopher kolade's panel of enquiry which was set up to beam it search light on the contracts, appointments and licenses issued during the Abdulsalam regime noted in its final report that 4072 contracts, 807 appointments, 576 licenses 768 awards and 111 approvals were made within a shot period of five months. The panel particularly noted that the said 4072 contracts which originally earmarked to cost Nigeria 88 billion Naira eventually cost 635.62 billion naira which means the cost of

the contracts were fraudulently increased by about 551 billion Naira.

As the military was corrupt so also were other public servants during the period under review. There are several allegations against some civil servants on grand corruption. However when the civilians took over power from the military, the problem of inefficiency and ineffectiveness in the service still persisted.

Due to the absolute power wielded by the military during its rule, it bloated the work of the Nigerian federal civil service from less than 30,000 in 1960 to 45,104 in 1970, it rose to 98,877 in 1974, 213, 802 in 1988 and reached its peak of 273, 392 in 1988 during Babangida's administration. At this dispensation of civilian leadership the political leaders also inflated the civil service due to political patronage. Many unqualified persons joined the civil service and this resulted in oversized workforce, and absenteeism engulfed about 87% of total government revenue.

On assumption of office, Chief Olusegun Obasanjo vowed to wage war on corruption, noting that no society can

achieve its full potential if it allows corruption to become the full blown cancer it has become in Nigeria. Towards this, some concrete efforts at curbing corruption were made. These efforts were reflected among others, in the establishment of the Independent Corrupt Practices and other related offences Commission (ICPC) in 2000 and the establishment of Economic and financial Crimes Commission (EFCC) in 2004. Even with these initiatives, Obasanjo's regime was bedeviled by corruption of monumental proportion (Dike, 2003). Some western diplomats had the belief that Nigeria lost between 4 billion dollars and 8 billion dollars per year to corruption during the 8 years of Obasanjo's administration (HRW, 2007). Also, the 2008 Corruption Perception Index (CPI) released by Transparency International revealed that the country was rated 121 out of 180 countries surveyed. On the scale of 10.0, Nigeria scored 1.6 in 1999; 1.2 in 2000, 1.0 in 2001, 1.6 in 2002, 1.4 in 2003; 1.6 in 2004; 1.9 in 2005; 2.2 in 2006; 2.2 in 2007; and 2.7 in 2008 (IT, 2008).

Ogundiya (2012) observed that the experience of the fourth republic indicated that corruption has become a

norm. All the three arms of the government and other institutions are immersed in corruption. For example the senate president, Adolphous Wabara was found guilty of receiving bribe of 55 million Naira from Professor Osuji (the former Education Minister) to inflate the budgetary allocation to the Education Ministry. The chairperson of the Educational Tax Fund(ETF) and the Accountant General of the federation, the former chairman of the inland Revenue services were alleged to have embezzled funds of the ETF to the tune of 40 billion between 1999 and 2000. Madam Patricia Etteh, the first female speaker of the House of Representatives was forced to resign following an allegation of misappropriation of public funds in multiple Contracts of 628 million Naira, (US \$15 million) for the renovation of her official residence and purchase of 12 official cars.

However, in 2003, Chief Vincent Azie was appointed Acting Auditor General of the federation for six months, he audited the annual account of government bodies and reported that most of the accounts in 2002 were inaccurate and showed some Irregularities in most audited institutions

and federal bodies. His report in 2003 showed for the federation to the National Assembly for the year ended 31st December 2001. The comparative losses in the federal ministries from 1997 to 2001 are shown below in table 3.2.

Table 3.2: Comparative losses in Federal Ministries 1997- 2001

YEAR	No of CASH LOSSES	Amount in Naira	losses of Stores/ equipment
1997	12	3, 922.019.94	8
1998	10	4,215.817.42	1
1999	6	1,933,157.45	15
2000	15	3,254.428.46	26
2001	14	1.379.758.87	14

Source: Report of the Auditor General for the federation to the National Assembly for the year ended 31st December, 2001.

As a result of wantom corruption the international communities become so much concerned with the lack of good governance in the country. Consequently the Obasanjo administration was placed under international pressure and threats of sanction to implement measures against corruption and other financial offences. The federal government of Nigeria was then promised some financial

benefits if reforms were implemented. This included a possible debt cancellation, which eventually materialized when the Paris club wrote off 18 billion dollars, representing 60% of Nigeria debt in 2005 (Ademola, 2011). This however did not deter the rate of corruption as more public funds were looted for private gains. Following this development, Ex-Governor, Saminu Turaki of Jigawa state was accused of spending N36 million of public funds to acquire oil blocks from the federal government. Apart from the above, the former president's daughter, Iyabo Obasanjo Bello, a senator of the federal Republic was involved in two separate scandals. In December 2007, Iyabo Obasanjo Bello was involved in a contract scandal amounting to N3.5 billion involving her and an Australian firm. According to the EFCC, the senator used her mother's maiden name, Akinlawon to hide her identity in the contracts (The punch, March 19, 2008).

Senator Iyabo Obasanjo, was again involved in another financial scandal of mismanagement of funds in the ministry of Health. It was this scandal that led to the resignation of Mrs. Adenike Grainge and her deputy,

Architect Gabriel Aduku, Iyabo Obasanjo was later arraigned in court over N300 million unspent budget scam (Thursday August, 6, 2008: 9).

In another development, the resignation of Dr. Ngozi Okonji Iweala barely 24 hours after she was sworn in as the finance Minister was an indictment on the government's efforts at eradicating corruption. It was reported that she had a disagreement with the leadership style of the president, Chief Olusegun Obasanjo (The Sunday sun, July 20, 2003). Other than the removal of the budgeting functions of the presidency, she was not comfortable with the clearing Regime at the Nigeria ports. About the same year, the Revenue Allocation, Mobilization and Fiscal Commission (RMAFC) called for explanation from the presidency about what happened to N35 billion meant for Local government monthly in addition to repeated allegation that several billion Naira of oil revenue was missing from the federation Account (Ademola, 2011).

The then permanent secretary of defense Makanjoula was also found guilty for stealing N500 million while in office. In January 2003, Auditor General Vincent Azie's

report covering the 2001 financial year chronicles corruption, including a number of suspicious payments and honoraria to politicians and criticizes all branches of government. Obasanjo fired Azie in February. Table 3.3 below shows the report of the Auditor General Vincent Azie (2003).

Table 3.3: Ministers indicted by Vincent Azie (2003) panel during his Audit.

