

**ASSESSMENT OF CIVIL SERVICE REFORMS IN THE
NIGERIAN PUBLIC SECTOR
(A STUDY OF POWER HOLDINGS COMPANY OF NIGERIA,
ONITSHA DISTRICT)**

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TITLE PAGE

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CERTIFICATION

This is to certify that I IKELIONWU CHIOMA MAUREEN a post graduate student in the Department of Management with Registration Number PG/MBA/09/53769 has satisfactorily completed the project research in partial fulfilment of the requirements for the award of Masters Degree in Business Administration (MBA) in the Faculty of Business Administration, University of Nigeria Enugu Campus.

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DEDICATION

I dedicate this work to the two hearts of LOVE: JESUS and MARY.

I am also dedicating this work to my lovely family in memory of my late mother, Mary Comfort Ikelionwu

ACKNOWLEDGEMENT

I am most grateful to God Almighty for His direction and providence to achieve the feat of this work. My profound gratitude goes to Dr. C.O.CHUKWU whose ideas and interaction guided my intellectual development.

I acknowledge the wonderful guidance and contribution of my research lecturer Dr. Obiamaka Egbo and my fellow MBA students especially my one and only friend Chukwudi Umeh for his love.

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To my spiritual director Msgr. Chima Nwamadi and my roommates Flossy and Mrs Obasi Calista for their motivation and care.

ABSTRACT

Successive governments in Nigeria have introduced reforms aimed at improving the efficiency and effectiveness of the civil service. Still, the service remains inefficient and incapable of reforming itself, let alone the rest of the economy. Corruption has become an endemic feature of public sector activities, with the oil booms and bust distorting the incentive structures of civil servants and other agents in the economy. To turn the tide will demand the creation of an efficiency-based incentive scheme that links reward to performance. Political interference in the daily operations of the civil service needs to be minimized if the confidence of the public service is to be restored. Wage incentives are also important in restoring morale. An underpaid civil service will not be able to perform its patriotic duty.

TABLE OF CONTENTS

Title Page	i
Certification	ii
Dedication	iii
Acknowledgement	iv
Abstract	v
Table of contents	vi
List of Tables	ix
CHAPTER ONE	
1.1 Background of Study	1
1.2 Statement of Problem	9
1.3 Objective of Study	10
1.4 Research Questions	10
1.5 Hypothesis	10
1.6 Significance of the Study	11
1.7 Scope and Limitation of Study	12
1.8 Limitation of Study	12
References	13
CHAPTER TWO	
Review of Related Literature	
2.1 Theoretical Framework	15
2.2 Structure and Functions of the Nigeria Civil Service	16
2.3 Organisation of Civil Service	18

2.4	Civil Service Reforms	21
2.5	Civil Service Reforms in Nigeria 1934-1994	22
2.6	The Tudor Davis and Harragin Commission (1945 and 1946)	22
2.7	The Miller Commission of 1947	22
2.8	The Gorsuch Commission (1954)	23
2.9	Mbanefo Commission (1954)	23
2.10	The Adebo Commission of (1971)	24
2.11	The Public Service Review Commission (Udoji Commission Report 1972/74)	25
2.12	Williams and William Commission (1975)	27
2.12.2	Highlights of the 1988 Reforms	27
2.13	Achievements and Overall Gains of the Public Service Reform	40
	References	51

CHAPTER THREE

3.0	Research Methodology	54
3.1	Research Design	54
3.2	Instrument	54
3.3	Population of Study	55
3.4	Sample Size and Sampling Techniques	55
3.5	Statistical Tools for Data Analysis	57

References	59
CHAPTER FOUR	
4.0 Introduction	60
4.1 Analysis of Questionnaire	60
4.2 Testing the Hypothesis	65
CHAPTER FIVE	
Summary of Findings, Conclusions and Recommendations	
5.1 Summary of Findings	69
5.2 Conclusion	70
5.3 Recommendation	70
Bibliography	72
Appendix	76
Questionnaire	77

LIST OF TABLES

Civil Services Reforms in Nigeria 1934-1994	22
Existing Government Owned Power Stations-Gas-Fired	47
Table 4.1.1 Proper Implementation of civil services reforms as it contributes to the growth of Nigeria economy	60
Table 4.1.2 Assessment of manpower needs leading to economic system compensation	61
Table 4.1.3 Challenges in the implementation of civil service Reform polices	61
Table 4.1.4 Effective strategy for repositioning the public Service	62
Table 4.1.5 Power sector reforms encouraging the private Investment	62
Table 4.1.6 Increasing purge of employment into the federal Civil Service Commission	63
Table 4.1.7 Proper implementation of civil service reforms	63
Table 4.1.8 Political interference as it undermines the confidence Of civil service in policy design and implementation	64
Table 4.1.9 Constant Power supply as a hallmark of development In economy	64
Table 4.1.10 Performance improvement through incentive Structure	64

INTRODUCTION

1.1 BACKGROUND OF STUDY

The civil service has always been the tool available to Nigerian government for the implementation of developmental goals and objectives. It is seen as a pivot for growth of Nigerian economy. It is responsible for the creation of an appropriate and conducive environment in which the economy can perform optimally and it is this catalytic role of the public service that propelled government all over the world to search continuously for better ways to deliver their services (Amoako, 2003).

Civil Service is the instrument which government uses to regulate and manage all aspects of the society. Thus, the condition of a society is largely determined by the public service. Besides, it is from this government bureaucracy that all the other institutions obtain various types of approval, license and permits which are critical to their existence and operation. Also, government allocations of resources pass through the bureaucracy to all other areas of the society directly and indirectly. Therefore, all other institutions perforce have to deal with the civil service at one point or the other in their existence and operations (Philips, 1990).

In many developing countries like Nigeria, the civil service is frequently too expensive and insufficiently productive; and civil servants, especially those in management positions get few incentives and poorly motivated (Nunberg., 1994). Many low income countries have taken important steps in first generation reforms-that is, based on restructuring and downsizing civil service. Yet, beyond a certain point, cutting cost by squeezing real wages becomes counterproductive as skilled staff members leave the civil service; those who remain becomes demoralized and

absenteeism, moonlighting and corruption increase (Lienert, 1998). Overemphasis on cost-containment as an end in itself has by the way given civil service a bad name, maximizing resistant to reforms and ultimately nullifying the very savings from cost-containment itself (Schiavo-campo, 1998). To address these problems, countries have been attempting to lead second generation reforms aimed at revamping pay and promotion policies. Yet, the multiple objectives of first generation reforms can give rise to conflicts, and little progress has been reached in second generation reforms (Lienert, 1998).

As a major instrument for implementing government policies, the civil service in Nigeria is expected to be professionally competent, loyal and efficient. Nonetheless, it is now denounced for being corrupt, poorly trained and poorly attuned to the needs of the poor. Ironically, the civil service is expected to play the key role in managing and implementing reform programs in the country. This has led to a number of complex agency problems yet to be resolved. However, it is broadly acknowledged and Nigerian experience attest to this, that when the incentive structure in the civil service remain poor, its efficiency as well as ability to effect policy such as that directed towards reducing poverty will remain very low (Salisu, 2001).

The federal government initiated reforms aimed at repositioning the civil service for better efficiency and effectiveness. However, the factors affecting the efficiency of the Nigeria civil service, (Ajayi, 1998) has noted the following: over staffing and the closely related poor remuneration of employees in public service as the key factors. Secondly, there are the issues of poor assessment of manpower needs and the use of

wrong criteria to appraise staff performance. These two have led to poor recruitment procedures, inadequate training and ineffective supervision. There tends to be a lack of qualified technical support staff as opposed to the abundance of general staff. The failure to carry out periodic assessment of manpower needs of the various departments leads not only to uneconomic system of compensation but also to inadequate job description and poor physical working conditions. There has also been considerable political interference in the process of personnel administration, leading to improper delegation of power, ineffective supervision and corruption. The resulting apathy has in turn led to unauthorized and unreasonable absenteeism, lateness, idleness and notably, poor workmanship (Salisu, 2001).

Furthermore, the public service reflects the state of the nation and no nation has been able to advance beyond its public service. In 1994, the Ayida Panel, which was instituted to review past public service reforms in Nigeria with a view to proffering measures of further re-invigorating the service, identified the major ills of the service, which needed to be corrected to improve the dynamism and effectiveness of the civil service as follows:

- ❖ Politicization of the top hierarchy of the civil service
- ❖ Lack of financial accountability and probity
- ❖ Perpetual breakdown of discipline
- ❖ Virtual institutionalization of corruption at all levels and segments of the service.
- ❖ Disregard for rules and regulations
- ❖ Loss of direction
- ❖ General decline of effectiveness and efficiency (Adegoroye, 2005).

In order to address these ills, the former president, Olusegun Obasanjo, after his inauguration as president of a democratic republic of Nigeria on May 29, 1999, unfolded his vision of an ideal civil service for Nigeria and by inference, an ideal public service with the following elements:

- A competent, professional, development-oriented, public spirited and customer-friendly civil service capable of responding effectively and speedily to the needs of the society;
- A civil service with the core values of political neutrality, impartiality, integrity, loyalty, transparency, professionalism and accountability;
- A civil service that is guided by equity where things are done in the right way based on extant rules and regulations but with room for discretion, which should be exercised in the public interest;
- Creation of suitable environment where civil servants are assured of protection and job security in the faithful discharge of their duties and responsibilities;
- A competitively, well remunerated and innovative civil service (Adegoroye, 2005).

Interestingly, the need for reform, then, was driven by circumstance Which have immediate resonance; the significant changes in the civil service composition with a staggering (35%) thirty-five percent reduction in the permanent staff; a significant change in the approach to people management taken place with a new- staff -appraisal system linked to performance evaluation against predetermined objectives and targets (Ogwu, 2010).

