CHAPTER ONE

1.0 INTRODUCTION

1.1 Background of the Study

This study appraises the federal civil service of Nigeria and the extent of implementation of recruitment policies. When colonial rule ended in Nigeria, the need to recruit Nigerians to manage the civil service became imperative. The Parliamentary Select Committee of 1865 had recommended among other things, that Britain should train the natives in her colonies for self-government. The Committee also suggested that Britain should encourage young educated Nigerians to be recruited to top positions in the civil service. This was with the view to disengaging from her West African colonies in their nearest future. However, British economic interest in West Africa was a constraint that made the policy of gradual withdrawal to be ineffective (Olusanya, 1975:1).

The colonial development administration of the civil service was affected by the problem of bias in terms of colonial policies and this was an issue of concern for the natives. The colonial administration served the interest of the British as the structure and composition of the civil service was largely British. Initially, there was exclusion of Africans during the formative years of the colonial civil service, but Nigeria's climatic environment was a constraint to the health of British officials. Thus, ecological problems

encountered by British officials and pressure arising from political development and nationalism accelerated the policy of gradual withdrawal and recruitment of Nigerians into the various levels of the Nigerian federal civil service.

Apart from ecological constraints and pressure of nationalists that resulted in departure of colonial administrators, there were other significant factors for the gradual withdrawal of colonialists. Prior to the Second World War (1939 to 1945), the colonial administration claimed that Nigerians were not capable of holding responsible positions. The effects of the Second World War on British manpower meant that British officials deployed to Nigeria had to return to their home country. The departure of the colonialist administrators therefore created a vacuum, which was to be filled by Africans. Thus, the policy of self-government became the topical issue that dominated the minds of Nigerians in the post war years (Olusanya, 1975:2).

Early antecedents of the Nigerian civil service can be traced to 1861 when the British commenced administration of the Port and Island of Lagos through the creation of scheduled posts. The creation of departments such as Judicial, Police, Prisons, Public Works, Customs, Posts and Telegraph, Marine and Mines featured in 1906. In 1914, Lord Lugard who was Governor-General of Nigeria amalgamated the Northern and Southern Protectorates. The structure of the Nigerian civil service was created in

1921 by Sir Hugh Clifford who succeeded Lord Lugard as Governor-General of Nigeria. In 1921, he established a central secretariat in Lagos and by 1939, provinces administered from Ibadan, Enugu and Kaduna had their secretariats (Tamuno, 1984:395).

The 1958/1959 Solaru Parliamentary Committee on Nigerianization of the civil service suggested among other things, the training of Nigerians to administer the civil service. In the discharge of its duties, the Committee was of the view that independence would require total control of the federal civil service by Nigerians in order to achieve the task of unity, loyalty, commitment and dedication by officers that would be charged with policy implementation. Thus, by October 1, 1960, the federal civil service of Nigeria was established. During this period, some Nigerians held prominent positions, but fundamental problems such as lack of initiative, lack of expertise, and inexperience served as constraints to successful implementation of the Nigerianization policy. However, this transitive step created opportunities for qualified Nigerians to impact the indigenous culture on a hitherto foreign and British culture dominated/oriented civil service (Olusanya, 1975:28).

The Solaru Parliamentary Committee on Nigerianization (1958/1959) accelerated the pace of Nigerianization of the federal civil service (Tamuno, 1984:397). The Committee was of the view that Nigerians were more

conscious of their needs than Europeans who had divided loyalty to the Secretary of State for the colonies in London. The Committee noted the slow pace of Nigerianization for the super scale posts. The Solaru Parliamentary Committee (1958) observed with regret, the continued presence of expatriates in the civil service of Nigeria and recommended that in a self-governing country, the civil service must be solely under the authority of the government of the country and there could be no question of external control. The report noted further that self-government would be derogatory and injurious to the dignity of the people of an independent Nigeria with the presence of foreigners and British in the federal civil service of Nigeria. The Solaru Parliamentary Committee recommended among other things, the payment of compensation to expatriates to encourage them to leave the service by October 1, 1959. Government accepted the recommendations of the Solaru Parliamentary Committee and as at October 1, 1960, the newly-independent Nigeria led by Prime Minister Tafawa Balewa commenced the implementation of the Nigerianization policy in the federal civil service (Olusanya, 1975:66).

The Nigerianization policy did not only aim at entrenchment of Nigerians in the administration of the Nigerian federal civil service, it also transcends to the realization of ecological constraints on the Nigerian society and impact of this on recruitment policy implementation. Thus, Nigerians recruited into

the federal civil service at independence were also expected to observe the positive values, norms and cultures of the Nigerian society. This study examines the evolution of the Nigerianization policy and its impact on the structure of the Nigerian federal civil service. It also examines the extent of the effectiveness of the Nigerianization policy and of the transition from colonial civil service machinery to a Nigerian bureaucracy.

During the period of Nigerianization of the civil service, there was effective participation of southern Nigerians who possessed the educational qualifications and experience in central government functions. Their northern counterparts had less formal education, but had acquired political experience and skill under the indirect rule system, which assisted them in holding political office locally and in central administration (Blitz, 1965:213).

In line with the research objectives, this study critically examines the following catalogue of Commissions set up to improve personnel and recruitment policies in the federal civil service of Nigeria from pre-independence to the present. The Commissions were established by government to improve the effectiveness of the federal civil service of Nigeria. The Commissions introduced reforms that were considered by government and some of the recommendations offered were approved by government. Particular mention must be made of pre-independence

Commissions that centered on recruitment among other personnel issues, such as Walwyn Committee (1942), Harragin Commission (1946), Imree and Lee Commission (1948), Foot Commission (1948), Gorsuch Commission (1954), Solaru Parliamentary Committee (1958), Newns Commission (1959) and Mbanefo Commission (1959). There were also post-independence Commissions that examined the recruitment structure of the federal civil service with the view to making it result-oriented. They include; Morgan Commission (1964), Elwood Grading Team (1966), Adebo Commission (1970), Udoji Commission (1972), Dotun Philips Panel (1985), Civil Service Reorganization Decree (1988), Ayida Panel (1994), and the National Economic Empowerment and Development Strategy (NEEDS) of 2003 and the Due Process Reform of 2003. These Commissions/Committees and Panels examined the significant aspects of the recruitment structure of the federal civil service with the view to repositioning the Nigerian bureaucracy and making it efficient and give effective service delivery.

The reforms of the civil service by government before and after independence were formulated for effective service delivery. Despite these reforms, government observed inadequacies such as non-compliance with laid-down policies by bureaucrats in the implementation of recruitment policies. Furthermore, bureaucrats were not committed to their role as

implementers of government policies. This study therefore comprises core issues such as impact of reforms on recruitment policies and how feedbacks on reforms are addressed by authorities involved in formulation of recruitment policies.

In 2007, the size of the Nigerian federal civil service was estimated to be about 220,000 (Briggs, 2007:146). By 2011, the size of the Nigerian federal civil service increased to 426,000 (Afolabi, 2011). This study observes that despite the large size of federal civil servants, the service still manifests signs of low productivity due to incompetence of personnel, poor attitude of bureaucrats to work, inadequate funds and facilities and poor human capital development policies. Thus, this work addresses why the federal civil service of Nigeria has not effectively utilized its large workforce to meet the needs of Nigerians. It also examines why subsisting recruitment policies have not been effectively implemented to achieve recruitment of good quality graduates.

The research highlights the constraints of implementation of recruitment policies in the federal civil service of Nigeria in an environment where the private sector provides service and realizes profit through its workforce (Olowu *et al*, 1997:3). Other constraints include non-acceptability of bureaucrats' interpretation of rules by policy formulators, who tend to provide their own interpretation to clearly laid-down rules. Thus, problem

of interpretation of rules is a major constraint to implementation of recruitment policies in the Nigerian federal civil service.

1.2 Statement of the Problem

Bad governance that characterizes Nigeria as a third world country is partly attributed to the recruitment of incompetent personnel into the federal civil service (Olowu *et al*, 1997:5). In Nigeria, implementation of recruitment policies by bureaucrats (civil servants) largely lack merit, because of constant political interference since independence in 1960. The political elites that took over political power in Nigeria since independence also inherited a colonial civil service structure.

The politicization of the federal civil service by both the military and civilian administrations affect recruitment policy implementation as it creates a situation whereby merit was not the *modus operandi* of the federal civil service. The federal civil service after independence was affected by proliferation of civil services due to creation of additional states which also resulted in additional state civil services. This proliferation led to ethnicity and lack of public moral standard typical of a society in transition where old values are breaking down and the newly acquired ones are difficult to remove (Olusanya, 1975:249). The federal civil service reduced in manpower as some of her workforce were recruited in the state civil

services where they displayed commitment to state service more than national commitment to service. Consequently, subsequent recruitment policies were characterized by additional cost of recruitment; attempt to balance regional representation, inadequate recognition of merit principle and bad governance (Briggs, 2007:149).

Personnel recruited into the civil service have the significant role of advising government on policy formulation and implementation for good governance (Phillips, 1990:4). However, in Nigeria, incompetent personnel are often recruited into the federal civil service owing to the complexities of Nigeria's social formation (Olowu *et al*, 1997:5).

Recruitment policies are formulated to place good quality workforce with the right qualifications, experience and skills in the right place and at the right time (Jones *et al*, 2000). On the contrary, poor quality workforce lacking adequate qualifications and skills are recruited into the federal civil service. The poor quality workforce in the federal civil service are unable to discharge their primary duties of implementation and advice on policy formulation and often failed to implement policies so formulated by the federal government.

At the early period of the federal civil service of Nigeria in 1963, civil servants were seconded to other African countries such as Uganda,

Tanganyika and the Congo which was a sign of political maturity, administrative competence of a high order and strong reserves of local resources. During this period, graduates from our universities were attracted to work in the federal civil service. However, with over politicization of the civil service during the democratic dispensation, poor quality graduates were recruited into the service (Blitz, 1965:73). Recognizing the importance of the civil service, Adegoroye (2006:20) is of the view that the civil service is the engine of government's development initiatives. However, this government bureaucracy lacks merit and often fails to meet the aspirations of Nigerians and the government that employed it.

Although, the federal civil service is provided with recruitment policies that emphasize uniformity, standardization and transparency, but as noted by Babura (2003:20), recruitment is carried out without strict compliance with formulated recruitment policies. There is no harmony and team work between formulators and implementers of recruitment policies. Thus, good governance is affected and aspirations of stakeholders for whom the policies are made to serve are not met (Olowu *et al*, 1997:5).

The low level of industrialization in Nigeria is also one of the features that characterize the country as a third world country. Inadequate technological capabilities of Nigeria, makes it to suffer from industrial bondage. Thus, the country has not yet entered the club of industrialized countries whose

examples include United States of America, France, Great Britain, Canada, Japan as well as nearly industrialized countries such as Brazil, Korea and Australia (Omolayole, 1988:112).

Strategic Human Resource Management (SHRM) is a valuable basis for national development (Wright *et al*, 1992:11). A nation's human resources planning must involve well-formulated personnel policies on recruitment. Personnel constructs on recruitment create the path for national development through organizational effectiveness (Asyali *et al*, 2009:5).

Nigeria's manpower problems are characterized by constraints of internal efficiency which include problems of productivity, incompetence of personnel, poor attitude to work, displacement by technology and poor leadership problems.

There is need to revamp our human resource skills and positively reposition our recruitment practice to the level of modern countries to meet the productivity level that will culminate in increasing the wealth of Nigeria. In this way, aspirations of Nigerians in the areas of social, economic, and political development will be met.

The Nigerian federal civil service is assigned among other things, with effective implementation of recruitment policies. However, the internal efficiency of the civil service has been widely criticized.

The aforementioned have been the major problems that have animated this study. At this point, it is necessary to highlight the major objectives of the study.

1.3 Objectives of the Study

Generally, the study attempts to examine the most salient features and important trend in recruitment policy implementation in the Nigerian federal civil service.

More specifically, the study attempts to:

(i) examine the factors responsible for the failure of the Nigerian federal civil service to effectively implement recruitment policies.

(ii) assess the adequacy of the existing recruitment policies in meeting the aspirations of Nigerians.

(iii) find out whether feedbacks on the implementation of recruitment policies exist in the Nigerian federal civil service.

(iv) enumerate future challenges of effective implementation of recruitment policies in Nigerian federal civil service.

1.4 Research Questions

The research questions which this study undertakes are as follows:

i) What are the constraints of effective implementation of recruitment policies by the federal civil service?

ii) Are existing recruitment policies well-formulated to meet the needs and aspirations of Nigerians?

iii) How relevant are the reforms on recruitment policies to the ` efficiency of the federal civil service?

iv) Are the feedbacks on implementation of recruitment policies well addressed?

1.5 Research Hypotheses

The following hypotheses will be tested empirically based on the above research questions:

H_o1: There is no relationship between constraints faced by bureaucrats and implementation of recruitment policies.

H_i1: There is relationship between constraints faced by bureaucrats and implementation of recruitment policies.

H_o2: There is no relationship between needs and aspirations of Nigerians and existing recruitment policies.

H_i2: There is relationship between needs and aspirations of Nigerians and existing recruitment policies.

H_o3: Appraisal of reforms on recruitment policies has no relationship to the efficiency of the Nigerian federal civil service.

H_i3: Appraisal of reforms on recruitment policies has relationship to the efficiency of the Nigerian federal civil service.

H_o4: There is no relationship between the feedback on current recruitment policies and new recruitment policies.

H_i4: There is relationship between the feedback on current recruitment policies and new recruitment policies.

1.6 Significance of the Study

This study will be of significance in identifying and proffering credible solutions to the constraints encountered in the implementation of recruitment policies in the federal civil service of Nigeria.

It will also be beneficial in serving as a reference source for knowledge seekers in governance and administration. These include those in governance (bureaucrats) in particular and the entire Nigerian citizenry.

The views expressed in this study are also significant as tools to providing a straight path to ensuring merit in recruitment of federal civil servants in Nigeria. The civil services of the thirty-six (36) states of the federation and the federal capital territory, Abuja could also learn from it.

Moreover, this study will suggest recommendations on how to evaluate the extent of implementation of existing recruitment policies, thereby serving as a future reference for researchers on recruitment (i.e. students, teachers, civil servants and consultants). This serves as a significant contribution to knowledge.

This study is significant in its contribution to effective recruitment policy implementation through introduction of appraisal techniques to improve performance\of employees in the Nigerian federal civil service.

The identification of factors affecting the internal efficiency of the Nigerian federal civil service despite the introduction of reforms is also a significant contribution of the study. This significance is underscored by the appraisal of reforms introduced in pre-independence and post- independence period of the Nigerian civil service.

The results of the appraisal of meritocratic and ecological approaches of the study reveal the imperatives for harmonization of the two approaches for effective recruitment policy implementation in the Nigerian federal civil service.

The significance of the study also lies in the assessment criteria for implementation of recruitment policy in Nigeria in the face of trends and dynamics in the Nigerian political scene.

The check system introduced by the study is significant as an ethical practice for bureaucrats and technocrats in management and administration of the Nigerian federal civil service. This helps to reposition the affairs of the Nigerian federal civil service and will positively impact on practice of governance and administration in Nigeria.

1.7 Scope of the Study

The study is restricted to issues involved in the implementation of recruitment policies and constraints encountered by the federal civil service of Nigeria. Thus, it will place emphasis on the federal civil service from independence to the present Year 2011. However, issues outside of this period would be referenced in relation to relevance to the focus of the study. The focus on this period is due to the high rate of recruitment of Nigerians following independence and the fundamental administrative problems encountered in the management of the Nigerian federal civil service. During

the period under study, Nigerians and not the colonial officers managed the affairs of the public, (citizens). This makes it necessary to focus on their activities.

The scope of this study is restricted to the Nigerian federal civil service in Abuja. This is based on the evolutionary trend of movement from Lagos as former capital of Nigeria to Abuja. Lagos as the former capital still hosts branch offices of the federal civil service. However, most of the headquarters of federal ministries, departments and agencies are now at the Federal Capital territory in Abuja. The scope of this study is therefore restricted to the federal civil service at Abuja. It is also the oldest Nigerian bureaucracy that is covered statutorily under the Lyttelton Constitution of 1954 which made Nigeria to become a federation consisting of Northern, Western and Eastern regions with Lagos as the capital. In addition, other civil services particularly state civil services that emerged between 1967 and 1976 recruited their foundation staff from the federal civil service. It therefore sets the pace for the thirty-six state civil services. The location of this study however, has no adverse effect on the outcome of the study.

1.8 Limitations of the Study

This study encountered the difficulties with the administration of the questionnaire among the target groups (bureaucrats). There were signs of lack of interest by bureaucrats who were requested to assist with the

completion of the questionnaire. There were also those who were unwilling to accept the questionnaire as they were engaged in pressing official assignments. Others interviewed were worried that opinions expressed might be used to their disadvantage. However, these constraints were surmounted through convincing arguments on the relevance of the research to the improvement of the Nigerian federal civil service and the assurance given to respondents and interviewees that their views on the research would be kept with utmost confidentiality. Consequently, it is not expected that the limitations will have any significant adverse effect on the findings of this study.

1.9 Operational Definition of Terms

The following terms are applicable in the context of this study:

Recruitment

This refers to an open invitation to anybody who considers himself/herself competent and possessing the requirements of the job from all ramifications. It also includes acquisition of total requirements of the job such as merit, ecological, cultural and allied dictates of the job. The aim of this is to achieve effective placement of required number of men and women and with right quality, qualifications, skills and experience to accomplish organizational goals.

Recruitment in the civil service is the process of attracting, screening, and selecting applicants on need basis with reference to qualifications, experience and skills. It is also the employment of human resource for planning purposes in the Nigerian federal civil service.

Recruitment is the process of filling human component into the Nigerian federal civil service and is also an all-involving process that requires continuous examination of present and future needs of people by the Nigerian federal civil service.

The recruitment strategy in the Nigerian federal civil service includes transfer and secondment from ministries, departments and agencies that make up the Nigerian federal civil service.

Recruitment represents an integral part of identifying people that are worthy of choice by the Nigerian federal civil service through advertisements on vacancies placed in national newspapers or any other media. During recruitment process, short-listing of applicants that applied for employment into the Nigerian federal civil service is to make the selection process manageable. Recruitment therefore is the process of matching qualification requirements spelt out in the advertisement with the job specification.

Policy

This involves a set pattern and standard of operations. It also involves relevant strategies to ensure full participation in service to meet efficiency and effectiveness of purpose against the backdrop of merit and objectivity. A policy is a plan or a set of guideline for decision making in order to achieve expected outcome. Public policy is a line of action or inaction carried out by government. The policy cycle comprises identification of problems, development of options (policy analysis), adoption of policy, implementation of policy and evaluation.

Policy is a plan of action or guide comprising the declaration of aims and objectives by the political arm of government. Policy formulation in the Nigerian federal civil service involves data collation which is one of the main functions of bureaucrats as custodians of data. It is also the activity of determination of needs of the people by bureaucrats based on their power of expertise. Policies are also declarations in the Nigerian federal civil service and are formulated for the welfare of the public.

Policy Implementation

Policy implementation refers to the means of achieving goals as well as functions that are carried out in line with policies formulated. Policy implementation also refers to allocation of duties and in this regard, bureaucrats are charged with the duty of organizing and ensuring that things

go well for the citizens. Implementation is recognized as a very important aspect of the policy cycle.

Policy implementation by the Nigerian federal civil service is concerned with interpretation and application of rules in an environment of uncertainty such as the constantly-changing social, economic and political circumstances of Nigeria. Policy implementation by the Nigerian federal civil service is also the means by which services are provided to citizens. Effective policy implementation is a valuable basis to achieve adequate provision of welfare services to citizens.

Nigerianization Policy

The Nigerianization policy by definition and objective was the replacement of the colonial administrators with suitable indigenous civil servants with the right qualifications, experience and skills. The policy transcends to recognition of Nigeria's ecological patterns of administration. It also extends to all regions of Nigeria as an indigenous approach to recruitment.

Nigerianization policy was a guide adopted at Nigeria's independence in 1960 to ensure that Nigerians were recruitment into top positions in the Nigerian federal civil service. It is also the adoption of approaches taken after colonialism in the administration of the civil service to ensure that Nigerians had the pride of place in recruitment into the civil service.

Nigerianization of the federal civil service is the attraction of Nigerians with adequate qualifications, experience and skills for employment into available positions in the civil service. The policy was an elaboration of the Africanization policy which was an assessment of the growth and attraction of Nigerians with adequate qualifications, experience and skills for employment into vacant positions.

Nigerianization policy represents Nigeria's manpower development in terms of standard when compared with civil service practices of other emergent states of Africa. Thus, the Nigerianization policy represents the involvement of Nigerians in the civil service of Nigeria. Involvement of Nigerians into the civil service was an avenue for recruitment of Africans with adequate qualifications, experience and skills into the Nigerian federal civil service where Nigerians of equal administrative standing were not found.

Nigerianization policy represents the transitive step from Africanization to Nigerianization policy and its attendant acceptance of Africans in Nigerian federal civil service. Both Africanization and Nigerianization policies are values, ethos and regional conceptualizations of recruitment.

Recruitment policy implementation in the Nigerian federal civil service after independence also comprises the Southernization and Northernization policy which meant that recruitment policy implementation in the southern part of the Nigerian civil service gave preference to southern applicants while recruitment policy implementation in the northern part of the civil service gave preference for northern applicants. The Nigerianization policy therefore was a guide that created opportunities for Nigerians wherever vacancies existed in the Nigerian federal civil service at the period of independence.

Federal Character

This implies increased rate of participation of Nigerians in the discussion and activities of the country to increase the level of political development. The federal character grants opportunities and representation to Nigerians in civil service appointments except in cases where qualified and suitable representatives were not available. Federal character involves representation of the various states in federal institutions including the bureaucracy. This concept of federal character is empowered constitutionally to control the exclusion of a few states or a few ethnic groups in the composition of government and its agencies.

The federal character policy is one that places premium on state representation. This premium was given recognition in 1979 with the 1979 Constitutional provisions. The federal character policy allows bureaucrats to be recruited into the Nigeria federal civil service. It is also a plan for national integration with the expectations for nation building and a policy to provide equal applications of merit and ecological factors in recruitment

Ministerial Departments

Ministerial departments are departments in ministries under the control of the Minister. They perform the functions of the ministries. Ministries are in charge of governmental functions and comprise departments, agencies, bureaus, Commissions and related organs in charge of executive functions. Ministers are subordinates to the President and they oversee civil servants performing neutral and anonymous roles that are specific to governmental objections. Ministries are assigned with functions of civil service to meet the needs and aspirations of the populace.

Extra-Ministerial Departments

Extra-Ministerial departments are departments that have same status with ministries but not big enough to have Ministers. They include Commissions such as the National Population Commission and Public Complaints Commission.

Governance

Governance is leadership through promotion of sustainable human development in such a way that social, economic and political services are guaranteed. Governance relates to enhancement of values such as good leadership, democracy, transparency, accountability and respect for human life.

Governance is the activity of national development and it is relevant to the needs of modern states. Governance also implies the provision of welfare facilities such as health, social service and formulation of policies to assist rural and urban development.

Governance is the means of creating investment and developmental policies that will provide people oriented development. It also involves the provision of internal and external security and strategies to ensure peaceful and orderly relations with other countries.

Civil Service

Civil service refers to the body of people recruited in civil capacity and performing politically neutral roles at the federal, state, local government levels, statutory corporations and government agencies. It includes officers in ministries, departments and agencies.

The civil service is the body responsible for carriage of government functions that include provision of information to the public, and collection of revenues to facilitate the provision of welfare services. The civil service is also the body responsible for the utilization of human and material resources, to provide avenues for nation building and maximization of productivity rate in order to improve the welfare of citizens.

The civil service is also the body responsible for recruitment policy implementation and is responsible for the continuous work of government. The civil service is therefore responsible for periodic reviews and modifications of the operating manual of policy implementation and in this regard, the civil service functions with rules that are uniform, standardized and transparent.

Public Service

Public service is the umbrella body responsible for implementation of government policies. It comprises the civil service which is made up of ministries and extra-ministerial departments as well as parastatals. All organizations that constitute the public service have their own institutional arrangements for appointment, promotion, discipline and general management of their staff. These include armed forces, police, judiciary,

universities/tertiary institutions and statutory corporations. Others include institutions such as prisons and immigrations.

Bureaucrat

This refers to elites of the civil service who are eminently conversant with the affairs of the civil service. They include officers who have risen through the ranks of the service and have benefited from training and retraining efforts. They are well-acquainted with ideas, duties and regulations of the civil service and provide required guidance and continuity of government.

A bureaucrat is also an officer in the employment of government that is essentially assigned with duties of formulation and implementation of government policies. The bureaucrat follows prescribed rules and regulations in an impersonal manner in the discharge of duties assigned to the particular position. The bureaucrat is expected to ensure smooth running of administrative machinery of government.

Technocrat

The term refers to the custodians of the rules and regulations of civil service practice including both written and unwritten regulations. These officers form the elites of the civil service with extensive knowledge of regulations

and capability to blend exactness of interpretation of rules with application of initiatives.

A technocrat is an officer in the employment of government with technical expertise gained over a lengthy period of time at top management and administrative level of ministries, parastatals, agencies and government. The technocrat is skillful in the application of initiatives and highly competent in the interpretation of rules and regulations in an impersonal manner. The technocrat is assigned with implementation of duties at the highest level of responsibility.

1.10 Chapter Outline

The study contains six (6) chapters. Chapter one is the introductory part and comprises Background of the Study, Statement of the Problem, Objectives of the Study, Research Questions, Research Hypotheses, Significance of the Study, Scope of the Study, Limitations of the Study and Operational Definitions of Terms. Chapter two comprises the Literature Review and Theoretical Framework. Chapter three presents the Role of Commissions, Culture of Repositioning and Implementation of Reforms, Recruitment in the Federal Civil Service, Appraisal of Reforms in the Nigerian Federal Civil Service, The Federal Character Policy and Recruitment Practice in Nigeria. Chapter four presents the Methodology and comprises the

Research Design, Study Population, Study Location, Sample Size, Sampling Method, Administration of Questionnaire, Pilot Study, Data Collection and Analysis, Elite Interview and Personal Interview. Chapter five is basically the Presentation and Analysis of Data. Chapter six is the Summary of Findings, Conclusions, Recommendations and Contributions to Knowledge.

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CHAPTER TWO

2.0 LITERATURE REVIEW/THEORETICAL FRAMEWORK

2.1 Recruitment Policy Implementation

Recruitment is a personnel process that places right people in the right place, right time, right position and for the right reason. Ellis (1997:1) is of the view that good recruitment and selection procedures can add to the smooth running of an organization. Ellis (1997:1) adds that the choice of a right staff reduces employee turnover and paves the way for good and loyal service. Ellis (1997:1) notes further that recruitment of wrong people results in voluntary exit when such employees find more suitable employment. This explains why recruitment policies must be carefully implemented to ensure internal efficiency of organization.

This study is concerned with the recruitment policy implementation in the federal civil service of Nigeria. A review of related literature centers on two main approaches. These include the meritocratic and ecological approaches to recruitment in the federal civil service. Both approaches are presented along the lines of their merits and demerits. This implies that there is no universally accepted pattern of implementation of recruitment policy.

Stoner *et al* (1987:40) are of the view that recruitment is an important human resource process and is aimed at providing good quality workforce

to accomplish organization goals. This viewpoint is also corroborated by Drucker (1988:50) that the personnel steps from recruitment to disengagement must be followed for organizational effectiveness. Policies on recruitment are to control pressure relating to personal assistance with recruitment. Therefore, objective and effective merit system must be applied (Briggs, 2007:152).

Ellis (1997:1) notes that good recruitment and selection procedure can improve organization practice. He adds that good recruitment procedure reduces staff turnover. Recruitment of wrong employees helps their movement to more fulfilling jobs when vacancies arise. This is the benefit that would have accrued if the right people were employed. In selection, Ellis (1997:3) recommends the consideration of personality, qualifications and experience.

The Public Service Rules (2008) defines recruitment as the filling of vacancies by appointment of persons not already in the civil service of the Federal Republic of Nigeria and the recruitment practice of the Federal Civil Service of Nigeria centers on the Federal Civil Service Commission (FCSC). Section 193 (1) d of the 1999 Constitution provides for the establishment of the Commission. The Commission is a legacy of British colonial rule with powers now firmly entrenched in the Constitution of the

Federal Republic of Nigeria (1999, Part 1, Third Schedule) which rests on the following powers:

(a) to appoint persons to offices in the federal civil service and

(b) to dismiss and exercise disciplinary control over persons holding such offices.

The Commission provides the government with a civil service that is neutral, anonymous and impartial. The Commission also ensures that it performs its roles with the qualities expected and without external influence and pressure (Phillips, 1990:4).

This study reviews the work of writers who have appraised the implementation of recruitment policies in the federal civil service of Nigeria. The review also extends to the writings of scholars on recruitment policies of other countries. Findings and recommendations of writers in the field of recruitment are appraised in relation to inadequacies of the federal civil service of Nigeria in the aspect of implementation of recruitment policies. These writers identify core areas and factors responsible for implementation gaps as they concern recruitment policies in both western and non-western countries including Nigeria. They also made recommendations to bridge the gaps that relate to identified constraints. Despite recommendations provided in this review, the study observes areas

that require modifications to assist effective implementation of recruitment policies in the federal civil service of Nigeria.

Challenges of governance and administration are caused by ineffective human resources planning and this affects national development. Nigeria lacks effective human resources planning such as recruitment and this affects national development (Olowu, 1997:4). In Nigeria, there are poor human development policies due to application of unethical human resource issues such as pay slashes during period of economic crisis. This affects motivation and performance of employees who are the engine room of government plans and actions (Sparrow *et al*, 1994).

There are paradoxes in Nigeria's national development. Nigeria has rich human and natural resources, but the country still remains a third world country. As individuals, Nigerians have excelled in virtually all fields of human endeavour, but as a nation, Nigeria is yet to be placed at the top of natural endowments (Alo, 2009:1).

Briggs (2007:152) notes that pressure on the Federal Civil Service Commission to recruit results in entry of incompetent personnel into the service. He ascribes the pressure for employment to high unemployment rate in the country and pensionable work condition of the civil service. He expatiates that external sources of recruitment in the federal civil service of

Nigeria are more utilized at higher grade levels of the service. Briggs (2007:152) observes the inconsistent method of application of the federal character principle, and maintains that the principle sacrifices merit in favor of quota. He recommends that the federal government should promulgate laws to protect employees of the private sector in order to reduce pressure of disengaged workers who seek employment in the civil service. He also recommends that subjective and informal sources of recruitment should be reduced. Thus, he gives preference to sources from educational institutions and professional organizations to pave the way for application of merit system in recruitment.

Jones *et al* (2000) notes the non-application of merit in the recruitment. This affects the smooth operation of government. Mullins (1996) agrees that effective selection tools help to determine relative qualifications of job applicants and qualify them as good quality workers. However, he concludes that the extent of application of merit standard to attract best workers into the federal civil service of Nigeria is immensely low.

The "federal character policy" which is synonymous with the quota system is valuable in giving representation to all sections of Nigeria. However, it should not be a permanent policy as it negates standard principle of merit. Thus, any country that entrenches federal character as a recruitment policy

is likely to have a measure of attraction for poor quality workforce as a result of seeking political balance in recruitment (Wahhab, 2009:8).