Ministry of Works

Ministry of Transport

Ministry of Defense

Ministry of Education

Ministry of Finance (Federal)

Ministry of Internal Affairs

Ministry of Police Affairs

Ministry of Power and Steel

Ministry of Agriculture and Rural Development.

Federal Civil Service Commission

Ministry of Information and National Orientation

Ministry of Environment

Federal Ministry of Works and Housing

Federal Ministry of Water Resources.

Source: Report of the Auditor General, 2003.

In 2003 after chief Obasanjo won as a 2nd term president, he fired the minister of Housing Alice Mobolaji Osomo after it is alleged hundreds of properties were sold below market value to top officials instead of going on public sale. Also in November 2005, former chief of police Tafa Balogun was convicted and sentenced to six months in jail for extorting more than N13 billion (US \$100 million) during his three year tenure. Environmental Minister Iyorchia Ayu resigned after lawmakers raised concern about various procurement deals he handled. Again Abada (2003) in this respect too notes that corruption was very much celebrated in Obasanjo's administration with allegations of corruption in high places among which was reflected in bribery for budget approval by the National Assembly, payment of huge sums of money prior to being confirmed as ministerial nominees by legislatures and use of excessive money during election campaigns etc (Derin 2007). Again the allegation and counter allegation on President Obasanjo and his vice, Atiku Abubakar reveal that those who were supposed to be

fighting corruption were themselves deeply involved in corrupt practices.

In view of the details' of this rule and mismanagement that had characterized Nigeria and which has plunged the economy into misery, Mallam Nuhu Ribadu, the former EFCC chairman maintains that over \$400 billion that had been looted from the common wealth by the leaders is six times the total value of resources committed to rebuilding western Europe after the second world war (Ademola, 2011). The New York Times (2008) and the EFCC Magazine (2008) as well as the ICPC Monitor (2008) exposed so many other corrupt practices that were carried out under the first 8years of chief Obasanjo administration Below is a scorecard assessing both the ICPC and the EFCC as at 2006/2007 corruption in Nigeria.

Issues / agencies	EFCC	ICPC
Number of persons Arraigned	(300+)	185 (2006)
Number of persons convicted	(145)	20 (2007)
Value of Asset / convicted	(N725) Billion	\$ 3.9 billion

Source: ICPC Monitor, Vol.1, issues, August to October 2008 and EFCC Magazine, vol. 3, NO. 2, August 2008.

Under the leadership of Alhaji Shehu Yar'adua from 2007 to 2009, nothing spectacular happened in respect to curbing corruption despite the fact that he pledged a non-tolerance level on corruption (David, 2010.). He was rather accused of not being forceful in his anti-corruption campaign and exhibiting gross weakness in prose cutting and convicting several perpetrators of enormous corruption (stealing public funds) Recently Mr. Adams Oshiomole lamented the undue delay of the anti-corruption agencies to probe and prosecute Nigeria's ex-president Obasanjo and several members of his administration for various allegations of corruption. Oshiomole enumerated the corrupt practices to include: the dubious expenditure of about 16 Billion U.S dollars on the electricity sector by the Obasanjo administration, Obasanjo's ownership of disproportionately large shares in Nigeria's Trans National Corporation (Transcorp) among other publicly known wealth. Others are: allegations of corrupt self- enrichment by over 20 of the 36 state governors of Nigeria during Obasanjo's Administration (1999- 2008).

In 2009, the speaker of the House of Representation Mr. Dimeji Bankole during his tenure made a startling revelation that civil servants were frustrating the implementation of capital projects. He said the funds earmarked for the execution of such projects were, as a standard practice shared among the top echelons of the ministries. Following Yar'Adua's death in 2009, Goodluck Jonathan assumed the leadership of Nigeria.

On assumption of office, Jonathan promised not only to continue but to intensify the fight against corruption in the country as a whole. Towards this, he retained some of the anti-graft agencies earlier established by Olusegun Obasanjo's regime. However, even with the existence of these agencies, corruption is still going on unabated and the public treasuries are being used for personal enrichment (TELL, 2012). The week (2008) reported other high profile cases of corruption in the civil service; Ehinduru, former inspector General of police and Mr Brodericks Boumi, former minister of police Affairs, for misappropriation of N577 million belonging to Bayelsa state police and Liyel

Imoke, the former minister of power for over costing of projects and contracts.

3.2: The Adoption of Quota- System and Federal Character

The idea of federal character principle is not new. It was know by different nomenclatures such as zoning or quota system.

Quota- system is a device used to check the overflooding of a particular job or vacant job opportunities by people from a particular ethnic origin. If properly applied, it allows for even representation of people from different background and geographical zones of a country or state.

The 1999 constitution of Nigeria describes the term federal character in the context of government conduct reflecting the promotion of National unity and loyalty where by a single or few ethnic groups are prevented from hijacking the instrument of government, spoils of office and government employment at the disfavor of other groups. The informal origin of federal character dates back to the pre-independence era of nationalist struggle for participation in the administration of colonial Nigeria and

especially after Nigeria became a federation in 1954. Originally, during its informal application, it was concerned with legislative representation and equalization of inter-regional opportunities in education and appointment at the federal level. But in its present formalized and institutionalized form, as enshrined in the 1979, 1989 and 1999 constitution, virtually every sphere of federal, state and local governments operation is involved and consequently politicized (Agbodike, 1989: 182).

However, it is instructive to note that the concept of federal character was first popularized under the Murtala/Obasanjo's regime (1975- 1979). It became a constitutional matter in the constitution drafting committee and the constituent Assembly. The federal character principle has its root in the passion for fairness. The 50 wise- men that drafted the 1979 constitution understand that passion. They, the 50 wise- men justify the entrenchment of the federal character principle in our constitution using the following words:

There had in the past been inter- ethnic rivalry to secure the domination of government by one ethnic group or

combination of ethnic groups to the exclusion of others. It is therefore essential to have some provision shall have regard to the federal character of Nigeria and the need to promote national unity. Section 197 (2) provides that the composition of the officer corps and other ranks of the Armed forces of the federation shall reflect the federal character of Nigeria, various other provisions were made in the constitution to ensure that the federal character principle was operative in the political process (Nnoli, 1996:234)

As laudable as the policy is, the wide gap between intent and actual practices is making it counterproductive. The appointment made under the late president Umaru Musa Yar'adua reignited the debate about the applicability of the federal character principle because the appointment tended to tilt in favour of a particular section of the country. The leadership of this country right from independence to date has been dominated by the northern section of the country. Besides, the domination of the number one seat, the composition of some selected ministries from independence to date also revealed the domination of the

ministries by the Northerners. As rightly observed by olopoenia (1998:48-49) that:

The greatest manifestation of this tendency is the implicit policy of reserving the political and top bureaucratic management positions in certain key ministries at the federal for people from certain parts of the country.