The reform of the public service therefore became the ultimate strategy for repositioning the service for the realization of their vision as part of a multi-sectorial approach to promoting good governance, ensuring sustainable democracy and accelerated transformation. Various policy initiative and legal instruments have been put in place for the effectuation of the multi-sectorial reforms of the present administration, as encapsulated in the National Economic Empowerment and Development Strategy, the medium term development strategy document of the administration. Two of the core components of the strategy relate to public service reforms and anti-corruption reforms through the inculcation of a culture of transparency and accountability (Adegoroye, 2005).

In spite of the gradual and systematic reforms and restructuring since May 29, 1999, after decades of military rule, the civil service is still considered stagnant and inefficient, and the attempts made in the past by panels had little effects. One is bound to wonder therefore, why so? Much the same question has been raised by Oxford professor Christopher Hood, commenting on what he calls the civil service reform syndrome:

We have seen this movie before-albeit with a slightly different plot line with a rash of our attempt to fix up the bureaucracy with the same pattern of hype from the center, selective filtering at the extremities and political attention deficit syndrome that works against any follow-through and continuity. It is the pattern we have seen with ideas like:

- Total quality management
- Red tape bonfires

- Citizen charter
- Better consultation
- Risk management
- Competencies
- Evidence-based policy
- Joined-up policy making
- Service delivery

Such initiatives come and go overlap and ignore each other, leaving behind tombstones of varying sizes and style.

Many organization are using the above foundations to establish a Policy based on quality. The Nigerian public sector enterprises cannot be an exception and that is what this study tends to investigate with regards to Power Holdings Company of Nigeria, Onitsha district.

Constant power supply is the hallmark of a development economy. Any nation whose energy is epileptic in supply prolongs her development and risk losing potential investors. Nigeria, a country of over (120) hundred and twenty million people has for the past (33) thirty-three years of establishment of the National Electric Power Authority (NEPA) - agency empowered with the electricity generation, transmission and distribution, witnessed frequent and persistent outages (Okoro et al, 2011).

Presently, the federal government has embarked on a power sector reforms with the intention of improving the above unpalatable scenario, and in turn reduces the scope of monopoly control of the nations' power industry.

Okoro.O.I ,P.Govender ,E.Chikuni, 2011) stated that, the call for power sector reforms in Nigeria is primarily as a result of inadequate electricity supply, incessant power outages, and low generating plant available and high technical and non-technical losses that characterized the Nigerian electricity industry. The federal government in 2000 adopted a holistic approach of restructuring the power sector and privatizing of business units unbundled into seven generation companies (Gen cos), one transmission company (Transys co)and eleven distribution companies (Dis cos). This arrangement is expected to encourage private sector investment particularly in generation and distribution. This will definitely break NEPA monopoly and pave way for the entry of independent power producers (IPPs). The structure has since come into effect in January 2004 into what is called the Power Holdings Company of Nigeria (PHCN). This structure is to be test-run for two years with down pruned management team at the head quarter, while the industrial managers of the unbundled segment are expected to enjoy some level of autonomy.

In the new arrangement, Transco will be government-owned and managed by System Operators (SO) and Transmission Operators (TO). The reform bill approved by the federal executive council (FEC) is intended to achieve five objectives:

- Unbundled NEPA
- Privatize the unbundle entities
- Establish a regulatory agency

- Establish a rural electrification agency and fund
- Establish power consumer assistance and fund

In November 2005, the Nigeria electricity regulatory commission (NERC) was Inaugurated, and charged with the responsibility of tariffs regulations and monitoring of the quality of service of the PHCN (Okoro.O.I, P.Govender, E.Chikuni, 2011).

Power sector reforms in a developing economy such as Nigeria poses great challenges not only to the government that initiated the program but also the populace who are the consumer of energy and to the new born PHCN which parades itself as better alternatives to the moribund NEPA

The historical poor performance of the power sector in Nigeria has been a significant barrier to private investment of the country. In 2005, the government of Nigeria enacted legislation intended to restructure fundamentally the Nigeria electrical power sector. The electrical power sector reform Act,2005 was designed to move the electricity sector in Nigeria from government controlled, heavily sub-seized system to privatized largely market based Endeavour. Implementing the 2005 reform Act has been challenging for the Nigeria government and largely seems to have stalled in recent years.

However, the process of implementing the 2005 reform Act was revitalized when President Goodluck Jonathan established the presidential taskforce on power and published a roadmap for power sector reforms in August 2010, potentially opening the door to significant private investment in the Nigerian power sector (Firm publication, 2011).

1.2 STATEMENT OF PROBLEM

The Nigerian civil service has been oversized and poorly remunerated resulting in poor service delivery. Rapid public sector recruitment under military administrations had resulted in an oversized and under skilled workforce in which employees often did not have the appropriate technical skills needed for their assignments. For example, about 70 percent of workers in the ministry of finance were low-level staff clerks, cleaners and administrative staffs with a secondary school education or equivalent, 13 percent were university graduates and only 8 percent had degrees related to economics or accounting. More broadly, the government estimated that about 70 percent of federal civil servants had a high school diploma or lower with less than 5 percent possessing modern computer skill.

Civil servants generally received low pay and several fringe benefits such as free housing, free vehicles and various other allowances that often led to waste and misuse of government resource. Weak management and oversight also meant that there were problems with ghost workers on the government pay roll; while personnel and pension registers often were unreliable. Moreover, a weak incentive structure in a civil service, which did not foster good performance, resulted in a weak work ethic and poor service delivery by many government ministries, often characterized by hidden or outright corrupt behavior on the part of many civil servants.

Reforms were therefore needed to re-professionalized the civil service and increase its focus on service delivery. And the impact which the implementation of these reforms had created in the Nigerians economy is called for.

1.3 OBJECTIVES OF STUDY

This study tends to suggest ways by which civil service reforms will be properly implemented to achieve growth in the nations' economy

The challenges, of civil service reform to policy Implementation

The strategy towards achieving more sustainable reform outcomes for the public service as an institution and for the government and people of Nigeria for whom the effect of the public service would be beneficial

1.4 RESEARCH QUESTIONS

The following research questions guided this study:

To what extent can proper implementation of civil service reforms achieve the desired growth in the nation economy?

What are the challenges, of proper implementation of civil service reform policy?

What strategy can be proffered towards achieving more sustainable reform outcomes for public services?

1.5 HYPOTHESIS

The study was guided by the following null hypothesis:

Proper implementation of civil service reforms does not contribute to the growth of our economy

There are no challenges in the proper implementation of civil service reform policy.

The strategy proffered cannot achieve sustainable reform outcomes for public service

1.6 SIGNIFICANCE OF THE STUDY

As Nigeria wends its way towards democracy, it confronts daunting challenges, persistent ethnic and religious tensions, growing religious conflicts, shallow political institutions, an assertive military, a deeply depressed economy and a cynical and increasingly despairing populace. No problem, however, is more intractable and more threatening to the future of our nascent democracy than political corruption. According to Chinua Achebe, political corruption has grown more “bold and ravenous” with each succeeding regime (Musa, 2001).

The public and private sector business organization particularly the Power Holdings Company Abuja Nigeria, which is the focus of this study, will find the results of this research very useful to their originations

Another group that will find this study useful is researchers, teachers and students of management sciences. While the topic: “ Assessment of civil service reforms in the Nigerian public sector” may not be strange to them, its application to the public sector business organizations will definitely arouse their interest, which can be in the area of knowledge or adoption of this research for further study.

The civil servants who are the central to policy formulation and thereby fully responsible and accountable for the success of government program and projects will find this research work useful so also are the politicians in the Nigeria society.

1.7 SCOPE AND LIMITATIONS OF STUDY

The scope of this study will be on civil service reforms with a focus on Power Holdings Company Abuja, Nigeria.

1.8 LIMITATION OF STUDY

The study is limited by time and resources available to the researcher.

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CHAPTER TWO

REVIEW OF RELATED LITERATURE

In this chapter, the literature relevant to the research topic were reviewed to provide the study with a theoretical base and expose the researcher to the opinions and research findings of experts on ways by which the various civil service reforms will be properly implemented to achieve growth in the nation economy. The literature review is presented under the following sub-headings:

- a. Theoretical framework,
- b. Structure and functions of the Nigerian civil service,
- c. Review of various civil service reforms,
- d. Power sector reforms in Nigeria : Opportunities and Challenges, and
- e. Summary of literature review.

2.1 THEORETICAL FRAMEWORK

It is important to point out the confusion over the use of words: “civil service and public service”. Public service is driven by public officers who are either elected or appointed and is managed by civil servants who are employed through rigorous recruitment exercise. Therefore, civil service in the Nigeria context refers to the service within government ministries and departments charged with the responsibility of implementing public policies. On the other hand, public service refers not only to service within government departments and ministries but also, in parastatals, police force and armed forces. However, while all civil servants are public servants, not all public servants are civil servants. (Ezeani, 2005).

The civil service is the machinery which the government implements its policies designed to meet political aims and provide social services. This however does not preclude the legislative and judiciary arms of government in the attainment of the objectives of the civil service. (Oronsaye, 2009)

Imaga, (2003:115) is of the view that civil servants are persons employed in the government civil service and works in any ministry or department of the government. While public service embraces the civil service and other parastatals, commission and agencies of the government which help for the proper provision of goods and services to the people.

In other words, Udeze affirmed it when he defined it as all staff of the ministries and corporations from permanent secretary to daily employee. It does not include armed forces personnel, magistrate and judges.

Adu, looked at civil service as an executive arm of the government which comprises all servants of the state other than holders of political and judicial offices who are employed in a civil capacity and whose remuneration is paid wholly and entirely out of monies voted by parliament. This then means that the term civil servants cover all staff of ministries and corporations from permanent secretary to the daily rated employee. It does not include armed forces personnel, magistrates and judges.