Ojobo (2008) examines the challenges facing recruitment and selection of personnel into the federal civil service of Nigeria and appraises the functions of the Federal Civil Service Commission as an employment agent of the federal civil service of Nigeria. He argues that recruitment and selection lack equity, transparency, and adequate and valid standards. These are constraints to selection of best qualified applicants for available jobs in the civil service. He maintains the viewpoint that implementation of recruitment policy in Nigeria lacks merit and recommends that the Federal Civil Service Commission and other authorities responsible for recruitment and selection should apply job description and job specification to assist recruitment of competent applicants.

Olusanya (1975:66) expresses the view that with the departure of British colonial administrators at independence of Nigeria in 1960, the approach of recruitment centered on Nigerianization principle. There was also regionalization of the civil service on ethnic consideration which affected the application of the merit principle. Gboyega (1989:169) expatiates that this gave way to recruitment of incompetent personnel. He notes that northern members increased in the federal civil service of Nigeria and traces

this to the idea to have northern participation in the federal civil service of Nigeria.

The concept of Nigerianization meant that vacuum created by the departing colonial administrators were filled by Nigerians. However, the Nigerianization policy extended to southernization and northernization policies, which meant that in the southern and northern parts of the country, civil servants from the south and north respectively, were preferred in the regional civil services. This culminated in a complete political issue rather than an organizational problem (Nicolson, 1966:169). From this point, the concept of meritocracy in the civil service became an issue to resolve. However, various attempts have been made to resolve it.

Osaghae (1988:25) advances the concept of a 'regional quota' with the desire of a representative bureaucracy. However, this concept was not facilitated with merit procedure to achieve the objective of representativeness. From 1974 to 1979, two recruitment policies were adopted to increase northern representation in the civil service. First was the ad hoc transfer of service of northern civil servants from regional or state civil services to the federal civil service and second was the recruitment of junior civil servants employed in the federal agencies outside the federal

capital to be recruited from the locality served by the agencies. (Adamolekun *et al*, 1991:80).

Mustapha (2006:27) observes the pattern of recruitment into the directorate cadre of the federal civil service and maintains that majority of transfers from state civil services to the federal civil service were from directors of Northern origin. He was of the view that majority of Southern directors joined the service in open competition while their Northern colleagues often came in through their state civil services through the back door.

Adamolekun *et al* (1991:80) observes that despite under-representation of the northern zones, also notable is:

> *the widespread belief (no data are available) that a significant proportion of transfers involved officers who were given key positions for which they would normally be unqualified on the basis of experience, seniority, and educational achievement.*

The implication of transfers by Northern bureaucrats from state civil services to the federal civil service is that such officers had quota that they could fill at the level of federal civil service and was easier to fill such positions by transfers rather than by open recruitment. As a result, competencies of such Northern bureaucrats who joined the federal civil service by transfers are not of comparable standard to those of their southern counterparts recruited through open recruitment.

Adamolekun *et al* (1991:80) in a critical analysis of transfer as part of recruitment strategy in the federal civil service of Nigeria is of the view that some northern officers appointed on transfer into the federal civil service, particularly top positions, were not normally qualified on the strength of experience, seniority and educational advancement. Adamolekun *et al* (1991:80) notes the pace of transfers by northerners from the state civil services to the federal civil service. Statistics provided by Adamolekun *et al* (1991:80) shows that such transfers from 1974 to 1976 have culminated in 331 transfers and this rose to 827 from 1983 to 1986. It was noted that northerners transferred to the federal civil service having risen with accelerated promotions in their state civil services. This trend of accelerated promotion was not common in the civil service of southern states. Consequently, northern bureaucrats superseded their southern colleagues and this resulted in ill-feelings among southern bureaucrats. Thus, undermining the effectiveness of the federal civil service at all levels.

Ecological factors also influence implementation of recruitment policies in the federal civil service of Nigeria as the service takes into consideration recommendations for appointment by traditional rulers and does not effectively implement the federal character policy for representativeness of the diverse and populous Nigerian society. These diversities are seen in the ethnic, cultural and religious dimensions. There are more than two hundred

and fifty-two known ethnic groups, each with its own dialects, customs and traditions. For implementation of recruitment policies to be effective, considerations of merit, equity and fairness must be applied (Wahhab, 2009:6).

Nkwopara (2003) is of the view that government may exist without ministers, but for continuity of governance, civil servants are indispensable. The federal civil service has a role to play in application of merit principles in recruitment as the service is the pivot on which good governance rests. Thus, premium must be placed on proper recruitment of civil servants to positions since the public sector is a relevant, dynamic and powerful force for change in any society.

There is need to revamp our human resource skills and positively reposition our recruitment practice to the level of modern countries to meet the productivity level that will culminate in wealth generation for Nigeria. In this way, aspirations of Nigerians in the areas of social, economic, and political development will be met.

There are three main policies that determine recruitment into the federal civil service of Nigeria and the implementation of these policies are affected by several constraints. These constraints include mainly, the difficulties to base recruitment on merit which is essential in the process of recruitment.

The first recruitment policy is that of manpower planning and budgeting which aims at identification of vacancies. The Establishment and Pensions Department is responsible for manpower planning and this exercise cannot be separated from manpower budgeting. It ensures that candidates appointed are within approved limit. After vacancies have been identified, reports on vacancies are forwarded to Federal Civil Service Commission.

However, constraints of implementation of recruitment policy on vacancy occur when applicants are recruited without regard to established vacancies. Recruitment policy during the military era gave regard to guidance by bureaucrats. Balogun (1983:135) ascribes acceptability of this guidance to the role of the bureaucrats in national integration, the expanding scope of government and the capacity of the bureaucrats. Under the democratic dispensation in Nigeria, recruitment failed to take cognizance of vacancy figures due to determination of politicians to fulfill promises made during electioneering campaigns that voters will be recruited. This results in overstaffing and lack of supervision in some generalist cadres of the federal civil service.

Recruitment into the federal civil service by northerners was made easy during the military's twenty-eight years of dictatorship when recruitment policies were not based on merit but on federal character. The military

introduced the federal character policy to encourage national unity through equal representation of applicants in the federal bureaucracy among others.

The second policy on recruitment in the federal civil service is qualifications. The qualifications for respective cadres as it relates to academic and professional qualifications, as well as length of experience for respective positions are contained in the schemes of service for use in the federation of Nigeria (2000).

Mukoro (2005) observes that as a constraint, implementation of recruitment policy on qualifications is silent on classification of degrees. In recruitment of junior officers, bureaucrats give preference to applicants whose low quality high school certificate qualification will serve as constraints to proceeding to higher education. In case of generalist administrators, low classification degree holders are also preferred as good quality degree holders may leave the civil service for more lucrative jobs. Besides, Mukoro (2005) also notes that apart from inadequate qualifications, some candidates are sponsored by influential persons, politicians, traditional rulers and members of interview panel. Such candidates are favoured even when they performed poorly at interview panel. These extraneous considerations are attributed to recruitment of poor quality civil servants.

The third policy on recruitment in the federal civil service of Nigeria is the "federal character policy". The federal character policy is a significant aspect of recruitment policy in the civil service designed to ensure a 'geographical spread'. Decree No 43 of 1988 on reorganization of the civil service, restricted this factor to entry points between grade levels 07 and 10 and the responsibility was assigned to the Federal Civil Service Commission. All other appointments according to the Decree should be on merit (Maduabum, 2006). However, this has not been the case until the former Head of the federal civil service; Mr. Steve Oronsaye came into office.

The Federal Character Commission was established by section 153 (1) of the 1999 Constitution. Its early antecedents can be traced to 1996 through Decree No 34 of 1996 (the Enabling Act). This Act emanated from recommendations of the 1994/95 constitutional conference. The Commission was established to give effect to section 14 (3) and (4) of the Constitution which provides as follows:

> *The composition of the government of the federation or any of its agencies and the conduct of its affairs shall be carried out in a manner as to reflect the federal character of Nigeria and the need to promote national unity and also common national loyalty thereby ensuring that there shall not be predominance of persons from a few states or from a few ethnic or other sectional groups in that government or any of its agencies.*

Nnoli (1987) explains that the federal character policy is not synonymous with mediocrity, neither does it entail replacing serving officers from particular sections of the country with those from sections not fully represented in the civil service. Implementation of the federal character policy is affected by inadequate recognition of the merit principle. This results in recruitment of federal civil servants with low qualifications and experience. Some federal civil servants recruited through federal character policy rather than by merit have demonstrated inadequate knowledge and incompetence on the job at various level of the service.

Recruitment of northern elements into the federal civil service without the prerequisite qualifications, experience and skills to prominent positions as Directors and Permanent Secretaries was discouraging and disheartening to the southern civil servants who advance to their respective positions through competitive examinations and rigorous interviews. This can be ascribed as one of the many factors that disorganized and confused the civil service structure and ethics.

Federal character implies state representation in federal institutions including the bureaucracy. This concept of representation was provided for in the 1979 Constitution of Nigeria and it was to control exclusion of a few

states or a few ethnic groups in the composition of government and its agencies.

Gboyega (1989:178-179) appraises the implementation of the federal character principle as characterized by arbitrary appointments and removals especially during the lengthy years of military rule in Nigeria. Southern bureaucrats saw it as constraint to their proper placement and this de-motivated them as their sense of belongingness was affected. Suberu (2001:111) has similar negative observations on the federal character principle and analyzes the varying degrees of assessment of the principle. He was of the view that Northerners preferred the policy as a tool for representative bureaucracy while southerners saw it as a discriminatory tool for recruitment. A similar view is expressed by Okpu (1989) that the federal character principle tended to favour northerners while southerners were negatively affected in terms of implementation of the principle.

Oyovbaire (1983:25) in his assessment of the federal character principle in recruitment into the federal civil service sees the federal character principle as affecting efficiency in recruitment and paving the way for mediocrity in positions of authority. An analysis of the federal character principle in theory was to bring about national unity. However, this resulted in negative implications of implementation of equal representation of states in

recruitment into the civil service. Regrettably, the defunct Nigerian Constitution of 1989 (Section 150) entrenched the application of the federal character principle as such that it extended to appointments to governing boards and institutions. The federal character principle is relevant in a diverse state like Nigeria but meritocratic considerations must not be under-estimated. The principle has been applied in terms of sharing of bureaucratic appointments and has culminated in a disjointed Nigerian bureaucracy.

Adamolekun *et al* (1991:80) posits that the federal character principle tolerates the rights of groups in a society but results in a group cohesion and elite manipulation. This view is shared by Brass (1991) who sees the federal character principle as negative to showcase individual competence. Thus, to solve the problem of implementation of the federal character principle in recruitment, equal basis of considerations have to be introduced so that no one group is placed at a disadvantage. In all these appraisals, it is clear that meritocratic considerations give positive direction to the implementation of recruitment policies in the federal civil service of Nigeria if followed to the letter, rather than self- interest considerations of federal character.

To solve the problems of implementation of recruitment policies in Nigeria, it is necessary to borrow from the strategies applied by other countries with

similar experience. This is because the improvement of the internal efficiency of the Nigerian federal civil service involves continuous reforms and these reforms serve as strategies for improving the internal efficiency of the federal civil service. Before we can get to the utopia in terms of the Nigerian federal civil service we intend to reposition, we need to revamp the human, material, financial resources and skills of bureaucrats. This will create an effective human capital development of the federal civil service.

Kiragu (1998:5) examines the recruitment process in South Africa and discloses the application of merit principles and practices in public service appointments with the objective of restoring the competence, motivation, integrity and accountability of civil servants. In this country, there are targeted public instruments to create more employment opportunities.

Kiragu (1998:5) also notes that Tanzania has improved remuneration of civil servants with the goal of enabling the government to recruit and retain competent staff in competition with other sectors. In his analysis of the civil service of African countries, Kiragu (1998:5) is of the view that good governance is usually synonymous with an efficient and effective civil service. He adds that such a service promotes through the political leadership, an enabling environment for the social, political and economic development of the country. The problems that characterize the poor state

of the civil service systems in African region include: excessive high levels of government employment as well as non-transparent and patronizing basis for appointments.

Wahhab (2009:6) provides a critical analysis of civil service recruitment policy in Bangladesh and examines the recruitment policy for direct recruitment to Bangladesh civil service. He examines the extent of consistency of recruitment policy in Bangladesh with the principle of equality in job opportunity and efficiency. He also observes that Bangladesh lacks sound recruitment policy as the subsisting recruitment policy in the country does not place premium on merit and that majority of posts in Bangladesh civil service are reserved for preferred groups through quota.

Table 2.1

Recruitment Policy for the Bangladesh Civil Service including other Class I and II services (Figures in percentages)

RECRUITMENT POLICY	1972	1976	1985 (till date)
Merit (outside district quota)	**20**	**40**	**45**
Freedom fighters	30	30	
War affected women	10	10	
District quota	40	20	
a. Wards of freedom fighters			30
b. Women			10
c. Tribal			05
d. District merit			10
Total	**100**	**100**	**100**

Source: Compilation from different Rules

Table 2.1 indicates that since independence in 1971, till date, recruitment policy in Bangladesh made strict compliance to quota. Bangladesh applied similar policy of quota like Nigeria's federal character policy.

However, quota is distributed among the candidates on the basis of merit in their respective groups. Wahhab (2009:6) observes that the quota policy as enshrined in the constitution is an exception for the advancement of

background sections of the country. In his view, quota should not be applied to supersede merit and should not be permanently entrenched as a recruitment policy. He argues that considerations for quota such as sympathy and gratitude for wards of freedom fighters have no legal basis as such children could be trained through sponsorship. At the point of recruitment, sentiments of quota should not be applied. He calls for abolition of female quota as this was not extended to admission of female in higher institutions. Both male and female students in Bangladesh get admission by merit. For less developed districts of Bangladesh, Wahhab (2009:6) recommends educational developments of such districts to enable their students compete with students from developed districts. He concludes that quota system has created room for recruitment of incompetent personnel because of lack of merit principle. He attributes the deterioration of quality services in Bangladesh to application of quota system and called for its abolition.

This study notes the work of writers on problems of recruitment in the civil service of Nigeria and identifies aspects that have not been explored to entrench merit principle in implementation of recruitment policies. Such aspects include positive redirection of attitudes of implementers of recruitment policies.

In the application of recruitment based on vacancy, there should be no room for recognition of recommendation of candidates by politicians. Albeit, some of these candidates are high quality graduates, but vacancy need must supersede political will in recruitment. Furthermore, the opinion that high quality graduates may not serve long in the civil service should be disregarded. Succession and replacement policies in the service would take care of such exigencies of recruitment.

Cadena *et al* (2003:11) compares civil service reform efforts in the state of Mexico and Summit County Ohio and appreciates the effectiveness of credential-based hiring as a tool for professional competence in the civil service. Cadena *et al* (2003:11) also notes that Mexico and Summit County Ohio recognize the importance of the civil service but argues that there is no ideal civil service although the public perceive that an ideal civil service should exist. Cadena *et al* (2003:1) are of the view that the virtues of the civil service are its defects and argue that in Mexico and Ohio, patronage pressure is minimal and the efficacy of credential-based hiring is the greatest. The point therefore, is that civil service systems focus on the core competencies and values that necessitate their creation. These include among others, recruitment and hiring of core professionals and performance measurement.

Longo (2003:7) also examines Mexico and notes that the country's civil service procedure for recruitment recognizes formal procedure to publicize recruitment. Besides, in practice, personal contacts and informal channels that constitutes the dominant paths toward access to public employment exists. Thus, membership in cliques located close to power ends up being the determining factor for recruitment.

Longo (2003:7) examines recruitment policies in seventeen countries including Colombia. He expresses the view that in relation to staff recruitment and selection process, gaps between officially established guidelines and everyday practice are common. He observes that in Colombia as a practice of non-application of the merit principle, there is recourse to provisional appointment for reasons of urgent need for employment. Implementation of recruitment policy in the civil service of the country later adopted the competitive method to the candidate already holding the post. Thus, provisional appointments turn into permanent appointments. According to Longo (2003:7), over 80% of posts are approved without examination in Colombia.

However, Longo (2003:7) observes that in Bolivia, there is regard for the merit system in the recruitment of civil servants while in Uruguay; there is an extended use of special forms of contracting to avoid implementation of recruitment policy on merit. In the Dominican Republic, there is a departure

from the patronage system of recruitment into its civil service as the practice of implementing merit system is now preferred. However, a clear case of politicization in recruitment policy exists in Ecuador (Longo, 2003:7).

From the foregoing, it can be observed that the recruitment policies of countries aforementioned recognize the strength of the merit principle. However, the aspect of politicization of recruitment policies makes the merit principle vulnerable. Longo (2003:6) provides exceptions in Jamaica, Barbados, Costa Rica and Brazil. Jamaica emphasizes professionalism and merit in recruitment. In Costa Rica, recruitment is guided by rules, and merit is complemented with a high degree of independence of the civil service. Also, there is no dismissal for political reasons in Brazil. Recruitment for positions is meritocratic and recruitment based on recommendation is discouraged.

Glade (2009:4) is of the view that in the face of dramatic changes due to business realities, competition and technological advancement among others is imperative for organizations to look forward to the recruitment of workers that will improve the productivity level of their organizations. In his own opinion, human resource professionals and business leaders should work as partners to enable them recruit competent workers and help organizations to fulfill their mission and vision.

From the international dimension, it is observed from aforementioned writers that there are differences in implementation of civil service recruitment policies. Problems of recruitment are peculiar to individual countries and recruitment practices of countries are applied in terms of their governance situation. Thus, uniform patterns are difficult to practice. The general trend however, recognizes the merit principle. In terms of analysis, principles and values, criteria of governments determine recruitment practices of civil service of various countries. All countries cannot tend towards similar recruitment policies as realities of countries are different.

In Nigeria, the merit principle in recruitment is affected by the politicization of the civil service. Politicians tend to give their supporters at polls the opportunity of employment in the civil service and this affects in large measure, the application of the merit principle. Furthermore, the federal character policy is valuable to pave the way for national unity and equal contributions of Nigerians to the federal cause but unnecessary for implementation of recruitment policy. Policies for unity such as the National Youth Service Corps (NYSC), and others such as Mass Mobilization for Social and Economic Recovery (MAMSER), Better Life for Rural Women and National Poverty Reduction Programme (NAPEP) that encourage national unity had been applied sufficiently to unite Nigeria as a nation. Consequently, application of merit in implementation of federal

character in recruitment at this stage of Nigeria's advancement would offer positive implications for the future of the federal civil service and address the problems of implementation of recruitment policies in Nigeria.

2.2 Theoretical Framework

Theories provide valuable basis for organizing facts and observations. This study is concerned primarily with the recruitment policy implementation in the Nigerian federal civil service. It applies theories relevant to bureaucratic institutions in comparative perspectives because of their relevance to comparative public administration. This is relevant to a research of this nature on the federal civil service of Nigeria in the light of recruitment policy implementation and assessment of internal efficiency. The study notes that comparative researches into the field of public administration of which the civil service is a relevant bureaucracy had featured in the works of Lynn and Wildavsky, 1992; Bendix, 1962; Gerth and Mills, 1946 and Weber, 1950. The study therefore extends further, comparative researches at local and international dimensions of the field of recruitment policy implementation.

Relevant theories on implementation of recruitment policies as examined in this study include those of Weber (1950) and the bureaucratic theory of leadership; Riggs (1964) and the theory of prismatic societies, Easton

(1965) and the systems theory and the policy process theory as espoused by Lowi (1972), Anderson (1978) and Adamolekun (1986). This study adopts both the systems theory and policy process model based on relevance of both theories to bureaucracy and policy implementation. The federal civil service of Nigeria is the engine room of government initiatives and all other organs of government depend on it (Phillip, 1990:4). This study examines the merits and demerits of these theories, to conclude on the extent of relevance of the systems theory and policy process model.

Weber (1950) proposes the ideal form of bureaucracy based on rules and regulations and prescribes the code of conduct that must be followed. The emphasis of his proposition includes continuity, impersonality and importantly, the law as no respecter of persons. He maintains that this is the most effective and systematic method of administering formal and government organization because it is guided by rules.

Weber develops the core concept of bureaucracy as part of a comparative concept of leadership that comprises tradition, charisma and legal-rationality. Each form of leadership has its peculiarities. In the charismatic authority style, personality trait is a determinant to compliance with directives while in traditional authority pattern, culture and ecological factors determine the extent of compliance with directives. Out of the three

comparative typologies of the forms of authority, bureaucracy is associated with legal rational authority. Bureaucratic features as propounded by Weber among others include achievement-based recruitment rules and rationality which are relevant to the success of organizations of modern states (Mier, 1979).

From a critical point of view, Weber's acceptance of bureaucracy as an ideal type of administration does not extend deeply into the application of his charismatic and traditional authority in the third world that includes Nigeria (Adamolekun, 1986). This is because African countries, (particularly Nigeria) recognize the influence of important personalities and traditional rulers who present recommendations for recruitment of applicants into the civil service.

Diversities in the Nigerian society have led to the application of charismatic and traditional forms of authority in recruitment of personnel into the federal civil service. However, from Weber's view this study deduced that the federal civil service of Nigeria must implement recruitment policies in line with established guidelines contained in the Public Service Rules. This will assist the application of merit principle (Akindele, 1987:22).

Riggs (1964) makes a distinction between public administration in developed and developing countries in his theory of prismatic societies to

include the traditional societies which are found mainly in Africa and Asia. Traditional societies as identified by Riggs (1964) lack features of modern bureaucracy. Riggs' (1964) identification of modern society is one that places premium on urbanization, high bureaucratization and reliance on constitutional processes.

Riggs (1964) presents theories on the ideal type of bureaucracy and focuses on the prevailing bureaucratic systems in various parts of the world than the Weberian authority pattern. Riggs concentrates on the study of non-western countries with the assumption that bureaucratic pattern of western countries had been studied in comprehensive details. Riggs (1964) theory of prismatic societies was a focus on societies that experienced transitionalism through development from traditionalism to modernity and vice-versa. Bureaucratic patterns of these countries which are mainly in Africa were legal rational in form (i.e. manifest function) but traditional in practice (i.e. latent function)

Riggs' study of prismatic societies is received with mixed feelings in Africa (Kasfr, 1969:295). Bureaucratic practices differ and function on the basis of situation. Some bureaucracies are rich while some are poor. Wealthy bureaucracies can recruit highly-trained people, maintain their personnel, follow due process and merit pattern of recruitment. However, bureaucracies of poor countries especially those of Africa, suffer constraints

of right procedure for implementation of recruitment policies. This supports the view that the federal civil service of Nigeria is affected by misappropriation of funds and values (Phillips, 1990). It is also affected by improper application of the federal character principle. This makes it difficult to follow acceptable standards of recruitment as applied in wealthy bureaucracies (Easman, 1980:426).

This study identifies further the relevance of the systems theory to operations of recruitment policies in the federal civil service. The systems theory of Easton views an organization as a system. This implies an interrelated set of activities that allows for the conversion of inputs and outputs from the environment. It also consists of demands and support. Demands are claims made by individuals and groups on the political system for action to satisfy their interest. Support is rendered when groups and individuals abide by election results, pay taxes, obey laws and have regard to decisions and actions of the authoritative political system made in response to demands (Rees *et al*, 2001:40).

Cole (1987:71) notes that the systems approach reflect the interdependent nature of organizations and observe that the systems theory has several implications. First, the systems theory explains that organizations are not independent as they relate with their external environments. Organizations are better examined by both inward and outward relationships. Second,

every organization has a purpose and in order to achieve this purpose, essential characteristics have to be formed. Third, human and material requirements of organizations must be useful and relevant to the main purpose for which it was established. Fourth, organizations must be adaptive to changes around them. If organizations cannot live without the ecological system, its decline will be imminent. Therefore, organizations must respond to internal and external interferences. Fifth, organizations need constant review of methods to accomplish their purposes and this is necessary for survival of organizations.

The systems theory is interrelated and interdependent and in order to improve on a system, one must understand how it works. The relevant aspect of a system therefore includes inputs, processes, outputs, controls and feedback (Ologbenla, 2004). Inputs are the items which go into the system. Process is what the system does and this is conversion of inputs into outputs. Thus, output is the result of the process. Controls serve as regulatory methods, while feedback is the information received on the quality of outputs. This explains that organizations are dynamic with interconnecting parts (Rees *et al*, 2001:40).

Modern theories of organization emphasize the systems approach to the study of organization. A system implies style, forms and units. Many times,

these units are in close relationship. The systems theory helps us to understand the study of organizations.

The systems thrive in a closely integrated form and do not function effectively when separated. It is observable that the systems have boundaries but, despite this, they are separated to interact outside their boundaries and relate with the external environment. The symbiotic relationship between systems and its environment is called adaptation. Adaptation suggests the need to have equal level of relationship because of the picture of imbalance noticeable in more than one activity.

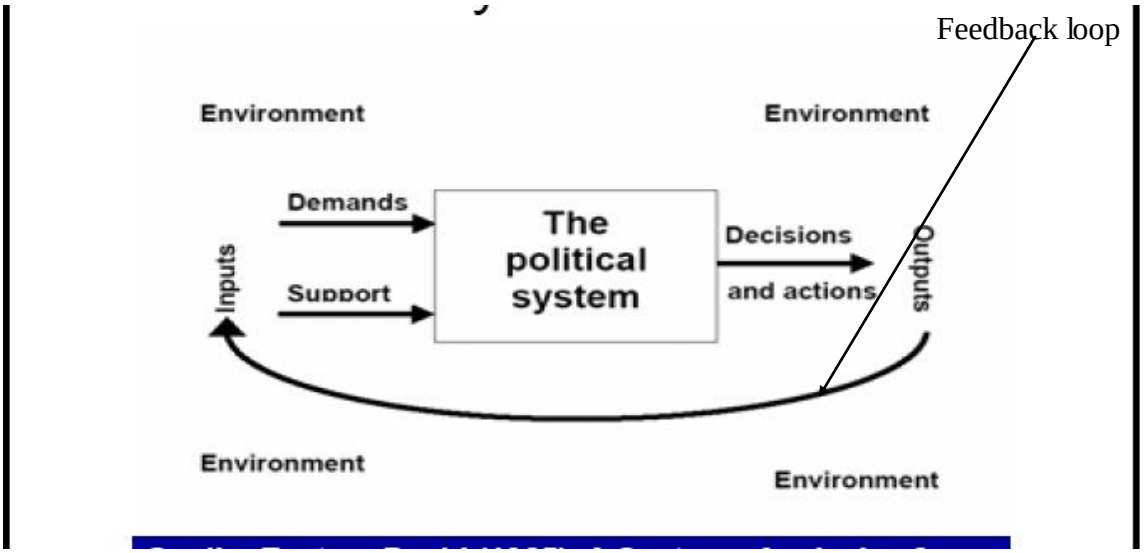
An organization is similar to a structure which also has bearing with units. Every unit of the organization is partly free from of other forms of life outside them. Effects of relationship between units and the ecological system give us the idea that whatever happens to a unit will also have direct implications to its external setting.

Every organization has a purpose and all employees must work as a team to accomplish organizational aims. Apart from the need to have subordination of individual interest to the benefit of the general and corporate aims of the organization, the overall assistance of other units and external parts of organization creates a life of accomplishment of its purpose.

The figure below illustrates the input-output theory in Easton (1965):

Figure 2.1

Input-Output Theory of David Easton



Source: Easton, D. (1965): A System Analysis of Political Life, New York, u.a. S.32

In terms of analysis, the federal civil service of Nigeria has a critical role to play in the Nigerian society (Babura, 2003:4) and citing Phillips (1990), Babura (2003:4) observes that:

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

This work on the federal civil service and implementation of recruitment policy utilizes both the systems theory and the policy process model because of the interdependent functions of bureaucracy in formulation and implementation of policies. While the systems theory focuses on the interdependent role of organizations and their environment, the policy process model becomes more applicable as it prescribes the guidelines on policy formulation and implementation in organizations.

The policy process model focuses on political processes and involves stakeholders. It also examines the social, economic, political and cultural factors influencing policy formulation and implementation (Anderson, 1978). The methodology of the policy process is significant as it defines problems and evaluates the criteria for solving problem. It also proffers alternatives to problem solving and recommends the applicable policy agenda.

Policy models exist to appraise public policy and these include the institutional model (legitimacy of policy), rational model (cost effectiveness of policy), incremental model (periodic review of policies), group model (harmonization of conflicting interest by political systems), and the elite model (reflection of interest of the elite rather than the public) - (Anderson, 1978).

Lowi (1972) provides policy process stages and guidelines as follows:

(i) Identification of Problems;

(ii) Development of Options (Policy Analysis);

(iii) Adoption of Policy;

(iv) Implementation of Policy,

(v) Evaluation.

Prescriptions of Lowi (1972) on the policy process stages are affected by possible overlapping or omission of the stages during implementation process in the federal civil service of Nigeria. This is due to complexities of the policy process stages. Thus, policy process is subject to reviews and application of new initiatives. In terms of relevance to implementation of recruitment policies in the federal civil service, the policy process theory is applied through application of laid down rules and regulations as prescribed in the civil service rules. However, in implementation of recruitment policies, the federal civil service encounters ecological trends. These include federal character policy, political influences, application of alternative recruitment strategy such as temporary appointments, transfers and secondments as shortcuts to top and prominent positions. These factors necessitate reviews and readjustments in implementation of recruitment policies.

Implementation is not the final stage in the policy process. The strength of policy process therefore is its evaluation stage which follows after implementation to determine the extent of success of the policy. Thus, adequate human resources are required to achieve effective evaluation. The civil service conducts personnel audit as a form of evaluation after implementation of recruitment policies and during this process, ghost workers are identified which reflects the positive impact of personnel audit.

Adamolekun (1986:142) is of the view that a policy has a longer time perspective than a decision. He observes that two issues deserve attention in policy formulation stage. These are the policy maker and his environment as well as the techniques and tools available to him. Adamolekun (1986:142) observes that in the last twenty years, the literature on policy studies was on policy formulation stage, while policy implementation was taken for granted as an automatic issue. Adamolekun (1986) notes that policy implementation is vital in the policy process. The relevance of policy implementation also extends to policy evaluation. Thus, policy outputs and their overall impact in different target groups within the society are vital issues. He also observes the issue of politics and administration dichotomy and offers the understanding of the interdependent role of political functionaries and policy executors.

Adamolekun (1986:142) identifies four distinct stages in policy formulation as including problem identification, development of alternatives, and analysis of alternatives and selection of one alternative. In terms of assessment, he notes the techniques in development of alternatives and analysis of the alternatives to include cost effectiveness analysis, cost benefit analysis and the idea of opportunity cost. He indicates preference for cost benefit analysis as it identifies and weighs the cost and benefit of public goods and services.

In policy implementation, Adamolekun (1986:142) maintains that at implementation stage, there are interested groups and individuals who become aware of a new policy and they aim at policy modification or its total abandonment. He identifies the environmental constraints to policy implementation and notes the outcome of feedback in policy implementation process.

In analytical terms, recruitment policies formulated by government need the support of the federal civil service for effective implementation which will have positive effect on the citizenry. Significantly, Adamolekun (1986:153) also notes the ecological constraints in policy implementation and recommends that premium be placed on consideration of citizens for whom the policies are made to serve.