The key ministries where the Northerners hold sway are regarded as being important to the continued safeguard of northern interest in the scheme of things.

The Northerners also complained of southern domination of strategic domination of sectors of the economy most especially the bureaucracy. However, the southern domination of this sector was not a deliberate policy to marginalize the north. But rather the educational gulf between the two sectors accounted for south domination of the bureaucracy. The south had early exposure to western education, these had an effect on the ethno-regional formation of human capital, the south was ahead of the North in the production of skilled manpower that took over the Public Service after independence.

According to Afigbo (1989: 33), the principle of federal character suffers from over generalization. It was generalized to areas where inter- ethnic group conflict and attachment did not exist. Adesoji and Alao (2009:149) argued that the principle promotes mediocrity at the expense of merit particularly with the abuse that characterize its application in civil service appointment, promotion, and so on then it could be seen as a solution that has become problematic. In the same when Oyoubaire (1983:19) argues that the principle encourages mediocrity in position of power.

Pragmatically, the application of the principle is creating political tensions as many if not most southern public servants believe that it's main purpose is to deprive them of jobs for the benefit of the northerners. Most unemployed people of the southern origin share this belief. It is also responsible for the frustration of some civil servants whose career expectations are adversely affected by the need to reflect the federal character.

As a result of this abuse of federal character principle, people in the society are now calling for removal of the

phrase in the constitution. An unbiased consideration of this problem shows that, it is not the constitutions provision, but with the implementation. Rather than distributes, one finds out that there is inequality in such distribution as some are being dominated by those in such opportunities. There is as well discrimination in the areas of appointment in various institutions of government as a quota system tend to disseminate the competent, coordinate the incompetent because they posses the Quota often have their way.

It can be argued that the federal character principle has not really improved the development of human resource but has far reaching negative impact on those being discriminated. Worse still in the country's bureaucracy and parastatals, the federal character principle does not promote unity in diversity since the make- up of the nation's ministries and parastatals is marked by domination of a section of the country over the others. To reflect the principle of federal character, all positions in parastatals should be shared equitably among various regions of the country.

Despite the short comings of this principle, its proponents have argued that it is neither immoral nor unjust. Rather it should be seen as a variant of distributive justice. Ohonbamu and Kirk Greene (Agbodike, 1998: 185) contended that if the merit criterion is the only one used, most jobs would naturally go to the most educationally advanced of the Nigerian ethnic groups. Thus, to ensure that others do not feel deprived; the principle of federal character should be used to give them a sense of belonging.

Another proponent of this principle, Alhaji Bargudu Sheltima, erstwhile chairman of the federal public service commission contended that the principle can enhance the efficiency of the service. Gboyega (1989:182) believes this can be realized through fair representation which would command public confidence and greater cooperation, mutual trust and mutual respect among the public servants themselves.

3.3: Inadequate funding and experienced Training staff.

The problem of inadequate funds in the Nigerian civil service dates back to the pre-independence period during the 2nd world war. This resulted in the rising cost of

consumable goods, the cost of living allowances granted to most workers proved inadequate, as the cost of goods and services continued to mount, the African civil service personnel took the lead in demanding a 50% increase in the cost of living allowance and a minimum wage of 20kobo per day. The poor response of the government to these demands led to the general strike of 1945 in which seventeen trade unions with a total membership of about 30,000 workers went on strike for 37 days. Similar strikes in the other British West African colonies forced the British to set up the Harragin commission of 1945 to review the conditions of service in her West African colonies. The report of the commission made it the first to increase wages and civil servant allowances.

The Harragin commissions decided to remunerate the African personnel in the service in accordance with local conditions. After Independence, the general strike of September 27, 1963 led to the setting up of the Morgan commissions mainly due to pressure from the Joint Action committee (JAC) formed by competing labour centers to serve as a centralized form of centers to present workers

demand for improvement in working conditions (fashoyin, 1992) The Morgan commission emphasized the principle, that in fixing wages, family responsibilities should be taken into account. According to the commission, even if a man is not his brother's keeper, in so far as his extended family is concerned, he is very much the provider for his family (Morgan report 1964).

With this in mind, the commission itemized the social content of the basic wage and reduced it to monetary terms (Yesufu 1984). It found out that based on the above criteria that minimum wage at the time should vary between N22 and N33.60 per month depending on the part of the country concerned. This was in contrast to the prevailing minimum wages of N1.80 and N15.17 per month.

Based on this prevailing situation, the commission concluded that the above figures confirm that most workers were living under conditions of penury (Yesufu 1984). It however accepted that due to the great disparity between the prevailing wages then and the ideal wages, it would be unrealistic to implement its level of minimum wages by reference to the capacities of employees to pay. With these

in mind it recommended that the desirable level should be seen as a goal to be attained in future over two development plan periods. The Morgan commission made recommendation for uniformed (but zoned) wages structure. Civil service wages and salaries continued to decline in real terms after independence with the exception of the oil boom period of the 1970's, real wages declined on average of 14% during the period of 1970- 1972 and 34% during the 1980's. Much of these declines were on account of the high rates of inflation that the economy was experiencing. Although successive wages and salary reviews have tried to reverse these trends. It has been on the whole difficult to prevent the problem of inadequate fund in the civil service.

In 1971, the Adebo commission was set up after the civil war to address the problem of inadequate funds with respect to wages and salaries in response to the agitation of the workers over the harsh effect of the war inflation on their earnings. In fact, when the agitation started during the war, the workers were told to exercise some patience pending the end of the war (Obi, 2006). The end of the war

therefore offered the workers an opportunity to Increase their agitations.

The Adebo commission was empowered to review the wages and salaries at all levels in all the public services, and the statutory public corporation and state owned companies, the staff of local autonomies, the universities and teachers in government assisted schools (Adebo report (1971). This made it the first wage commission in Nigeria to have been given such a wide scope, it was also required to seek areas in which wages, salaries and conditions of employments in the public sector could be harmonized with those in the private sector.