2.2 STRUCTURE AND FUNCTIONS OF THE NIGERIAN CIVIL SERVICE

The origin of the Nigerian civil service dates back to the beginning of the twentieth century with the introduction of British rule in Nigeria. The colonial masters introduced a dual system administration: direct rule in the South and indirect rule in

the North. A more formal civil service emerged only in 1914, when the Northern and Southern protectorates were amalgamated to form the present geographical space called Nigeria. This, however, did not immediately lead to a unified civil service until 1945 when significant changes were introduced based on recommendations of the Waiyaki committee. These changes included the admission of Africans into higher grades of the civil service and the creation of the central public service board. In 1954 the federal public service commission was established and granted full powers to appoint, promote, dismiss and discipline junior civil servants. At independence on 1 October 1960, the powers of the renamed federal civil service commission were extended to cover all civil service grades. (Salisu, 2001).

Oronsaye, (2009) is of the view that the establishment of the Nigeria civil service dates back to the 13th March 1862 when the British government declared its interest in the port and island of Lagos under the title of the settlement of Lagos. A government was constituted and provision was made for the various posts of the offices of private secretary to the governor and Auditor for public Accounts, Chief Clerk, Collector of Customs, Judge Gaoler and registrar were established shortly afterwards. By 1906, the British government had extended its authority over most of Nigeria. The government began to establish its instrument of law and order such as departments of judiciary, police, prisons and added public works department and departments of customs, ports and telegraph. Marine and mines in quick. In spite of the foregoing, the origin of the Nigerian civil service can best be traced to the amalgamated administration of Northern and Southern Nigeria from 1914. The real structure of the service as we now

know it was put in place by Sir Hugh Clifford who succeeded Lord Lugard and was appointed governor of Nigeria. He established a central secretariat in Lagos in 1921.

2.3 Organization OF CIVIL SERVICE

The civil service is mainly organized around the federal ministries, headed by a minister appointed by the [President](#), who must include at least one member of each of the 36 states in his cabinet. The President's appointments are confirmed by the [Senate of Nigeria](#). There are less than 36 ministries. In some cases a Federal minister is responsible for more than one ministry (e.g. Environment and Housing may be combined), and a minister may be assisted by one or more ministers of State. Each ministry also has a Permanent Secretary, who is a senior civil servant.

The ministries are responsible for various [parastatals](#) (government-owned corporations) such as universities (Education), National Broadcasting Commission (Information) and Nigerian National Petroleum Corp (Petroleum). Other parastatals are the responsibility of the Office of the Presidency, such as the [Independent National Electoral Commission](#), the [Economic and Financial Crimes Commission](#) and the [Federal Civil Service Commission](#) (Nigeria Portal. politics Portal, 2011).

The service has six additional units which provide services to all departments on the Civil Service:

- Establishments & Record Office (E&RO)
- Career Management Office (CMO)
- Manpower Development Office (MDO)
- Management Services Office (MSO)

- Common Services Office (CSO)
- Bureau of Public Service Reforms (BPSR)

Budget

A sense of the relative expenditure on the different areas is given by the table below, which shows the 2008 budget for Federal ministries, departments and agencies.

MDA (Ministry, Department or Agency)	Budget (Naira)
Agriculture & Water Resources	113,673,666,845
Auditor-General	2,477,435,789
Code of Conduct Bureau	1,126,777,207
Commerce and Industry	7,758,202,700
Culture & National Orientation	11,655,900,664
Defense	151,940,617,034
Education	210,444,818,579
Energy	139,783,534,336
Environment, Housing and Urban Development	15,915,443,907
Federal Capital Territory	37,958,110,000
Federal Character Commission	2,366,945,741
Federal Civil Service Commission	925,690,890
Health	138,179,657,132
Transportation	124,444,316,123
Finance	11,777,469,168
Foreign & Intergovernmental Affairs	40,873,686,687
Independent Corrupts Practices Commission	3,588,338,165
Independent National Electoral Commission	12,693,517,785

Information & Communications	18,183,376,503
Interior	266,371,519,798
Justice	12,695,948,416
Labour and Productivity	6,142,634,383
Mines and Steel Development	6,592,555,334
National Planning Commission	6,400,000,000
National Population Commission	5,219,851,968
National Salaries, Income and Wages Commission	441,347,573
National Sports Commission	5,562,611,171
Office of the Head of the Civil Service	6,836,928,125
Police Service Commission	599,570,075
Public Complaints Commission	2,008,996,208
Revenue Mobilization Allocation and Fiscal Allocation Commission	2,370,007,697
Science and Technology	16,306,271,658
Women Affairs	2,288,935,104
Youth Development	45,591,142,712

Source: [NIGERIA PORTAL](#) · [POLITICS PORTAL](#)

Note: As of January 2008, one Naira was worth about 0.0057 Euros, or 0.0084 US Dollars.

The main function of the Nigeria civil service is to implement government policies. However, its ability to do this has depended crucially on the form of government of the day. The traditional role of the civil service in Nigeria has been severely diluted by the politicization of the civil service in recent years, undermining its credibility and

integrity. Presidents or states governors have tended to listen more to their close political supports and advisers than to professional civil servants. As a result, sharp friction arises between the advisers (usually political appointees) and the civil servants (career administrators), with the advisers always getting upper hand. The consequence, is this weakening of the civil service, with workers lacking motivation, since professional prospects are bound to diminish in a political civil service.

2.4 CIVIL SERVICE REFORMS

The Nigerian civil service has undergone a number of reforms in the past decades with the aim of enhancing its efficiency and effectiveness. The mission of the reform is to build a public service that is performance and results-oriented, customer driven, investor friendly, professional technologically sensitive, accountable, fostering partnerships with all stakeholders and committed to a continuous improvement in government business and enhancement of overall national productivity. The vision is “a Nigerian public service that works efficiently and effectively for the people” (Oronsaye, 2009). In fact, there have been no less than 10 major commission reports on the problems of the civil service in Nigerian (table1). However, the bulk of these reports focused more on salaries, wages and conditions of service than on the more fundamental, structural and attitudinal challenges of the civil service. (Salisu, 2001)

2.5 CIVIL SERVICE REFORMS IN NIGERIA 1934-1994

	YEAR
HUNTS COMMISSION	1934
HARRAGIN	1945
FOOT COMMISSION	1948
PILLIPSON-ADEBO COMMISSION	1954
GORSUCH COMMISSION	1954
MBANEFO COMMISSION	1959
MORGAN COMMISSION	1963
ELDWOOD COMMISSION	1966
ADEBO COMMISSION	1971
UDOJI COMMISSION	1972
DOTUN PHILIPS	1985
DECREE NO.43	1988
AYIDA REVIEW PANEL	1994

Source: Ikejiani-clark (1997), Williams (1997)

2.6 THE TUDOR DAVIS AND HARRAGIN COMMISSION (1945 and 1946)

They primarily focused on the review of wages and general conditions of service. The commissions made fundamental changes in the public service by establishing a “Senior Service” cadre. This led to the bifurcation of the service into two rigid compartments: ‘Junior’ and ‘senior’ Services.

2.7 THE MILLER COMMISSION OF 1947

The commission recommended the application of the principle of payment based on geographical location of workers, especially the daily paid ones.

It went further to partition the country into six geographical zones with differentials in pay for workers. It categorized labour into three: general, special and semi-skilled. The recommendation (of geographically-based pay) was hinged on the notion that the cost of living was higher in Lagos and its immediate environs and so wages should be lower the farther a worker lived away from Lagos. The labour unions at the time protested against the implementation of the commission's recommendation. They demanded some sort of uniform remuneration for the daily paid worker wherever they might be in the country. All this led to the setting up of a minimum wage fact-finding committee to resolve the ensuing crisis. Consequently the regional government, on the other hand, had to effect an across the board increase in staff salaries in 1949/50.

2.8 THE GORSUCH COMMISSION (1954).

The commission examined the structure and remuneration of the public service. It observed some defects in the rigid division of the service into senior and Junior and the absence of a viable middle category. It, therefore, recommended five main grades, from the lowest established post upwards.

2.9 MBANEFO COMMISSION (1959)

Mbanefo Salaries and Wages in 1959 reviewed Salaries.

THE MORGAN COMMISSION (1964) ELWOOD GRADING TEAM

This was the first post-independence commission in the country whose focus was basically on junior workers in both the public and private sector. It examined the anomalies in the grading of posts and to propose uniform salaries for officers that perform identical duties. The general strike of September 27, 1963, had precipitated

the setting up of the commission. The outcome of its report metamorphosed into the Elwood Grading Team which investigated anomalies in the grading and other conditions, relating to all the public service of the federation, with a view to determining an appropriate grading system and achieving uniformity in the salaries of officers performing identical duties. This was one of the earliest times when pay relativities was mentioned in the 1960s except that there was restrictions on the agitations of trade unions for increase in wages. The restrictions were in the form of a Trade Dispute (Emergency Provisions) Decree of 1968, which provided for the freezing of wages and prizes, among other provisions, perhaps to permit the unhindered prosecution of the civil war.

2.10 THE ADEBO COMMISSIONS OF (1971)

It addressed some of the problems facing the public sector, particularly the envisaged shortage of senior civil servants on account of their abysmally low remuneration package. It was observed that the last time, senior civil servants had enjoyed wage increase was in 1959, courtesy of the mbanefo commission (1959). The Adebo salaries and wages review commission recommended the setting up of a public service review commission to exhaustively examine several fundamental issues, such as the role of the public service commission, the structure of the civil service, and its conditions of service and training arrangements. The acceptance of the recommendations of the commission led to the setting up of the Udoji public service review commission.