From the foregoing, both the systems theory and the policy process theory are applicable to this study as the federal civil service is the engine room of government activities on which other organs of government revolve. The study adopts the systems theory and policy process theory because the theories of Weber (bureaucratic) and Riggs (prismatic) do not go far enough to measure outputs of implementation of recruitment policies by bureaucrats in relation to facilities, tools and ecological factors. It is more difficult to measure the performance of bureaucratic institutions than measurement of performance of political institutions. This is because outputs of political institutions such as votes and seats are readily available to verify in quantitative forms than diversities of bureaucratic institutions which are often assessed in qualitative forms (Lynn *et al*, 1992)

Weber's acceptance of legal-rational authority underestimates the ecological trend that arises from the acceptance of traditional authority. Some bureaucracies in the third world have top bureaucrats appointed through influence of traditional rulers and it behooves such appointees to reciprocate when presented with recommendations to recruit employees. This violates recognized and modern method of recruitment (Johnson, 1986). Riggs on the other hand does not provide in-depth analysis of the ecological problems affecting bureaucracies in Africa. Furthermore, Weber and Riggs do not adequately consider the porousness of boundaries like the

systems theory (Ekpo, 1979). Also, both the bureaucratic and prismatic theories do not extend their focus to include policy evaluation.

Bureaucratic systems have boundaries that have links with the external world and as such, there are many actors involved in bureaucratic institutions apart from the regular bureaucrats such as law enforcement agents. Thus, since implementation networks differ in functions, the bureaucratic network of countries also vary in terms of functions (Yates, 1982). Bureaucratic networks are also guided by rules and regulations as espoused by the policy process theory.

The aspect of dynamism is also peculiar to bureaucratic networks as any organization that does not subject itself to constant change, faces the risk of decline. Both systems theory and policy process theory study organizations along diverse lines. Both theories also respect the diversities in various cultures in terms of recruitment practice. No one state can present an ideal pattern of recruitment policy, and observed diversities dictate the pattern that is suitable to follow (Cole, 1987:71).

Weber focuses on hierarchy, specialization, impersonality, rules, rationality, predictability and office while Riggs' central concept is formalism, heterogeneity and overlapping. Their views provide a distinction that the Weberian bureaucracy is not representative of the third world bureaucratic

ideals as it fails to recognize the ecological and traditional factors in bureaucratic operations (Lynn *et al*, 1992:329).

The relevance of the systems and policy process model to this study is the ecological factor that impacts on application of merit system in recruitment into the federal civil service and the most significant ecological factor is the **federal character principle**. Application of the federal character principle must place premium on merit for the success of the principle rather than application on discretional basis. The policy process model and the systems theory are adopted based on focus on application of policy guidelines and recognition of functional relevance of policies.

A national newspaper editorial comment is of the view that:

> *There is a convincing argument that though the federal character principle is backed by the constitution, it has become outdated. Every part of the country now has competent people that can compete for important public positions in the land. It is therefore puzzling that for just immediate political gains, certain individuals and groups are ready to abjure the provisions of the nation's constitution in favour of what appears to be a selfish agenda.* (Sunday Punch – May, 2010)

It is significant that Riggs considers the ecological trends of bureaucracies in non-western countries which Weber fails to apply in his comparative approaches of traditional, charismatic and legal rational authority which culminate in the preference for the legal rational authority.

Ecological problems of implementation of recruitment policies in relation to federal character policy is caused by governance problems which misplaces merit and positive values in the implementation of the federal character principle. Regrettably, the wrong attitude and perception of representatives of Nigerians affect the interdependent application of merit and quota.

This study observes the importance of social and ecological influences in implementation of recruitment policies. It therefore adopts both the policy process model and systems theory because of their functional relevance to this study on Nigerian federal civil service and implementation of recruitment policies. Both theories also explain beyond the views of Riggs and Weber as they provide that bureaucratic patterns are shaped along ecological and functional trends.

The policy process model is also adopted because the federal civil service operates as a sector involved in policy formulation and implementation. A myriad of actors are therefore involved in the implementation of recruitment policies. Thus, comparison of recruitment functions in ministries and departments would be valuable for exchange of ideas on recruitment practice.

The systems theory provides the framework for understanding the civil service due to its focus on interdependence of organizations while the

policy process model provides the functional guide for implementation of recruitment policies in the Nigerian federal civil service.

The study adapts the systems theory because it is closely integrated in form and does not function effectively when separated. This is also true of the Nigerian federal civil service with its closely integrated ministries, departments and agencies. The departmentalized structure of the civil service allows it to perform effectively and provides the enabling environment for internal efficiency of the service. The study also adopts the systems theory due to the service delivery function of the Nigerian federal civil service. This function is a domestic function of the service and it allows the populace, stakeholders and the civil society to meet their needs and aspirations. This is applicable to the systems theory approach of interaction with the external boundaries and environment. This symbiotic relationship is a functional approach of the Nigerian federal civil service and the post independence period in Nigeria has witnessed the effort of the service to face the external realities of governance. The success of the Nigerian federal civil service relates extensively to the ability to cope with the pressures of globalization and democracy.

The systems approach provides organizational structures with related units. Every unit of the organization is partly free of other forms of life outside the structure. The effects of relationship between units and the ecological

system give the idea that whatever happens to a unit will also have direct implications to its external setting. This study therefore adopts the systems theory in the light of the functional relevance of the Nigerian federal civil service to respond to the needs of the civil society in Nigeria. As the engine room of government activities, the Nigerian civil service improves its functions through reforms of government. It therefore behooves on the service to be efficient, effective and accountable as the Nigerian federal civil service is the pivot on which good governance rests.

The systems theory provides that every organization must have a purpose and all workers must assist to accomplish organization goals. The aim of the Nigerian federal civil service is to provide goods and services for the survival of Nigerian citizens. This can be achieved through the collective efforts of ministries, departments and agencies that make up the Nigerian federal civil service.

The National Economic Empowerment and Development Strategy (NEEDS) focuses among other things on employment generation and value orientation. Thus, this study's adoption of the systems theory in the operation of Nigeria's bureaucratic machine recognizes that bureaucrats must be dedicated to their function of provision of service delivery. This can be achieved through selfless service and adoption of a culture of excellence and support of government reforms.

The systems theory provides functional relevance of duties and values. The privatization policy of the Nigerian government was as a result of failure of public enterprises to meet their aims and objectives despite the availability of human, financial and material resources. The catalogue of variables that affect the operations of the civil service is also true of the systems theory approach. Bureaucrats require training to accomplish the goal of the service. For reforms of government to improve the civil service, there must be improvement of skills through training. The best form of training is the systematic approach to training which determines training gap before the recommendation to train.

Consequently, the study adopts the systems theory because of the need to diagnose the problems of internal efficiency of the Nigerian federal civil service and ascertains the relevant prescription to solve the problem. The inter-relatedness of reforms of the Nigerian federal civil service has significantly improved the performance of the service but government reforms have to be evaluated to ensure that feedbacks on the reforms have the capacity to strengthen functions of the Nigerian federal civil service.

The study's further application of the policy process model is relevant due to model's prescription for successful implementation through proper evaluation of policies. A catalogue of variables affects recruitment policy implementation in the Nigerian federal civil service. Among these variable

are the aspect of the federal character and quota. The federal character policy prescribes that where quota is applied, selected applicants for a vacant position must be selected with the basis of merit. However, implementation of this has been a problematic issue in the recruitment procedure of the federal civil service. This result in implementation gap which the policy process model addresses through the prescription of evaluation of policies formulated.

The success of the Nigerian federal civil service is highly dependent on its determination to ensure effective recruitment policy implementation. This can be achieved through practice of strict advisory roles to government. Furthermore, government must also ensure that policies formulated meet the needs and aspirations of the citizens. The success of implementation is also tied to the consideration of realities of policies formulated for the diverse people of the Nigerian society which makes imperative the application of the federal character policy. The study's adoption of the policy process model to assist recruitment implementation rests on the need to ensure evaluation of the functional role of the Nigerian federal civil service which include among others, utility functions, (welfare services), domestic functions, custodian of rules and regulations and ensuring the continuity of government.

The continuance of government requires reassessment formulation and implementation of recruitment policies as well as examination in relation to their consequences. This aspect of evaluation prescribed by the policy process model determines the extent of success of policies formulated and also determines how they can be improved or redesigned. The policy process model is a complex process as it requires strict application of processes of formulation and implementation of policies. Thus, the study adopts the policy process model for the success of recruitment policy implementation role of the Nigerian bureaucratic machine (federal civil service). The role of bureaucrats as implementers requires faithful compliance with policies formulated to achieve the success of implementation.

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CHAPTER THREE

3.0 APPRAISAL OF REFORMS ON RECRUITMENT IN THE NIGERIAN FEDERAL CIVIL SERVICE

3.1 Role of Commissions

Commissions in Nigeria assess the internal efficiency of the federal civil service and provide suitable recommendation to improve the internal efficiency of the service. The Commissions have improved the administration of the service and have set the pace for improving the structure of the federal civil service for better service delivery.

The main objective of this research is to examine the constraints inhibiting the implementation of recruitment policies in the Nigerian federal civil service despite the availability of well-formulated policies. In an attempt to meet the research objectives, this study examines related pre-independence and post-independence Commissions set up to improve recruitment policies in the federal civil service of Nigeria. The Commissions were established by Government to improve recruitment process and internal efficiency in the federal civil service of Nigeria. The various Commissions introduced reforms on recruitment that were considered by government and some of the recommendations offered were approved by government.

Policy formulation must be assisted by effective implementation as policies do not come out of a vacuum. Rather, policies are made out of environmental factors which necessitate the evaluation of the effects of policies formulated. The actors in the concert of policy formulation in the federal civil service of Nigeria are politicians (policy makers) and civil servants (implementers). There are several constraints affecting the recruitment policy implementation such as funding, inadequate facilities and enforcement problems. These constraints observed in the implementation of policies result in the view that policy implementers are ineffective, unproductive, incompetent, nonchalant and unmindful of time and work ethics. According to Robertson (1984:384), one way to assess the effectiveness of implementation is to determine whether the right clients have been reached as well as in sufficient number. Robertson (1984:384) states further that if the quality of service is to be effective, then the tools to achieve the services must be available. Robertson (1984) adds that when public officials fail to carry out policy due to lack of social technology, the responsibility lies with those who designed the policy, rather than with the bureaucrats.

Early antecedents of recruitment practice in Nigeria, witnessed the colonial officials in charge of the important machinery of government and the majority of these officials were generalist administrators. During the period

of colonial rule, some Commissions were established to make recommendations to improve the service. The colonial period also witnessed the domination of the civil service by Europeans. Hence, Nigerians called for increased participation in the bureaucratic machinery of the country. The post-independence period was also characterized by setting up of Commissions to improve the effectiveness of the Nigerian civil service. This study provides an assessment of the recommendations of these Commissions in repositioning the internal efficiency of the federal civil service.

Walwyn Committee (1942)

The Walwyn Committee (1942) was one of the foremost Committees established to reform the Nigerian civil service. It was asked to consider the possibility of appointing Africans into the administrative service outside the secretarial post. Thus, reform of the civil service can be traced to the colonial period, with the focus on indigenization of the federal civil service. During the colonial period, qualified Africans were not appointed into administrative posts. The challenges of the post-war era and pressure from African nationalists led to the setting up the Walwyn Committee (1942). The Committee was made up of ten (10) members including six (6) Nigerians. The Commission recommended as follows:

- Admission of Africans into administrative posts.

- Africans appointed into the service must possess similar qualifications, and experience similar to their European counterparts.

- Africans appointed were to be deployed to areas acceptable to chiefs and the African people.

Government accepted the recommendation to appoint qualified Africans into the service and such Africans appointed, should justify the confidence reposed in them through satisfactory performance at their duty posts (Balogun, 1983:82)

However, the constraint of this policy was that it was difficult to recruit Africans in the right numbers to fill the vacant administrative posts. The impact of this constraint was that Europeans continued to occupy more positions than Africans in the administrative structure. An additional constraint of recruitment policy implementation of the Commission's recommendation was the marginalization of Africans recruited by colonial administrators as they were not allowed to occupy top positions that would have made them more relevant as advisers to government on recruitment policy formulation.

Harragin Committee (1946)

Following the Walwyn Committee (1942) was the Harragin Commission (1946) headed by Sir Walter Harragin. This represented the first post-World War II effort to reform the colonial service. The Committee was set up to review and make recommendations on the structure and remuneration of the civil service in the four British West African Colonies of the Gambia, the Gold Coast, Nigeria and Sierra-Leone.

The terms of reference of the Committee covered the examination of relationships of salary and conditions of service of locally and externally employed officers. The Committee also examined the machinery for regulating the recruitment of candidates for posts not subject to the approval of the Secretary of State. The Committee recommendations were:

- Opposition to the principle of equal pay for equal work with respect to the sexes. (Harragin Commission was opposed to equal pay for both men and women).

- Yaba Higher College graduate doctors were to be given special salary higher than the average salary scale for Africans but not as high as European scale.

- Retirement age was placed at 45 years and gratuity at 10 years.

- The Governor was made responsible for discipline of officers appointed by him.

- Whitley Councils were recommended as new machinery for negotiation of trade dispute.

The Harragin Commission restructured the colonial civil service and civil servants were divided into four groups in 1945. Groups 1 and 2 included Europeans while groups 3 and 4 were made up of Africans. The factor of race also determined the groups, salary and conditions of service. The Harragin Commission classified the groups and made groups 1 and 2 as Senior Service, while Groups 3 and 4 became Junior Service (Balogun, 1983:172).

Government accepted the recommendations of the Harragin Commission but racism was only removed politically, while marginalization in terms of recruitment and placement continued to persist between the junior and senior cadres. The Harragin Commission had good policies but the constraints of implementation were occasioned by racism which was removed only politically, while marginalization continued to persist in the junior service. The Commission was noted for its repositioning of the civil service through participation of junior and senior civil servants. In 1945, there were four groups of civil servants. The entry requirements in terms of

experience, qualifications and job content were based on race rather than qualifications. Harragin removed the racial aspect politically by networking the first two groups into senior service and the last two groups into junior service.

Foot Commission (1948)

The Foot Commission of 1948 headed by Sir H. M. Foot was set up to examine the problem of Nigerianization and make recommendations on recruitment and training of Nigerians for her civil service. The Commission observed that out of 2,202 administrative posts available in service in 1948, only 172 was occupied by Nigerians. The Foot Commission was affected by the inability to train the required number of Nigerians to occupy vacant posts (Balogun, 1983:176).

Balogun (1983:176) notes that the Foot Commission realized the problem of recruitment of indigenous elites into the civil service and subsequently came up with among others, the following recommendations:

- Placement of adverts in local newspapers and gazette. The implication was the application of merit system for the purpose of recruitment into the service.

- Non-Nigerians would be recruited for government posts only if there were no qualified or suitable Nigerians. However, non-Nigerians were not to face discrimination in respect of promotion in the service.

- Suitable and experienced young men and women were to be classified into the junior service and considered for accelerated promotion and training.

- Older civil servants with long years of service were not to be placed at disadvantage in respect of promotion.
- Equal opportunities were granted to women in respect of promotion and training especially in such areas as nursing and secretarial cadres and other cadres where skilled women were scarce.

For effective recruitment and training of civil servants, the Commission recommended the establishment of the Central Public Service Board. The functions of the Board were:

- Selection of candidates for promotion from within the service, and selection of external candidates for appointments into senior posts.

- Recommendation of officers in the junior service for scholarship and training to advance their career prospects in Government, Native Administration or Voluntary Agencies.

The Foot Commission accelerated the recruitment of Nigerians into the civil service at junior and senior levels.

Imree and Lee Commission (1954)

The Imree, I. and Lee, D. D. Commission (1954) examined the training of civil servants in the West African Colonies in 1954. The Committee observed that positions in the civil service hierarchy were broad at the top, narrow at the middle level and broad at the base. It therefore recommended a pyramidal structure for the civil service hierarchy. The Commission also noted the gap between the administrative and clerical classes but failed to recommend how to bridge the gap. Imree and Lee Commission improved the management level structure of the civil service by recommending the participation of all levels of civil servants in administration.

Gorsuch Commission (1954)

Between 1954 and 1955, the Gorsuch Commission was set up to examine the structure, grading and conditions of service and training in the civil service. The Gorsuch Commission recognized the need for intermediate level staff for the civil service and noted that the earlier structure of junior and senior service had implications for the senior management positions as civil servants performed both senior and middle level management functions. It also meant that middle management functions were left for junior staff and thus, placed additional responsibility on them.

The Gorsuch Commission embarked on job evaluation of the civil service in order to entrench effective job description and job specification.

The Commission introduced five grading structure in the civil service as reflected in the table below:

Table 3.1: Gorsuch Five Grading Structure

Generalist Class	**Specialist Class**
1. Superscale	Superscale
2. Administrative class	Professional class
3. Executive class	Technological/Higher Technical class
4. Clerical class	Technical class
5. Sub clerical class	Operatives

Source: Circular No. E. D.1/201 111 Ministry of Establishment and Training, Establishment Division, Ibadan (15/8/59) and Circular No. E.D. 1/203/2701 (28/8/1970) on Administrative and Professional Grades.

Gorsuch Commission recommended:

- Establishment of a new middle group of posts between the administrative and clerical classes which formed the senior and junior classes. The new executive class was to bridge the gap between the two classes and also assist the administrative class with policy implementation.

- That the civil service emulates the British model of public service commission and members were to be full-time and non-service men. The Commission will be responsible for civil service personnel matters in the British tradition.

- That establishment matters be separated from public service commission activities and be placed under the ministry of finance in line with British tradition.

- That federal appointment into junior posts in the regions was to be made from the locality of the federal establishment.

Government accepted the recommendations of the Commission. The Commission bridged the gap between senior and junior levels of management and in terms of recruitment implementation; it accelerated the recruitment of junior staff locally from the regions.

The Gorsuch Commission handled the issue of equal participation of the three regions in the affairs of government and worked towards the concept of a central civil service and there was the movement from regional service to senior service.

Solaru Parliamentary Commission (1958)

The Solaru Parliamentary Committee on Nigerianization (1958 to 1959) provided a valuable basis for the pace of Nigerianization of the civil service. The Committee was committed to recruit and entrench Nigerians into the administration of the civil service. In 1958, out of 171 Scale A posts in the federal civil service, 75 were super scale posts and 8 Nigerians held such

posts as against 58 expatriates. Other Scale A posts consisted of 30 Nigerians and 39 expatriates in spite of 10 years of Nigerianization policy. The Solaru Parliamentary Committee (1958) noted the need for a full fledged-Nigerian federal civil service and provided strategies through training of Nigerians to accomplish this purpose. The report noted further that self government should be sustained with a Nigerian federal civil service. The Committee therefore provided avenues for increased participation of Nigerians in the affairs of the civil service. The Solaru Committee also provided motivational strategies of compensation allowances to expatriates to meet the objectives of full Nigerianization of the federal civil service by October 1, 1960.

Government accepted the recommendations of the Solaru Committee and as at October 1, 1960, the newly-independent Nigeria led by Prime Minister Tafawa Balewa commenced implementation of the policy of Nigerianization of the federal civil service.

Newns Commission (1959)

The Newns Commission was also set up in 1959 with Mr. A.F.F.P. Newns as Chairman. The Commission was set up to provide proposals for the integration of ministries and departments. The Commission recommended that professional departments be merged with the administrative division

and placed the Permanent Secretary above his professional colleagues. The Permanent Secretary was placed in the position of accounting officer and this was not acceptable to his professional counterparts. Maduabum (2006:45) traces this as the antecedents of professional/administrator dichotomy in the civil service. Government accepted the recommendations of the Commission and by 1959, public departments became full-fledged ministries. The Newns Commission assigned bureaucrats with top management functions as the accounting officers.

Mbanefo Commission (1959)

Also in 1959, the Mbanefo Commission led by Justice I. N. Mbanefo was set up to review salaries and wages of the civil service. In the year, 1959, junior civil servants complained of low income and this culminated in the setting up of the Mbanefo Commission. The Mbanefo Commission recommended increases in wages and salary structure of permanent and daily-rated staff. The Commission recommended improved conditions of service and government accepted this recommendation. The Mbanefo Commission provided an attraction for employment in the civil service through salary increase.

Morgan Commission (1964)

The Morgan Commission of 1964 was appointed by the Federal Government to review wages, salaries and conditions of service due to the harsh economic conditions of civil servants. The Morgan Commission examined the salary structure of the public sector vis-à-vis the living standard of civil servants. The Commission recommended improved conditions of salary in the public sector and following government's white paper on salary increase, government accepted the recommendations of the Commission. Consequently, the recommendations of the Morgan Commission assisted in bridging the gap between senior and junior salary structure.

Elwood Grading Team (1966)

The Elwood Grading Team (1966), headed by Mr. T. Elwood was set up to examine the various posts in the public services due to the disparity in the incomes of junior and senior staff categories in the civil service. The National Council on Establishment was inaugurated in 1967 to reduce the disparity. The team was assigned with the duty of examination of public service pay structure. After call for memoranda from trade unions, and the examination of data on structure of the service, the team originally recommended scales for administrative and professional cadres of the civil

service. This was later extended to the administrative and professional class/ cadre.

Balogun (1983:186) notes that the Elwood report was published in April, 1966 when the military took over from the civilian administration in Nigeria. The implementation of the report was affected by the transition, but the gains of the report were the proposal for a uniform grading structure of the Nigerian civil service (Balogun, 1983).

Adebo Commission (1970)

On 20th April, 1970 the Nigerian Military Government led by General Yakubu Gowon set up the Adebo Commission. The Chairman of the Commission was Chief S. O. Adebo. The Commission was set up to review wages and salaries of civil servants. The Commission placed premium on the assessment of productivity level of top civil servants especially permanent secretaries. Thus, performance appraisal was used as a standard for manpower planning and productivity in the civil service (Balogun, 1983:164).

The Adebo Commission recommended increase in salaries and wages and the setting up of the Public Service Review Commission. Government approved the recommendations of the Commission on improvement of salaries and wages. The Commission noted that salaries and wages

constitute one of the motivational strategies for the improvement of productivity.

Udoji Commission (1972)

The Udoji Commission was set up in 1972 and was led by Chief Jerome Oputa Udoji. The Commission was appointed to examine the organization, structure, management, recruitment and conditions of employment in the Nigerian public service. It was also assigned with the examination of pensions and superannuations, career and staff development and salary grades. The Udoji Commission recommended among others:

- The adoption of result-oriented modern management techniques such as Management by Objectives (MBO), Project Management (PM) and Planning Programming and Budgeting System (PPBS). It also recommended that management would replace administration in the public services.

- It compressed all salary structures and grades including posts in the administrative and professional structures into Unified Public Service Grade Structure.

- The Office of the Head of Service was expanded with two additional units for co-ordination, research and public policy analysis.

- It recommended mechanisms for harmonization of public service rewards with private sector rewards to enhance mobility.

- For the purpose of public probity, it recommended the introduction of the Public Complaints Commission, Corrupt Practices Investigation Bureau and a Code of Conduct Bureau.

- The administration/professional dichotomy was removed through equal opportunities for advancement of administrative and professional officers.

- The traditional confidential reporting system was replaced with open reporting system by introducing the annual performance appraisal method.

- It recommended increased salary package and premium was placed on payment of gratuity and pensions.

- It recommended that the federal character principle be applied for personnel aspects of recruitment and promotion in the public service.

Evaluation of Udoji Report and Recommendations

The Udoji Commission was appointed on September 13, 1972 on the recommendations of the Adebo Commission which handled issues on salaries and wages. The Commission focused on the improvement of organization, structure and management of the public services. The main

issue of conflict at the time was the hierarchical class structure on performance and the conflict between the generalists (administrators) and specialists (professionals) in the civil service. The Commission assessed the conflict as giving undue recognition to the class system and placing too much emphasis on educational qualifications rather than performance and meeting of the mission and vision of the civil service.

The focus of the Udoji Commission was to evolve an improved style of public service management that would be result-oriented to meet future challenges in public administration and management. Consequently, the Commission recommended the replacement of the class system with a unified structure. The objective was to de-emphasize specialist hierarchical structure, believing that it would allow competent civil servants to advance to the top positions of management in the civil service. Prior to the Udoji Commission, the topmost position for civil servants was the Permanent Secretary. This was changed in terms of nomenclature to the Chief Executive or Director-General. Under the Chief Executive or Director-General, were deputy heads that were well-fitted to manage subdivisions in the civil service. There was also the opportunity of rotation and redeployments to respective divisions of a ministry. Such subheads should be experienced and competent to head any division whatsoever they found themselves in their respective ministries.

The recommendations of the Udoji Commission repositioned the structure and performance of the civil service. The Chief Executive or Director-General was accountable for matters that concerned his ministry. The modern style of management proposed by the Udoji Commission improved the business capacity of the civil service. The concept of the Chief Executive introduced by the Udoji Commission was to reduce the bureaucratic structure of the civil service and follow a technocratic trend that was expected of it. However, government did not accept the new nomenclature of Chief Executive nor Director-General, but retained the old nomenclature of Permanent Secretary. This was possibly due to pressure by civil servants who anticipated that the proposed nomenclature may affect the tenure system in a democratic dispensation and thus assume a political office.

Government accepted the harmonization of the generalist and specialist structure, although fears of the generalists that the specialists would technically dominate in specialized ministries continued unabated. The Udoji Commission attempted to combine the benefits of administrative talents, skills and experience of the generalist with the technocratic skills and experience of the specialist to achieve administrative overhaul of the civil service. According to the Udoji Report (1972), its task was to "work out an organization in each ministry whereby the administrative officers

serving the Minister and the professional men in the department could be grouped together for the most efficient running of the ministry". Thus, all senior management posts within a ministry were structured in one pyramid.

The Udoji Commission recommended the training of both generalists and specialists to afford them the knowledge required for the eventual positions as accounting officers. Adebayo (2001:157) notes that training for a career in the public service is a formal and academic process while training of civil servants in the course of their career, enhances official experience. Thus, training of generalist and specialist civil servants will be adequate if they are allowed to advance to the topmost position in their field of specialization. This was to reduce the conflict between generalist and specialist.

The Udoji Commission attempted to reduce the specialist structure of advancement to topmost position as it was of the view that it would make the specialist an experienced administrator in his ministry but would have constraints when redeployed to head another ministry. Another implication of such redeployment is the loss of skill that will arise as a result of deployment from ministry where the specialist advanced to acquisition of a generalist skill in the new ministry of deployment.

The Udoji Commission's recommendation on harmonization of generalist and specialist cadre culminated in frequent redeployments of Permanent Secretaries and served as constraints to policy implementation. Adebayo (2001:157) compares this frequent redeployment of specialist administrators with the situation in the British civil service. He notes that the British civil service allows for deployment of administrative officers as a form of experience, but when the administrator attains the principal grade, mobility is reduced and he is allowed to remain in a department where his experience is highly utilized. Similarly, Self (1970) observes that in the period 1960 to 1963, the average service of a chief administrator as a Permanent Secretary of a department was seven years.

It is necessary to note that specialists imbibe both administrative and political skills to enable them cope with redeployments whenever it arises. Administrative techniques must be gained right from assumption of duty of both specialist (professionals) and generalist (administrators). This will make the two groups of officers mature and experienced officers whenever they assume the position of Permanent Secretary.

Government accepted the recommendations of the Commission in respect of training and improvement of the administrative structure of the civil service.

Dotun Philips Panel (1985)

In 1985, government constituted the Dotun Philips Panel, headed by Professor Dotun Philips. The Panel was assigned with the duty of restructuring the federal civil service. The Panel observed the inadequacies in the civil service such as corruption, overstaffing, non-compliance with laid down policies on recruitment, promotion, discipline and other problems affecting productivity. Thus, the Panel examined the structure, staffing and operations of the Nigerian civil service in the mid-80s and succeeding years with a view to professionalizing the service. The Dotun Philips Panel was ostensibly assigned the duty of appraising the factors responsible for the failure to reposition the civil service despite the recommendations of earlier Commissions. It was also to examine the extent of implementation of earlier government approvals. The implementation of the recommendations of the Panel was supported with a task force headed by Vice-Admiral Patrick Koshoni. The outcome of the activities of the task force included among other things, the determination of additional reforms that should be undertaken. This culminated in the promulgation of 1988 Civil Service Reorganization Decree.

Critique of Dotun Phillips Report and Recommendation

Dotun Phillips Study Team was appointed in March 1985 and its terms of reference were:

(i) To examine the composition, structure and administrative practices in the federal civil service.

(ii) Provision of recommendations to improve the productive capability of the federal civil service and centralize its operations.

(iii) To check overstaffing and provide recommendations of manpower planning and productivity in the federal civil service.

(iv) To provide recommendations on improving efficiency and morale of the civil service.

(v) To examine earlier recommendations to reform the federal civil service, and extent of implementation of recommendations approved by government.

(vi) To determine constraints to implementation of recommendations of earlier Commissions/Committees/Panels.

(vii) To make other necessary recommendations to minimize delays, and increase personnel and financial cost of managing the federal civil service.

Government rightly noted that prior to 1985; several reforms had been introduced while the performance of the federal civil service still left room for improvement. The Dotun Phillips Study Team therefore made a critical

review of reforms before its inauguration and came up with the following recommendations:

(i) That the Minister became the Chief Executive and Accounting Officer.

(ii) That the position of Permanent Secretary be a political appointment.

(iii) Professionalization of the Civil Service and opportunity to allow officers to make a career in the ministry or department of his choice for the purpose of specialization in the locale of choice.

(iv) Each ministry was to be responsible for appointment, promotion and discipline of staff with uniform guidelines to be provided by the Federal Civil Service Commission.

Consequently, a task force headed by Vice-Admiral Patrick Koshoni was set up in February 1, 1988 to implement the recommendations of Dotun Phillips Study Team. The terms of reference of the task force were:

(i) To identify from the Nigerian federal civil service from the mid-80s and beyond, additional reforms that should be undertaken in order to implement the policy;

(ii) To determine additional specific actions that should be undertaken by any ministry/agency/government official as a result of the new policy and to direct and ensure the implementation of such specific action(s);

(iii) To take further necessary action as the task force deems necessary to implement the required reforms;

(iv) To report monthly to the President on progress being made in implementing the reform;

(v) To monitor the implementation of the reform for three months and recommend additional guidelines as necessary, and;

(vi) To submit the report of the task force to the President and Commander-in-Chief of the Armed Forces as soon as possible.

(Maduabum 2006:60)

Civil Service Reorganization Decree (1988)

The main features the Dotun Philips report endorsed with the Civil Service Reorganization Decree 43 of 1988 were:

1. The Minister rather than the Permanent Secretary became the accounting officer and chief executive of his ministry.

2. The post of Permanent Secretary was redesignated as Director-General and thus became the Deputy-Minister. The position also became that of a political appointee and his tenure ended with the administration that appointed him to office.

3. The civil service became professionalized. Under this dispensation, civil servants were to be deployed, utilized and designated in line with their specialization and team work was emphasized. There was to be no central polling system and civil servants were to spend their career in a particular ministry where they would display their expertise.

4. General guidelines would be developed by the Civil Service Commission and the Commission was to act as an appellate body for all disciplinary matters, monitor and ensure compliance by the ministries. In addition, each ministry was empowered to recruit, appoint, deploy, promote and discipline its staff.