It was observed that the last time civil servant (senior) had enjoyed wage Increases was in 1959, courtesy of the Mbanefo commission. The Adebo commission therefore relied on the principle of a living wage as a guide for arriving at the minimum wage. It believed that the minimum wage should be high enough to enable a wage earner who does a full day's work to support himself and his family.

The Udoji commission of 1974 among others recommended a unified Grading and salary structure

(UGSS) which would embrace all post in the civil service from the lowest to the highest (Grade levels 01-07) and a coordinated salary structure that would be Universally applicable to the federal and state civil services, the local services, the Armed forces, the Nigeria police, the Universities, the teaching services and parastatals. It also recommended the need to ensure that all public service employees received equitable treatment on pay and benefits and recommended that the annual salary of the highest paid civil servant was supposed to be N15, 000 per annum, while the least paid civil servant was N1200.

Due to the inadequate funds workers got, their work moral reduced greatly and in 1994, the Allison Ayida panel was set up to make recommendations. The panel observed that workers pay did not reflect the cost of living at all and that the gap between the public and private sectors pay package was as wide as 300 to 500 percent in favour of the private sector. The panel recommended that the total emolument of civil servants be substantially reviewed upwards and adjusted annually to reflect the general price movement with a view to discouraging corruption.

Another committee was set up in 1997 to set up goals of the vision 2010 programme. The committee undertook an in- depth study of the compensation package in the civil service and made far- reaching recommendation for improvement. The committee observed that workers salaries did not reflect the cost of living in the country and that the civil servants package was far below that of its counterparts in the private sector. It, therefore, suggested a harmonized salary package for the public and private sectors. The committee recommended the following for the public service.

- (a) Substantial upward review of wages and salaries, starting from 1998.
- (b) A realistic minimum wage and an adequate reward system that could sustain an average worker and which would not be eroded by inflation at any time.
- (c) A review of salaries and allowances every two years, based on a cost of living index to promote comparability of remuneration with the private sector.

- (d) Payment of generous housing and allowances to enable civil servants rent adequate accommodation and reduce their incessant demand for living in government quarters
- (e) Providing assistance in the education of workers children by paying education allowance on a minimum of four children per family until they graduate from secondary school.

In 1998 a committee on Harmonization of remuneration in the public service was set to harmonize the proliferation of salary structures in the public sector. It recommended the harmonization of public service salaries in order to promote industrial harmony and specifically recommended (5) five harmonized salary structure for the service as follows:

- (1) Harmonized public service salary structure (HAPSS) for the civil service, non- commercial agencies / organizations already operating UGSS in any part of the public service, medical/ dental /vetinary doctors in the civil service, staff of primary and federal secondary institution.

- (2) Harmonized Armed forces salary structure (HAFSS) for Armed forces.
- (3) Harmonized public and Para- military salary structure (HAPSS) for the police, customs, immigration, prison.
- 4) Harmonized Tertiary Institution salary structure (HAPISS) for all Staff of the federal universities, polytechnic, medical doctors and in teaching and specialist hospitals, federal medical centers and health agencies.
- (5) Harmonized Remuneration of Top federal public office Holders for the Executives, the legislative and the top judicial arm of the public service.

Finally, the committee noted the need to establish a realistic minimum wage which would adequately address the cost of living issue as well as the basic needs of the least paid worker in the public service, bearing in mind the need to enhance workers productivity and availability of resources.

In line with the foregoing recommendations, the (then) Head of state, General Abdulsalam Abubakar Increased the salaries and allowances of civil servants in early 1999 and

the minimum wage was reviewed upward from N2500 to N5,200 which was later slashed to N3,500 for federal civil servants and N3,000 for their state counterparts .

The Obasanjo Administration also affected substantial increases in the salaries and allowances of workers in the public service in 2000 and consequently, on November 11, 2002 President Obasanjo Inaugurated the committee on the monetization of fringe benefit in the public service According to the monetization policy seven distinct allowances were monetized; Residential, accommodation was monetized at 50% the annual basic salaries of offices on Grade levels 01-06 in the public service, 60% for Grade levels 15-17, including federal permanent secretaries and Head of services of the federation. All grade levels in public service of the federation were to receive 25% of their annual basic salary while grade level 01-06 were to receive 15% of their annual basic salary as utility allowance as against 20% for officers on Grade level 17, i.e. permanent secretaries and Head of services of the federation. In spite of the Increases however, morale and productivity levels in the public service was still very low.

Under the current government, the Minimum Wage of the federal civil service is put at N7500 although it was raised N18, 000 with serious doubt as to its effective implementation in the federal and state civil service. It will be recalled that the Nigerian labour congress and trade union in the country were at loggerhead with the federal and state government over a minimum wage of N18, 000 which the federal government claimed to have signed into law in error. A critical analysis of wages and allowances of political office holder will reveal a huge wage dissemination and disparity between what they earn and the N18, 000 (monthly) national minimum wages which the federal government and some state government are yet to implement. This raises fundamental issues which cast doubt on the commitment of the government to the welfare of civil servants as a means of motivating the work- force for higher productivity.

The early stage of training management Cadres of the civil service was to acquire education in order to take over the job of public administration in Nigeria from European colonial administrators (Harris, 1976) Emphasis then was

on - the -job training and on liberal education in such subjects as Ethics, classics, English, History, economics, Mathematics etc. similarly training institutions were set up in the respective regions. According to Kirk- Greene (1960); there were civil service training school in the west, the institute of public Administration in the east and a similar institute of public Administration in the North.

The post- independence administrative training programmes in Nigeria were more concerned with development administration than the earlier programmes. The Nigeriansation of the service however resulted in the loss of experienced officers and their replacement was not easy as people with no experience came on stream. This greatly affected quality and productivity in the service. The Udoji reform (1975) was set up and it made constant reference to the need for equipping public officers with requisite skills that would enable them to function effectively in the achievement of development goals. The report of Udoji commission specifically recommended for training the trainers which requires selecting highly competent trainees from governmental organization and

training them to train others so that the Nigerian government becomes independent of outside assistance in these areas.

In response, the federal Government established the staff Development Division of the federal Ministry of Establishment to develop the full capacities and potentials of the civil servants to enable them meet the demands of the civil service. In pursuant of this, middle advanced and top management programmes were arranged for offices on grade level 09-17. These courses led to Diploma in public Administration (DPA), and Masters in Business Administration (MBA) qualification from both overseas and Nigerian Universities and the Administrative staff college of Nigeria (ASCON) to help train those who will train other civil servants.