2.11 THE PUBLIC SERVICE REVIEW COMMISSION (UDOJI COMMISSION REPORT 1972/74)

The Udoji commission of 1974 focused on the larger issue of increasing efficiency and effectiveness in the public service in the context of meeting the challenges of development-Oriented society. The commission recommended, among others, a unified grading and salary structure (UGSS) which would embrace all post in the civil service from the lowest to the highest (grade levels 01-17) and provide equal opportunities for officers to advance to the highest post in the service, irrespective of their discipline, provided they had what it took to get there.

The commission placed emphasis on broad relativities in grading and pays for all jobs. The commission also recommended merits as the major yardstick for determining the promotability of officers in the civil service. The commission recommended a coordinated salary structure that would be universally applicable to the federal and state civil services, the local government services, the Armed Forces, the Nigeria police, the Judiciary, the universities, the leading services and parastatals. It also recommended the need to ensure that all public service employees received equitable treatment on pay and benefits in such a way that no individuals component of the public sector would be at a disadvantage in respect of the recruitment and retention of employees.

Besides the commission also adopted five guiding principles for Nigeria's public service compensation plan as follows:

- **PRINCIPLE 1:** There would be no discrimination on the grounds of ethnic origin, social class or geographical location, or conditions in establishing rates of pay for work, the performance of which requires equal kinds of knowledge, difficulty, responsibility and effort under similar employment conditions.
- **PRINCIPLE 2:** the achievement of pay and benefits comparability between the public and private sectors.
- **PRINCIPLE 3:** A compensation system and appropriate organizational structure and schemes of service would provide for salary advancement by means of career progression, through the assumption of work of increasing difficulty and responsibility with a continuing need for competency and efficiency.
- **PRINCIPLE 4:** A compensation system would provide opportunity for salary advancement at all levels based on the merit principles and
- **PRINCIPLE 5:** Salary structures and rates of compensations for senior management and senior supervisory positions would be adequate and reasonable in relation to those of subordinates in order to ensure the recruitment, retention and motivation of highly competent and qualified personnel.

The commission recommended that the salary structure pay adequate attention to job content; provided for career progression, link public service pay and benefit to those equivalents employed and pay levels in the private sector; and provided for equitable benefits and conditions of employment across the entire spectrum of public employment. The annual salary of highest paid civil servant was supposed to be N15,

000 per annum while that of the least paid civil servants was N1200 thereby resulting in compression ratio of 12.5:1. One of the backlashes of Udoji's commission was official backdating and subsequent implementation of the recommended increases in the wages and salaries (which ranged from 12 to 30 percent) and generated an inflationary spiral during the period.

Till date no commission was as meticulous as the Udoji commission of 1972, but all it achieved largely stayed on paper (Dickson, 2008)

2.12 WILLIAMS AND WILLIAMA COMMISSION (1975)

It was set up to correct the anomalies in Udoji Review

DECREE NO.43 OF (1988)

This came in the form of the civil service re-organization. Its objectives were to:

- Enhance professionalism, decentralization and delegation of functions;
- Institute checks and balances
- Promote general modernization
- Enhance the contribution of responsibility with authority
- Align the civil service with the spirit of executive presidentialism
- Enhance efficiency, effectiveness and speed of operation (Phillips, 1990, 1989, and 1988).

2.12.1 HIGHLIGHTS OF THE 1988 REFORMS

- The merging of ministerial responsibilities and administrative controls and their investment in the minister as Chief Executive and Accounting officers

- Replacement of the designation of Permanent Secretary with the Director General, whose tenure will terminate with the government that appointed him/her and who will serve as Deputy Minister
- Greater ministerial responsibility in the appointment, promotion, training and discipline of staff
- Vertical and horizontal restructuring of ministers to ensure overall management efficiency and effectiveness
- Permanency of appointment, as every officer is to make his/her career entirely in one ministry
- Abolition of the office of the head of civil service and
- Abolition of the pool system (Ibid. FRN, 1988^A and 1988^B, Igbuzor, 1998 and PAC, 1999).

In reality, however, the 1988 civil service reforms led to the:

- Conscious and deliberate politicization of the civil service
- Misuse and abuse of power by ministers and directors-general who saw their ministries as a separate entity and run them as personal properties
- Increase in the cost of running the civil service due to:
 - I. Imposition of uniform structures on ministries
 - II. The proliferation of parastatals; and
 - III. Increase in human personnel without a corresponding increase in the production.
- Absence of a coherent and systematic training policy throughout the civil service.

- Glaring shortage of skilled manpower, especially in the technical and professional cadre in virtually all the ministries.
- Prevalence and virtual institutionalization of corruption and
- Disregard for the rules, regulations and procedures resulting in arbitrary decision and general loss of direction and
- Complete emasculation of the federal civil service commission regulatory role in the appointment, promotion and discipline of federal civil servants (FRN, 1995, 1997 and PAC 1999).

Thus, the 1988 civil service reforms despite its lofty ideals of efficiency, professionalism, accountability and checks and balances, did not achieve its desired objectives. In fact, the harm done during the reforms was so much and so deep that it would take time, patience and determination to restore the lost glory of the service (Ayida, in Ajulo, 1988).

These and other limitations and constraints meant that the civil service reorganization Decree No.43 of 1988 would not have a lasting impact. Williams (1997) has discussed why this was the case. First, knowledge about its provisions among civil servants and government functionaries was fairly limited. More so, for fear that their power would be eroded, some ranking officers slowed down important aspect of its implementation. Above all, the government had had a poor strategy for its Implementation. Funds for the introduction and entrenchment of its provision were lacking, while the deployment of officers, a central feature of the reforms, had been though through. Thus ultimately, implementation was piece meal and lacking. For example, sanctions for infringing on the reports provisions.

To address issues, the government set up the Ayida Review Panel (1994). It led to the repealing of Decree No.43 and to a comprehensive overhaul of the civil service. (Salisu, 2001)

2.12.2 THE ALLISON AYIDA PANEL (1994)

The Ayida Review panel on the civil service reforms was inaugurated in 10th November 1994 to amongst others, re-examine the 1988 reform. The report of the panel was highly and constructively critical of the 1988 reforms. It reserved most of the reforms of 1988 (FRN, 1995).

However, the review panel identified the various factors that had led to low morale in the civil service and make recommendations to raise the morale of staff and give them the sense of security. The panel observed that workers' pay did not reflect the cost of living at all and the gap between the public and private sectors' pay was wide as 300 to 500 percent, in favour of the private sector. The panel recommended that the total emoluments of civil servants be substantially reviewed upwards and adjusted annually to reflect the general price movement with a view of discouraging corruption.

The Ayida Review Panel led to the repealing of degree No.43 and to a comprehensive overhaul of the civil service. It also depoliticized the civil service. The post of permanent Secretary as well as Head of the civil service was returned. The former is now the Chief accounting officer in the ministry while the Secretary to the government now acts as the Head of the civil service (Salisu, 2001).

It appears that the federal government, under the leadership of Olusegun Obasanjo, is under no illusion about the urgent need to affect the necessary reforms that will address problems; especially those connected with public service. Which should provide the machinery for good governance? The government had embark on measures to reorient senior public servants to new administration's expected of them and to seek to reestablish old civil service values of loyalty, integrity, dedication and competence.

Organized retreats, seminar and workshops to promote the spirit of teamwork; accountability and transparency have become regular feature for public officers in his era. In addition, the president has accomplished the revision of the public service rules to underscore his "concern for discipline and proper conduct and practices by public offices in accordance with the provisions of the rules". Similarly, the financial regulations were also revised "for restoration of rules and regulation and need to adhere strictly to them in the conduct of government business particularly in the control and management of public funds and resources of government". In the preface to the public service rules, the president has said, stated interalia:

The past decade and a half has seen the systematic destruction of public institutions and the promotion of a total disregard for time-tested procedures in the conduct of government business. The need to revise and enforce the rules contained in the civil service rules has never been greater than at the moment, when there is a strong desire in the nation to stamp out the cynical contempt for integrity within the public service and general laxity in observance of rules and regulations in official and government

acts and replace them with integrity public life, transparency and accountability in the conduct of government business.

Chief Olusegun Obasanjo also, initiated a far reaching and comprehensive policy to reform several sectors and institutions in the country. This culminated in the conceptualization of the development blueprint for National Economic Empowerment and Development Strategy (NEEDS), which has been describe as the response to Nigeria's economic challenge and the country's poverty reduction strategy.

The central themes in the NEEDS vision was and is still rooted in a Nigeria that works, promoting peace, security and entrepreneurial spirit, tranquility, national unity and cohesion. The vision anchors on the need to restore the dignity of labour entrench, the cherished values of hard work, nationalism and patriotism. It also upholds the virtues of resourcefulness, transparency, accountability and efficiency in service delivery.

The role of the public service in governance is a continuing topic of discussion and debate. The current world wide re-assessment of the functions of states and of governments and their employee-public/ civil service arises from two major sources: one is globalization, which is impacting very rapidly on the economic, social, political and even day- to-day existence of people, to the extent that government have no choice than to seek ways of adapting and responding to the technological trends. The second factor necessitating reforms is the increasing dissatisfaction among citizen in

many countries, with the functions of government and the services that public services provide.

In developing countries especially in sub-Saharan Africa, poverty combine with the debilitating effects of war, disease especially HIV/AIDS and rampant wars to make the dream of development largely unrealizable. This is further compounded by systemic corruption which reduces the finance support for development even further. As a result, governments are constantly challenged to justify their stay in office by initiating reforms including those that take place in the service. When a terse criticism of the poor performance of government in provision of quality service is made, the buck is often passed down to the public service. Although the public service cannot be entirely to blame, the allusion to it is justifiable. Why? One may ask? The reason is simple. More often than not, it is public servants who initiate development policies that are eventually funded by government of development programmers'. When development funds are misappropriated or carted away, most times such acts of corruption are perpetuated with the collaboration of public servants.