5. The principle of federal character was applied under the 1988 reforms and departments were divided into divisions while divisions had sections for effective supervision.

6. Civil servants could rise to the highest position of their cadre subject to possession of relevant training, experience and qualification. Thus, staff

welfare and training became a shared responsibility between the ministry and the Federal Civil Service Commission.

7. Transfer was possible either from federal or state or to a parastatal of the civil service and ministries assumed a horizontal structure that comprised the personnel, finance and research departments.

The task force of the Civil Service Reforms had its terms of reference critically considered by its members and the ambit of the work of the task force necessitated the promulgation of the Civil Service Reorganization Decree 43 of 1988 which centered on the professionalization of the civil service.

It was later expanded and reviewed by Decree No 80 of 1993. Maduabum (2006:65) provides the main points of reference of the 1988 Civil Service Reforms as follows:

(1) Professionalization of the Civil Service

This was to allow civil servants make their career in a particular ministry and to include officers in the administrative and executive cadres who had prior to the decree, been subjected to constant redeployments from one ministry to the other. The frequent redeployments affect continuity of policy formulation and implementation including external affairs policies.

Professionalization of the civil service was also preferred for the gains of division of labour and team work.

The 1988 Civil Service Reform was aimed at positive repositioning of the civil service to make the service capable of meeting the roles expected of it in policy implementation and self-evaluation of its role for improved results.

(2) Authority and Responsibility

By the provision of Decree 43 of 1988, authority and responsibility became vested in the Minister at the federal level of government or the commissioner at the state level of government as they became chief executives and accounting officers of their respective ministries. The following were introduced as measures to check abuses:

(i) Appointment of Ministers and Commissioners was subject to possession of relevant qualifications and experience.

(ii) Maintenance of internal audit unit by accounting officers of each ministry to provide complete and continuous audit of the accounts and records of revenue.

(iii) Audit alarm system was introduced and the Auditor-General was given full powers to stop payments for irregular authorization by the

Minister/Commissioner. An audit alarm committee was also put in place and it comprised the Auditor-General as chairman and one representative of the President/ Governor as member to examine alarm cases raised and brought before it.

(3) Permanent Secretary

The post of Permanent Secretary was abolished and replaced with that of Director-General. The position became a political office with the same tenure of office as the government that made the appointment. Thus, the position lost its status as a career appointment. The Director-General acted for his Minister/Commissioner and was regarded as Deputy Minister/ Commissioner who could be appointed from within or outside of the service.

(4) Staff Training

Staff training became mandatory and was criteria for conversion from one cadre to the other as well as for promotion. In all cases, staff training was to be based on identification of need for training.

(5) Performance Evaluation

Performance evaluation was based on target setting. Thus, superior officers were required to set targets for subordinates. Directors who were career heads of ministries were evaluated and each Minister/ Commissioner was

expected to submit a report of his ministry's performance to the President/Governor annually. Ministries and extra-ministerial departments were mandated to carry out promotion exercises twice a year as appropriate and effective dates of promotion were January 1 and July 1 of the year.

(6) Deadwood

Deadwood implies officers who have become incompetent and redundant. They are identified and allowed a specific period of time to advance to the next grade and failure to advance due to poor performance would lead to the determination of their post. This was to reduce the incidence of purges in the civil service.

(7) Abolition of Office of the Head of Service

The decree abolished the post of Head of Civil Service. Prior to abolition of this post, the Head of Civil Service performed leadership roles among the entire civil servants.

(8) Abolition of the Pool System

The pool system was also abolished to facilitate the objective of professionalism of the service and to reduce the tendency of constraints to continuity of policy formulation occasioned by frequent redeployments of administrative officers.

Appraisal of the 1988 Civil Service

Reforms

Constant changes in governments affect the continuity of policy formulation and implementation. Besides, the need for effective implementation and review patterns that came up with evaluation of policies is necessary to ensure success of policies formulated. The aspect of professionalization of the civil service under Decree 43 of 1988 meant that civil servants were to make a career in the ministry of their choice. Most cadres in the civil service structure belonged to professional cadres such as doctors, engineers, architects and accountants. The few exceptions were the executive, typist, clerical and other junior cadres whose mode of entry required no special qualifications and experience. Thus, to achieve all round professionalization, every civil servant was given the option to remain in the particular ministry of his choice.

The three main departments were those of personnel management, planning, research and statistics and department of finance and supplies. During the period of operation of the 1988 Civil Service Reforms, civil servants indicated preference for the ministry of finance and supplies where they were conversant with its operation. Furthermore, over staffing caused by redeployments of a greater number of civil servants from one ministry to

another resulted in the mandate to request others to remain in their respective ministries due to lack of vacancy in their preferred ministries.

With reference to authority and responsibility placed on Ministers/Commissioners as Chief Executives and accounting officers, the erstwhile leadership role of the Permanent Secretary was subordinated as they assumed the role of Deputy Ministers/Commissioners. The Permanent Secretary preferred continuity of his status as the head of career civil servants in his ministry but this status changed with the 1988 Civil Service Reforms.

The change of status of the permanent secretary from career post to political office holder in view of the expectation that they resigned with the government that appointed them except they were reappointed, created fear of insecurity of tenure. Permanent Secretaries that assumed the status at an early age meant that they had to leave the service early when the term of government that appointed them expired. This of course meant that the thirty-five years length of service or attainment of sixty years of age retirement policy, no longer applied in the case of Permanent Secretaries.

With regards to staff training which was made mandatory under the 1988 Civil Service Reforms for officers changing cadres and expecting promotion, the reforms made it compulsory for officers to go on training

only when required. Prior to the reform, some civil servants went on training for welfare, economic and political reasons. The reform strategy based training on identification of need and therefore only officers who had gaps in their performance or required training for development were sent on training.

Performance evaluation was effectively done under the 1988 Civil Service Reforms as targets were set for both superior and subordinate officers. Promotions were based on proper evaluation and identification of achievements. This reduced the tendency of promotion based on sycophancy and nepotism.

Prior to the 1988 Civil Service Reforms, some new entrants into the service saw their recruitment as a routine experience without the need for application of initiatives. Mediocre who gained entry into the civil service had a challenging experience with the high expectations of the reform in such areas as target setting, effective management and result-oriented management. Civil servants who failed to meet the expected standard required for promotion were left on their positions. Thus, an initial seven-year waiting period was allowed as the maximum period of service without promotion. Such officers, who failed to perform effectively and achieve advancement, were classified as deadwood and were disengaged from the system.

Regrettably, the abolition of post of Head of Civil Service meant that the leadership model of the service was removed and this had negative effect on the moral and productivity of the service. Prior to the abolition of this post, permanent secretaries, from among whom the Head of Civil Service was appointed, looked forward to the attainment of the position and performed with zeal to attain such positions. Besides, the respective sections such as the Police, Navy, Air force and Army were headed by the Inspector General of Police, Chief of Naval Staff, Chief of Air Staff and Chief of Army Staff. This left the civil service without a role model and civil servants viewed the abolition of the position of Head of Civil Service with discontent.

In appraising the dismantling of the pool system, Maduabum (2006:87) notes that albeit the objective of professionalism introduced by the dismantling of the pool system, the abolition of the pool system limited the scope of operation and exposure of the professionals as the reform stagnated officers in location where the reform met them.

From the foregoing, the management and administrative reforms introduced by the 1988 Civil Service Reforms repositioned the civil service for better service delivery.

Ayida Panel (1994)

Adebayo (2001:216) observes that the reforms in the civil service continued in 1994 when the Abacha Administration constituted the Ayida Panel in the same year. This was followed up by the publication of its white paper in June 1997. According to Adebayo (2001:216) the decisions of the Federal Military Government focused on the following areas in respect of the Ayida Panel:

Ministries

Ministries and extra-ministerial departments were restructured to meet their objectives, functions and sizes. The role of the accounting officer in the ministry reverted from the Minister to the Director-General. The Minister continued to be the head and Chief Executive of the ministry while the Director-General performed the role of chief adviser to the Minister and the accounting officer.

Government accepted the recommendation that the title of Director-General should revert back to Permanent Secretary which would now be a career post. Appointments will be made among serving senior officers in the civil service on the advice of the Head of the Civil Service and the Chairman of the Civil Service Commission. Government accepted the recommendation that the post of Head of Civil Service should be restored. Appointments would be made from among permanent secretaries or officers of equivalent

rank. In addition, the Secretary to the Government will be a political appointee and the office will be filled at the discretion of the President.

Parastatals

The panel recommended and government accepted that the following parastatals be scrapped:

(i) National Council on Inter-government Relations.

(ii) National Committee Against Apartheid.

(iii) Centre for Democratic Studies.

The Federal Executive Council

The Ayida Panel's recommendation on meeting of the Federal Executive Council was accepted. The Council was to meet fortnightly so as to enhance the co-ordination of government policies.

Personnel Matters

The following staff committees of ministries and extra-ministerial departments would deal with personnel matters:

(a) Management Staff Committee for Officers on GL. 14-17.

(b) Senior Staff Committee for Officers on GL. 07-13.

(c) Junior Staff Committee at Headquarters for Officers on GL. 01-06.

(d) Junior Staff Committee at out stations for Officers on GL. 01-06.

Recruitment into the civil service was based on both merit and federal character. However, premium was to be placed on merit for progression. The following were the maturity period for promotion of staff:

GL. 01-06 - 2years;

GL. 07-14 - 3years;

GL. 15-17 - 4years.

The pool system which was abolished by the 1988 Reforms was reintroduced with reference to professional cadre, such as accountants, legal officers, engineers, medical and health auxiliary officers. Premium was placed on training in the civil service and a senior management course was introduced for officers as prerequisite for entry into senior management category on GL. 14. Training benefits such as study leave without pay was restored to improve the quality of civil servants. With respect to retirement, the due process was to be followed and pensions reviewed concurrently with increase in salaries and allowances. In addition, government accepted the recommendation that pension rates be harmonized in respect of officers who retired before 1991 and those who retired since 1991.

Moral and Productivity in the Civil Service

The Ayida Panel recognized that productivity in the civil service was affected by inadequate motivation of human resources component. Thus,

the panel recommended and government approved motivational packages such as job security, provision of working tools and facilities, merit awards, upward review of housing loans and motor vehicle advances. The high wave of corruption in the civil service was reduced through emphasis on the policy on War Against Indiscipline (WAI) and Corruption. Government also accepted the panel's recommendation that public functionaries found guilty of corruption must be excluded from holding public positions.

Service Delivery Reform (2003)

In 2003, the Federal Government of Nigeria introduced a reform agenda in the public service with a view to improving the service. Government reviewed the performance of the civil service and with assessment of public service delivery as poor; President Olusegun Obasanjo decided to strengthen the accountability and responsiveness of government through the Service Delivery Initiative (SDI) in June 2003. A report was commissioned in June 2003 to address the following:

i) Examine the status of service delivery in Nigeria;

ii) Examine the ecology and constraints of service delivery in Nigeria;

iii) Collect citizen's views and experience on public sector services and;

iv) Draw a road map for a service delivery programme. The outcome of the report indicated poor quality service delivery. Thus, the civil

service was to improve performance of the sector through the following objectives:

a) Reposition the public service with a view of meeting the welfare needs of the public;
b) Inform the public of their service entitlements and rights;
c) Publish information on performance and make Nigerians expect more from the public service.

Efforts to entrench the service delivery programme led to the arrangement of a special presidential retreat in March 2004. At the end of the retreat, the President and the Ministers introduced the service compact (SERVICOM) to transform the public service and redirect customer's experience of the service. The service compact aimed at provision of better services in a transparent, timely and cost effective manner (Okechukwu, 2005: 9).

National Economic Empowerment and Development Strategy (2003)

Part of the reform agenda of President Olusegun Obasanjo was the National Economic Empowerment and Development Strategy (NEEDS) which was launched in June 2003. The main focus of NEEDS with reference to its document includes:

- Wealth Creation.
- Employment Generation.

- Poverty reduction, and;
- Value re-orientation.

The reform extended to the states with the State Economic and Empowerment Strategy (SEEDS) which focused on issues of underdevelopment at the state level. SEEDS was also interdependent with aspects of development at the Local Government Level. Both state and local governments were to address issues of policy formulation from grassroots which is the local government of the state. Both local and state governments were to play complimentary roles in areas of public interest such as wealth creation and within the ambit of NEEDS. Thus, wealth creation, employment generation, poverty reduction and value reorientation were to be addressed (NEEDS Document, 2004:5).

Civil servants look up to government for policy formulation. Whereas, as advisers to government on policy formulation, they are the pivot on which policy formulation rests. Over reliance of public servants on government in the policy formulation process results in unnecessary delays to achieve the goals of policies formulated. Factors responsible for civil service behavioral patterns have not been provided completely, but this study assesses the role of civil servants as implementers of recruitment policies. The Nigerian civil service is structured with adequate personnel. However, the service still manifests signs of low productivity due to incompetence of personnel, poor

attitude of some civil servants to work, inadequate funds and facilities and poor human development policies and bad leadership.

The National Economic Empowerment and Development Strategy (NEEDS) provide the enabling environment for manpower planning and productivity in the context of proper utilization of resources. This explains that the size of the federal civil service requires proper management and utilization.

Table 3.2: Size of the Nigerian Federal Civil Service - 1966-93

Year	Junior Staff	Senior Staff	Total
1966	46,676	8,313	54,989
1970	32,736	12,418	45,154**
1974	74,198	24,679	98,877
1975	-	-	122,086
1978	-	-	187,677
1979	174,042	21,877	195,919
1980	-	-	213,802
1984	-	-	257,103
1985	-	-	255,156
1988	-	-	251,657

Year	Junior Staff	Senior Staff	Total
1990	-	-	273,392*
1991	134,762	47,380	182,142
1992	146,819	47,599	194,418
1993	149,052	49,879	198,931

Source: Federal Civil Service Manpower Statistics for various years.

1. Annual Report of the Federal Civil Service for various years.
2. Federal Ministry of Establishments, Lagos.
3. Report of the Study Group, 1985.

Note: ** *Decline from 1966 figure reflects departures as a result of civil war 1967 – 1970*

* *The huge drop in the numbers after this year cannot be attributed only to retrenchments on account of the SAP. The accuracy of this year is doubted*

* *The current size of the Nigerian federal civil service is estimated to be about 220,000 (Briggs 2007:146). This figure has increased to 426,000 in 2011 (Afolabi, 2011).*

3.2 Culture of Repositioning and Implementation of Reforms

Peters (2001:174) provides a comparative analysis of implementation of reforms in developing and industrialized countries using the market and the

deregulation of the public sector. He classifies these two strategies as most common approaches to change and most necessary and adds that the strategies also represent dangers and opportunities in these two sets of countries. Thus, developing countries with little experience with markets are tempted to exploit the market approach as an opportunity to allocate resources. Set of values are therefore prerequisites for deregulating the public service, as this will provide enabling environment to apply the key principles of probity and accountability. Thus, corrupt practices would thrive in the absence of formalized controls. Administrative reforms were more frequently introduced in less-developed countries than in developed countries. In Nigeria for instance, the catalogue of reforms introduced since independence in 1960 has improved service delivery. The reforms by third world countries were inspired by the search for better service delivery and on improved culture of democratic practice.

Privatization and Internally Generated Revenue

The market model was introduced into the 20th and 21st century public administration of industrialized democracy. Preference for the market model was ascribed to rationality, accountability, objectivity and predictability. The market approach is a common feature of industrialized democracies, just as the idea of reforms is a common feature of less-developed countries and transitional regimes. While there is a focus on

socialist principles by less- developed countries, the communist regimes take controlling height of the economy.

The less-developed countries introduce the market-based reforms like controlling the height of the economy. This, they do with the process of privatization and economic liberalization. The practice of privatization has been affected by bureaucratic models and many state-run industries have been privatized and the regulation and protectionist policies characteristic of the state in many regimes have been reduced if not eliminated.

Kiggundu (1998) notes that in industrialized countries, some strategic management ideas have been introduced rather than the highly bureaucratic procedure. In addition, attempts were made to manage the public sector in the same managerial style of the private sector and this practice has been applied by less developed and transitional regimes. However, it can be argued that privatization policy does not allow for sustenance of pride and heritage in the public institutions of nations. An improvement on privatization effort could be achieved from the idea of internally generated revenue which encourages public sectors to reduce reliance on subsidies but generate funds internally to maintain public institutions.

Therkilden (2000) sees these reforms as beneficial to governments, but there were constraints of implementation by personnel who assessed this

reform as cutting the public sector. These reforms of the market are seen in another light by Numberg (1995) as requiring technological and human resources skills beyond the capacities of most reforming countries. Numberg (1995) also notes that some successes have been recorded by less-developed countries in respect of market -based reforms. He cites Ghana's implementation of the same type of purchaser-provider split found in the National Health Service in the United Kingdom. The benefits derived by Ghana have been significant as the reform has improved the health conditions of Ghanaians. Successful public service requires effective performance of workers. Ghana has tried to improve the health provider services and this has impacted positively on the performance of the public sector health facilities.

Democratic Experience of Reforms in Developing and Transitional Countries

Developing and transitional countries have constraints with management of other public institutions and programme in a democratic manner. This is particularly true of political parties, interest groups and democracies of these countries. Their bureaucracies neglect the complaints and demands of citizens and fail to see the customers as their clients. The expectation that customers should be treated as kings has not been upheld.

Jain (1998:171) notes bureaucracies that encouraged the principle of participation and cites the example of India where bureaucracies allow distinct participation of citizens. However, this is not the situation with other less-developed countries where military government operates with authoritarian styles of governance and their government bureaucracy also record very poor and unimpressive image by the public. A lot of these countries are now under democratic rule although with turbulent post-election crisis as witnessed in Liberia, Guinea-Bissau, Morocco and Cote d'Ivoire, Kenya and Zimbabwe. Attempts have also been made to institutionalize service delivery reforms by developing countries for better customer satisfaction as the case of Nigeria and the introduction of SERVICOM (Service Compact) in the Service Delivery Reform in (2003). South Africa has also introduced strategies for participation of the public in aspects of governance. Peters (2001:174) also provides views on flexibility of government. He argues that the socio-economic settings within which less-developed and transitional regimes are functioning, are themselves, less predictable than are those of the wealthier states.

Governments must be responsive to changes and adjust policies in good time. In the context of constraints of public administration practice, there had been considerations towards deregulating government, particularly for governance in less-developed and transitional countries based on the

structures in the application of regulated governance in these countries as opposed to the practice in developed countries. As Riggs (1964) points out, less-developed political systems are rigid and formal with their bureaucracies. However, this practice of formalism was often disregarded in order to favor some social and political groups. This poor practice of public administration, affected the efficiency and effectiveness of the public sector. This high level of formalism in the bureaucracies of less-developed political systems culminated in considerations for deregulation as a way of repositioning their bureaucracies through reform.

However, Schaffer (1973) notes that there are constraints with the practice of deregulation in terms of norms and values of civil servants alongside the preference of political leaders. Peters (2001:175) observes that the deregulation strategy was successful in countries such as the United States, Canada and Scandinavian countries because of the high premium placed on democracy, constitutionalism and regard to the values of the citizens. In these countries, political leaders give a lot of regard to the expertise of technocrats during policy formulation and implementation stages. This is not a common practice in less- developed and transitional countries where public servants act more as observers than advisers during policy formulation processes. Thus, if rigid bureaucratization is conceded, public

servants in these countries will have lesser roles to play in policy formulation.

Transitional and less-developed systems require a high level of formalism to accomplish the goals of good governance. Such formalism is applied to the use of public finance, budget laws, and procurement laws because political leaders had lost the confidence reposed in them by the public. Personnel management rules are strictly applied in less-developed and transitional countries in order to control nepotism and welfare and personal considerations in the appointment and career advancement of public officers. Therefore, deregulation of government appears feasible as a long-term mission but formal administrative rules and procedures as prescribed by Riggs (1964) provide levels of continuity in the governance and administrative practices of less-developed and transitional systems. Thus, a gradual approach towards deregulation and flexibility of governments would be required in less-developed countries in order to transform from the structured Weberian administrative system to a modern practice of recruitment that is structured with consultation, participation and nurturing of fragile public institutions.

Independent Commissions and Policy Analysis

Independent Commissions and ad-hoc panels set up to assist with examination of policy issues in Nigeria were constrained by time. This

makes it difficult for the Commission/Panels to embark on extensive research. It has also been argued spiritedly that public Commissions have indeed been used to justify decisions already taken. Recruitment policy formulation and implementation requires participative essence of democracy and the values of rationality in decision-making. Once this is inhibited, goal- oriented policies will be difficult to attain.

Recruitment policies formulated by government have impact on the Nigerian federal civil service and recruitment practices reflect constraints which affect the productivity of the federal civil service. The main functions of the federal civil service include implementation of government policies. Thus, the federal civil service has evolved as the bedrock of the executive arm of government and administrative arrangements in other arms of the civil service were derived from the federal civil service. Furthermore, ministries that make up the federal civil service perform supervisory roles in respect of practices in the parastatals.

The participants in the field of recruitment policy formulation include informed structures such as the political parties; business and professional bodies and they are relevant in the field of policy making. However, they have no statutory role to play in the policy cycle. Thus, they present a pressure group approach to policy-making in order to meet their benefits.

Political parties appear to provide more articulate influence in recruitment policy making as they strive to assist with the introduction of distributive policies. The elites in the social, economic and political realms also possess reasonable influence in the policy-making process and also benefit from policies formulated.

A study of the problems of the civil service requires investigation into the causes of the problems and what best method should be employed to revamp the civil service. Olaopa (2001:15) notes the Nigerian federal civil service as unable to forge a guide that would create a stable social, economic and political order. He notes further that the civil service has a role to play in aspects of capacity building as it lacks strategic analytical and management capabilities as well as sustainable structures and procedures.

Olaopa (2001:15) argues that the policy choices before us as we actualize a vision for the civil service and as we pursue capital building much more proactively are to improve the quality of human resource. The constraints of the Nigerian federal civil service will be better appreciated with an understanding of the causes which Olaopa traces to failure of the federal civil service to go through the full cycle of its establishment in birth, growth and maturity. Consequently, the Nigerianization drive provided gaps in the developmental process of the federal civil service. This was clearly

reflected in the historical survey of the first ten years of independence which Olaopa (2001:15) assesses as the period of birth and growth. However, before attainment of maturity, it suffered constraints that arose from effects of the civil war; collapse of the oil market; deprivation of structural adjustment era; personnel poaching problems of state creation; the public service purges of 1975/76, 1984/85; the deleterious sociology of the federal character principle among other issues, combined to place the civil service in a place of decadence, obsolesce and decay.

The federal civil service was effective in the early post-independence years due to regard for the Weberian values of anonymity, objectivity and political neutrality inherited from the colonial period. The lengthy period of the military in governance and the sudden discovery of oil in commercial quantities led to constraints in the practice of these Weberian qualities. There was increase in public sector expenditure which led to the involvement of civil servants in policy making as some were appointed as Directors of public enterprises in the 1970s and 1980s. These civil servants appointed as Directors, performed dual roles of policy formulation and implementation with a high level of centralization in the structures of the civil service. With the economic crisis of 1980s and the plummeting of the price of oil, the advisory role of civil servants decreased considerably.

As policies are continually made, the bureaucrats of the new age must continue to seek a better method of actualizing the dictates of the practice of public administration. The citizens need to appreciate the role of public administrators who are expected to remain loyal in office to ensure that they give a lot of support to the government of the day. Policy formulation must also represent the views of bureaucrats and involve them extensively in the process.

Public policy gained prominence with the dynamic nature of governments. This made much premium to be placed on policy formulations. Hargrove (1976) observes that the research on policy implementation was not much prior to 1970. Thus, by 1980, policy implementation was seen as a valuable basis for the success of public policy. In order to reduce the level of criticism of public policies, the process of public policy formulation was carefully evaluated in order to identify possible gaps in public policy formulation process as well as the introduction of policy analysis departments within government establishments.

Transparency is essential in recruitment policy implementation. Policy analysis provides a valuable basis for policy formulation through identification of relevant stages involved in formulation of policies. This improves the nature of public policies to clear and understandable terms.

Policy analysis enables the public as direct beneficiaries of policies to be consulted before policies are formulated. It also reduces the irrational nature of public policies through discussion with the various interest groups.

A policy analysis method comprises management patterns such as Planning, Programming and Budgeting System (PPBS), Critical Path Analysis (CPA), Programme Evaluation Review Techniques (PERT) and Management by Objectives (MBO). Planning units or policy advisory units have also been utilized by the federal civil service of Nigeria for Organizational Design and Development (OD). For instance, the Civil Service Reorganization Decree No. 43 (1988) made it mandatory for ministries and departments to set up in their various organizations, Planning, Research and Statistics Units.

Section 148 2 (c) of the 1999 Constitution gave the president executive powers while the ministries played advisory roles in the realm of governance. The council of ministers controlled the ministries and departments, and in discharging its functions, the council was collectively responsible to Parliament. Balogun (1983:105) notes that the Westminster Parliamentary model inherited on Nigeria's independence attempted the separation of politics from administration. Policy making role was assigned to the politicians (members of parliament and members of the council of ministers). Policy execution was the function of the career civil service and

the main element of the career civil service are merit, political neutrality, anonymity and security of tenure.

The Federal Civil Service Commission is a statutory body empowered to appoint, promote, transfer, second and discipline civil servants. The Commission provides the government with a civil service that is neutral, anonymous and impartial. In order to achieve this, and avoid constraints in its public administration practice, the Commission ensures that it performs its role with the qualities expected and without external influence and pressure (Gladden, 1948); (Finer, 1949) and (Phillips, 1990).

Civil Service Reorganization Decree No 43 (1988) charges the Commission to reflect the federal character policy of the federation in the discharge of its recruitment function and in the light of the following responsibilities:

(1) Setting up of general and uniform guidelines for appointment, promotion and discipline.

(2) Monitoring of the activities of each ministerial/extra ministerial departments on appointments, promotion and discipline to ensure that the guidelines are adhered to.

(3) Serving as a body that handles all petition cases (appellate body) emanating from ministries and extra-ministerial departments regarding appointments, promotions, and discipline.

(4) Maintaining a comprehensive and up-to-date personnel record of the entire civil service.

Recruitment policy implementation in the Nigerian federal civil service in the context of assessment of internal affairs requires an examination of mechanics of managing personnel in the federal civil service. This is relevant in the aspects of appointment which is the key function vested in the Federal Civil Service Commission (FCSC). The recruitment policies that govern this core function of the Commission will be reviewed in the light of constraints of implementation.

3.3 Recruitment in the Nigerian Federal Civil Service

Personnel recruitment represents the core of the staffing process and the interdependent parts of the staffing process comprises human resource planning, recruitment, selection, induction and orientation, performance appraisal, transfer, promotion, demotion and separation (Stoner *et al*, 1987:28 175). The staffing process provided by Stoner *et al* (1987) provides a firm foundation for personnel recruitment. Personnel recruitment must be backed up with effective human resource planning to ensure that the right

people with proper knowledge, skills, experience, training and development are complemented with right placement at the right period and cost. This represents the systematic analysis of an organization's resources (Bell, 1974). Personnel procurement must emphasize good quality personnel because the importance of the human components in organization cannot be overemphasized.

Likert (1967:1) emphasizes this view with his statement that "Every aspect of a firm's activities is determined by the competence, motivation, and general effectiveness of its human organization. Of all the tasks of management, managing the human component is the central and most important task, because all else depend on how well it is done".

Recruitment professionally implies the extension of invitation to everyone that has the self- assessment of worthiness to occupy an advertised position in view of requirements for the position. The content of the advertisement must reflect job description (tasks, duties and responsibilities involved in a job) and job specification (skills, knowledge, abilities and allied personal characteristics required for a job). After adequate information on job description and specification, the form of invitation to interested candidates must be determined. The various forms include:

(1) Advertisement in print (newspaper) or electronic media (radio, television and the Internet).

(2) Posting of bills on the board.

(3) Letters of recruitment agencies or institutions producing required personnel.

(4) Verbal communication.

The various forms of invitation are utilized based on the supply level of recruitment. Internal recruitments are often utilized for internal personnel requiring promotion, transfers and conversions. This is cost-effective and employers benefit from knowledge of abilities and competencies of such internal sourcing. External sourcing of personnel is utilized for positions where required personnel are not available internally and also for sourcing of best quality personnel. If the preferred quality of candidates is in scarce supply, the media of the widest coverage such as the internet and newspapers are used. However, if required personnel can be easily procured, the cost effective media such as verbal communication and posting of bills may be utilized.

Recruitment policies in the Nigerian civil service were affected by constraints such as colonial inheritance, federalism, ethnicity and educational imbalance within the Nigerian federation. The report of the

Harragin Commission (1946) recognized only two classes of civil servants that comprised the senior and junior class. The report also advocated the introduction of a civil service examination in the junior service. The Foot Commission (1948) recommended that in order to attract more Nigerians to senior positions, all vacancies in the senior service should be advertised in the gazette and the local press, except where there were suitable Nigerians to occupy the vacancies through promotion. In order to achieve a merit system, the Commission recommended that an independent body be created. Thus, it proposed the establishment of the central public service board which comprised the civil service commissioner, the director of education or his representative and one ethnical representative each from the regional boards.

Finer (1949) describes recruitment in the civil service as a competitive recruitment process to attract competent personnel. Finer (1949) further defines the civil service as a body of technocrats, permanent, paid and skilled.

Appointment/Recruitment: Experience of the Federal Civil Service of Nigeria

The federal civil service of Nigeria is a legacy of British Colonial rule. The effects of the Second World War on British manpower also meant that British officials deployed to Nigeria had to return to their home country.

The departure of the colonialist administrators therefore created a vacuum, which was to be filled by Africans and the policy of self- government was the topical issue that dominated the minds of Europeans and Africans (Olusanya, 1975; 25).

The 1958 to 1959 Solaru Parliamentary Committee on Nigerianization laid greater emphasis to the process of Nigerianization. The coming of independence at this period, meant that Nigerian had to considerably increase the pace of Nigerianization of the civil service. The Committee suggested among others, the training of Nigerians to allow opportunities for accelerated promotion and increase in recruitment rate of Nigerians into the public service.

The Solaru Committee was mandated to determine the extent of Nigerianization and to make recommendations to the Prime Minister on methods to accelerate the pace of Nigerianization. In the discharge of its duties, the Committee was of the view that independence would require total control of the federal civil service by Nigerians in order to achieve the task of unity, loyalty, commitment and dedication by officers that would be assigned with policy implementation. The policy statement made by the government on the Solaru Parliamentary Committee accepted that Nigerians were more aware of their problems and as such, the duties of policy making

and implementation rests entirely on them. The Committee's final report observed that with the growth of Nigeria's independence, the Nigerianization policy must represent a smooth transition from the colonial civil service machinery to a federal civil service manned by Nigerians. Thus, by October 1. 1960, Nigerians held top public service positions. It was significant that the Solaru Parliamentary Committee was determined to achieve a fast pace of Nigerianization.