In 1992, the then chairman of the federal civil service commission said that:

It is the failure to fully Implement the Udoji commission's recommendations on the reorganization of the civil service system that led to the setting up of the "Dotun Phillips" study group in 1985. It is in turn the report of the

presidential task force that lead to the promulgation in the civil service Degree No 43 of 1988, whose principal aim is to build and sustain a virile, dynamic, efficient and result-oriented civil service through professionalization (Kazaure, 1992).

The reform was founded on the principles of professionalizing the system, developing the knowledge, skills, expertise and altitude of the trainers and trainees through training and re-training.

Phillips (1992) who was the chairman of the commission that came up with the 1988 reform said that the training of civil servants will cease to be sporadic, unstructured and anemic as hitherto. Instead training will now be structured so that every civil servant will be exposed to one type of formal training and successful participation in prescribed training courses are prerequisite for crossing from the category of Assistant to that of an officer.

Chapter Four: Strategies for Human Resource Development and Productivity

4.1 The Strategy of Merit-Based Recruitment and Selection

The Kogi State civil service was established in 1991 following the creation of the state with his headquarters located at Lokoja the States capital.

The strategy of merit-based recruitment and selection of workers in Kogi State civil service was adopted from the Federal Government Public Service Rules.

The procedures to be followed in recruitment are: advertisement of job vacancies, examination, selection, interviewing.

According to the adopted public service rule chapter two, section 1

02101-Appointment of public officers in the state civil service are made on the authority of the state civil service commission. These appointments are made either:

- a. By letter written by the direction of the state civil service commission or.
- b. By formal agreement between the officer and the state government or its appointed agents

- 02102-(i) Appointment to post graded G.L. 07-G.L.10 shall be made by the state civil service commission.
- (ii) Appointment to post graded G.L. 12 to G.L. 14 shall be made by state civil service commission. Such appointment shall be made into available vacancies after due advertisement.
- (iii) The state civil service commission shall make appointment to post graded G.L.15-G.L. 17 in consultation with the Head of the civil service of the state. Appointments to these post shall be in response to advertised vacancies. Officers intending to transfer their services shall take part in the annual civil service examination for post GLs 07-10.
- (iv) Each Ministry/Extra-Ministerial officer shall select from the pool of successful candidates at the civil service examination prescribed in Rule 020102.
- (v) This shall be handled by the appropriate committee of each ministry with the representatives of the state civil service commission and head of the civil service of the state at the making of the committees.

- (vi) To qualify for this examination candidates must possess a good Honors degree not below second class lower division or higher national diploma not below upper credit. This should be in line with the scheme of service. Final selection shall be made by the line Ministries/Extra Ministerial Officers in line with their requirements.

020103(a). Each Ministry/Extra-Ministerial Office shall appoint junior staff on GL.06 and below. This shall be handled by the junior staff committee of each Ministry/Office, with a representative of the state civil service commission and the Head of the civil service of the state at any meeting of the committee, subject to the approval of the permanent Secretary/Head of Extra-Ministerial Offices.

- b. Appointment in the state ministries/extra-ministerial offices in the states shall be from the residents of that state who possess the qualifications prescribed in the approved schemes of services.
- c. Each Ministry/Extra-Ministerial Office shall work out the actual establishment or requirements for each

state office. The junior staff committee (local) shall conduct the interview to appoint the officers, subject to approval of the permanent Secretary/Head of Extra Ministerial Offices.

Chapter two, section 2 of the public service rules specifies the strategies used for the recruitment of staff into the civil service.

020201 - Recruitment means the filling of vacancies by the appointment of persons not already in the civil service of the Federal Republic of Nigeria; it however, excludes the transfer of officers from other civil service in the federation to the federal civil service.

020205 - To be eligible for appointment into the state civil service every applicant must:

- a. Not be less than 18 years and not more than 50 years of age.
- b. Possess such minimum qualification as may be specified from time to time including computer literacy.

- c. Be certified by an authorized Health care provider as medically fit for Government service.
- d. Possess of testimonial of good conduct from last employee or in not previously employed, from the last school or college attended.
- e. Posses requisite qualifications as provided for in the scheme of service.
- f. No officer shall be appointed into the civil service without authorization for appointment from the office of the Head of the civil service of the state and Supervisory Boards in the case of parastatals.

020206(a). No candidates shall be appointed to any post in the state civil service without the prior specific approval of the state civil service commission if:

- i) the officer has been convicted of a criminal offence; or
- ii) he/she has previously been employed in Government service and been dismissed or called upon to resign or retire there from. Such approval must always be obtained irrespective of any delegation of the commissions powers.

- b. In view of rule (a) above, every must state:
 - i) Whether he/she has been convicted of a criminal offence;
 - ii) all employment he/she has engaged in; and
- a. If he/she has left any employment, why he/she did so;
or
- b. If he/she is still in any employment and whether he/she is under any obligation to remain in it.
 - iii) whether he/she is under any obligation to remain in it,

020207 – (a) All applicants for senior post shall complete form F.C.2 to be submitted to the state civil service commission. The commission shall process this forms and publish short listed names or the examination prescribed in Rule 020102(iii).

020208 - Immediately a new appointed officer assumes duty, he/she shall be required to enter his/her personal particulars on form Gen. 60 (staff record form) a copy of which shall be attached to the appropriate document forwarded to the pension fund Administrator/national

Pension Commission and other relevant Offices/
Department.

020209 - It is the duty of every permanent Secretary/Head of Extra Ministerial office to ensure that all officers/staff in his/her Ministry/Extra-Ministerial office sign an oath of secrecy on security form I and that oath so signed are carefully preserved.

020210 – No public officer shall become a member of any secret society. Any public officer who is a member of such society shall renounce his membership forthwith by making a statutory declaration to that effect, or resign his appointment, or retire from the service.

020211 – Contravention of Rule 020210 shall be regarded as an act of serious misconduct and shall attract appropriate disciplinary action which may include dismissal from service.

4.2 The Strategy of Regular Staff Training and Capacity Building

The operating guidelines for the handling of Regular staff training and capacity building in the Kogi State civil service is circular letter No. in 82/22/61 of 11th July, 1991 which was carried over from Benue State civil service issued by the directorate of Establishment and Training of the State civil service.

The circular letter speaks of the relationship that should exist between the establishment and training department and the ministries and extra-ministerial departments in matters of training. In a nutshell, the directorate of Establishment and Training to send workers for training notifies the ministries and extra- ministerial department to compile a list of workers eligible for training. This list is used by the Directorate of establishment and training to send workers for training.