Because of these factors, government is seen by citizens, the media and sometimes society in general as plodding, inefficient, bureaucratic, change resistant, incompetent, unresponsive or corrupt. Citizens often complain that governments provide services that are inadequate, inappropriate, inferior or too costly of their hard-earned tax payments. Frequently, people see government officials to be acting in their own interest rather than responding to the needs of citizens. This was the scenario in 1999, when democratic government of former president Olusegun Obasanjo, was elected into office.

The apprehension of the former president Obasanjo on the ability of the public service to implement the new administration's policies was confined in the findings of a 2001 service-wide study conducted by the OHCSF. The study revealed among other things:

- An aging population-60% of the workforce was constituted by officers who are 40 years old and above.
- Unskilled staff in the service made up of 70% of the entire workforce
- Only 1.7% of the workforces constitute officers in the management cadre. (GLS 15-17)
- A prevalence of "ghost" workers symptomatic of poor personnel records and payroll control system;
- About 60% of federal government spending was deployed to servicing the federal bureaucracy (including the national Assembly)
- Pervading low morale, especially at the higher levels of service, resulting from non-professional updating skills and flawed procurement system e.t.c

In order to address the ills mentioned, the president unfolded his vision of an ideal public service for Nigeria that would be a complete, professional, development-oriented, public-spirited and customer-friendly, capable of responding effectively and speedily to the needs of the society and existing core values of political neutrality, impartiality, integrity, loyalty, transparency, professionalism and accountability that was improved to the point of being competitively well remunerated and innovative.

To ensure the effective coordination of the reform implementation process, a monumental step was taken by government for the first time in the history of reform management in Nigeria; an agency was created to drive the reforms. The Bureau of Public Service Reforms (BPSR) was established in 2004 to rectify earlier trends where in several reforms were implemented concurrently within the federal service without a central platform for technical and administration coordination.

The Bureau was therefore to serve as think-tank for government on the reforms. Its existence was to among other things engender a collaborative approach to the reform implementation among all stakeholders- the political leadership, public/civil service organizations. It was also to conduct research on the reforms, report on it, communicate the change process and generally guide the process.

The main challenge for implementation, which is one of the lessons learnt, is that in practice, the template for implementation as well as the collaborative process was not followed to the letter thus creating significant gaps that had to be addressed. The successes recorded would perhaps have been more had the strategy been followed.

Secondly, the reform implementation was largely driven by the Economic Team comprising of political Appointees, (ministers and special advisers to the president) who were not oriented towards working collaboratively with public servants. While permanent secretaries and other categories of top management were willing and anxious to fully participate in the reform implementation, they were only occasionally united to serve on committees while the implementation was driven by one of the ministers. The Bureau itself was reporting to the Public Service Reform Team (PSRT)

chaired by a minister and very little if any consultations were made with the head of the civil service of the federation.

Consequently, the interface required between the political and administrative leadership was lacking. Indeed, there was undue reliance on outsiders especially consultants to articulate the process. In sum, ownership of the reform by the policy implementers –the public servants were grossly lacking.

In addition, the content, objectives, vision and mission of the reforms was not effectively communicated even to public servants. The result was that programmes such as the cleaning of the Human Resource data-base to eliminate Ghost Workers was wrongly tagged ‘Severance’ by the Bureau and was mis constructed and branded ‘Sacking’ and Right-Seizing exercise by the public. This evoked opposition to the reform and loss of credibility for the policy managers and buy-in for the reforms.

Also, given the abandonment of the reform strategy, the policy was not strategically implemented. Key programs such as carrying out diagnostic studies on various aspects of the reform were not done. The criteria for disengagement of officers from service were not closely followed in some MDAS. This resulted in series of petitions from those sacked officers that were latter addressed by the Bureau and federal civil service commission. More importantly, the funds meant to be handed out to disengaged staff along with their retirement letter were not handy. Many remained years after they were removed from service without their retirement benefits.

In 2007, the late president, Umaru Musa Yar’Adua, was elected into office like his predecessor; he is driven by a passion to continue development through reforms.

Accordingly he has identified core areas of concern by which his administration hoped to carry on with the development objectives of the country. These areas are classified under the president's 7-point agenda:

- i. Power and Energy
- ii. Food Security and Agriculture
- iii. Wealth creation
- iv. Mass transportation
- v. Land Reform
- vi. Security
- vii. Qualitative and Functional Education

In order to achieve these, the president requires an efficient development plan that targets the year 20-20. Thus both the Bureau of public service reforms and the National Planning Commission respectively are working presently on producing for government a long term plans.

1. A new National Strategy for Public Service Reforms (NSPSR) and
2. National Development plan for vision 20-20.

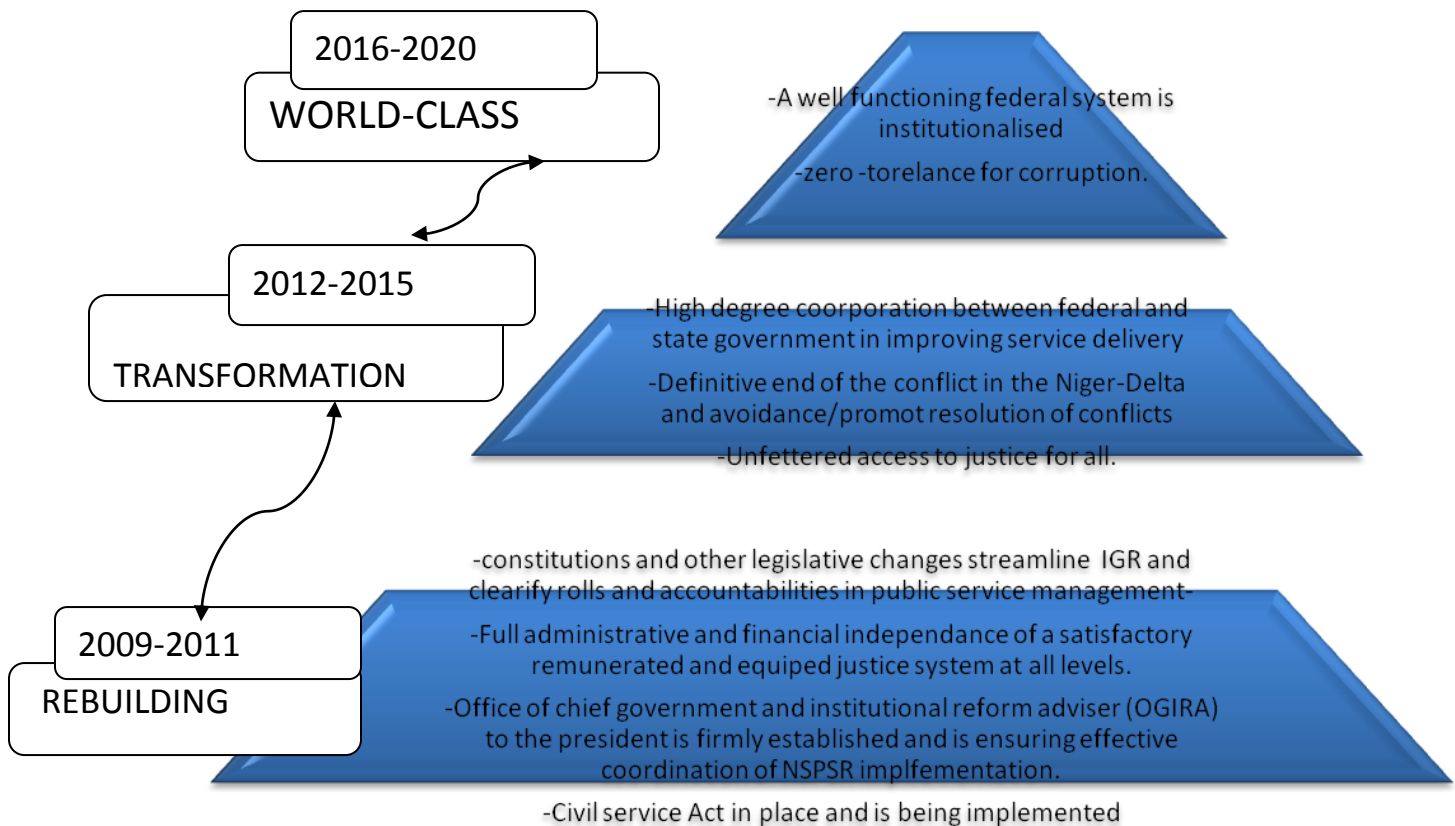
The new reform implementation document is deliberately termed National Strategy for Public Service Reforms: Towards a World Class Public Service (NSPSR). The document was put together by a selected team of public servants under the supervision of the BPSR. Seasoned Nigerian and international experts contributed insights into the document but the actual ownership for its content is that of public servants.

Participatory approach was used in its formulation stakeholders for were organized at which the document was put at the disposal. NPSR devise its framework from the vision 20:2020, NEEDS 2 and 7 point Agenda. Its ultimate objective is to have a world-class public for achieving Nigeria’s vision 20:2020 in three distinct phases:

Phase 1: A rebuilding phase (2009-2011)

Phase 2 : A Transformation phase (2012-2015)

Phase 3: World-class public status phase (2016-2020)



Despite repeated attempts at turning the service around, the institution has not made steady progress. However, the emergence of Stephen Osagiede Oresanya in 2009 as Nigeria’s head of civil service, has witnessed a great turnaround as several landmark reforms have been instituted to restore the lost glory of the once moribund institution.