One of the measures recommended to achieve Nigerianization of the civil service was the suggestion that in areas such as the Northern Region where Northerners with academic or professional qualifications were not available, the alternative of good experience should be favorably considered. The realization of the Nigerianization policy was assisted with the position of government that strict adherence to public service requirements for recruitment with regards to basic qualifications should be bridged with the opportunities for training. With the establishment of the federal training center in Lagos, another branch was established in Kaduna to meet the policy of staff development and training in the public service. Thus, with the attainment of Nigeria's independence on October 1, 1960, the country's civil service was in place. Since the inception of the federal civil service, several reforms to reposition the service were introduced and a major reform was the Civil Service Reorganization Decree 43 of 1988 which

introduced three distinct categories in the civil service within the ambit of a seventeen (17) point Unified Grading and Salary Structure (UGSS) which was endorsed in 1975.

The Nigerianization policy extended to the southernization and northernization policy along the underlisted trend:

Southernization Policy

In the West and Eastern Regions of Nigeria, there was a strong and unbending desire for Nigerianization of the civil service. This was based on the understanding that our political sovereignty can be justified not only with the achievement of independence but with a serious determination to back it with the independence of all other structures of government including the civil service. This also implied that with the exit of the British officials in the service, the right replacement was with qualified southern Nigerians at all levels where vacancies existed.

Northernization Policy

In Northern Nigeria, there was a strong determination to replace the British officials in the civil service with Nigerians from the Northern Region. However, where a suitable Northerner was not available, Nigerians from other parts of the country could be recruited. The status of employment includes both pensionable and contract employments and in this regard,

Nigerians were employed on pensionable basis, while the Europeans were employed on contract basis.

The Nigerianization policy is based on the belief that a genuine philosophy of Nigeria's political sovereignty does not actually lie in merely achieving political independence but also in being able to fill the vacuum created by departing expatriates. The Nigerianization policy is a transitive step to create opportunities for qualified Nigerians wherever a vacancy existed in the civil service.

3.4 Appraisal of Reforms in the Nigerian Federal Civil Service

Reforms focus on changes and the federal civil service of Nigeria introduces reforms with the objective of making the service results-oriented and performs with high level of service delivery to meet the aspirations of the government that employed it and that of Nigerian citizenry. The reforms also have the positive impact of controlling the bureaucratic lethargy of the civil service as well as propel bureaucrats and technocrats to heights of accomplishment of government vision and mission. The strengths of the federal civil service of Nigeria are her entrenched checks and balances through well-formulated human resources policies for good governance and public probity.

The pre-independence period of the federal civil service of Nigeria was characterized by efficiency, public probity and unity of the civil servants. The love of work, ethics and norms of the civil service during the pre-independence period was at a high level. With independence, there were political developments such as creation of new states and local governments that changed the character and form of the civil service. Civil servants serving in states and local governments saw themselves more along state and local government lines than service as the Nigerian bureaucrat. Recruitment into the civil service with new states and local governments were now through influence, corruption and nepotism. (Salami, 1992) notes that this resulted in recruitment of members who had the right connection to politicians and top government functionaries more than advancement through competence, skill and efficiency. Hence, there were problems of low productivity in the civil service.

Reforms on recruitment provide the framework for accomplishment of the work of government. Babangida (1992:ix) notes that the federal civil service of Nigeria is endowed with good human resources policies and reforms support the growth and development of the civil service. Babangida (1992) further points to the imperatives for familiarization with these reforms, which is essentially for guidance and improvement of skills. The pre and post independence Commissions represent government efforts

to repositioning the federal civil service of Nigeria. The commonality of objectives of these reforms was to identify and proffer solutions to the observed problems of the civil service. The reforms portray that there are constraints of implementation role of the civil service and thus, the need to improve on the areas of inadequacies.

The Udoji Commission of 1972 improved the structure of the civil service to the level of meeting the needs of the Nigerian citizenry. The Commission identified the problems of the civil service as management related. Thus, it recommended the effective management systems such as Project Management (PM) and Programme and Performance Budgeting System (PPBS).

Gobir (1979) identifies the gains of the Udoji Commission to include among others, public sector compensation that was related to private sector compensation. Williams (1979) notes however, that the demerit of the Udoji Commission was its failure to address the national issue of ethnicity and military rule which affected the development of Nigeria in the post-independence period.

The 1988 civil service reforms called for professionalism of the service. Thus, training of staff was in line with professional bodies such as Institute of Chartered Accountants of Nigeria (ICAN), Association of National

Accountants of Nigeria (ANAN) and the Nigerian Institute of Taxation (NIT). This allowed for expertise, certification and standards.

The reforms have the objective of correcting the inadequacies of the civil service. The Nigerian federal civil service has faced lots of criticism for creating problems for the developmental progress of Nigeria. The rate of increasing reforms points to the fact that reforms introduced into the civil service lacked functional relevance and are poorly evaluated. The comprehensiveness of the Udoji Commission recommendation which included among other things, a new style of management, improved the role of the civil service. This was achieved through such management styles as Management by Objective (MBO), Project Management (PM), Programme and Performance Budgeting (PPB). Udoji Commission also recommended training of civil servants to improve management and accountability of the civil service. The applicability of these recommendations was not tested to ascertain their relevance at a functional level. This explains why most of the impacts of the Commission were short- lived.

The reforms of the federal civil service aimed at meeting national development plans with relevance to recruitment. For instance, the Udoji Commission recommended among other things, the recruitment and training of specialized personnel. It also recommended management of human resources in such a way as to make them committed to improving

the productivity level of the federal civil service so as to meet the needs and aspirations of Nigerians.

Scale (1992:73) notes that one of the significant contributions of the Udoji Commission was to evolve the Nigerian civil service that will be staffed and manned by professionals with right experience, skill, ideas and qualifications. These acquisitions will be applied to improving the productivity level of the civil service.

Recruitment into the federal civil service of Nigeria was attractive during the post-civil war years with the setting up of the Udoji Panel. The reforms culminated in improvement of salary and conditions of work for employees of the federal civil service. The pre-independence reforms reveal that the early antecedents of the Nigerian civil service are traced to the period of colonial administration of the country. The colonial civil service was essentially assigned with the implementation of law and order. It also engaged in commercial activities for the sustenance of British commercial operations. The role of the civil service assumed a much broader dimension in 1954, when it covered implementation duties and advisory role on policy matters including implementation of government policies. This professional focus of activity continued up till 1960 and beyond.

Aileku (1992:19) notes that the post-independence period witnessed a paradigm shift of role of the federal civil service from maintenance of law and order to the development of the economy. It was also highly involved in policy formulation through her advisory role in government activities. Regrettably, the post- independence period witnessed the politicization of the service. The 1988 civil service reforms provided a basis for politicization of the civil service with the introduction of tenure for the post of Director-General. This arrangement meant that the appointment of the Director-General was at the discretion of the President and such appointees retired with the government that appointed them. However, they could be re-appointed subject to acceptance by successive administration. The implication of this is that the Director-General was expected to identify himself with the programmes and aspirations of the government. Thus, the Director-General had the tendency to assist in the formulation and implementation of government programmes and policies.

The practice of making the appointment of a Director-General to be tied to the life span of the administration that appointed it was seen as the early exit of the Director-General from the civil service. This resulted in lack of continuity of government policies and programmes. Another implication of this exit with government that appointed the Director-General was the insecurity of tenure occasioned by this early exit.

Odumosu (1971) observes the level of politicization of the civil service could lead to sycophancy. He argues that politicization does not serve the interest of the public; but that of the political party in power. He recommends that the country should develop a healthy partnership between the civil servants and the politicians.

Nwosu (1977) notes that the Nigerian federal civil service is dynamic and citizens look up to the service as the pivot on which good governance rests. It is also the instrumentality for meeting their aspirations. The focus of the civil service also includes reconstruction of old values and improvement of social and economic values of the Nigerian state. The various reforms of the civil service at both pre and post independence periods are development-based. The 1970s increased the rate of reforms due to the oil boom. This increased government revenue and provided a basis for high rate of employment and provision of funds to increase the facilities of the federal civil service.

The greatest bane of recruitment policies in Nigeria has been implementation and despite well-formulated recruitment policies, civil servants as the implementers have a significant role to play. This is because policies need efficient executors and the right interpretation of policies also plays a major role in the success or failure of recruitment policies.

Recruitment policies in Nigeria have not provided solutions to recruitment practice due to the constraints encountered by operators. Adoption of positive values by implementers, and an enabling social, economic and political environment will nurture the impact of recruitment policies. The recruitment of new civil servants implies training of new hands to meet the implementation phase of the policies (Scale, 1992:73).

In a critical analysis of the civil service reforms with focus on the Civil Service Commission, Dagash (1992:82) studies the structures of the civil service in countries like the United Kingdom which had survived the same challenging period encountered by the Nigerian federal civil service. He notes that the civil service of Great Britain passed through a lengthy period of corruption and incompetence and it became widely hailed only from the beginning of the 19th century. He explains that the contemporary civil service structure is large, permanent, inevitable and powerful and essential to every government on earth. Dagash (1992:80) also observes that the terms "bureaucracy" and "Bureaucrats" reflect the attitude of fear of people towards bureaucrats.

Facilities such as tools and personnel guidelines are required by the newly recruited civil servants. In terms of resources, newly recruited civil servants would require ideas, human, material and finance. This will assist the productive capacity of new entrants into federal civil service.

Civil service reforms were introduced to reposition the structure and improve the image of the civil service. The decadence in the civil service could be attributed among other things, to the politicization of the federal civil service. Salami (1992) observes that during the early years of Nigeria's independence, the civil service applied merit in recruitment. However, later recruitment practice became subject to the recommendations from influential dignitaries, traditional rulers, politicians and top government functionaries.

The reforms centered on recruitment practice and utilizing the productive capabilities of workforce recruited into the federal civil service. The main concern of government was how to ensure the civil service role as service-oriented was improved to meet the demands of the public.

Reforms represent the desire to meet the dynamic state of the country occasioned by technology, and economic changes (Akinboye *et al*, 2007:20-33). The civil service exists to serve the public and whenever changes occur in the environment, the civil service must provide corresponding functional changes. Thus, reforms in the civil service are aimed at meeting environmental changes.

Olaopa (2009:39) notes that the trend of professionalism of the service paves the way for its assessment and constraint introduction of reforms

culminating in the New Public Management (NPM). Olaopa (2009:141) also observes that series of reforms were introduced into the federal civil service by successive military administrations in Nigeria. This places the civil service as a body that developed through reforms and reviews Olaopa (2009:147) prescribes the harmony of politics and technocracy for smooth administrative work of the federal civil service.

Criticisms of the federal civil service necessitate the rise of reforms to meet the aspirations of the public. The privatization policy of government is an extension of government reforms to evolve a civil service that will provide both service and profit. The focus on service by the Nigerian federal civil service implies that it will be difficult to measure efficiency and effectiveness without a profit-driven led public sector. Thus, the character of the civil service now extends to the frontiers of productivity for economic surplus of the country.

The reforms were also aimed at organizational effectiveness, national development and improvement of living standard of Nigerians. For instance, the due process as a reform agenda in recruitment implies that the statutory administrative and personnel procedure be followed in the recruitment process. This allows for maintenance of standards and equal opportunities to all seeking employment.

Adegoroye (2004: 4) explains that reforms of the federal civil service have their implementation strategies and in the light of recent reforms in the federal civil service of Nigeria are the *modus operandi* for the effective implementation of government policies which include:

(i) Establishment of the National Council on Reforms with the President of the Federal Republic of Nigeria as Chairman. Other members are the Vice-President, Senate President, and the Speaker of Federal House of Representatives, Chief Justice of Nigeria, Secretary to the Federal Government of Nigeria, Head of Service of the Federation, Accountant-General of the Federation, Honourable Minister of Justice, Honourable Minister of Finance, Chairman, Independent Corrupt Practices and Other Related Offences Commission.

(ii) Establishment of a steering committee on reforms under the Chairmanship of the Honourable Minster of Finance.

(iii) Establishment of the Bureau of Public Service Reforms to serve as the coordinating and operating member of the Public Service Reform Agenda of Government as well as serving as secretariat to both the Steering Committee and the National Council on Reforms.

(iv) Establishment of a Service Delivery Unit to, among others, monitor adherence to Service Delivery Charter freely subscribed to by public sector institutions.

(v) Establishment of a Policy and Programme Monitoring Unit, in the Office of the President, to among others, build a comprehensive Policy Database for monitoring the process of implementation of Government Policies and Programmes.

The demerits of reforms in the Nigerian federal civil service include failure of government to implement approved recommendations of Commissions. This leads to continuous setting up of Commissions. Kazaure (1992:xi) comments that the failure to fully implement the Udoji Commission's recommendations on the reorganization of the civil service system, led to the setting up of the Dotun Phillips Study Group in 1985. He adds that the Report of the Presidential Task Force culminated in the promulgation of Civil Service (Re-organization) Decree No. 43 of 1988.

In terms of merit, the reforms on recruitment underscore the fact that human resources are the most vital components of organizations and nations. In fact of all the resources of an organization, the human component is the most vital because, all else that make up on organization depends largely on the human component (Likert, 1967:1). The repositioning of the federal

civil service through reforms provides the service with preference for human resources rather than structures.

Reforms in the civil service, particularly, the Civil Service (Re-organization) Decree No. 43 (1988) had the focus of attainment of government objectives, aims and policies. The reforms also aimed at the sustenance of continuity of the service line with the ultimate aim of innovation and change. This dynamism is also situational and functional as reforms that are relevant for today may not be relevant at subsequent period in the life of the civil service.

Kazaure (1992:xi) clarifies that one of the major defects of implementation of recruitment policies in the federal civil service is the absence of an implementation strategy to ensure that policies formulated are effectively implemented. Another is the absence of a monitoring agency. For effective compliance with recruitment policies, the Federal Civil Service Commission was empowered by its enabling decree to monitor the activities of each ministry/extra-ministerial department on appointment, discipline and promotion in order to ensure that the guidelines are strictly and uniformly adhered to. Kazaure (1992:xi) advises that the Federal Civil Service Commission should not be seen as enemies of Chief Executives and

Heads of extra-ministerial department, but should be seen as friends and counselors and also a tool for the proper handling of personnel matters.

3.5 The Federal Character Policy and Recruitment Practice in Nigeria

The Federal Character Commission is a Federal Executive body established by Act No. 34 of 1996 to implement and enforce the federal character principle of fairness and equity in the distribution of public posts; socio-economic amenities and infrastructural facilities among the federating units of the Federal Republic of Nigeria. The Commission is also empowered to operate in a democratic setting (1999 Constitution).

Early antecedents of the federal character principle can be traced to the colonial period when recruitment into the Nigerian Armed Forces was processed through quota system. The application of the quota system in recruitment during the colonial period was to ensure that no one particular section of the country dominated the military.

The success of the implementation of the federal character policy in the military culminated in the call for its application in the Nigerian federal civil service. Regrettably, while the federal character policy was preferred in some sections of Nigeria, some other sections rejected the implementation of the policy.

The Federal Character Commission is one of the fourteen independent Federal Executive Bodies established by Section 153 (1) of the 1999 Constitution. However, its existence has antecedents to the Federal Character Commission, Decree No. 34 of 1996 (the Enabling Act). The Act was a consequence of the 1994/95 Constitutional Conference.

The (Act) establishing the Commission with specific reference to part iv of federal character principles and selection process for recruitment into the Federal Public Service are as follows:

1. The Federal Character Commission is mandated by Section 4 (1) (g) of its Enabling Statute to ensure, inter alia, that all Ministries and Extra-Ministerial Departments, Parastatals and other Government Agencies have a clear criteria including conditions to be fulfilled and comprehensive guidelines on the procedure for determining eligibility as well as the procedure for employment into the Public Service.

2. In view of the above, and in order to ensure smooth implementation of the Federal Character Policy on employment into the Federal Public Service without in any way compromising merit, the Commission requires all employers of labour in the federal civil service to comply with extant regulations of the Commission on employment.

3. The purpose of the guidelines is to streamline the selection process, such that the best and most competent persons from each state of the Federation are employed thereby ensuring that the principle of merit is upheld. Accordingly, the following process shall be followed in filling all existing vacancies, particularly at the entry level in all Public Service Establishments, nationwide:

a. Vacancies should be advertised in at least two newspapers circulating nationally, giving prospective candidates, a minimum of six weeks to apply. This is to enable wide dissemination of the information so as to attract the best materials from all parts of the country.

b. Where vacancies are advertised on the internet, this should not, for now, preclude similar advert in two newspapers aforesaid and prospective candidates should still be given six weeks to apply. This requirement is necessary given the low level of internet access by a vast majority of the populace.

c. Employers of labour should ensure that they have comprehensive job description for each vacant position as well as comprehensive academic and cognate experience required for filling such vacancies.

d. Only candidates who have met the basic minimum requirements for each position should be shortlisted for interview or other selection process. Under no condition should an unqualified candidate be shortlisted purportedly on the basis of federal character. However, once a candidate has met the basic minimum requirements, he should not be penalized in favour of another or other candidates who might possess higher qualifications but should qualify to compete for positions reserved for his State.

e. Qualified and competent candidates are to be shortlisted for interview or other selection mode on State basis, and drawn as much as possible, in equal number from each State of the Federation, indicating also, their Local Government Area. A quarter of the number of candidates from each State shall be drawn from the Federal Capital Territory. The best and most competent candidates from each State of the Federation and the Federal Capital Territory shall be shortlisted to compete for positions reserved for their respective States.

g. Where an aptitude test or any other type of written or oral test is required as part of the selection process, the compilation of results should be on State by State basis, to enable the best from each State and the Federal Capital Territory be employed.

h. The list of shortlisted candidates as well as the final list of candidates offered employment shall be forwarded to the Commission.

i. To ensure compliance with the above selection process, the Commission requests for representation as observer at all recruitment interview for prospective employees.

j. Accordingly, it shall be notified of and invited to such recruitment exercise at least two weeks in advance. It shall be the responsibility of all Permanent Secretaries/Chief Executives of all Ministries/Extra-Ministerial Departments, Parastatals, Agencies and other Federal Government Establishments to ensure compliance with the above process.

The Federal Character Commission is relevant in a diverse state like Nigeria. The policy sustains the representation of ethnic majorities and ethnic minorities in the country. Mustapha (2006) notes the three major ethnic groups in Nigeria. These are the Hausa-Fulani of the North, the Yoruba of the Southwest and the Igbos of the Southeast.

The pace towards nationalism brought about the concept of recruitment into the Nigerian federal civil service. The educational imbalance between the

northern and southern states had impact on recruitment into the federal civil service.

The term “federal character” provided for the participation of indigenes of respective states in the federation in bureaucracies and institutions and is aimed at securing national integration.

The federal character principle is also relevant to recruitment in a country like Nigeria with various ethnic diversities. Meritocratic considerations alone would have been controversial in a country where ecological factors are pronounced. The merit system however includes the attempt to ensure that educational and bureaucratic facilities are shared among respective states of the federation. It is imperative that federal character as a principle of equal participation should recognize qualification and merit.

Federal character is also aimed at bridging the gap of educational imbalance and the Northern part of Nigeria has suffered from a long period of educational imbalance (Tamuno, 1984:398). Despite the educational imbalance with southern counterparts, northerners preferred to have expatriates rather than southerners when northerners with required qualification for employment were not available. The north distrusted the use of southerners in their civil service. Federal character is expected to

recognize the rights of heterogeneous societies and identify the best in terms of merit for recruitment when vacancies occur.

The federal character policy is relevant in recruitment into the federal civil service. However, its application must recognize the inclusion of the merit system which the federal character principle and selection process for recruitment into the federal civil service provides in the extant rules.

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CHAPTER FOUR

4.0 METHODOLOGY

4.1 Research Design

O'Sullivan *et al* (2008) are of the view that descriptive research designs are the basic research tools of administrators and policy analysts. This is because they provide a wealth of information which is easy to understand and interpret. This study therefore employs both the quantitative and qualitative research methods in order to appraise the implementation of recruitment policies in the federal civil service of Nigeria.

This study adopts both the elite and personal interview methods to provide information on constraints of implementation of recruitment policies. Quantitative data collection was based on stratified random sampling while qualitative method applied elite interview with structured interview guide. The qualitative data also utilizes textbooks and journals related to the study.

The research utilizes the descriptive survey method. This method was employed to explain vividly the main theme of the study and describe factors responsible for constraints of implementation of recruitment policies in the federal civil service of Nigeria.

4.2 Study Population

The study population comprises ministries in the federal civil service of Nigeria. These include:

i) Federal Ministry of Establishments and Pensions, Abuja.

ii) Office of the Head of Civil Service, Abuja.

iii) Federal Ministry of Information and Communication, Abuja.

iv) Federal Ministry of Finance, Abuja.

v) Federal Ministry of Commerce and Industry, Abuja.

vi) Federal Ministry of Education, Abuja

vii) Federal Ministry of Heath Abuja

It also included the leadership of the federal civil service, through the office of the Head of federal civil service. The objective of the selected locations was based on representativeness of the workforce in the selected federal ministries as the workforce includes civil servants from all the thirty-six states of Nigeria. The staff strength of each of the seven ministries comprised approximately five thousand (5,000) workers. The workforce of approximately thirty-five thousand (35,000) was utilized out of which seven hundred were randomly selected.

4.3 Study Location

The main location of the study was Abuja. The federal civil service was selected because it is the nerve centre of civil service practices in the federation. As the oldest Nigerian bureaucracy, with antecedents dating back to the 1954 Lyttelton Constitution, it has grown through leaps and bounds. The federal civil service by virtue of its early antecedents is the symbol of Nigerian public administration practice from which the thirty-six (36) state civil services took their cue. Abuja was selected because the headquarters of ministries used as study locations are at Abuja.

4.4 Sample Size

A sample size of seven hundred (700) was utilized from seven selected institutions that comprised approximately thirty-five thousand (35,000) members of staff. This sample size averages 100 respondents per ministry and is based on limitations of fieldwork. This however has no adverse effect on the outcome of the study.

4.5 Sampling Method

To obtain objectivity among the three levels of employees in management which includes low, middle and top level employees, the stratified random sampling was employed. The questionnaires were distributed equally as follows; Federal Ministry of Establishments and Pensions (100); Office of Head of Civil Service Abuja (100); Federal Ministry of Information and

Communication, Abuja (100); Federal Ministry of Finance, Abuja (100), Federal Ministry of Commerce and Industry, Abuja (100), Federal Ministry of Education, Abuja (100) and Federal Ministry of Health, Abuja (100). The sample comprises top level employees (Grade Level 15 to 17), middle level employees (Grade Level 7 to 14) and junior level employees (Grade level 01 to 06). The number of sample employed was to achieve an equal representation of views among the relevant management strata of federal civil servants that were administered with questionnaires.

The stratified random sampling by management levels was also with the view that management work principles such as Management by Objective (MBO) and the Total Quality Management (TQM) could best be applied through equal representation of views from the entire management workforce staff (junior and middle level employees) and top level employees who are highly involved in policy formulation and implementation. Thus, questionnaires were distributed to the seven locations earlier mentioned. The ministries have personnel departments in charge of recruitment duties. The ministries were also selected to ensure that practical views of the subject matter were effectively covered. The sample population of seven hundred (700) was applied based on the need to maintain the confidentiality principle expected in the federal civil service of Nigeria. A larger population would be difficult to capture in terms of in-

depth discussions on problems of recruitment due to the qualities of anonymity, impartiality and loyalty expected of federal civil servants that make up the study population. There were also constraints of time, on the side of respondents who were engaged in pressing assignments by their superior officers and regular attendance of meetings to initiate policies on the part of middle and top management strata of the sample population. The federal ministries selected were based on relevance of their functions to recruitment process in the federal civil service.

4.6 Administration of Questionnaires

The questionnaires were administered through the strength of letter of introduction from the Doctoral Program Coordinator in the Department of Political Science to the Heads of Personnel Departments of the respective federal ministries. The ministries were informed of reasons for administration of the questionnaires. The questionnaires were administered on equal representative basis among low level employees on salary grade level 01 to 06, middle level employees on salary grade level 07 to 14 and top level employees on salary grade level 15 to 17. Administration of the questionnaires was also assisted with the current status of the researcher as a Deputy Registrar (Personnel) which inspired a high level of trust with respondents. Albeit, there were signs of lack of interest with the low level management workers who could not effectively simulate the objective of

the study. This group also expressed fears of representation of their opinions for reasons ascribed to confidentiality of information and record for which they were strongly advised to uphold as junior officers. Thus, a high level of convincing statements and declarations were made through formal letter pledging that their views will be treated with utmost confidence. The fieldwork was done at Abuja where the federal ministries selected were located. The summary of administration of questionnaire reflected that from a total number of seven hundred (700) questionnaires administered, a total of 547 representing 78.14% were completed and returned. However, the remainder totaling 153 (21.86%) were unreturned. The summary therefore stood as follows:

i. Respondents from top management level of workers
= 261 (47.71%)

ii. Respondents from middle management level of workers
= 184 (33.64%)

iii. Respondents from low level management level of workers
= 102 (18.65%)

The total number of respondents in the final analysis stood at 547 (78.14%) of the total number of 700(100%).

Table 4.1: Questionnaire Analysis

Ministries	No. of questionnaires distributed	No. of questionnaires returned	No. of questionnaires unreturned	Percentage (%) returned	Percentage (%) unreturned
Federal Ministry of Establishments and Pensions, Abuja	100	79	17	79	17
Office of Head of Civil Service Abuja	100	76	24	76	24
Federal Ministry of Information and Communication, Abuja	100	89	16	89	16
Federal Ministry of Finance, Abuja	100	69	28	69	28
Federal Ministry of Commerce and Industry, Abuja	100	68	21	68	21
Federal Ministry of Education, Abuja	100	90	15	90	15
Federal Ministry of Health, Abuja	100	76	32	76	32
Total	**700**	**547**	**153**	**78.14**	**21.86**

Source: Study Questionnaire, 2009

4.7 Pilot Study

A pilot study was conducted to pre-test the study on appraisal of implementation of recruitment process/policy process model in the federal civil service of Nigeria. The first aim of the pilot study was to test the

instrument for data collection and second to gain further insight on current status of recruitment practice and aspects that required modification. It also aimed to test ambiguous questions and other questions not clear to the respondents could be reversed.

The pilot study is used as a feasibility study done in preparation for a major study (Pilot *et al* 2001: 467). The pilot study is also used for pretesting and trying out a particular research instrument (Baker, 1994: 182-183). The advantage of conducting the pilot study is that it might give advance warning about where the main research project could fail, where research protocols may not be followed or whether proposed methods or instruments are inappropriate or too complicated. De-Vaus (1993:54) states that the pilot study is used to avoid risk taking. The focus group in this study were used to identify key issues from which the questionnaire was developed. This was then piloted prior to the study (Hundley *et al* 2000). The pilot study was able to identify potential practical problems encountered during the research procedure. This included means of distribution and collection of questionnaire. Thus, the pilot study gave validity and reliability to this research study.

The pilot study was conducted among bureaucrats in top, middle and low management level of the Nigerian federal civil service. The pre-test was

administered on the bureaucrats at the three levels of management level to pre-test the questionnaire and a prediction validity test using the Likert scale was carried out on sample population of twenty-one to verify the validity of findings of the study.

The sample population for the pilot study was based on simple random sampling of bureaucrats from each stratum of middle low level officers in the seven ministries used as study location. The pilot study intended to test the logistic and collect information before the larger study and also improve the quality and effectiveness of the larger study. The pilot study gave insights into inadequacies that might occur in the main study. This knowledge was used to execute the research successfully as the pilot study exposed problems in the design of the questionnaire.

Initially, the study aimed at gathering information from the top management strata who are mainly involved in the practice of recruitment policy implementation. The pilot study however gave insights for expanding aspects of questions raised and cut across all aspects of public personnel policy, rather than restriction to aspects of recruitment policy implementation. The study was therefore enriched with a catalogue of information on problems of recruitment policy implementation.

4.8 Data Collection and Analysis

In primary data collection, the study mainly employs the use of interviews and questionnaires for statistical interpretation, while in secondary source, the study utilized textbooks, journals, institutional profiles and documentary data. These data were obtained through utilization of questionnaire survey which was designed with a view to elicit information from relevant target groups involved in implementation of recruitment policies. Notes from fieldwork and interviews were analyzed with the quantitative findings to identify the causes of constraints in implementation of recruitment policies.

Quantitative Data Collection

The research provides an empirical analysis of constraints of recruitment policy implementation in the federal civil service of Nigeria. It adopts a thirty six (36) item survey instrument (questionnaire) to identify the constraints encountered by federal civil service in the implementation of recruitment policies. Respondents were requested to provide answers to the constraints observed in variables within the ambit of public personnel management process. The Likert scale was used to measure the degree of agreement by respondents to the statement that there are constraints of implementation of recruitment policies in the federal civil service of Nigeria. These constraints include pressure on civil servants to recruit, imposition of applicants and over emphasis on federal character. The four-

point Likert scale was applied and answers of respondents were analyzed to indicate whether they strongly agree, agree, disagree or strongly disagree. Scores provided from responses were computed to determine the validity of issues raised in the study.

Qualitative Data Collection

Field notes from interviews were edited, transcribed and content analyzed. The second stage was processing and classifying statements from respondents into concepts and unifying groups of concepts into categories. Coding was involved in selecting core categories relating to the statement that *lack of facilities and poor regard to procedures hinders the effective implementation of recruitment policies by the federal civil service* and the statement that *government reforms have improved the service*. These were related to other categories contained in the questionnaire. Moreover, memo writing and diagrams were used as part of the data analysis strategy.

4.9 Elite interview

Marheim *et al* (2005) state that people are referred to as elites if they have knowledge of a given research project which requires that they may be given individualized treatment in an interview. Their elite status is based on their access to information that can help answer a given research question. Interviews were conducted with few selected individuals with the aid of a guide. The individuals have the power of expertise in the subject of the

research. The individuals were interviewed at length and data gathered add to the depth of the study. (Erinosho *et al* 2006:39). To understand more fully the causes of constraints effective implementation of recruitment policies in the federal civil service, elite interviews were made with cross section of low, middle and top level employees in the federal ministries. This allowed discussion to probe into the underlying constraints to recruitment policies in the federal civil service of Nigeria. Respondents interviewed gave vivid description of constraints such as problems with application of merit, federal character and lack of regard to vacancy needs which feature in recruitment practice. To probe the constraints of implementation of recruitment policies in the federal civil service of Nigeria, the study applies elite interview with structured interview guide to assist investigation of problem areas and proffer effective solutions. Questions included but not limited to issues on recruitment practice in the federal civil service of Nigeria. Thus, questions centered on the underlying constraints in the application of merit in recruitment process and impact of application of the federal character policy in recruitment in the federal civil service. The main objective of the elite interview is to determine objectively why the federal civil service of Nigeria is assessed by the public as ineffective, insensitive to work ethics and weak in policy implementation. This would assist suggestions for improved public administration practice in the federal civil service and provide a public bureaucracy that would

effectively render domestic functions, utility functions and effectively serve as custodians of government information. Respondents were assured that information provided on their views on the ills of the federal civil service would be treated with utmost confidence. This paved the way for detailed discussions between interviewer and interviewee (researcher/and respondents).

The elite interview included Permanent Secretaries who were requested to discuss specific issues on recruitment as it relates to their ministries. The Permanent Secretaries assigned to discuss the constraints of implementation of recruitment policies, pleaded for anonymity. However, they noted that the main problems of recruitment were mounting of pressure from unemployed graduates who felt that disengagements of civil servants created vacancies through severance, purges and retirements. They noted that replacement costs as well as payments of severance packages constituted huge costs that could have been diverted to improve facilities for expansion of the federal civil service.