In the existing ministries/extra-ministerial department, staff training and capacity Building is the responsibility of the department of the personal management, here it falls within the function of the Training Branch of the Training and staff Welfare Division of the various departments of personnel management in each

ministry. In addition, each ministry/extra-ministerial department has a training committee who conduct their affairs based on the guidelines issued by the directorate of Establishment and trainings.

The Training Branch is headed by a Departmental Training Officer who has the specific charge of overseeing training and activities relating to capacity building in ministries/extra ministerial departments and is responsible to the director of personal in respect of the operations of the branch. The responsibilities of the Training Broach among others include:

- i. Designing of training plans adequate to meet the training need of staff of the ministries/extra-ministerial department.
- ii. Devising of a suitable system for training on the job.
- iii. Supervising further education of all staff.
- iv. Organizing and in some cases, conducting departmental training programme.
- v. Liaising with the directorate of Establishment and training on training matters.

- vi. Serving as the centre for the training committee in each ministry/extra-ministerial department.

Every ministry has a ministerial training committee in Kogi State. In extra-ministerial departments, the committees are designated departmental committee. The functions of a training committee as spelt out by the office of secretary to the state government are as follows:

- i. Identification of training needs of the ministries/extra-ministerial department.
- ii. Preparation of annual training proposal
- iii. Arrangement of in-plant training for staff of the ministry/extra ministerial department.
- iv. Identification, in advance, of staff who should undergo specific training during the succeeding year.
- v. Preparation and operation of a training roster for all classes of staff in the ministry/extra-ministerial department.
- vi. Ensuring proper deployment of staff on completion of training programme and

- vii. Furnishing the directorate of establishment and training with statistics on training of the ministry/extra-ministerial department.

Apart from the above listed, the directorate of establishment and training also is charged with the coordination of human resources training and development in a bid to ensure that staff's undergo regular staff training.

In this regard, the department performs the following functions inconsonance with the civil service handbook (1997);

- i) Harmonization of procedures and methods in the management of training in the state civil service.
- ii) Arrangement of induction courses for newly recruited officers in the civil service.
- ii) Examination and approval of annual training proposals submitted by Ministries/extra-ministerial department.
- iv) Formulation of human resource policies and programmes and compliance with such policies by ministries/extra-ministerial department.

In Kogi state civil service, to ensure that regular staff training and activities that lead to capacity Buildings are administered; the preparation for training and human resources development activities for a succeeding year commences in the second quarter of the current year. The process begins with the issuance of a call circular letter by the directorate of Establishment and training, requesting Ministries/Extra-ministerial departments to submit training proposals for the succeeding year. On receipt of the call circular letter in a ministry/extra ministerial department, the training Branch, on the directive of the director of personnel, relays a similar request to all departments. In turn, the various departmental heads compile the list of courses which their staffs are to undertake and forward same with appropriate cost estimate to the training branch. The returns from all departments are then compiled vetted and processed by the departmental training officer, through the director of personal, to the Head of the Ministry/ Extra-ministerial department for information and covering approval when approved, the returns become the training proposal of the ministry/extra-ministerial department which

is then forwarded to the directorate of establishment and training.

Subsequently, on stipulated dates, each ministry/extra-ministerial department, represented by its departmental training officer and other schedule officers of the training branch, appears before the training department of the directorate of establishment and training represented by the director of training and other senior officers of the training department, to defend their training proposals. At the end of the exercise, the training courses and programmes approved by each ministry/extra-ministerial department are compiled and published as the approved training document for the entire civil service for the succeeding. This document is then circulated to ministries/extra-ministerial department for implementation.

On receipt of these documents, members of staff are now nominated to undertake the training courses and programmes approved for their departments. The names of the nominated staff are convened to the training committee who consider and recommend those who are to undertake training courses and programmes in the succeeding year.

Selected staffs are duly notified of their nomination to undergo training and are advised to secure admissions into specified institutions to enable them utilize the training appointment offered them.

For the purpose of undertaking training, staff may be granted approval on the basis of in-service training, study leave with pay or study leave without pay as appropriate. Confirmed staffs that are eligible to undertake certificate, diploma and postgraduate courses of not more than twenty-four months duration are granted in-service training. The package entails full sponsorship in that, apart from drawing monthly salaries during the period of training, trainees are paid allowances covering board, lodging, books, thesis/project, tuition and other expenses. Confirmed staffs that are granted approval to undertake first degree courses usually enjoy study leave with pay. The package entails only the payment of monthly salaries from which trainees are expected to meet any expenditure occasioned by the training programme. For all courses obtainable outside Nigeria, nominees can only undertake them subject to the availability of technical assistance.

In cases where staff are nominated to participate in seminars, conferences or workshops mounted by external bodies such as the Institute of Personnel Management of Nigeria (IPMN) and other such professional bodies and universities, nominees on salary grade level 08 and above are entitled to draw touring advances as appropriate in addition to the payment of their course fee while staff below level 08 are entitled to draw night allowances as appropriate besides the payment of their workshop fees.

Returnees from training programmes are expected to submit written reports on the programmes attended and where projects or theses were written as part of a programme, copies are expected to be submitted along with the report of the returnee to serve the purpose of assessing the utility value of a programme with a view to determining its continuation or otherwise.

Emphasis is also placed on-the-job training and development. In this regard, all superiors are required to ensure that their subordinates are adequately coached and assisted to acquire relevant experience, skills, knowledge

and attitudes requisite to effectively perform their schedule of duties and responsibilities.

An important requirement of the extant regulation on human resource training and development is that staff granted in-service training and study leave with pay are expected to be bonded by their respective Ministries/Extra-Ministerial departments for a period of three years following the expiration of training in order to ensure that the civil service benefits from the training received by the staff.

4.3 The Strategy of Regular Promotion and Payment of Allowances

Chapter two, section seven of the adopted public service rules provides the strategies used for regular promotion of staff as follows:

02701 – Before an officer holding a non-pensionable post, or in receipt of monthly rates of pay, may be promoted to a pensionable office, he must be examined by a Government Medical Officer and certified by him to be in sound health and fit for employment in the pensionable establishment. If

his non-pensionable appointment was not preceded by such an examination.

02702 – (a) Except where powers of appointment or promotion have been delegated to permanent secretaries/Head of Extra-Ministerial department, no promotions shall become effective until they have been approved by the state civil service commission.