Oresanya's landmark civil service reforms began in August 2009 with a directive that permanent secretaries and directors should spend a maximum of eight years in office. Most permanent secretaries and civil servants then did not welcome the instruction due to the unfounded fear that it may result in massive retirement of permanent secretaries and directors. A permanent secretary from the north who pleaded anonymity, insisted that majority of them were not willing to embrace the reforms of the new Head of Service as it would jeopardize their chances of growth in the service. Mr. Oresanya however, remained undaunted in the policy, maintaining that his dream for the Nigerian civil service is to ensure that it becomes the best organized and managed in the world.

Other reforms introduced by the head of service include, encouraging workers to embrace the pension reform policy to save with registered pension companies before collecting them during their eventual retirement from active service. Of all the various reforms introduced by the head of service, perhaps the biometric data policy, designed to eliminate recurring incidence of ghost workers and fraud in the documentation of government activities is the most outstanding. Under the biometric arrangement, employees of government are expected to have employment cards that bear photographs of themselves and their finger prints.

According to Ochie, a technical staff with Charms, the firm handling the biometric project on behalf of the federal civil service, the project would ensure fool proof mechanism which eliminates fraud and compromise in the official data recording and accounting system. According to him, the availability of the biometric data is designed

to ensure the accuracy of the individual without speculation. Flagging off the first phase of the project with promotional exams and test for certain categories of civil servants, Oresanya disclosed that the programme will help eliminate the incidence of ghost workers, checkmate incompetence and fraud, and overall, ensure an efficient and manageable size of the civil service. Instances of ghost workers abound in the civil services across the federation. Several governments have watched helplessly as scarce resources are drained away into private pockets of senior civil servants and directors, who usually pay staff salaries despite the fact that they are non-existent.

Most Nigerians have however wondered how the biometric data system would be sustained, against the backdrop of several laudable government projects failing to see the light of the day in the past due to several inhibiting factors that confront them despite the initial fanfare that heralded their flag-off. Mr. Maurison Ibekwe, a retired civil servant, agreed that the introduction of the biometric data will go a long way to ensure efficient and quality service delivery by the civil servants, since every loophole will be plugged (Uzundu , 2010).

2.13 ACHIEVEMENTS AND OVERALL GAINS OF THE PUBLIC SERVICE REFORM

From 1999 when the on-going public service reform began, the following achievements have been recorded:

- ❖ **RIGHT-SIZING AND ELIMINATION OF GHOST WORKERS, UNDER-PINNED BY THE INTRODUCTION AND IMPLEMENTATION OF THE INTEGRATED PAYROLL AND PERSONNEL**

INFORMATION SYSTEM (IPPIS) on a pilot basis. This has resulted in a significant reduction of the burden of civil service wage bill on the budget (recurrent expenditure as proportion of federal government of Nigeria budget decline from over 80% in 1999 to less than 50% in 2007).

- ❖ **MONETIZATION OF FRINGE BENEFITS:** to curtail waste in public expenditure, prior to the monetization exercise the federal government bore the responsibility of providing housing and accommodation for all categories of staff. Not only was this welfare programme expensive, it was too often abused. In line with cost-cutting objectives and to eradicate the inequalities and corruption that were associated with the programme, government instituted a programme whereby, the occupiers of the properties and users of government vehicles were given the option of purchasing them.

Presently, the Bureau is conducting a study to assess the monetization programme in order to fine-tune it.

- ❖ **INTRODUCTION OF THE IT-DRIVEN APPLICATION CALLED THE ‘INTERGRATED PERSONNEL AND PAYROLL INFORMATION SYSTEM’ (IPPIS).** It aims is aimed at :

Facilitate manpower planning as well as assist in providing information for decision making ; eliminate records and payroll fraud, such as the ‘ghost workers’ syndrome, double dipping and credentials falsification;

- Facilitate easy storage, updating and retrieval of personnel record for administrative and pension process;
- Facilitate convenient staff remuneration payment with minimal wastage and

- Produce a work environment that is conducive and supportive to the operations of modern proactive public service that is innovative and technologically driven.
- ❖ **REDUCTION OF THE OVER BLOTTED WORK FORCE, BASED ON SOME CLEAR CRITERIA.** (Including: outsourcing or abolition of some cadres in the junior category (made up of drivers, cleaners, etc who hitherto were employed to maintain the services that became unsustainable because of the monetization programme) over by the monetized enforcement of mandatory retirement age and job losses linked to).
- ❖ **INTRODUCTION AND IMPLEMENTATION OF (STRIDES), strategic training and re-orientation for individual development and empowerment scheme to disengage officers and pre-retiree man training of 73770, staff of MDAS**
- ❖ **RESTRUCTURING/MERGER OF MINISTRIES, DEPARTMENTS AND AGENCIES (MDAS) and on-going restructuring of parastatals.**
- ❖ **FORMULATION OF OVERARCHING VISION AND MISSION STATEMENTS**
- ❖ **INSTITUTIONALISATION OF SERVICE CHARTERS AND SERVICOM.**

Part iii of the charter on the public service in Africa on rules governing relation between the public service and the users contain many provisions which make it obligatory for the public service to render services to the public efficiently and effectively with due diligence to the rights of the customers

- Review of public service rules and financial regulations for use in both the federal civil service and the broader public service has also been carried out. The new rules take into cognizance of issues that are current and tandem with global best practices in public service administration.
- Anti-corruption reform through the creation of the independent corrupt practices and other related crimes commission (ICPC) and the Economic and Financial Crimes Commission (EFCC).
- Introduction of consolidated Salary Structure and pay adjustment.
- Successful transition from the PAY-AS-YOU-GO (PAYG) Pension scheme to a contributory system in the entire public service.

❖ **VALUE RE-ORIENTATION IN THE PUBLIC SERVICE**

The efficiency and effectiveness of the public service of any country is dependent on the quality of its employees. As part of the effort to inculcate a new culture of ethics and enhanced service delivery in the federal civil service, all federal permanent secretaries and directorate cadre staff (with administrative responsibility over the operation of the service) were led by the head of the civil service of the federation, Ms. A.I. Pepple, to re-commit themselves to the functionality of the public service at the launch of federal public service **‘Statement Of Our Commitment, Purpose and Principles’-STEP**. This statement is encapsulated in a set of four core principles:

- i. Stewardship
- ii. Trust
- iii. Engagement and

iv. Professionalism

These are the tenets which all civil servants are irrevocably bound to uphold and promote in the performance of their duties.

In addition to STEP, a **CREED** that guides the personal and official conduct of public servants has also been formulated.

BPSR has also launched STEP and also designed programme scheduled for August, 2009 on ethical re-orientation, that would ensure systematic training of public servants in a crucial area (Matankari, 2009)

MAJOR ON- GOING PUBLIC SERVICE REFORMS INITIATIVES

- Development and proposed implementation of the National Strategy on Public Service Reforms (NSPSR) towards the transformation of the public service into a world class status by year 20-20
- Reform/restructuring of the officers of secretary to the government of the federation and the head of the civil service of the federation, to enable them perform optimally as the core administrative machineries for the implementation of government policies
- Restructuring and modernization of the federal civil service commission, the key institution for the recruitment, promotion and discipline of civil servants
- Introduction of human resource management process to modernize the public service personnel and administration systems.
- Introduction of modern performance management system to replace the present APER-based assessment process.

- Improvement of capacity building systems, based on the recent documentation of staff profile detailing qualifications and training needs by the office of the head of civil service of the federation with the assistance of DFID
- Implementation of the IPPIS scheme in the entire public service
- Further reform /restructuring of parastatals.

Nigerian Power Sector Reforms: Opportunities and Challenges for Investment

The recent revitalization of the reform process for the Nigerian power sector - and the concerted push by the government to privatize much of the existing grid - opens the door to significant private sector investment in the Nigerian power sector, presenting opportunities and challenges to potential investors.

The Nigerian electrical power sector is in a highly charged state. Currently, Nigeria has an installed electricity generation capacity for supply to the national grid of 8,644 MW, with available capacity of only approximately 3,200 MW¹, to cater for the needs of Nigeria's population of approximately 150 million. By way of comparison, South Africa has an installed electricity generation capacity for supply to the national grid of over 52,000 MW with a population of only about one third the size of Nigeria's. On the other hand, demand for electricity in Nigeria presently is estimated to be between 10,000 MW to 12,000 MW⁴ and is projected to increase by 26,561 MW by 2020 if the Nigerian government is to meet its current economic development goals. The historic gap between the demand for power in Nigeria and the electricity available from the grid has led to widespread self-generation of power both in the industrial and residential sectors. Most businesses must generate their own power in order to ensure

an adequate and reliable supply. The World Bank estimates that approximately 85 percent of businesses in Nigeria own electricity generators and that privately-owned self-generation power accounts for roughly 40 percent of the total capacity of Nigeria. The historically poor performance of the power sector in Nigeria has been a significant barrier to private investment in the country.

In 2005, the Government of Nigeria enacted legislation intended to restructure fundamentally the Nigerian electrical power sector. The Electric Power Sector Reform Act, 2005 (the 2005 Reform Act) was designed to move the electricity sector in Nigeria from a government controlled, heavily subsidized system to a privatized, largely market-based endeavour. Implementing the 2005 Reform Act has been challenging for the Nigerian government and largely seems to have stalled in recent years. However, the process of implementing the 2005 Reform Act was revitalized when President Goodluck Jonathan established the Presidential Task Force on Power and published a roadmap for power sector reform in August 2010, potentially opening the door to significant private investment in the Nigerian power sector.

Snapshot of Nigeria's Power Sector

Nigeria's estimated available capacity from the grid of approximately 3,200 MW meets only approximately one third of the estimated current demand for power from the grid. As demand for electricity in Nigeria is expected to more than double in the next 10 years, an even greater supply gap would be created in the future without some form of market intervention and fundamental reform of the power sector. Current electricity generation is from either gas-fired or hydro power plants. Most assets are

owned by state-owned companies, though some private investors have been able to establish IPPs following recent legislative reforms. The charts below set forth the current power generation assets in Nigeria.