The interviews were held between 10.00am and 4.00pm between October 21, 2009 and November 27, 2009.

4.10 Personal Interview

Asika (2002:15) describes personal interview as a survey method involving the interviewer and respondent. The interviewer arranges an interview schedule, meets the respondent, asks questions about the respondents, and completes the interview schedule himself. The interviewer often extends beyond the interview schedule to ask additional questions to enrich the purpose of the research. The personal interview allows the interviewer to have adequate exposure on the subject matter.

Asika (2002:15) clarifies that the interviewer must create a congenial atmosphere of mutual respect, tact and understanding. The personal interview method allows for detailed responses to be given to questions asked. Furthermore, because the length of response is not restricted, the researcher gets all he needs and even more for any question asked. The personal interview can also be recorded to improve the quality of note taking of responses.

The benefits of the personal interview motivated the researcher to arrange an interview schedule with the Head of Civil Service of the Federation who is the chief executor of the Nigerian public bureaucracy and who is more aware of the intricacies of the federal civil service. Information received from the Head of Civil Service was authentic as the office holder is the

chief custodian of government record and whose functions cover the detailed needs of the topic of this study.

The functions of the Head of Civil Service of the Federation places the office holder in good stead to provide internal and external factors of constraints of recruitment practice in the federal civil service of Nigeria.

Interview with the Head of Federal Civil Service brought to the fore, the myriad of reforms introduced into the civil service. In his opinion, the civil service has improved in recent times. He notes that the civil service fulfills its functions, and reforms in the civil service have positive impact on the growth of the service.

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CHAPTER FIVE

5.0 PRESENTATION AND ANALYSIS OF DATA

5.1 Presentation of Data

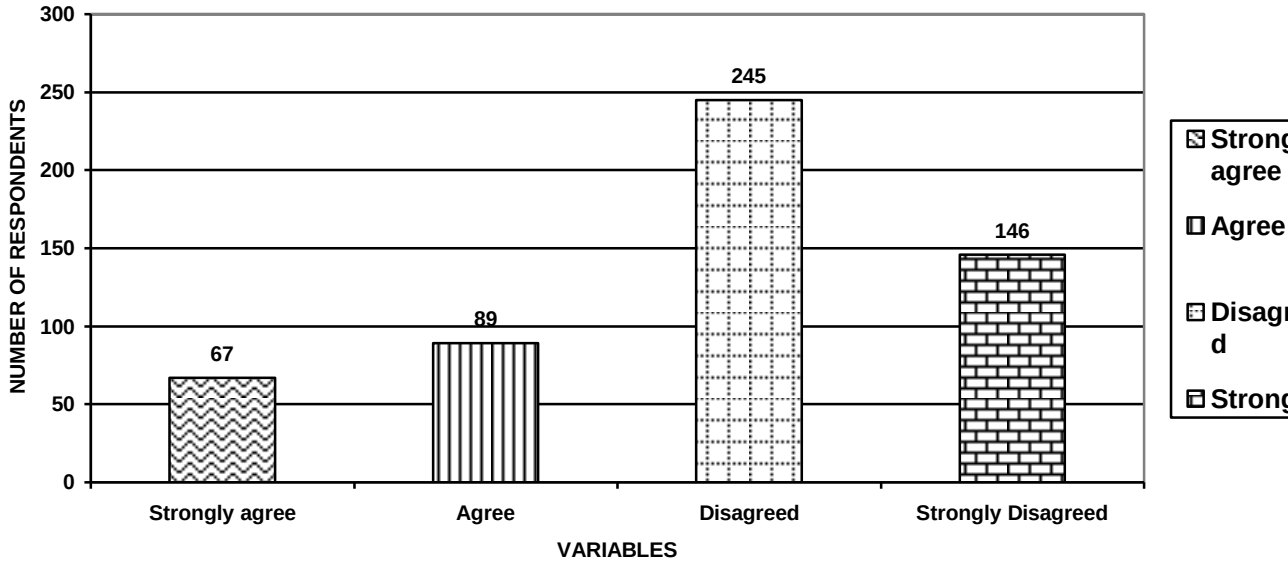
1. Table 5.1: Opinions of respondents on whether policy formulation in Nigeria satisfies social, economic and political conditions of the public.

Variable	Respondents	Percentage (%)
Strongly agree	64	11.70
Agree	78	14.26
Disagree	262	47.90
Strongly Disagree	143	26.14
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

Most of the respondents in table 5.1 amounting to 405 (74.04%) are of negative opinion by disagreeing that policy formulation in Nigeria satisfies social, economic and political conditions of the public. However, only 142 (25.96%) are in agreement with the statement.

2. **Figure 5.1: Opinions of respondents on whether policies are not made out of consultations with citizens.**



Source: Study Questionnaire, 2009

Of the respondents, in figure 5.1, a small percentage 156 (28.52%) agree that policies are not made out of consultations with citizens. A very large percentage of respondents represented by 391 (71.48%) disagreed.

3. **Table 5.2: Opinions of respondents on whether policies consider welfare needs of citizens.**

Variable	Respondents	Percentage (%)
Strongly agree	62	11.34
Agree	99	18.10
Disagree	257	46.98
Strongly Disagree	129	23.58
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

From the table 5.2 above, it can be seen that 161 (29.44%) agree to the statement. A very large number 386 (70.56%) disagree that Policies consider welfare needs of citizens.

4. **Table 5.3: Opinions of respondents that lack of facilities hinders the effective implementation of policy by federal civil servants.**

Variable	Respondents	Percentage (%)
Strongly agree	150	27.42
Agree	259	47.35
Disagree	63	11.52
Strongly Disagree	75	13.71
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

A very large majority of the respondents in table 5.3 amounting to 409 (74.77%) agree that lack of facilities hinders the effective implementation of policy by federal civil servants. However, 138 (25.23%) of the respondents disagree with this statement.

5. **Table 5.4: Opinions of respondents that absence of set targets is a major constraint of effective policy implementation in the federal civil service**

Variable	Respondents	Percentage (%)
Strongly agree	136	24.86
Agree	262	47.90
Disagree	62	11.33
Strongly Disagree	87	15.91
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

Majority representing 398 (72.76%) of the respondents in table 5.4 agree to the statement that the absence of set targets is a major constraint of effective policy implementation in the federal civil service. On the other hand, 149 (27.24%) disagree.

6. **Table 5.5: Opinions of respondents that policy implementation in the federal civil service is affected by inheritance of colonial administration, heavy reliance on bureaucratic practices and constraints of enforcement of policies.**

Variable	Respondents	Percentage (%)
Strongly agree	107	19.56
Agree	278	50.82
Disagree	70	12.80
Strongly Disagree	92	16.82
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

Table 5.5 shows that although 162 (29.62%) of the respondents disagree, the majority representing the highest number of respondents 385 (70.38%) agree that policy implementation in the federal civil service is affected by inheritance of colonial administration, heavy reliance on bureaucratic practices and constraints of enforcement of policies.

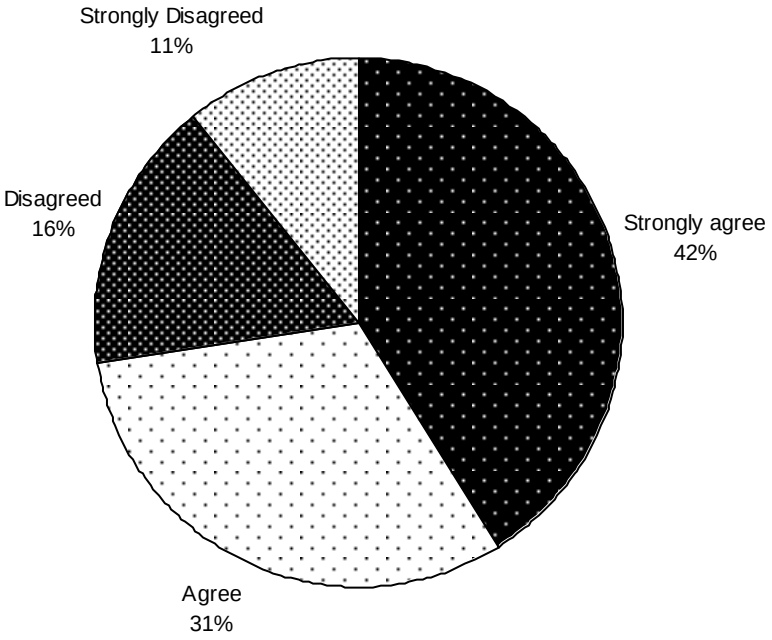
7. **Table 5.6: Opinions that Nigerian public administrators are not as effective as colonial administrators in policy implementation.**

Variable	Respondents	Percentage (%)
Strongly agree	92	16.82
Agree	300	54.85
Disagree	69	12.61
Strongly Disagree	86	15.72
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

392 (71.67%) of the respondents in table 5.6 agree that Nigerian public administrators are not as effective as colonial administrators in policy implementation. However, a lower percentage of 155 (28.33%) disagree with the statement.

8. **Figure 5.2: Opinions that Nepotism in recruitment and placement hinders discharge of duties in the federal civil service.**



Source: Study Questionnaire, 2009

Majority of the respondents in figure 5.2 were affirmative representing 397 (72.57%). However, 150 (27.52%) disagree that nepotism in recruitment and placement hinders discharge of duties in the federal civil service.

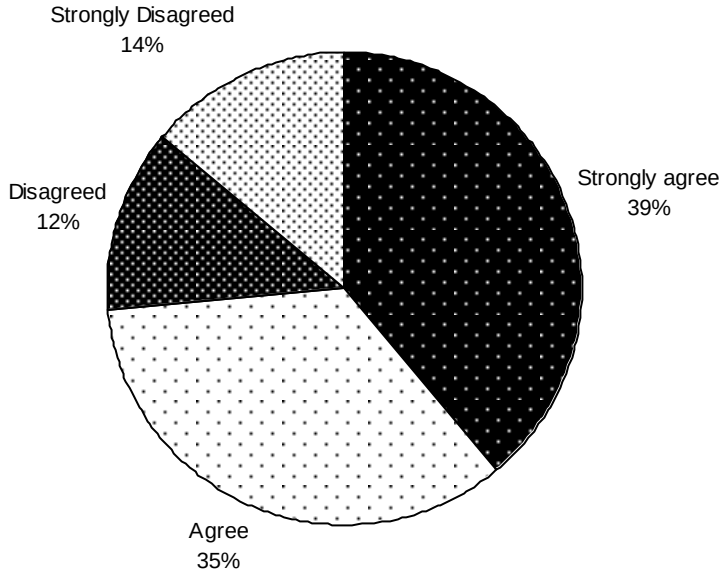
9. **Table 5.7: Opinions that recruitment and placement in the federal civil service is affected by pressure on the federal civil service commission by job seekers.**

Variable	Respondents	Percentage (%)
Strongly agree	82	14.99
Agree	60	10.97
Disagree	249	45.52
Strongly Disagree	156	28.52
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

Although a large number of the respondents with 405 (74.04%) in table 5.7 disagree that recruitment and placement in the federal civil service is affected by pressure on the federal civil service commission by job seekers, some respondents representing 142 (25.96) still disagree with the statement.

10. Figure 5.3: Opinions that recruitment and placement of good quality civil/public servants is affected by poor implementation of federal character policy.



Source: Study Questionnaire, 2009

Majority of the respondents in figure 5.3 amounting to 403 (73.68%) agree that recruitment and placement of good quality civil/public servants is affected by poor implementation of federal character policy while 144 (26.32%) disagreed.

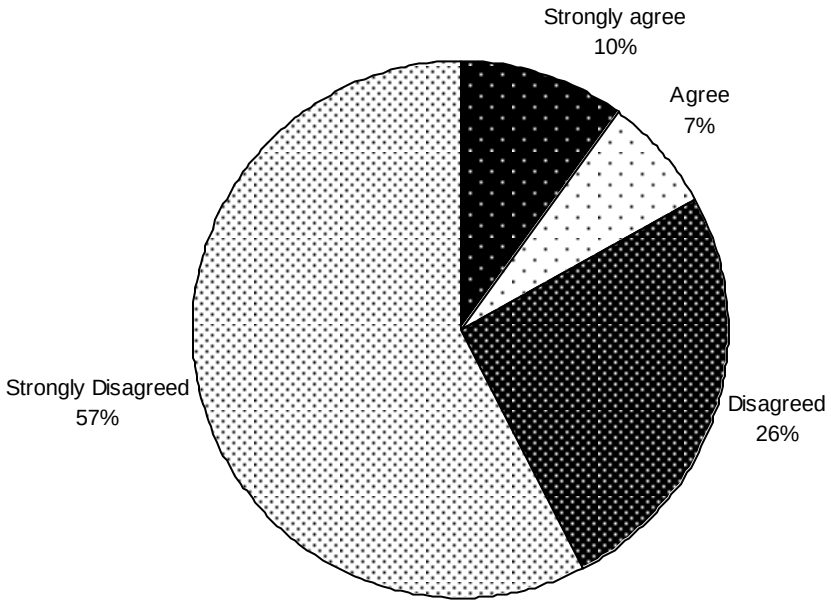
11. Table 5.8: Opinions that transfer and secondment policies in the federal civil service is affected by preference of civil servants for routine rules.

Variable	Respondents	Percentage (%)
Strongly agree	224	40.95
Agree	204	37.29
Disagree	79	14.44
Strongly Disagree	40	7.31
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

Most of the respondents in table 5.8 represented by 428 (78.24%) agree that transfer and secondment policies in the federal civil service is affected by preference of civil servants for routine rules. Only 119 (21.75%) disagree.

12. Figure 5.4: Opinions that transfer and secondment are seen as punitive measures



Source: Study Questionnaire, 2009

Only 93 (17.00%) of the respondents in figure 5.4 agree that transfer and secondment are seen as punitive measures. Majority of the respondents 454 (82.99%) disagree with the statement.

13. Table 5.9: Opinions that there is favouritism in the application of transfer and secondment policies

Variable	Respondents	Percentage (%)
Strongly agree	43	7.86
Agree	59	10.78
Disagree	333	60.88
Strongly Disagree	112	20.48
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

From the data obtained in table 5.9 only 102 (18.64%) are in the affirmative that there is favouritism in the application of transfer and secondment policies. Most of the respondents disagree with a percentage of 445 (81.36%).

14. Table 5.10 Opinions that training policies in the federal civil service is affected by poorly designed training policies

Variable	Respondents	Percentage (%)
Strongly agree	64	11.70
Agree	55	10.05
Disagree	201	36.75
Strongly Disagree	227	41.50
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

428 (78.25%) representing the majority of the respondents in table 5.10 disagree that training policies in the federal civil service is affected by poorly designed training policies. 119 (21.75%) chose to agree.

15. **Table 5.11: Opinions that training policies in the federal civil service is affected by lack of capacity to monitor training needs.**

Variable	Respondents	Percentage (%)
Strongly agree	45	8.23
Agree	86	15.72
Disagree	312	57.04
Strongly Disagree	104	19.01
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

A number of 131 (23.95%) respondents in table 5.11 agree that training policies in the federal civil service is affected by lack of capacity to monitor training needs while 97 (25.33%) also agree. However, the highest number of 416 (76.05%) disagree with the statement.

16. **Table 5.12: Opinions that training policies in the federal civil service is affected by lack of systematic or need- based training and favouritism in selection of officers for training**

Variable	Respondents	Percentage (%)
Strongly agree	43	7.86
Agree	37	6.76
Disagree	315	57.59
Strongly Disagree	152	27.79
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

Most of the respondents in table 5.12 representing 467 (85.38%) disagree that training policies in the federal civil service is affected by lack of systematic or need-based training and favouritism in selection of officers for training. However, 80 (14.62%) of the respondents agree.

17. **Table 5.13: Opinions that promotion in the federal civil service is not based on performance and efficiency**

Variable	Respondents	Percentage (%)
Strongly agree	250	45.70
Agree	226	41.32
Disagree	70	12.80
Strongly Disagree	1	0.18
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

The highest number of respondents table 5.13 totaling 476 (87.02%) agrees that promotion in the federal civil service is not based on performance and efficiency. Only 71 (12.98%) disagree with the statement.

18. **Table 5.14: Opinions that there is poor management of policies on promotion with regards to conduct of examinations**

Variable	Respondents	Percentage (%)
Strongly agree	181	33.09
Agree	284	51.92
Disagree	42	7.68
Strongly Disagree	40	7.31
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

A large majority of 465 (85.01%) in table 5.14 agree that there is poor management of policies on promotion with regards to conduct of examinations. On the other hand, only 82 (14.99) disagree with the statement.

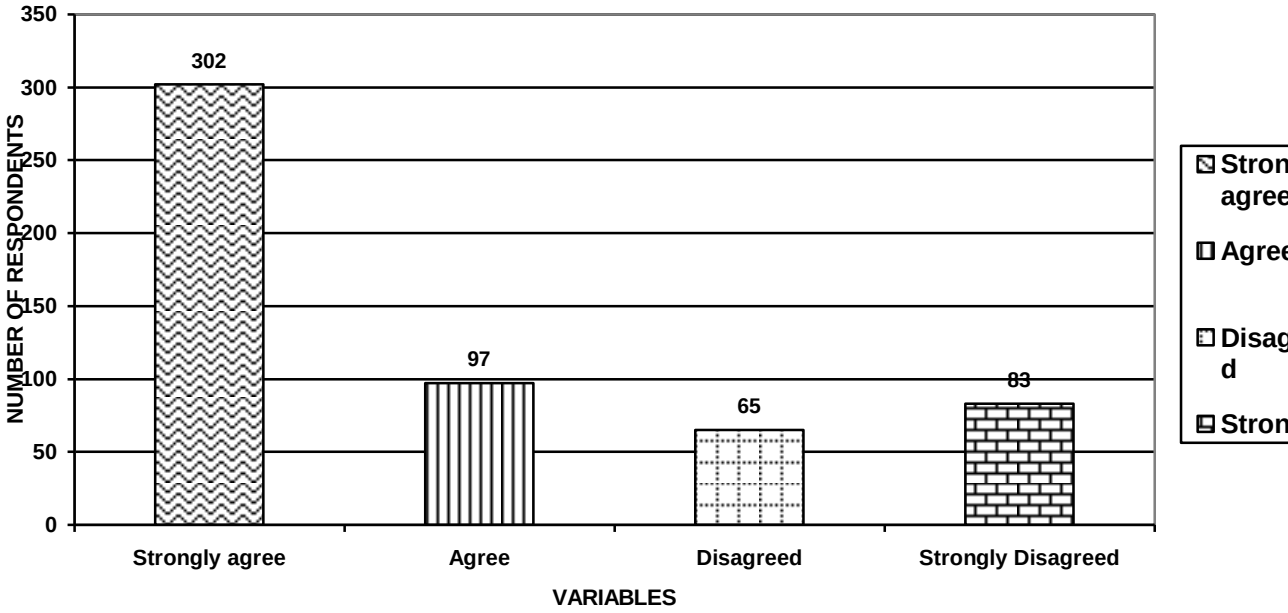
19. Table 5.15: Opinions that federal civil servants are satisfied with the high standard of examination set for promotion

Variable	Respondents	Percentage (%)
Strongly agree	16	2.92
Agree	58	10.60
Disagree	318	58.14
Strongly Disagree	155	28.34
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

From the data in table 5.15 it can be seen that 473 (86.48%) disagree that Federal civil servants are satisfied with the high standard of examination set for promotion. A very low number of 74 (13.52%) agree with the statement.

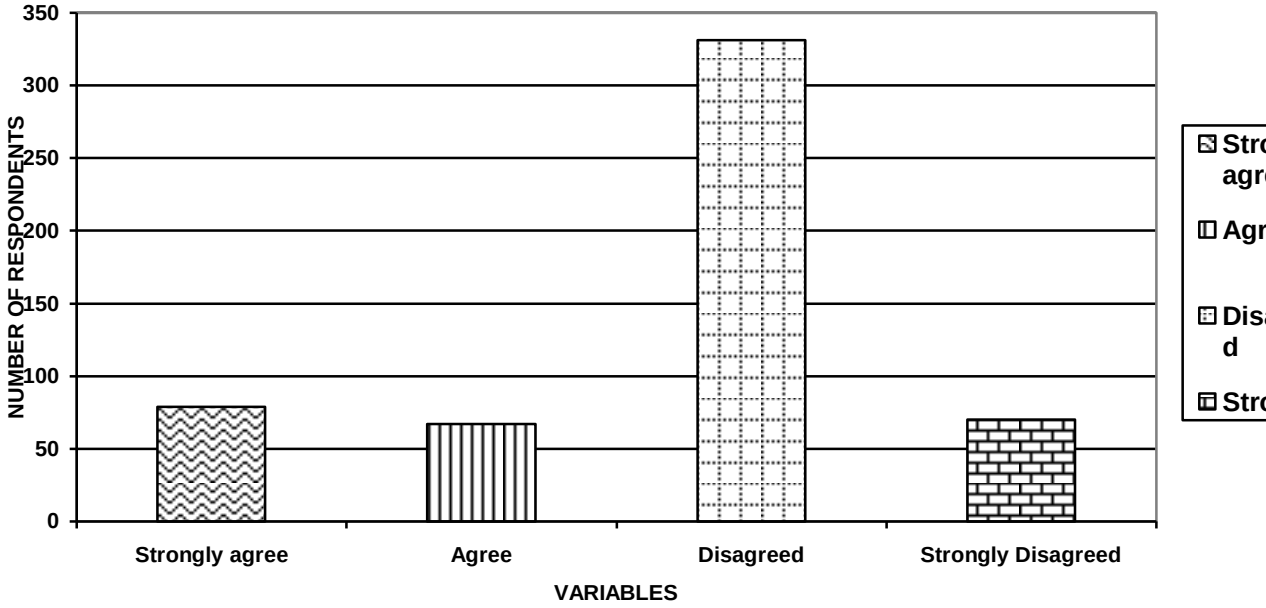
20. **Figure 5.5: Opinions that there is favouritism in recommendation for promotion**



Source: Study Questionnaire, 2009

Respondents totaling 399 (72.94%) in figure 5.5 agree that there is favouritism in recommendation for promotion. 148 (27.05%) respondents disagree.

21. **Figure 5.6: Opinions that officers in the federal civil service are not allowed the opportunity of fair hearing**



Source: Study Questionnaire, 2009

From data obtained in figure 5.6, 146 (26.69%) agree that Officers in the Federal civil Service are not allowed the opportunity of fair hearing. The largest number of 401 (73.31%) disagree.

22. **Table 5.16: Opinions that disciplinary policies are not properly implemented in the federal civil service**

Variable	Respondents	Percentage (%)
Strongly agree	113	20.66
Agree	343	62.71
Disagree	73	13.34
Strongly Disagree	18	3.29
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

From table 5.16, 456 (83.37%) agree that disciplinary policies are not properly implemented in the federal civil service. However, 91 (16.63%) respondents disagree.

23. **Table 5.17: Opinions that disciplinary measures prescribed in the Public Service Rules are effective**

Variable	Respondents	Percentage (%)
Strongly agree	306	55.94
Agree	159	29.07
Disagree	54	9.87
Strongly Disagree	28	5.12
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

Most of the respondents in table 5.17 representing 465 (85.01%) agree that disciplinary measures prescribed in the Public Service Rules are effective while 82 (14.99%) disagree with the statement.

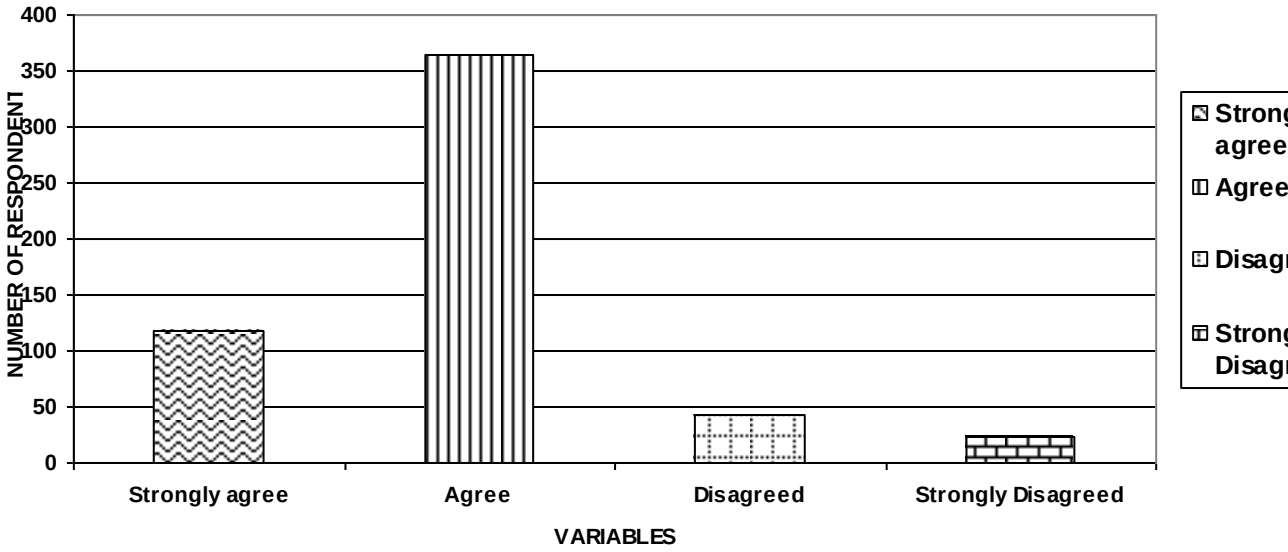
24. **Table 5.18: Opinions that poor salary and ineffective industrial relations4 policies constitute a hindrance to policy implementation in the federal civil service**

Variable	Respondents	Percentage (%)
Strongly agree	373	68.19
Agree	120	21.94
Disagree	28	5.12
Strongly Disagree	26	4.75
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

A very high percentage of 493 (90.13%) in table 5.18 agree that poor salary and ineffective industrial relations policies constitute a hindrance to policy implementation in the federal civil service. On the other hand, a very low percentage of 54 (9.87%) chose to disagree.

25. **Figure 5.7: Opinions that poor security of tenure and constant purges affect roles of federal public servants**



Source: Study Questionnaire, 2009

Although, a very low percentage of respondents 65 (11.88) in figure 5.7 disagree, most of the respondents 482 (88.12%) agree that poor security of tenure and constant purges affect roles of federal public servants.

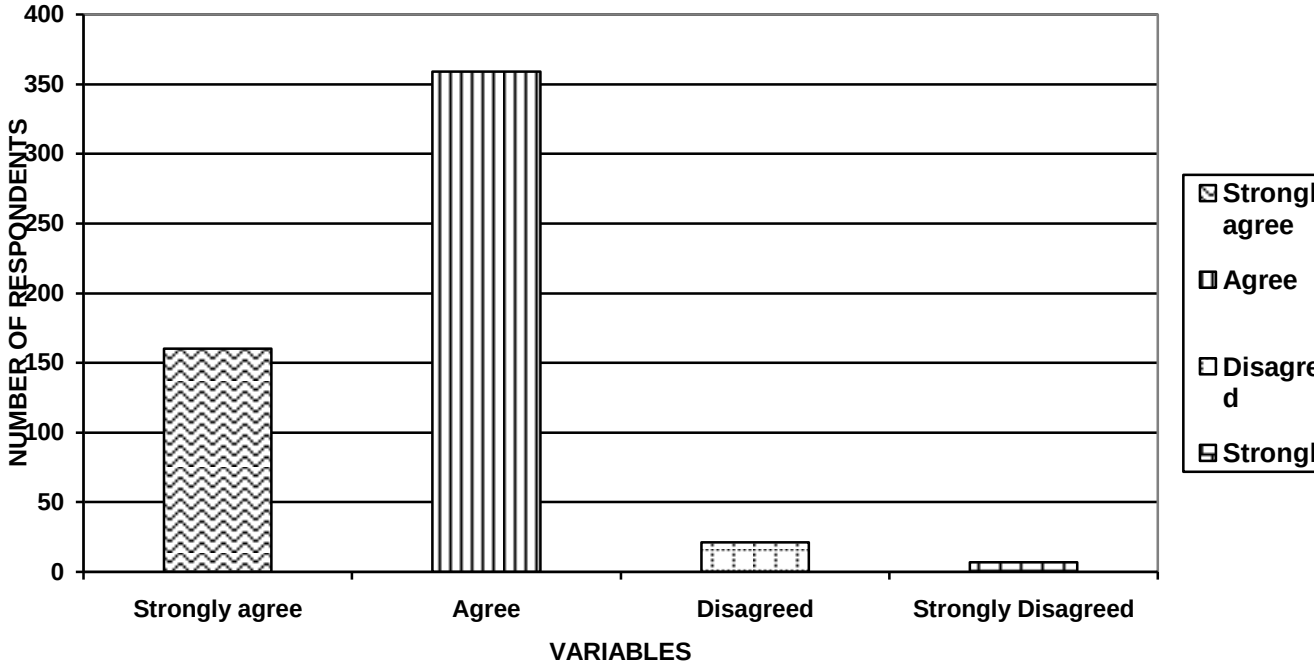
26. Table 5.19: Opinions that Government reforms have improved the service

Variable	Respondents	Percentage (%)
Strongly agree	81	14.81
Agree	321	58.68
Disagree	70	12.80
Strongly Disagree	75	13.71
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

402 (73.49%) of the respondents in table 5.19 agree that government reforms have improved the service. Only 145 (26.51%) of the respondents disagree.

27. **Figure 5.8: Opinions that additional reforms on recruitment are needed to improve the service**



Source: Study Questionnaire, 2009

Almost all of the respondents 519 (94.88%) in figure 5.8 agree that additional reforms on recruitment are needed to improve the service while only 28 (5.12%) respondents disagree with the statement.