(b) All officers who fall within the field of selection for any promotion exercise shall be considered except those who are under disciplinary action.

The minimum number of years that an officer must spend in a post before being considered eligible for promotion shall be as follows:

Grade level of staff	Number of years in post
01-06	Minimum of 2 years
07-14	Minimum of 3 years
15-17	Minimum of 6 years

(c) Promotions shall be made strictly on the basis of competitive merit from amongst all eligible candidates.

- i) In assessing the merit of officers, a clear distinction shall be made between their records of performance or efficiency in lower grades and their potential for promotion i.e. ability and competence to perform efficiently the duties and responsibilities of the higher post.
 - ii) Seniority and previous records of performance will be taken into account in choosing between candidates with equal potential for promotion.
 - iii) In all cases, a generally satisfactory record or conduct shall be considered.
- d. The responsibility for the promotion of officers in accordance with the prevailing procedures shall be as follows:
- i). G.L. 01 - 06 - by the Ministry/Extra Ministerial department.
 - ii) G.L 07 -14 - by the Ministry/Extra Ministerial department or the relevant staff pool; subject to confirmation by state and service commission.
 - iii) G.L. 15-17 - by the state civil service commission on recommendation from Ministry/Extra - Ministerial

department or the relevant pool routed through the Head of the civil service.

02703 – Before each promotion exercise, the responsible authority shall compile a list of all eligible candidates to be considered, the list being prepared on the basis of the job requirements or set of criteria previously established for the post by the office of establishment and management services e.g. official qualification/experience, age, training etc.

- i). The claims of continuous officers in the state civil service shall take precedence over those of persons not already in the service.
- ii) No officer shall be debarred from promotion on the sole ground of lacking a formal educational qualification other than that required for his grade and mode of entry into the service; provided also that no officer may be promoted to a post which requires it's holder to have formal professional/technological qualification which he does not possess.
- iii) Only in very exceptional cases where available candidates within state civil service are not considered

suitable for promotion to any vacant post may the latter be advertised publicly to interested persons outside the services. In such a case, and similarly when officers in other civil services in the federation are being recruited/transferred on promotion to the state civil service, it should be ensured that they meet the specific job requirements for the promotion posts. In any event, officers being transferred into the state civil service from the Federal and other Agencies should be placed on the place they would normally have been had they joined the state civil services in the first instance.

- iv) At the end of each promotion exercise, within six months of the announcement of the promotion, an officer shall be allowed the right of appeal against non-selection, and a reconsideration of his case.

02704 – A meeting of the appropriate committee shall be convened to interview and/or review officers holding junior appointment in the Ministry/Extra-Ministerial department who may be recommended to the state civil service commission which shall examine the suitability of officers so

recommended and offer then promotions to existing vacancies.

02705 – The effective date of all promotion shall normally be 1st January following the promotion exercise or as determined by the state civil service commission.

02706 – The permanent Secretary/Head of Extra-Ministerial department is authorized to fill his departmental vacancies in grades higher than clerical officers and equivalent technical grades by promoting hitherto officers selected by his junior staff committee or senior staff committee.

02707 – (a) Notional promotion may be granted to restore an officer's seniority, vis-à-vis his colleagues, if during his absence from duty on any of the following grounds, he was not considered for promotion, provided that on return to duty the officer is considered suitable for such promotion.

- i) Where an officer is on an approved study course or leave of absence on grounds of public policy.
- ii) Where an officer is on secondment to another government agency or approved body.

- iii) Where an officer is granted study leave with or without pay.
- b. When an officer is granted notional promotion he will be entitled to salary of the higher post until he actually assumes duty in the post, but shall be used in determining the point at which the officer enters the new salary scale, his future incremental date and seniority in the grade.

02708 – An officer who has passed the compulsory examination for confirmation in the service shall be eligible for promotion notwithstanding the fact that he has not completed the probationary period specified.

02709 – Under normal circumstances, no contract officer will be considered for promotion except where there is no suitable pensionable officer available or where he possesses an exceptional qualification and suitable experience, he could be considered for an enhanced appointment during the re-negotiation of his contract.

The strategy of regular payment of allowances is contained in chapter 13.

Rule 130101 – (a) An allowance is a monetary benefit other than salary granted to an officer for a special purpose.

(b) Resettlement allowance previously known as disturbance allowance should not be paid or treated as an emolument. It shall only be paid where an officer is posted or transferred in a circumstance that is established or confirmed that his/her living condition has been disturbed.

130101 – The following allowances are payable to officers in the state public service;

- a. Uniform allowance
- b. Resettlement allowance
- c. Teaching allowance
- d. Warm clothing allowance
- e. Other allowance

130112 – (a) An officer who is required by Government to proceed to a foreign country on duty or an approved course of instruction will be eligible for a warm clothing allowance of US\$720.00.

b. The allowance is not payable to an officer under the following conditions.

- i). If the duty or course is undertaken during the period of the officer's normal vacation leave spent in a country with a cold or temperate climate.
- ii) If the duty on course is entered upon as a result of the officers own application and is taken in conjunction with his/her normal vacation leave;
- iii) If the duty or course which the officer is directed to undertake, takes place earlier than three years from the date on which he/she last drew warm clothing allowance.

130127 – Uniform allowance at the rates set out hereunder is payable to senior officers on first appointment or promotion to any of the post listed hereunder.

Posts

- (a) Nursing and midwifery officers – ~~₦~~8, 000 per annum
- (b) Fire officers - ~~₦~~8, 000 per annum

130132 – Resettlement allowance is granted in compensation for out of pocket expenses not covered by other regulations, but which are incurred by the officers in the course of transfer as defined in Rule 130143.

130133 – For the purpose of this chapter “transfer” includes the following:

- i) Transfer from one station to another during a four of service.
- ii) Transfer from one station to another on return from leave.
- iii) Transfer or secondment from the service of another government in the federation.

13013 - Resettlement allowance shall be paid at the rate of 2% of an officers annual enrolment.

130136 – The following rates of allowances are payable to teachers who teach on part time basis:

- i) Part time Teacher/instructor (member of staff) = ₦500 for hour.
- ii) Part time Teacher/instructor (Outsider) = ₦500 per hour

130137 – Officers in the professional, administrative, Executive, Technological and allied cadres whose normal duties do not involve teaching but who are posted to full home-teaching in departments/training institutions and

other organized institutions shall be paid an allowance of ₦12,000.00 per annual during the period of such postings.