Existing Government Owned Power Stations - Gas-Fired:

	Name of Generation Company	Year of Const.	Location	Installed Capacity (MW)	Available Capacity (MW)
1	EGBIN POWER PLC	1986	Egbin, Lagos State	1320	1100
2	GEREGU POWER PLC	2007	Geregu, Kogi State	414	276
3	OMOTOSHO POWER PLC	2007	Omotosho, Ondo State	304	76
4	OLORUNSOGO POWER PLC	2008	Olorunsogo, Ogun State	304	76
5	DELTA POWER PLC	1966	Ughelli, Delta State	900	300
6	SAPELE POWER PLC	1978	Sapele, Delta State	1020	90
7	AFAM(IV-V) POWER PLC	1963/01	Afam, Rivers State	726	60
8	CALABAR THERMAL POWER STATION	1934	Calabar, Cross River State	6.6	Nil
9	OJI RIVER POWER STATION	1956	Oji River, Achi, Enugu State	10	Nil
	TOTALS			5,004.6	1,978

*Source: Nigerian Bureau of Public Enterprises

Existing Government Owned Power Stations — Gas-Fired:

	Name of Generation Company	Year of Const.	Location	Installed Capacity (MW)	Available Capacity (MW)
1	KAINJI/JEBBA HYDROELECTRIC PLC – Kainji Power Station	1968	Kainji, Niger State	760	480
2	KAINJI/JEBBA HYDROELECTRIC PLC – Jebba Power Station	1985	Jebba, Niger State	540	450
3	SHIRORO HYDROELECTRIC PLC	1989	Shiroro, Niger state, Nigeria	600	450
	TOTALS			1,900	1,380

*Source: Nigerian Bureau of Public Enterprises

Independent Power Projects:

	Name of Generation Company	Location	Installed Capacity (MW)	Available Capacity (MW)
1	AES POWER STATION	Egbin, Lagos State	224	224
2	SHELL AFAM VI POWER STATION	Afam, Rivers State	650	650
3	AGIP OKPAI POWER	Okpai, Delta State	480	480
4	ASG IBOM POWER STATION	Akwa Ibom State	155	76
5	RSG TRANS AMADI POWER STATION	Port Harcourt, Rivers State	100	24
6	RSG OMOKU POWER STATION	Omoku, Rivers State	1150	30
	TOTALS		1,759	1,484

*Source: Nigerian Bureau of Public Enterprises

In addition, the government is developing approximately 4,800 MW of installed capacity intended to be completed by 2013, known as the National Integrated Power Plants (*NIPPs*). The Presidential Task Force on Power has announced its intention to privatize the *NIPPs* in future rounds of privatization, following completion of construction.

Reform Process Revitalized

The Nigerian power sector reform process has been given fresh impetus by the new government of President Goodluck Jonathan. Just three months into office, President Jonathan announced an ambitious plan for the implementation of reform in broad accordance with the 2005 Reform Act. The government's priority is to attract private investment to all facets of the power sector (Firm Publication, 2011).

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CHAPTER THREE

3.0 RESEARCH METHODOLOGY

This study focuses on various ways by which civil service reforms will be properly implemented to achieve growth in the nation economy. The challenges of civil service reform policy implementation and the roadmap towards achieving more sustainable reform outcomes for the public service as an institution and for the government and people of Nigeria for whom the effect of the public service would be beneficial were discussed in the previous chapters.

This chapter deals with the formulation of a procedural strategy for answering the research questions and testing the hypothesis raised in connection with various ways by which reforms will be properly implemented to achieve growth in Nigeria's economy. It describes the design of the study, the area of the study, population, sample and sampling techniques, instrument, reliability of the instrument, method of data collection and method of data analysis.

3.1 RESEARCH DESIGN

This subsection is a kind of blueprint that guides the researcher in his or her investigation and analysis. It is a format which the researcher employs in order to systematically apply the scientific method in the investigation of problems (Onwumere,2005).

3.2 INSTRUMENT FOR DATA COLLECTION

Survey research and secondary research were used as data collection methods.

The Survey research which is a source of primary data was through the administration of structured questionnaires. The target respondents were the staff and management of Power Holdings Onitsha branch.

Secondary research is a source of secondary data in this study data were collected from articles, journals, situational reports, text books and other relevant publication of civil service reforms. Data collected here were purely internal.

3.3 POPULATION OF STUDY

Donald et al (1996), simply defined population as all members of any well defined class of people, events or objects. They went further in explanation by saying that, usually time, money and effort involved do not permit a researcher to study all possible members of a population.

Onodugo, in his monologue, confirmed it also by stating that “it is difficult to study the entire population and in few cases, it is simply impossible.” Where it is possible, the cost will be astronomical in terms of money and time.

However, there were two sets of target population for this study. They were the staff of Power Holdings and consumers of the power and they were accessible. The population of staff is finite (75) while the population of customers is infinite

3.4 SAMPLE SIZE AND SAMPLING TECHNIQUES

The staff population confirmed from the Power Holdings Company of Nigeria Onitsha district is 75. As it was not convenient to reach all the 75 staff, a sample determined from Yamani formula as stated by Onwumere (2005) was used.

The formula is given:

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

Where n= Sample Size

N= the finite population

e= level of significance (or limit of tolerable error)

1= unity (a constant)

In this case,

N =75

e =0.05

Therefore,

$$\begin{aligned}n &= \frac{75}{1+75(0.05)^2} \\&= \frac{75}{1+75*0.0025} \\&= \frac{75}{1.1875} \\&=63\end{aligned}$$

Yamani formula gave a sample size of 63 .

QUESTIONNAIRE

The questionnaire as an instrument was carefully designed for collecting data in accordance with the specifications of the research questions and hypothesis with the following features:

It was structured to restrict response to questions only in the manner and extent required by the researcher;

It was structured along the likert-type scale with four categories, namely: strongly agreed (SA), Agree (A), Disagree (D), Strongly disagree (SD). Each category was assigned a number as follows: 4 (SA), 3 (A), 2 (D), and 1 (SD).

See Appendix for the questionnaires.

3.4 STATISTICAL TOOLS FOR DATA ANALYSIS

In analyzing the research questionnaires sample percentage distribution formula used
 $R/N * 100/1$

Where: R = Response in each questionnaire

N = Sample size

The formation of hypothesis using CHI-SQUARE test is a statistical test used to determine whether there is any significant difference between the observed and expected frequencies obtained from a distribution.

It is represented with the formula:

$$X^2 = \frac{\sum (fo - fe)^2}{fe}$$

where : X^2 = Value of Chi-Square

fo = Observed Frequency

fe = Expected Frequency

therefore, expected frequency is calculated thus: $E = \frac{Ef}{N}$

Where E= expected frequency

$E_f =$ Total response

$N =$ Number of options

In testing for independence the number of the degree of freedom with a contingency table having R rows C columns will be $(r-1)(c-1)$

Where $r =$ number of rows

$C =$ Number of column in the contingency table

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Limited

CHAPTER FOUR

PRESENTATION AND ANALYSIS OF DATA

4.0 INTRODUCTION

The purpose of this chapter is to present and analyze data general in the course of this research.

Conclusion drawn shall be dependent on the responses from the questionnaire administered to the workers. Sixty –three copies of the questionnaire were distributed and fifty copies were dully completed and returned.

4.1 ANALYSIS OF QUESTIONNAIRE

This section contains question which deals with personal information of the respondents.

Question 1: In your own opinion, does proper implementation of civil service reforms contribute to the growth of Nigeria economy?

Table 4.1.1 Proper implementation of civil service reforms as it contributes to the growth of Nigeria economy

Opinion	No of respondents	% of respondents
Yes	35	70%
No	15	30%
Total	50	100%

From the above table, 35 or 70% were of the opinion that proper implementation of civil service reforms contributes to the growth of Nigeria economy. The table also

shows that 15 or 30% responded negatively, which means that proper implementation of civil service reforms does not contribute to the growth of Nigeria economy

Question 2: Does periodic assessment of manpower needs of the various departments lead to economic system compensation?

Table 4.1.2 Assessment of manpower needs leading to economic system compensation

Opinion	No. of respondent	% of respondent
Yes	40	80%
No	10	20%
Total	50	100%

From the above table, 40 or 80% is of the opinion that periodic assessment of manpower needs leads to economic system compensation while 10 or 20% respondent was negative, manpower assessment does not lead to economic system compensation

Question 3: Are there challenges faced by the federal government as to the masses in implementation civil service reform policies?

Table 4.1.3 challenges in the implementation of civil service reform policies

Opinion	No. of respondent	% of respondent
Yes	41	82%
No	9	18%
Total	50	100%

From the above table, 41 or 82% is of the opinion that the federal government faces lots of challenges in implementation of reform policies, while 9 or 18% said no to the challenges faced.

Question 4: Do you think that reform of public service is the ultimate strategy for repositioning the service?

Table 4.1.4: Effective strategy for repositioning the public service

Opinion	No of Respondents	% of Respondents
Yes	38	76%
No	12	24%
Total	50	100%

From the table above, 38 or 76% responded positively while 12 or 24% responded negatively which means that it needs adjustment in repositioning the public service.

Question 5: In your own opinion will proper implementation of Power Sector reforms encourages private investment establishment in Nigeria?

Table 4.1.5 Power sector reforms encouraging private investment

Opinion	No. of respondent	% of respondent
Yes	45	90%
No	5	10%
Total	50	100%

From the above, 45 or 90% responded positively while 5 or 10% said that reforms does not encourage private investment establishment.