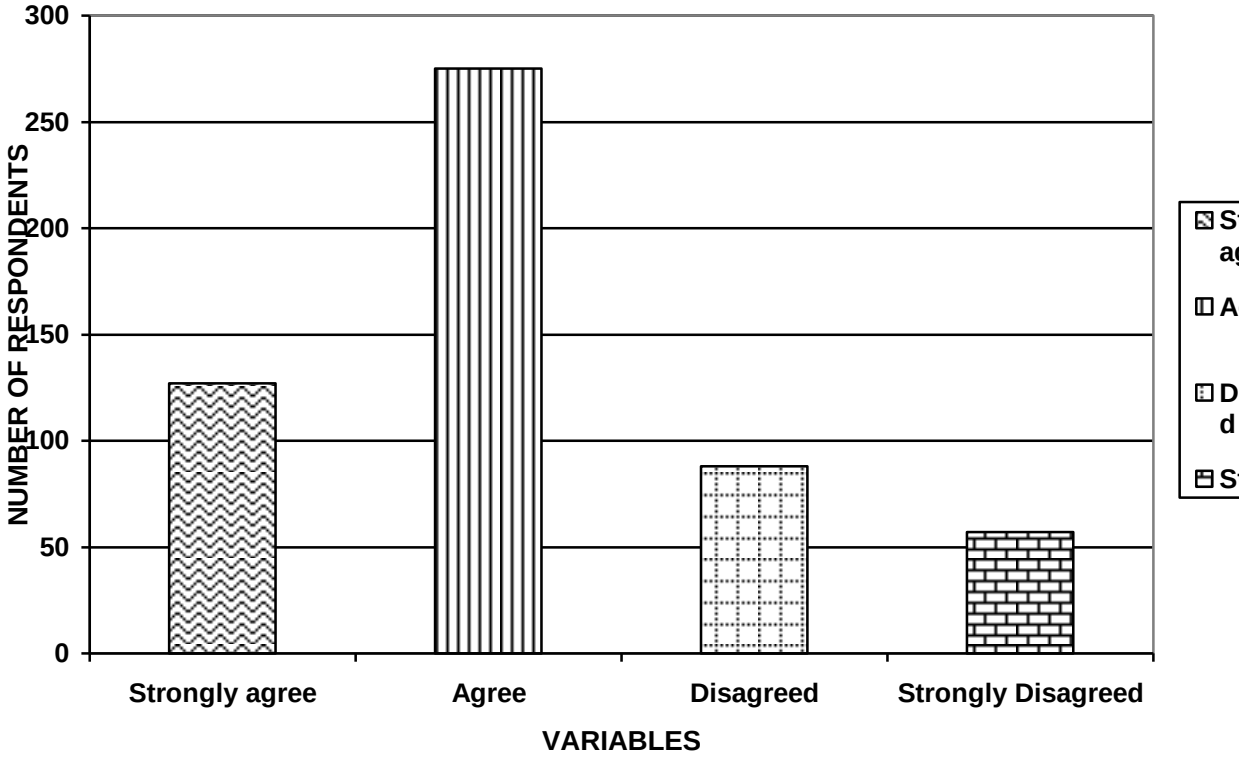
28. **Table 5.20: Opinions that reforms already introduced by the government are inadequate.**

Variable	Respondents	Percentage (%)
Strongly agree	72	13.16
Agree	56	10.24
Disagree	316	57.77
Strongly Disagree	103	18.83
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

A low percentage of respondents 128 (23.40%) in table 5.20 disagree that reforms already introduced by the government are inadequate. A very high percentage however 419 (76.60%) agree with the statement.

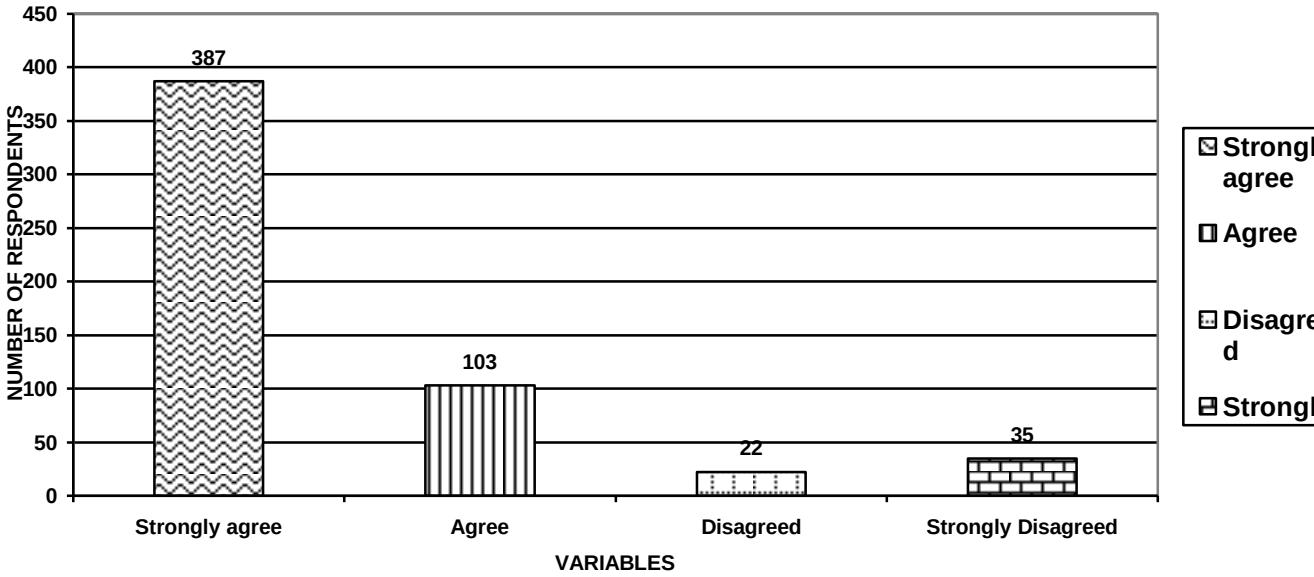
29. **Figure 5.9: Opinions that reforms in the federal civil service are evaluated**



Source: Study Questionnaire, 2009

The highest number of respondents 402 (73.49%) in figure 5.9 agree that reforms in the federal civil service are evaluated. A small number of 145 (26.51%) disagree.

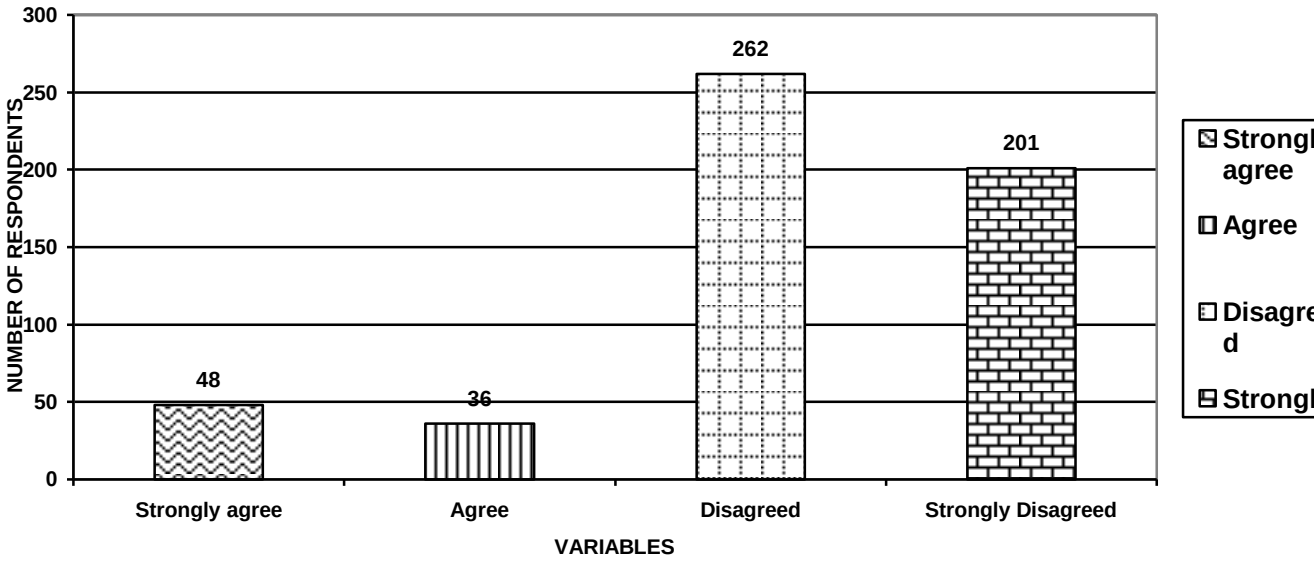
30. Figure 5.10 Opinions that civil servant should perform advisory roles



Source: Study Questionnaire, 2009

A large number of respondents 490 (89.58%) in figure 5.10 agrees that Civil servants should perform advisory roles. A small number of 57 (10.42%) disagree to this.

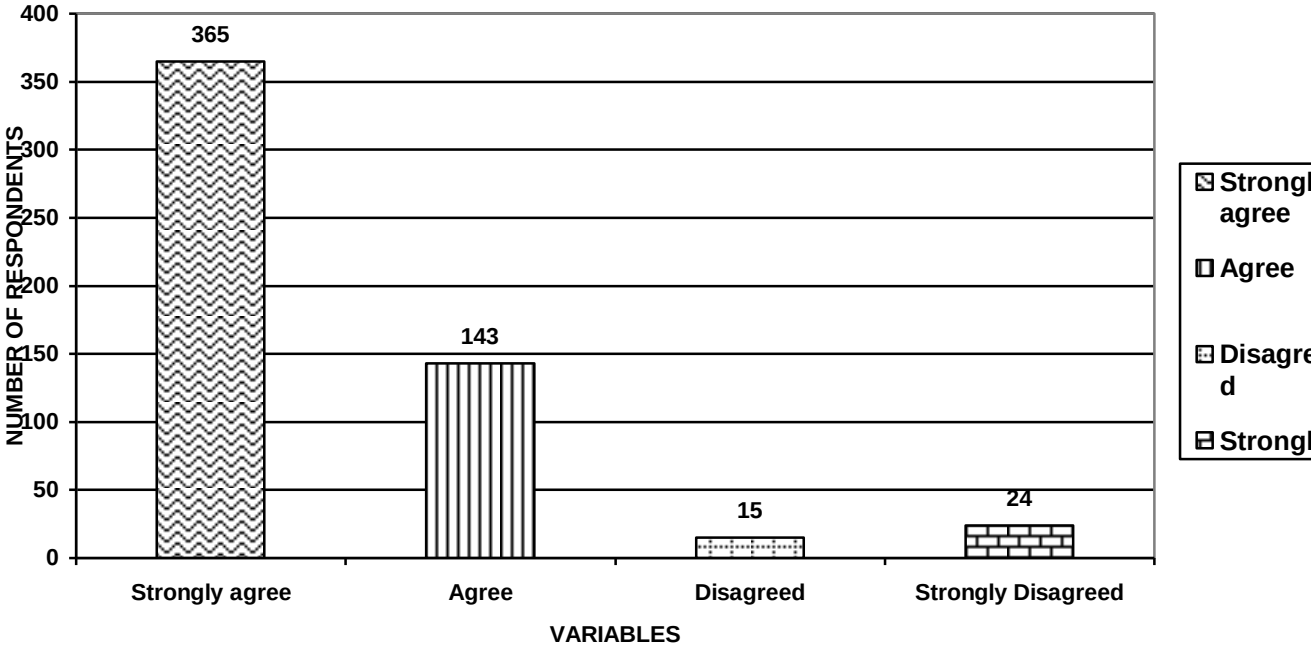
31. **Figure 5.11: Opinions that federal civil servants should only interpret and implement policies**



Source: Study Questionnaire, 2009

A small number of 84 (15.35%) in figure 5.11 agree that federal civil servants should only interpret and implement policies. A very high number represented by 463 (84.65%) disagree with the statement.

32. **Figure 5.12: Opinions that federal civil servants must perform enforcement roles**



Source: Study Questionnaire, 2009

Most of the respondents in figure 5.12 with a number of 508 (92.87%) agree that Federal civil servants must perform enforcement roles with only 39 (7.13%) disagreeing to the statement.

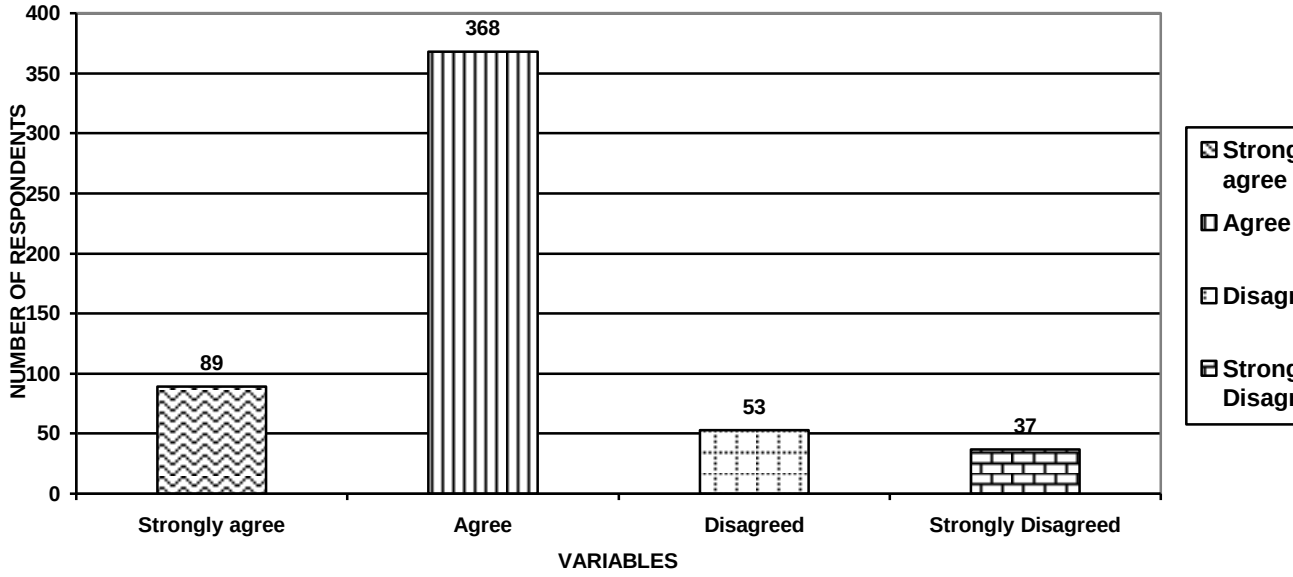
33. Table 5.21: Opinions that roles of civil servants are too ambiguous for proper understanding

Variable	Respondents	Percentage (%)
Strongly agree	103	18.83
Agree	324	59.23
Disagree	52	9.51
Strongly Disagree	68	12.43
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

A high percentage of respondents 427 (78.06%) in table 5.21 agree that roles of civil servants are too ambiguous for proper understanding. A low percentage 120 (21.94%) however disagree with the statement.

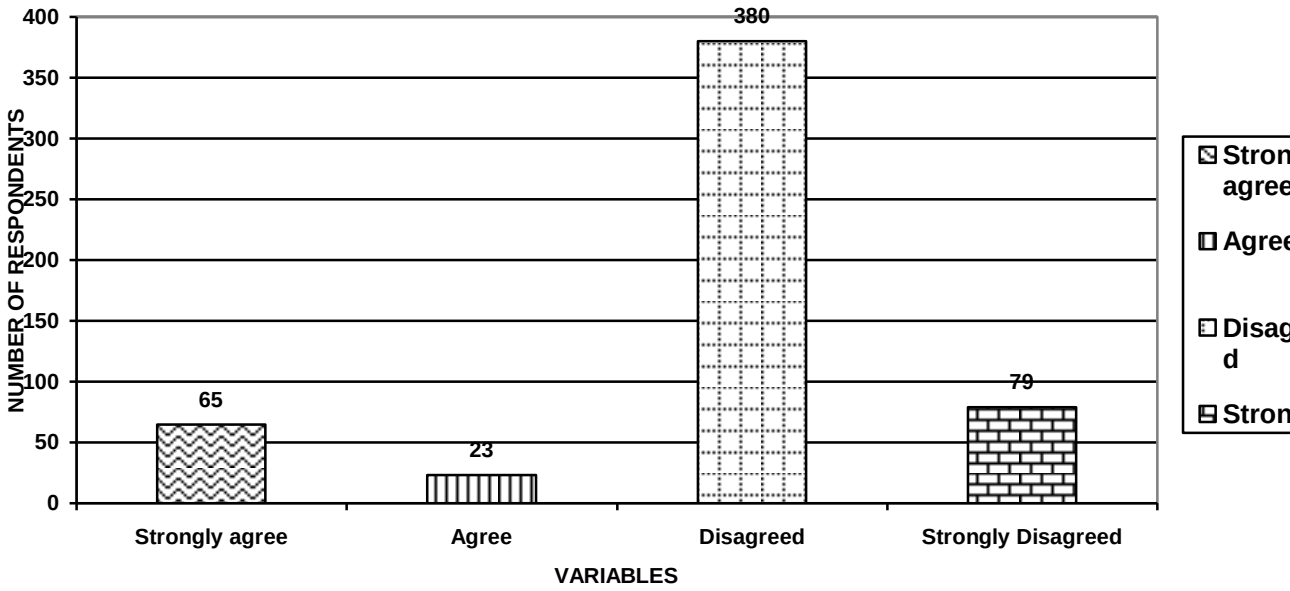
34. **Figure 5.13: Opinions that federal civil servants are aware of their role as policy implementers**



Source: Study Questionnaire, 2009

The largest number of respondents 457 (83.55%) in figure 5.13 agree that federal civil servants are aware of their role as policy implementers while only 90 (16.45%) disagree.

35. **Figure 5.14: Opinions that federal civil servants see the public as their customers**



Source: Study Questionnaire, 2009

A very high percentage of 459 (83.91%) in figure 5.14 agree that federal civil servants see the public as their customers. Only 88 (16.08%) disagree.

36. Table 5.22 Opinions that civil servants are aware of their schedule of duties

Variable	Respondents	Percentage (%)
Strongly agree	150	27.42
Agree	298	54.48
Disagree	76	13.89
Strongly Disagree	23	4.21
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

The highest percentage of respondents 448 (81.90%) in figure 5.22 agree that Civil servants are aware of their schedule of duties. However, only 99 (18.10%) disagree to the statement.

5.2 Data Analysis

Research Hypotheses

The following hypotheses are formulated and will be tested

Null Hypothesis (H_0)
Hypothesis 1 There is no relationship between constraints faced by bureaucrats and implementation of recruitment policies.
Hypothesis 2 There is no relationship between needs and aspirations of Nigerians and existing recruitment policies
Hypothesis 3 Appraisal of reforms on recruitment policies did not show a relationship between efficiency of the federal civil service and relevance of reforms on recruitment.
Hypothesis 4 There is no relationship between the feedback on current recruitment policies and new recruitment policies.

Test of Hypothesis One

Chi square = $x^2 = \frac{\sum(o-e)^2}{e}$, O = set of observed frequency, E = set of expected frequency, $\sum$ = summation

$\chi^2_{tab}(0.05) = 7.81$

	Observed N	**Expected N**	**Residual**
Strongly agreed	150	136.75	1.2884
Agreed	259	136.75	109.2875
Disagreed	63	136.75	39.7734
Strongly disagreed	75	136.75	27.8835
Total	**547**		**178.23**

In testing the hypothesis one which states that there is no relationship between constraints faced by bureaucrats and implementation of recruitment policies, chi-square distribution is applied to data on table 5.3 which states that lack of facilities hinders effective implementation of policies by federal civil servants. The result shows a calculated value of 178.23 as against the tabulated value of 7.81 at 5% level of significance. Hence, the result indicates that relationship exists between constraints faced by bureaucrats and implementation of recruitment policies.

Test of Hypothesis Two

Chi square = $x^2 = \frac{\sum(o-e)^2}{e}$, O = set of observed frequency, E = set of expected frequency, $\sum$ = summation

$\chi^2_{tab}(0.05) = 7.81$

	Observed N	**Expected N**	**Residual**
Strongly agreed	62	136.75	40.8597
Agreed	99	136.75	10.42
Disagreed	257	136.75	105.74
Strongly disagreed	129	136.75	0.439
Total	**547**		**157.46**

In testing hypothesis two which states that there is no relationship between needs and aspirations of Nigerians and existing recruitment policies, chi square distribution is applied to data on table 5.2 which states that policies consider welfare needs of citizens. The result shows the calculated value of 157.46 as against the tabulated value of 7.81 at 5% level of significance. Hence, the result indicates that there is a significant relationship between needs and aspirations of Nigerians and existing recruitment policies.

Test of Hypothesis Three

Chi square = $x^2 = \frac{\sum(o-e)^2}{e}$, O = set of observed frequency, E = set of expected frequency, $\sum$ = summation

$\chi^2_{tab}(0.05) = 7.81$

	Observed N	**Expected N**	**Residual**
Strongly agreed	136	136.75	0.00004
Agreed	262	136.75	114.717
Disagreed	62	136.75	40.8597
Strongly disagreed	87	136.75	18.099
Total	**547**		**173.68**

In testing hypothesis three which states that appraisal of reforms has no relationship with efficiency of the civil service, chi square distribution is applied to data on table 5.4 which states that absence of set targets is a major constraint of effective policy implementation in the federal civil service. The result shows the calculated value of 173.68 as against the tabulated value of 7.81 at 5% level of significance. Hence, the result indicates that there is a significant relationship between absence of set targets and effective implementation in the federal civil service.

Test of Hypothesis four

Chi square = $x^2 = \frac{\sum(o-e)^2}{e}$, O = set of observed frequency, E = set of expected frequency, $\sum$ = summation

$\chi^2_{tab}(0.05) = 7.81$

	Observed N	**Expected N**	**Residual**
Strongly agreed	107	136.75	6.472
Agreed	278	136.75	145.898
Disagreed	70	136.75	32.582
Strongly disagreed	92	136.75	14.644
Total	**547**		**199.59**

In testing hypothesis four which states that there is no significant relationship between the feedback on current recruitment policies and new recruitment policies, chi square distribution is applied to data on table 5.5 that policy implementation in the federal civil service is affected by inheritance of colonial administration, heavy reliance on bureaucratic practices and constraints of enforcement of policies. The result shows the calculated value of 199.59 as against the tabulated value of 7.81 at 5% level of significance. Hence, the result indicates that there is a significant relationship between feedback on current recruitment policies and new recruitment policies.

1. Department of Respondents

Variable	Respondents	Percentage (%)
Finance	38	6.95
Admin/Personnel	286	52.29
Pensions	40	7.31
Public Relations	45	8.23
Planning/Research/Statistics	53	9.68
Others	85	15.54
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

It can be observed that majority of the respondents representing 286 (52.29%) are from the Administrative/Personnel Department of the service while 38 (6.95%) are from the Finance Department. Pensions, Public Relations and Planning/Research/Statistics have 40 (7.31%), 45 (8.23%) and 53 (9.68%) respectively with the others being represented by 85 (15.54%).

2. Classification of Respondents

Variable	Respondents	Percentage (%)
Academic	214	39.12
Professional	333	60.88
Total	**547**	**100.00**

The data above shows that most of the respondents 333 (60.88%) are professionals including administrators, accountants and information officers while the remainder representing 214 (39.12%) have academic qualifications.

3. Length of Service of Respondents

Variable	Respondents	Percentage (%)
1 – 9 years	90	16.45
10 – 19 years	273	49.91
20 – 29 years	136	24.86
Greater than 30 years	48	8.78
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

Data obtained indicates that 90 (16.45%) of the respondents have spent within 1 – 9 years in the service, the majority of respondents have spent 10 – 19 years and are numbered 273 (49.91%), 136 (24.86%) is within the

length of service of 20 – 29 years. Those who have spent greater than thirty years in the service are only 48 (8.78%).

4. Job Category of Respondents

Variable	Respondents	Percentage (%)
Low level	111	20.29
Middle level	193	35.28
Top level	243	44.42
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

Of the three job category of respondents, 111 (20.29%) are low level category and 193 (35.28%) are of middle level category. Majority of the respondents are of top level indicating 243 (44.42%).

RESPONSES TO RESEARCH QUESTIONS

Research Questions

The research questions which this study undertakes are as follows:

(i) What are the constraints of effective implementation of recruitment policies by the Nigerian federal civil service?

(ii) Are existing recruitment policies well-formulated to meet the needs and aspirations of Nigerians?

(iii) How relevant are the reforms on recruitment policies to the efficiency of the Nigerian federal civil service?

(iv) Are the feedbacks on implementation of recruitment policies well-addressed?

The under-listed research questions were analyzed and responses from the questions are shown below. The research questions are as follows:

Research Question 1

(i) What are the constraints of effective implementation of recruitment policies by the Nigerian federal civil service?

Table 5.3 reproduced below addresses research question 1 stating that lack of facilities hinders the effective implementation of policies by federal civil servants

Variable	Respondents	Percentage (%)
Strongly agree	150	27.42
Agree	259	47.35
Disagree	63	11.52
Strongly Disagree	75	13.71
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

A very large majority of the respondents in table 5.3 amounting to 409 (74.77%) agree that lack of facilities hinders the effective implementation of policy by federal civil servants. However, 138 (25.23%) of the respondents disagree with this statement.

Research Question 2

(ii) Are existing recruitment policies well-formulated to meet the needs and aspirations of Nigerians?

Table 5.2 reproduced below addresses research question 2 stating that policies consider welfare needs of citizens.

Variable	Respondents	Percentage (%)
Strongly agree	62	11.34
Agree	99	18.10
Disagree	257	46.98
Strongly Disagree	129	23.58
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

From the table 5.2 above, it can be seen that 161 (29.44%) agree to the statement. A very large number 386 (70.56%) disagree that policies consider welfare needs of citizens.

Research Question 3

(iii) How relevant are the reforms on recruitment policies to the efficiency of the Nigerian federal civil service?

Table 5.4 below addresses research question 4 stating that absence of set targets is a major constraint of effective policy implementation by the federal civil service:

Variable	Respondents	Percentage (%)
Strongly agree	136	24.86
Agree	262	47.90
Disagree	62	11.33
Strongly Disagree	87	15.91
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

Majority representing 398 (72.76%) of the respondents in table 5.4 agree to the statement that the absence of set targets is a major constraint of effective policy implementation in the federal civil service. On the other hand, 149 (27.24%) disagree.

Research Question 4

(iv) Are the feedbacks on implementation of recruitment policies well-addressed?

Table 5.5 below addresses research question 4 stating that policy implementation in the federal civil service is affected by inheritance of colonial administration, heavy reliance on bureaucratic practices and constraints of enforcement of policies.

Variable	Respondents	Percentage (%)
Strongly agree	107	19.56
Agree	278	50.82
Disagree	70	12.80
Strongly Disagree	92	16.82
Total	**547**	**100.00**

Source: Study Questionnaire, 2009

Table 5.5 shows that although 162 (29.62%) of the respondents disagree, the majority representing the highest number of respondents 385 (70.38%) agree that policy implementation in the federal civil service is affected by inheritance of colonial administration, heavy reliance on bureaucratic practices and constraints of enforcement of policies.

DECISION

Since the P-values for the tables are less than 0.05 level of significance. The null hypothesis is rejected; we therefore conclude that there is a relationship between constraints faced by bureaucrats and the implementation of recruitment policies. There is relationship between the needs and aspirations of Nigerians and existing recruitment policies. There is also relationship between efficiency of the federal civil service and relevance of reforms on recruitment. Furthermore, there is relationship between the feedback on current recruitment policies and new recruitment policies.

5.2 Discussion of Findings

Findings of the study confirm that there are factors militating against the effective implementation of recruitment policies by the Nigerian federal civil service. The results of the questionnaire in Table 5.4 indicate a high percentage (72.765%) of agreement that absence of set target is a major constraint of effective policy implementation in the Nigerian federal civil service. The inadequate recognition of merit in recruitment policy implementation paves the way for infiltration by incompetent personnel into the Nigerian federal civil service. These incompetent officers find it difficult to effectively implement policies

A high percentage (70.38%) of respondents in Table 5.5 agrees that bureaucratic practices and constraints of enforcement of policies affect the operations of the internal efficiency of the Nigerian federal civil service. The government bureaucratic machinery (federal civil service) is slow in its practice of bureaucracy. The study finds that bureaucrats prefer to follow prescribed rules and regulations rather than apply initiatives when necessary. This affects the efficiency of the Nigerian federal civil service as observed in Table 5.6 where 71. 67% of the respondents agree that Nigerian public administrators are not as effective as colonial administrators in policy implementation.

The civil service rule prescribes competitive examination for applicants seeking employment. However, there is the application of alternative recruitment strategy such as temporary appointments, transfers and secondments into the federal civil service. Thus, relatives and friends of top government functionaries are recruited without competitive examination and subsequently regularized after entry into the service. Findings in Figure 5.2 confirm this view as majority of respondents (72.57) were in the affirmative. This is similar to opinions of respondents in Table 5.8 where most respondents (78.24%) agree that transfer and secondment policies in the Nigerian federal civil service are affected by preference of civil servants for routine duties. This finding conflict with Figure 5.7 where a large

number (74.04%) of respondents disagree that recruitment and placement in the federal civil service is affected by pressure on Federal Civil Service Commission by job seekers.

From the examination of this opinion, it is necessary to bear in mind that employer and employees may not disclose that pressure was applied before recruitment was approved. There are further contradictions observed in opinions of respondents on the negative effects of transfer and secondment policies. Table 5.9 indicates that a high percentage (81.36%) of respondents is in the affirmative that there is favoritism in the application of transfer and secondment policies.

Opinion of respondents that absence of set targets is a major constraint of effective policy implementation indicates that 72.76% of respondents in Table 5.4 agree to this statement. Thus civil servants with inadequate qualifications and skills are often recruited into the federal civil service and they eventually advance through the ranks to the top without required competence. This paves the way for subsequent appointments of incompetent leaders in the federal civil service of Nigeria. In order to ameliorate this, the immediate past Head of the Federal Civil Service; Mr. Steve Oronsaye, has effectively applied the competitive test and interview as mandatory for new entrants as well as for promotion within the ranks of the civil service.

Ineffective policies also arise when policy formulators fail to consult citizens for whom the policies are made. Respondents totaling 70.56% in Table 5.2 are of the opinion that welfare needs of citizens are not considered before policy formulation. Strategic Commissions/Panels such as the Udoji Commission (1974), 1988 Civil Service Reforms and Ayida Panel (1994) called for memoranda but review panels always went ahead to provide recommendations in the face of inadequate responses to call for memoranda.

The study finds that the federal civil service faces constraints of implementation of recruitment policies such as inadequate resources (human and material) by federal civil servants in the exercise of implementation of recruitment policies. Table 5.3 indicates that a very high number of respondents (409) representing 74.77% agree that lack of facilities such as funds to expand the federal civil service hinders effective implementation of recruitment policies by federal civil servants. Implementation of recruitment policies requires the availability of resources in the area of human, material, and financial. Lack of application of merit instruments and funds in particular, serve as constraints in the implementation of recruitment policies.

The study's examination of salary administration and industrial relations also recorded that a very high percentage of 90.13% (493) in Table 5.18 agree that poor salary and ineffective industrial relations policies constitute a hindrance to recruitment of top quality graduates in the federal civil service. This reduces the number of top graduates who would have preferred to join the civil service if the salary package were attractive.

There is large pay differential between public and private sector employees. However, there is a notable improvement in salary administration and industrial relations in the federal civil service with current approvals for salary increase. Despite reforms in wage and salary administration, salaries of civil servants do not meet the living standard of Nigerians. Allowances and related employee welfare service must serve as supportive measures to ensure that wages and salaries become more satisfying.

Constraints to implementation of recruitment policies also feature when incompetent applicants are recruited into the Nigerian federal civil service. Ineffective bureaucrats require training for improvement of skills. However, there are problems encountered in the administration of training. Table 5.10 indicates that 78.25% representing majority of respondents disagree that training needs are well-designed. Furthermore, the highest number of 76.05% disagrees on opinion that training policies in the federal civil service is affected by lack of capacity to monitor training needs. However,

Table 5.12 presents contradiction with 85.38% of respondents disagreeing that training policies in the federal civil service is affected by lack of systematic or need-based training. The opportunities for training in the Nigerian federal civil service may account for this view.

The study finds that recruitment policies are not well formulated to meet the needs and aspirations of Nigerians. A significant opinion of respondents on effectiveness of recruitment policy implementation indicates in Figure 5.1 that a very large percentage of respondents (71.48%) disagree that policies are not made out of consultations with citizens. This explains that there are inadequate consultations with Nigerians on their needs. Thus, it becomes difficult to ascertain their needs.