130138 – A House Master/Mistress is eligible for a House Master/Mistress allowance of the rate of ₦500 per month.

130139 – science/Mathematics Teachers are eligible for Science/Mathematic Teaching Allowance at the rate of ₦750 per month.

130140 – Laboratory Attendants who in addition to their normal duties, are required to work with their evening class section of the institution shall be paid an allowance at the rate of ₦100 per day.

Other Allowances

130114 – (a) Books/Project Allowances for officers attending various courses at the state training centres, treasury schools, and universities shall be paid as follows:

- i. Short-term training programme (1 year and above)
₦20, 000.00
 - ii. Short-term training programme (Below 1 year) ₦10, 000.00
- b. The project allowance payable for the duration for the course shall be as follows:

- i) Short-term training programme (1 year and above)
₦20, 000.00
- ii) Short-term training programme (Below 1 year) ₦10, 000.00.
- c. For postgraduate courses, project allowances is payable once and for all, only for students engaged in project writing.

130115 – The approved rates of responsibility allowances are as follows:

- a. Chief confidential secretaries attached to the Governor, the Deputy-Governor, the speaker of House of Assembly, the Chief Justice of the state, the secretary of the Government of the state, the Head of civil service of the state at the rate of ~~₦~~50, 000.00 per annum.
- b. Assistant Chief confidential secretaries attached to the permanent secretaries/chief executive of Extra-Ministerial Office and the directors at the rate of ₦30,000 per annum; and
- c. Confidential secretaries and Typists attached to these functionaries at the rate of ₦20, 000.00 per annum.

Chapter Five: Summary of Findings, Conclusion and Recommendation

5.1 Summary of Findings

The central focus of this work has been on Human Resource Development and Productivity in the civil service. An appraisal of Kogi State Civil Service.

Different definition and views on the need for human resource training in an organization were looked into and it became evident that training and re-training of human resources is very essential for productivity to rise in the civil service.

In chapter two, we took a closer look at Human Resource and productivity in the Nigeria Civil service looking at their background from the colonial era, the military era down to the civilian administration. This was done in-order to present a better understanding of the origin and the different efforts in form of reforms put in place to improve Human Resource and productivity in Nigeria civil service and in a bid to do this we discovered that, adequate

attention is not given to staff training and development by the management of the civil service and as such workers hardly get opportunities to undergo training. Also it was discovered that majority of civil servants see training as an opportunity to go on holiday and as a means of making money from government. Trainings are rarely taken serious as a means of changing the behaviors of the civil service. This is due to the facts that ministries and extra-ministerial departments fail to post civil servants to jobs directly related to their training.

Ideally, training should be related to job assignment after a training programme unfortunately this has not been the experience of most trainees in Nigeria civil service civil servants are lacking the requisite skill and knowledge which all the reform initiative require civil servants to possess through training and re-training.

In chapter three, we look at the impediments to Human Resource Development in Nigeria civil service. Here we tried to point out how factors such as corruption, improper implementation of the federal character principle and quota-system, inadequate funds and inexperienced

training staff have impeded on Human Resource training and development right from the time Nigeria gained her independence. All this impediments have made it impossible for adequate productivity to be achieved.

In chapter four, we tried to suggest some strategies that could be used to improve Human Resource Development and productivity.

Some of these strategies include merit-based recruitment and selection, strategies used for training of staff in Kogi State civil service and finally the strategy used in promotion and payment of allowances.

General findings in the course of this work are:

The recruitment and selection of staff of Kogi State civil service is not based on merit, it has been greatly affected by corruption, as merit-based recruitment and selection have not been embarked on in the state civil service for a long time now. Particularly, recruitment and selection have been based on political godfatherism.

Also, staff's are not always placed on jobs which their qualifications merit. Staff's are made to start from a level below their qualification attainment and as a result

unqualified staffs are placed in positions that need professionals.

The state civil service is filled with workers who are not physically present at work and only appear at the end of the month to collect their salary. As a result of these in 2009, there was a screening exercise that resulted in the mass retrenchment of staff because they came through this system. As the government reputed the claim that they gave orders for staff's to be recruited into the service.

The staff lacks proper structures, the offices are filled with old and shabby files from roof-top to ground level and the offices are clogged up with staff's and as such the office arena has been turned into a chitchat ground.

Finally, staff of the state civil services are not payed allowances, during my research, we discovered that only doctors and nurses and entitled to shift allowances.

5.2 Conclusion

The work examined the impediments to Human Resource Development and productivity using Kogi State civil service commission as a case study.

It is the duty of management especially those concerned with Human Resource planning to ensure that Human Resources are well managed to avoid waste and shortage. Human Resource Administrators are expected to empower the staff to undergo regular job training and re-training in order to enhance greater staff productivity.

Little or know attention is paid to staff training in the state civil service. Staff's are rarely sent on training and even when they do the staffs usually fund their training themselves.

Government only fund trainings such as workshops that comprise religious activities due to this, they lack training opportunity which leads to inefficiency and low productivity in the civil service.

Furthermore, corruption and nepotism are apparent in Kogi State civil service. Both the Government and those in charge of recruitment and selection should shun godfatherism, faulty implementation of the federal character principle that has restrained merit-based recruitment and selection of staff. The substitution of merit for who knows who has led to the placement of unqualified staff's in

positions they do not merit. In effect, unproductivity and poor service delivery are now part of the civil service.

5.3 Recommendations

The civil service should device a scheme that will compel workers at every point in their career development to undergo particular training in-line with their job calling. Thus training should now be tied to their career progression while in service.

Benefits like compensation, promotion, upliftment in salary grade level, change of work schedule for the better etc should be attached to act as pre-requisites. This will encourage government workers to want to undergo training.

There is need to promote sound policies on recruitment, training and re-training of civil servants for effective service delivery and productivity. These policies will contribute immensely to enhancing and promoting accountability, professionalism, discipline and transparency in the conduct of government functions. Recruitment and promotion should strictly be based on merit, performance and achievements.

The government should introduce an equitable wage and incentive system and improve other conditions of work in order to reduce the level of poverty and improve lives. This will inevitably reduce people's vulnerability to corruption.

There is a need to get rid of the godfatherism syndrome, nepotism and favoritism.

In addition, periodic monitoring and evaluation of productivity level of staff should be clearly carried out to ascertain their proficiency in other respective fields and to make changes where necessary.

Finally, there is a need for construction of adequate infrastructures and placement on job roles to reduce chitchats in the workplace and improve productivity.

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