Question 6: Does the increasing and persistent pressure for employment into the federal civil service have any negative impact on the commission.

Table 4.1.6: Increasing purge of employment into the federal civil service commission

Opinion	No. of respondent	% of respondent
Yes	40	80%
No	10	20%
Total	50	100%

From the analysis above, it can be seen that 40 or 80% of the respondent said that the increasing purge into civil service commission has a negative impact while 10 or 20% respondent said no, it has no negative impact

Question 7: Do you agree that reforms policies initiated are properly implemented?

Table 4.1.7 Proper implementation of civil service reforms

Opinion	No. of respondent	% of respondent
Yes	45	90%
No	5	10%
Total	50	100%

From the above table, 45 or 90% answered positively which means that policies initiated are properly implemented while 5 or 10% are negative which means that reform policies are not properly implemented.

Question 8: Does political interference undermine the credibility and confidence of civil service in the design and implementation of government policy?

Table 4.1.8 Political interference as it undermines the confidence of civil service in policy design and implementation.

Opinion	No. of respondent	% of respondent
Yes	26	52%
No	24	48%
Total	50	100%

It is seen from above that 26 or 52% of the respondent attested that political interference weakens the confidence of civil service in policy design and implementation while 24 or 48% responded negatively.

Question 9: Do you agree that constant power supply is the hallmark of development in an economy?

Table 4.1.9 Constant power supply as a hallmark of development in economy

Opinion	No. of respondent	% of respondent
Yes	41	82%
No	9	18%
Total	50	100%

The above table shows that 41 or 82% responded that constant power supply encourages development in an economy while only 9 or 18% responded negatively.

Question 10: Does civil service performance improve effectively and efficiently when there is good incentive structure?

Table 4.1.10 Performance improvement through incentive structure

Opinion	No. of respondent	% of respondent
Yes	38	76%
No	12	24%
Total	50	100%

From the table above, 38 or 76% answered positively which means that incentive structure improves performance. 12 or 24% were negative about incentive structure

4.2 TESTING THE HYPOTHESIS

To test the hypothesis formulated from the objective, the researcher used Chi-Square method.

Thus ,

$$X^2 = \frac{\sum (f_o - f_e)^2}{f_e}$$

where : X^2 = Value of Chi-Square

f_o = Observed Frequency

f_e = Expected Frequency

OPERATED ASSUMPTIONS:

Levels of significance $1/s = 0.05$

Degree of freedom $d/f = (r-1)(c-1)$

Where r = row

C = column

Note $f_e = e$ of = total observed frequency

Total row

Ho Proper implementation of civil service reforms does not contribute to the growth of Nigeria economy

Hi Proper implementation of civil service reforms contributes to the growth of Nigeria economy

Row 1 = 2 column c= 1

Degree of freedom d/f = (r-1)(c-1)

(2-1)(1-1)

=1

Level of significant =5% =0.05

$\frac{RT * CT}{GT}$

GT

There RT= Row Total

CT= Column Total, GT is grand total

CONTINGENCY TABLE

Question	Yes	No	Total No. of respondents
1	14(13)	12(13)	26
4	6(7)	8(7)	14
Total	20	20	40

$C14 = \frac{26 * 20}{40} = 13$

40

$C12 = \frac{26 * 20}{40} = 13$

40

$$C6 = \frac{14*20}{40} = 7$$

$$C8 = \frac{14* 20}{40} = 7$$

CHI-SQUARE TABLE

CELL	Fo	Fe	Fo-Fe	(Fo-Fe) ²	(Fo-Fe) ² /Fe
C11	14	13	1	1	0.076
C12	12	13	-1	1	0.076
C21	6	7	-1	1	0.143
C22	8	7	1	1	0.143
Total					0.438

X²= Calculated = 0.438

X² = Critical at-5% level significance and at (2-1)(2-1)

1^{d/}3.84

Decision:

Since the critical value of X² is 3.84, we accept the null hypothesis and, reject the alternative hypothesis which states that proper implementation of civil service reforms contribute to the growth of Nigeria economy.

Ho when federal government implements their power sector reforms, investment is discouraged.

Hi when federal government implements their power sector reforms

Investment is encouraged.

Decision Rule:

If X² calculated is greater than X² critical, tables, reject Ho and accept Hi.

Row (r) =2 Column (c) =1

Degree of freedom (df) =1

Tabulated Value of $X^2 = 3.84$

Level of significance = 0.05 and at (2-1) (2-1) 1 df 3.84

Hypothesis two is tested with tables 4.1.2 & 4.2.5

Question	yes	No	Total No of respondent
2	15(15.5)	5(15.5)	20
2	4(4.5)	4(4.5)	20
Total	31	20	40

RT *CT

GT

$$C15 = \frac{20 * 31}{40} = 15.5$$

40

$$C16 = \frac{20 * 31}{40} = 15.5$$

40

$$C4 = \frac{20 * 9}{40} = 4.5$$

40

$$C5 = \frac{20 * 9}{40} = 4.5$$

40

FO	Fe	Fo-Fe	(Fo-Fe) ²	(Fo-Fe) ² /Fe
15	15.5	-0.5	0.25	0.016
16	15.5	0.5	0.25	0.016
5	4.5	0.5	0.25	0.055
4	4.5	-0.5	0.25	0.055
Total				0.142

Decision Rule

If the calculated value of X^2 is greater than the tabulated X^2 reject H_0 and accept H_1 since X^2 calculated $0.142 < X^2$ tabulated which is 3.84. We reject the null hypothesis and accept the alternative hypothesis which states that when federal government implements their power sector reforms investment is encouraged.

CHAPTER FIVE

SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS.

5.1 SUMMARY OF FINDINGS

The following are the major findings of the study;

- When the civil service reforms are properly implemented, the growth and development of the nation's economy is enhanced.
- There are challenges faced by the federal government as well as the masses in the reform implementation. Which could be that, the reforms was not effectively communicated even to the public servants.
- Civil Service reform is one of the ultimate strategies for repositioning the service for effective and efficient performance.
- Proper implementation of power sector reforms encourages the private investment which enhances growth in our economy.
- The increasing and persistent pressure for employment into the federal civil service has a serious implication on the logistics of the commission and the selection of candidates for appointment into the service.
- Political interference undermines the credibility and confidence of civil service, with workers lacking motivation, since professional prospects are bound to diminish.
- Constant power supply is the hallmark of development in the economy. Thereby attracting the private sector establishments.

- Appropriate incentive structure motivates the civil servants to put in the in the best in the service delivery thereby enhancing efficient and effectiveness in performance.

5.2 CONCLUSION

Successive governments in Nigeria have introduced various reform measures with the main aim of improving the efficiency and effectiveness of the civil service. Unfortunately, the Nigeria civil service has remained weak, inefficient and incapable of reforming itself and the rest of the economy. A plausible explanation for all this relates to the endemic nature corruption, inappropriate incentive structures and lack of political will to implement good reform measures. There are yet no operational guidelines for assessing the efficiency of the civil service. Hiring and firing of civil servants are often based on personal acquaintances or vendetta rather than on productivity related indicators. Specific targets must be set to which the civil service can strive. An efficient-based incentive scheme that links seriously undermined the credibility and confidence of the civil service in design and implementation of government policy, should be minimized.

5.3 RECOMMENDATION

- Reforms/restructuring of the offices of the secretary to the government of the federation and the head of the civil service of the federation to enable them perform optimally as the core administrative machineries for the importation of government policies.

- Restructuring and modernization of the federal civil service commission, the key institution for the recruitment, promotion and discipline of civil servants.
- Introduction of modern performance management system to replace the present APER- based assessment processes
- Improvement of capacity building system, based on the recent documentation of staff profile detailing qualifications and training needs by the office of the head of the civil service of the federation with the assistance of DFID
- Introduction of human resources management processes to modernize the public service personnel and administration systems

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APPENDIX

Department of Management ,
Faculty of Bus. Admin,
School of post-graduate studies,
UNEC.
March, 2011.

Dear sir/madam

I am a student of post- graduate school of the above named institution and department, writing a project on the topic: ASSESSMENT OF CIVIL SERVICE REFORMS IN THE NIGERIAN PUBLIC SECTOR (a study of power holdings Onitsha district).

I hereby solicit your response to these questions and state that your assistance in supplying the necessary information will be highly appreciated and also say that every information supplied by you has no effect on your personality, but will be purely used for academic purpose and be treated with utmost confidentiality.

Thanks for your anticipated corporation.

Yours faithfully,

IKELIONWU CHIOMA MAUREEN

MANAGEMENT DEPARTMENT .

QUESTIONNAIRE

INSTRUCTION, PLEASE MARK (x) FOR YOUR CHOSEN ANSWER.

Question1: In your own opinion, does proper implementation of civil service reforms

Yes contribute to the growth of Nigeria economy?

Yes [] No []

Question 2: Does periodic assessment of manpower needs of the various departments

lead to economic system compensation?

Yes [] No []

Question 3: Are there challenges faced by the federal government as to the masses in

implementation civil service reform policies?

Yes [] No []

Question 4: Do you think that reform of public service is the ultimate strategy for

repositioning the service?

Yes [] No []

Question 5: In your own opinion will proper implementation of Power Sector reforms

encourages private investment establishment in Nigeria?

Yes [] No []

Question 6: Does the increasing and persistent pressure for employment into the federal civil service have any negative impact on the commission.

Yes [] No []

Question 7: Do you agree that reforms policies initiated are properly implemented?

Yes [] No []

Question 8: Does political interference undermine the credibility and confidence of civil service in the design and implementation of government policy?

Yes [] No []

Question 9: Do you agree that constant power supply is the hallmark of development in an economy?

Yes [] No []

Question 10: Does civil service performance improve effectively and efficiently when there is good incentive structure?

Yes [] No []