However, findings of the study reveal that federal civil servants see the public as their customers. This is seen in Figure 5.19 where (83.91%) agree that federal civil servants see the public as their customers. This is partly based on the realization that civil servants are aware of their schedule of duties as implementers of policies formulated for the public. The results of the questionnaire in Table 22 agree that civil servants are aware of their schedule of duties. The highest percentage of 81.90 in Table 2.2 agrees that civil servants are aware of their schedule of duties.

Findings of this study on disengagement in the federal civil service reveals that human resource facilities are affected by constant purges of bureaucrats. Most respondents, totaling 482 (88.12%) in Figure 5.7 agree that poor security of tenure and constant purges affect roles of federal civil servants as policy implementers. Civil servants in the past relied heavily on the sixty years of age or thirty-five years in service (whichever comes first) stipulated for retirement. This was viewed in the 1960s as security of tenure. However, with the constant purges recorded in the federal civil service of Nigeria over the years bureaucrats no longer rest on the hope of security of tenure. Purges in the service represent a delimitating experience for bureaucrats in Nigeria. This results in loss of interest, dedication, commitment, loyalty and thus, loss of effectiveness of the service. The military undertook such purges in 1975, 1984, and 1999 while the civilian administration of President Olusegun Obasanjo undertook purges in the federal civil service in 2007. The main objective of the purges was to disengage federal civil servants with divided loyalty, low productivity, inadequate qualifications, experience and ill-health. It also included federal civil servants that met age of retirement.

The purges in the federal civil service meant that new employees had to replace the severed officers. Replacement of civil servants due to disengagement policies such as severance, purges and disengagement

policies also results in replacement costs as well as payments of severance packages. These payments constitute huge costs which could have been utilized to expand and improve the federal civil service of Nigeria.

The severance exercises, purges and disengagements in the Nigerian federal civil service were partly based on failure to implement proper disciplinary measures as prescribed in the Public Service Rules (2008:030101) provide the disciplinary process which is inclusive of fair hearing. From the data in Figure 5.6, (73.31%) of respondents agree that there is fair hearing in the disciplinary process. This implies that proper investigation occurs before severance of federal civil servants. Also Table 5.17 reveals that a large percentage of 85.01 agree that disciplinary measures prescribed in the Public Service Rules are effective.

In the early years of Nigeria's independence, the civil service recruited at a rate of 60% to 40% ratio when compared with other sectors. This was because in the early years of independence, graduates recruited were from reputable British Universities like Redbricks, Durham, Liverpool, Manchester, Birmingham and London School of Economics and Political Science. Nigerians also studied in American Universities like Lincoln, Harvard and Pittsburg and in Africa, the Fourabay College. Only the University of Ibadan was in existence when Nigeria gained independence in

1960. However, Nigeria has now increased her number of federal Universities to twenty-seven (JAMB Brochure, 2010) which stand Nigerians in good position for acquisition of qualifications to join the federal civil service.

There are contradictions in recruitment and exit policies. These would have been prevented if the recommendations contributed in this study as it concerns merit principle had been applied. For instance, disengagement of technocrats from the service has negative effect on manpower planning policies. It also results in recruitment of some low quality graduates into the federal civil service. Thus, there is low productivity of the service due to recruitment of graduates with poor degree classification and experience. The basic requirements for entry into the federal civil service as contained in the Public Service Rules (2008) is a first degree with a minimum of second class lower classification. Although the Public Service Rule (2008) provides that applicants with Higher National Diploma must possess a minimum of upper credit classification, the private sector calls for first and upper class first degrees, distinction and upper credit Higher National Diploma classification as well as post graduate qualifications as basic requirements for entry. As a result the private sector benefits from experience of best quality workers who apply initiatives to propel their organization for effective human capital development.

The study finds that government reforms have improved the service. Table 5.20 indicates that a very high number of respondents totaling 419 (76.60%) support that government reforms have improved the service. However, a total of 519 respondents (94.88%) in Figure 5.8 support that new reforms on recruitment are needed to improve the civil service. Furthermore, respondents 402 (73.49%) in Figure 5.9 support that reforms in the federal civil service of Nigeria are evaluated to determine their functional relevance. These findings imply that reforms in the area of service delivery in the federal civil service have improved the service. The constancy of change implies that additional reforms will assist to positively reposition the service in terms of efficiency, effectiveness, innovation and positive redirection of skills and attitudes of civil servants. However, there are no feedbacks on impact of reforms due to absence or inadequate inspectorate units that will monitor policy formulation and implementation of recruitment policies.

In asking respondents to state whether policy formulation in Nigeria satisfies social economic and political conditions of the public, a high percentage of (74.04%) disagree that policy formulation in Nigeria satisfies social, economic and political conditions of the public. This explains that needs and aspiration of the public are not met. This is surprising given that a catalogue of reforms have been introduced into the federal civil service.

The large size of 426,000 civil servants has also not contributed to the efficiency of the Nigerian federal civil service due to problems of performance appraisal. The highest number of respondents in Table 5.13 (87.02%) agrees that promotion in the federal civil service is not based on performance and efficiency. Also a large majority of 85.01% in table 5.14 agree that there is poor management of policies on promotion especially as it concerns the conduct of examinations. Similar opinions run through Table 5.15 and Figure 5.5 where 86.48% and 72.94% respectively presents their dissatisfaction with the management of promotion in the federal civil service.

Reforms in the civil service were initiated by policy formulators. Both pre and post independence Commissions on reforms have introduced positive changes into the service but the level of productivity in the federal civil service of Nigeria has more room for improvement when compared with the output of the service. The constraints of the federal civil service in terms of implementation are enormous in view of the size of the civil service and the challenging effects of coordination of the ministries and the extra-ministerial departments within its ambit. Although Commissions and Panels offer recommendations to improve the civil service, not all of such recommendations are approved by government. For instance, aspects of the Ayida Panel (1994) Report relating to tenure of office of civil servants that

excludes the thirty-five years length of service is outstanding for implementation. The Service Delivery Reform (2003) and the National Economic Empowerment and Development Strategy (NEEDS) were well-planned and implemented This later trend of evaluation was observed by respondents in Figure 5.9 with the highest number of respondents 73.49% agreeing that reforms in the civil service are evaluated. It also assisted in value reorientation and employment opportunities. However, some of the reforms in the service were undertaken by military governments and constant changes in such administrations in Nigeria left implementation gaps.

Democratic governments in Nigeria are expected to reappraise earlier reforms introduced by the military and in the light of good governance provide more relevant reforms to reposition the Nigerian federal civil service. The fact that the several reforms introduced have not changed the negative image of the federal civil service implies that a modified strategy to reposition the civil service must be introduced.

The reforms of government are also a reflection of the advisory role provided by technocrats that constitutes the membership of their Panels and Commissions on reforms. A large number of respondents in Figure 5.10 agree that civil servants should perform advisory role. Result of Figure 5.11 also reveals that the public agree that civil servants should strengthen their

policy implementation role to include advisory roles. 84.65% disagree to having civil servants perform only interpretation and implementation of roles. Figure 5.12 also has most of the respondents agreeing that federal civil servants must perform enforcement roles. This probably explains why a high percentage in Table 5.21 (78.06%) agree that roles of civil servants are too ambiguous for understanding and Figure 5.13 has the largest number of respondents (83.55%) in agreement that federal civil servants are aware of their role as implementers.

The significant question is whether or not the reforms in the federal civil service fall within the ambit of the applicable theoretical framework. The federal civil service of Nigeria is bureaucratic in nature and the catalogues of reforms in the service are relevant to the Weber's bureaucratic model which emphasizes compliance to rules and regulations.

The study finds that feedbacks on implementation of recruitment policies are not well-addressed. It cannot be gain said that reforms in the federal civil service lack consultation and participation from relevant stakeholders such as professionals, commercialists, civil society, interest groups and also youths. There is also too much lip service paid to the reforms as not all recommendations of Panels/Commissions on reforms are accepted by Government.

This study's approach to improving recruitment process in the federal civil service therefore point towards the bureaucratic approach and the policy process model to highlight the state of the federal civil service (bureaucratic) and the role required by the service (policy implementation). In this regard recruitment policies in the civil service should first examine what the problems are and then make consultations with relevant stakeholders on appropriateness of reforms to introduce. Thus, reforms in the service will be able to meet developmental needs and solve complex problems within the Nigerian society.

The fact remains that as implementers, civil servants perform advisory roles and the federal civil service as Nigeria's public bureaucracy is responsible for implementing the policies of government on recruitment. However, ecological problems such as corruption and inefficiency have not allowed the civil service to attain the eminent position expected of it. Besides, implementation of recruitment policies in the federal civil of Nigeria is faced with the problem of interference of politics in the affairs of the service. Whenever government fails to apply merit in recruitment, it creates problems of low quality workforce as this paves the way for entry of incompetent personnel. Thus, the present-day Nigerian civil service is affected by conflict of goals especially between policy formulators and implementers.

The pertinent question that arises with the examination of reforms in the civil service earlier appraised is that despite the goals of reforms in Nigeria, such as the strategic reforms that include those of Udoji Commission (1972), 1988 Civil Service Reforms and Ayida Panel (1994) whose aims were to reposition the service to a result-oriented service, the civil service is affected with problems of implementation of recruitment policies. This is because the federal civil service considers ecological factors in the recruitment process. Thus, the workforce of the federal civil service made up of 426,000 staff strength still grapple with effective management of the service.

Early public administration practice was of two approaches. The first was the movement towards the politics and administration dichotomy as practiced by the United States of America while the second movement considered the political neutrality approach of Britain. Nigeria practiced political neutrality of its federal civil service. However, with the resurgence of democratic dispensation since 1999, the Nigerian civil service no longer retains its political neutrality and had been politicized. This is because some civil servants recruited during this period were as a result of promises made by politicians to recruit and provide employment. Such civil servants were not only inexperienced and lacking in qualifications but are also tied on loyalty to the politicians who brought them into the federal civil service.

The study observes the under-listed constraints:

First are the ecological constraints such as mounting pressure for employment by traditional rulers, government functionaries and influential dignitaries, leading to recruitment without observance of laid-down rules. This paves the way for recruitment of incompetent personnel.

Second is the poor application of the federal character policy through preference for quota rather than merit and this also leads to recruitment of incompetent personnel.

Third is the preference for graduates with low degree classification and with possible low skills with the view that such employees will continue to work in the civil service and not change for better employment.

Fourth is the implementation of recruitment policy without regard to vacancies. This culminates in overstaffing, redundancy and eventual disengagement. It also affects continuity of policies.

Fifth is the application of alternative recruitment strategy such as temporary appointments, transfers and secondments instead of open competitive examination to test work competencies.

This study observes that despite the technical expertise of bureaucrats, these officers are also bedeviled by constraints in their activity of policy implementation which is highlighted in the realms of:

Political Disturbance

Recruitment practice has been bedeviled by political disturbances since Nigeria's independence in 1960. The catalogue of such political disturbances includes the May 1962 Western Regional political crisis; 1963 Census controversy; the 1964 general strike which affected the federal elections of the period and breakdown of law and order in 1965. Military coups were recorded since January and July, 1966 with the 1967 to 1970 civil war serving as the high watermark of political disturbances. Series of disengagements were recorded during the period of political disturbances which necessitated fresh recruitment.

The springing up of state civil services due to the creation of states, greatly necessitated increase in recruitment as the officials had to be posted to new state civil services. These new officials also had to adjust to the constant changes in structure and effective application of recruitment policies. Added to these were problems of organization, discipline, moral and manpower. Since Nigeria had a lengthy twenty-nine years of military rule since independence in 1960, the coups and counter-coups explains the inadequacies of the military to solve problems of disunity for which they ascribed as reasons for military intervention in politics. Leadership, hard

work and probity are critical to the development of African countries and leadership by example is useful for improvement of citizens. (Wamalwa and Balogun, 2000). The two writers note among other things that good leadership is relevant for effective implementation of programmes especially anti-corruption programmes. During, the periods of coups and military rule, the civil service, regulatory commissions and the judiciary sustained the governance process.

Complexity of Bureaucratic Practice

Bureaucratic practice is complex and cumbersome in nature. It includes conciliating, reconciling and balancing. Bureaucrats therefore serve as executors of government policies as well as advisers to policy formulators and politicians. While maintaining expert and technical advice, the bureaucrat serves to maintain a balance with advice given in the area of social, economic and political policies. Also the Minister requires the interdependent role of bureaucrats at arriving at significant decisions or policies. This adds to the job schedule of the bureaucrats who also struggle to sustain his qualities of neutrality, impartiality and anonymity in the discharge of his functions (Hopkins, 1946:23) rightly observes:

> *Day-to-day decisions are made first; instead of policy governing decisions, decisions govern policy; instead of people at the top making policy, while people at the lower levels make decisions, top executives make both policies and decisions on some matters while subordinates make both policies and decisions on others.*

In the exercise of policy formulation, bureaucrats perform advisory role. When such roles are rendered, it is not compulsory for the policy formulators to accept the guide of bureaucrats. Similarly, policies adopted without acceptance of views of bureaucrats may be negative to the Nigerian citizenry and bureaucrats must implement despite the lapses.

Ecological Problems

Policy execution requires the availability of resources in the area of human, material, financial and ideas. In the public sector, lack of facilities and funds in particular, serves as constraint in the process of policy execution. Inadequate office accommodation and equipment to facilitate the process of work within the bureaucratic structure is a constraint to policy implementation. The introduction of new policies requires provision of adequate tools to move the administrative machinery. Despite inadequate facilities, public administrators strive to be effective in the realization of government programme. The environment of public administration practice is dynamic. Governments come and go with different policies and work expectations. However, the harsh economic situation of Nigeria results in reduction in the area of financial and manpower resources. These reductions affect the effectiveness of bureaucrats in the implementation of policies.

Absence of Set Targets

Government recruits bureaucrats to cater for the benefit of the public, to manage the activities of the civil service, advice the politicians and provide a politically neutral environment for the formulation of government policy. However, a significant constraint of recruitment practice is the absence of set targets. The bureaucratic nature of public administration makes the schedule of the officials to be rigid and routinized. Thus, absence of set targets and challenges are constraints to recruitment practice.

Policy Making and Constraints of Enforcement

Military administrations in Nigeria placed high premium on policy making. However, there have been visible constraints of enforcement of policies. Policies are essentially aimed at providing comfortable living standard for the Nigerian citizenry. The process of policy making becomes complete when policy executors successfully implement policies with the assistance of the general public that policies are directed to cater for. Thus, implementation of public policies suffer constraints where bureaucrats affected attempt to frustrate implementation. This results in conflict with policy goals and could be ascribed to unchanging attitudes of bureaucrats.

Dual Role of Bureaucrats

The Nigerian federal civil service has succeeded in the provision of advisory roles to administrations, especially, military administrations in

Nigeria. The role of civil servants as advisers has facilitated policymaking and their role as advisers also lead to their involvement in policy formulation. During the military administration of General Yakubu Gowon, civil servants played distinct roles in policymaking. Permanent Secretaries also attended meetings of Federal Executive Council and that of the Supreme Military Council together with their Commissioners. Thus, the civil servants dominated the machinery of policymaking to the extent that General Gowon ascribed the mistakes of his administration to the civil servants.

Adebayo (2001:69) notes the dichotomy between administration and politics as provided by the writings of American scholars on the subject matter. These include (Wilson, 1887:2); (Goodnow, 1914); (Willoughby, 1920), (Stickney, 1937) and (Hopkins, 1946). A contrary school of thought maintained that politics and administration are interdependent and coordinate with each other (Pfiffner, 1935); (Dimock, 1937); (Friedrich, 1940); (Appleby, 1972); (Self, 1972); (Morrison, 1933); and (Christe, 1932). The role of policy makers and executors must be clear for accountability purposes so as to reduce the constraint of dual role on the part of bureaucrats.

Corruption

Poor service delivery in the Nigerian federal civil service could be ascribed to misconception of role of public servants who fail to see the citizens they serve as clients. Thus, citizens and consumers attempt to secure better services by bribing or yielding to gratification requests from corrupt civil servants. This is peculiar to the police and former National Electric Power Authority (NEPA) now Power Holding Company of Nigeria, Plc. (PHCN). With the intense competition to secure government contracts, civil servants tend to interfere with the process to their own advantage and contract ambiguity paves the way for corruption. This is because performance standards, time-frame of projects and scope of work are prone to misinterpretation by corrupt government agents who extort money for favorable consideration of contract submissions.

The federal civil service now witnesses a lot of corrupt practices and to address this problem, the government set up institutions to investigate corrupt practices. These include the Independent Corrupt Practices and Related Offences Commission (ICPC) and the Economic and Financial Crimes Commission (EFCC) and the Code of Conduct Bureau. Civil servants are poorly paid and some bureaucrats see the civil service as an avenue to receive monthly salaries without achieving set targets. Besides, the negative effects of inflation culminate in their holding of dual jobs and

this affects their dedication and commitment to their primary duties in their places of deployment (Onyeonoru, 2004; Okafor, 1988). Besides corruption, federal civil servants have poor work habits due to prolonged hours of break and poor supervision. (Okoh, 1998, Ejiofor, 1987).

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CHAPTER SIX

6.0 SUMMARY OF FINDINGS, CONCLUSIONS, RECOMMENDATIONS AND CONTRIBUTIONS TO KNOWLEDGE

6.1 Summary of Findings

From the analysis of data, the findings were as follows:

(i) There are factors militating against the effective implementation of recruitment policies by the federal civil service of Nigeria. These include the poor application of the federal character policy. The poor application of the federal character policy with preference for quota rather than merit culminates in the recruitment of incompetent personnel. We also find that the rules on manpower planning and budgeting as well as qualifications are not strictly adhered to.

The study finds that Nigeria as a heterogeneous country applies the federal character policy in recruitment. However, the civil service rules as it concerns recruitment is uniform, standardized and transparent. The study also finds that both the formulators and the implementers of the federal character policy in Nigeria do not simulate merit in the application of quota for a choice based recruitment practice.

(ii) The study finds that there are constraints of implementation of recruitment policy due to acceptance of uniform classification of degrees without preference for top quality qualification of degrees for recruitment. Recruitment of low quality graduates has affected the productive skills of the workforce of the federal civil service of Nigeria.

(iii) The study finds that existing recruitment policies are well formulated, but there are constraints to implementation of appraisal techniques. Poor appraisal techniques have led to constraints to identifying inadequate productivity level of entrants into the federal civil service.

(iv) The study finds that reforms of government for efficiency of the civil service are relevant, but the civil service has not utilized its large workforce to render good service delivery in line with current civil service reforms.

(v) The study finds that the feedbacks on implementation of recruitment policies are not well addressed. There are poor evaluations of reforms to improve application of merit in the recruitment process in the Nigerian federal civil service.

6.2 Conclusions

The size of the Nigerian federal civil service has increased since independence to the present day. The Nigerianization policy was a

deliberate policy adopted with the main aim of replacing Europeans who manned prominent positions in the Nigerian federal civil service before 1960. Nigerians, under this policy were educated and trained through scholarship awards to acquire the appropriate educational training to attain top positions in the service. The long years of military rule created a situation in which the implementation of recruitment policies was largely ignored. The most significant constraint in recruitment policy implementation is the recruitment of poor quality personnel in the federal civil service. Problems with recruitment are caused among others, by military hierarchy and politicians who win at the polls and thereafter make efforts to actualize their promise of welfare packages through the avenue of employment for their supporters. The consequence is that effective and efficient skills are largely absent from those recruited based on political patronage. There is also a lack of initiatives by officers recruited without due reference to merit and this further affects policy implementation in the service. The federal civil service allocates a huge amount of money to recruitment, training, salaries/ wages and despite this, applicants are recruited without reference to merit. Hence, perform below expectations.

The federal character policy is also a constraint to the implementation of recruitment policies in Nigeria. This policy can be justified from the angle of representativeness of all the thirty (36) states in Nigeria in recruitment

practice. Adoption of meritocratic approach in recruitment without reference to federal character policy will affect the sustenance of national integration. However, the federal character policy over-emphasizes sharing of vacancies in recruitment to poor application of merit. The federal civil service of Nigeria will attain giant strides in recruitment with harmonious application of merit, federal character, quota, representativenesss and vacancy needs in the implementation of recruitment policies in Nigeria.

The reality of transition to indigenous appointments occasioned the manifestations of corruption, lack of initiative, nepotism, poor attitude to work and inadequate skill. The colonial administrators built a strong foundation for the Nigerian federal civil service. This was built upon in the succeeding years of Nigeria's independence. However, the constant military coups in Nigeria, prior to 1999 created a situation in which the politically neutral role of the federal civil service was completely undermined. Despite the goals of indigenization which was to entrench Nigerians into the federal civil service, the aspirations for a better administration than that of colonial administration were not achieved. Up till today, the Nigerian federal civil service is faced with challenges in spite of the fact that Nigerians who are more aware of their social, economic and political conditions manage the service. This points to the fact that the internal efficiency of the Nigerian federal civil service still has room for

improvement, whereas, the service should be consolidating its gains at this point in history.

The Nigerian federal civil service and the military are two important institutions in Nigeria with lengthy political history. The military has ruled for approximately thirty years in the political history of Nigeria, while the civil service has evolved in policy implementation before and after independence. Thus, Nigeria relied on the supportive role of the federal civil service in governance. The federal civil service is however fraught with challenges of expertise, manpower recruitment and sustenance of her politically neutral role. This study assesses the internal efficiency of the service in relation to its constraints. The study notes that the Nigerian federal civil service has its growth impeded with the constant transition from democratic to military rule and vice-versa. The period of the birth and growth of the civil service was witnessed during the first decade of Nigeria's independence. The period commencing from 1970, witnessed constraints on the development of the federal civil service which includes manpower shortage from the effects of the civil war (1967 to 1970), the Structural Adjustment Policy (SAP) and its unemployment effect, manpower poaching as a result of state creation and the constant purges of 1975/76, 1984/85, 1999, 2007 and the ineffective implementation of the federal character principle.

The federal character principle was introduced due to the imbalance between the North and the South in availability of manpower. The origin of the problems was the educational curriculum introduced by the non-receptive attitude of the colonial administration. There was adequate spread of western education in the south which increased the pace of educational development in the south. However, western education did not spread in the north at the same rate in the south. This was largely due to the compromise reached between the British and the Emirs that western education and Christianity should not be forced on Islamic Northern Nigeria. This placed the south at an advantage on the level of educational growth and development. This also resulted in the recruitment growth of the south in the federal civil service. However, the federal character policy introduced measures to bridge the gap in the recruitment pattern among the diversities that make up Nigeria. Regrettably, there are also implementation gaps in the application of merit in federal character policy implementation.

The Nigerian federal civil service has grown in leaps and bounds and as the federal civil service expanded, the need for additional civil servants became imperative. The issues to be addressed by the federal civil service then became that of internal efficiency. This was needed to sustain the effectiveness of the federal civil service.

The Nigerian federal civil service is the machinery for the actualization of policies formulated by government. The federal civil service is equipped with the technical knowledge acquired since independence in 1960. However, the influences of diversities, wrong values and problems with internal efficiency have hindered the effectiveness of the Nigerian federal civil service.

6.3 Recommendations

The recommendations we make from the findings and conclusions of this research are as follows:

(i) Strict Adherence to Recruitment Policy

To solve the constraints to the effective implementation of recruitment policy by the federal civil service, the study recommends strict adherence to the provision of the Public Service Rules on recruitment, observance of rules on manpower planning and maintenance of public probity in the civil service. It recommends that all ministries must submit vacancy returns quarterly to the Federal Civil Service Commission to keep the Commission abreast of the right number of new entrants that are required. It also recommends the abolition of temporary appointments. A situation in which requests of politicians, traditional rulers and top government functionaries culminate in approval of temporary appointments before written and oral tests must be abolished altogether.

Also, in this study, we canvass for the abolition of other alternative recruitment strategy that includes transfers and secondments. The importance of the abolition of these alternative recruitment strategies is underscored by the double standard in the application of merit in recruitment into principal positions in the federal civil service. Some applicants (southerners) are recruited through competitive examinations while others particularly northerners are appointed into top positions as Directors and Permanent Secretaries through transfers and secondments. This study therefore calls for immediate abolition of alternative recruitment strategies other than open competitive examination.

The problem of non-application of merit in the implementation of the federal character principle is ascribed to the failure of bureaucrats to strictly adhere to the inter-dependent application of the principle of merit and quota. The study finds that when the federal character principle is applied to recruitment, it de-emphasizes merit. However, the framers of the federal character policy did not intend to sacrifice merit in its implementation but to ensure that both merit and quota are applied across the board in the process of national integration and nation building.

A major contribution of this study is its call for a modified procedure for implementation of the federal character policy. Although, this policy has

helped in uniting the diversities in Nigeria's social formation, the federal character policy has been abused in Nigeria. The policy which was formulated to bring out the best in all ethnic groups in Nigeria has been marred by political influences and conflict. This has affected political dynamics in Nigeria and has often culminated in disequilibrium in terms of the application of the policy. To reposition the application of the federal character policy, ethical standards of merit, cultural unity and choice-based selection must be put in place and harmonized in political and administrative settings.

(ii) Preference for Top Quality Graduate

To achieve recruitment of top quality graduates, this research recommends modification of the current recruitment policy on qualifications contained in the 2008 Public Service Rules which calls for second class lower degree classification for degree holders but upper credit classification for Higher National Diploma applicants. The research recommends that this requirement should be harmonized for recognition of merit for the two categories of applicants. Hence, this policy must be modified to indicate preference for applicants with outstanding results at all levels of National Certificate of Education, diploma and degree. The Nigerian federal civil service should follow the trend of the private sector such as the oil, industry and banking sector that place preference on the recruitment of first and

upper class division degree holders as well as distinction and upper credit classification for certificate and diploma holders.

In addition, verification of credentials of federal civil servants must be effected before confirmation of appointments. If undergraduates in institutions of learning are subjected to verification of credentials as a form of attestation of results, the federal civil service should also verify credentials of new entrants into the service. The absence of such checks paves the way for entry of employees with fake credentials. Personnel audit should also be carried out quarterly to check absenteeism in the service.

(iii) Setting of Targets

This research recommends the setting of targets for bureaucrats to assist their accomplishment of tasks. This will also increase the productivity rate of bureaucrats as measures for the assessment of extent of meeting service delivery is absent in the federal civil service.

The study observes that the reforms on recruitment policies are not relevant to the efficiency of the federal civil service as they do not focus on merit-based recruitment strategy. The study examines the impact of both merit and ecological approaches to recruitment and provides a link between pre and post entry performance skills of civil servants. Most writers have

adopted the classical management approach to recruitment which has failed to expose the root problems involved in recruitment. This study places the systems theory and policy process model as functional approach in appraising the implementation of recruitment policies in the federal civil service of Nigeria in order to get to the root causes of recruitment problems in the federal civil service of Nigeria.

(iv) Recruitment of Good Quality Workforce

The study finds that feedbacks on the implementation of recruitment policies are not well-addressed. This study contributes to the quest for efficiency in the federal civil service by calling for the introduction of Computer/Technology-based recruitment process. This will assist recruitment by merit through adoption of software packages to sort the top graduates that applied for employment. It will also control the manipulative tendencies of administrators and eradicate the prevalent ills such as nepotism and favoritism in recruiting workers into the federal civil service. Hence, good quality workforce will be recruited.

(v) Creation of Inspectorate Units in Nigerian Federal Civil Service

Poor evaluation of reforms introduced into the federal civil service can be improved through mandatory creation of inspectorate units in all ministries,

extra-ministerial departments, parastatals and all civil service organs. This will ensure feedbacks on the extent of implementation of reforms.

This study also recommends that to effectively evaluate policies, members of the public must be encouraged to give feedback on implementation gaps. To correct implementation gaps, there is a need for ad-hoc committees serviced by technocrats to be instituted in order to meet the goals of policy evaluation. The ad-hoc committees are to serve as think tanks and be composed of professionals, entrepreneurs and retired technocrats to assist the task of evaluation.

General Recommendations

(i) Problem of Interpretation of Rules

Interpretations of rules are common factors of distrust among formulators of recruitment policies and bureaucrats as implementers. Federal civil servants have procedures for implementation of policies and also notes for guidance entrenched in the Public Service Rules, financial regulations, staff manual and allied institutional regulations. All federal civil servants must be supplied with these guidelines for enlightenment purposes as well as for guidance. To achieve success of implementation of rules, the federal civil service should deemphasize recruitment of generalist graduates as administrators in personnel departments. This is because personnel departments in the federal civil service are particularly assigned with the

interpretation of rules. Right interpretation of rules will be effectively accomplished by bureaucrats who are competent through training to interpret rules and regulations. Such include graduates of law, public administration, management or at least graduates of humanities and the social sciences with professional qualifications in management and administration from the Chartered Institute of Management of Nigeria or the Chartered Institute of Personnel Management of Nigeria.

(ii) Problem of Enforcement of Rules

This study recommends that for the effective enforcement of policies, bureaucrats should be assisted to achieve enforcement of policies through the support of law enforcement agents. To achieve this, there must be effective human capital development in the federal civil service to assist the realization of her mission and vision. The federal civil service functions with human, material and economic resources to implement the policies of the government. Federal civil servants should be assisted with facilities to facilitate the work of government to meet the goal of nation building.

(iii) Problem of Unity of Purpose between Formulators of Public Policy and Implementers

Policy formulators and bureaucrats perform similar roles as they both initiate and make policies. However, bureaucrats look forward to

government taking the lead in policy formulation and direction. It is recommended that policy formulators and policy implementers display unity of purpose in the policy process. This will provide the enabling environment for understanding the constraints of both actors in policy process of recruitment. The federal civil service with her respective ministries, extra ministerial departments and parastatals must ensure that there is unity of purpose in the course of implementation of policies. Unity is part of a firm resolve to keep the integrity of Nigeria. This paves the way for rapid social, economic and political development which, in itself, is a sign of modernization.

(iv) Corruption

To control corruption, it is recommended that appropriate agencies such as the Economic and Financial Crimes Commission (EFCC) and the Independent Corrupt Practices and other Related Offences Commission (ICPC) be encouraged to enforce appropriate sanctions against erring civil servants. There should also be promotion of values of honesty, transparency and accountability. Furthermore, government should provide adequate wages, job security and competent personnel to reduce the level of corrupt practices.

6.4 Contributions to Knowledge

This study fills the following major gaps in the existing literature on implementation of recruitment policy in the federal civil service of Nigeria:

(i) Appraising Recruitment Policies: Daily Productivity Chart (DPC)

This research provides a new appraisal strategy for use in the federal civil service of Nigeria. This novel strategy of Daily Productivity Chart (DPC) to appraise daily performance of bureaucrats in the Nigerian federal civil service complements the Annual Performance Evaluation Report (APER) form issued only at the beginning of the year for assessment of civil servants. Assessment parameters contained in the newly-designed Daily Productivity Chart (DPC) provides a valuable basis for assessment of strengths, weaknesses, opportunities and challenges of employees in the Nigerian federal civil service. This will effectively rate the performance of federal civil servants and determine the bureaucrats to be purged due to redundancy, idleness and truancy (See Appendix V).

This study provides the Daily Productivity Chart (DPC) because the existing annual appraisal instrument is not effective. The study therefore introduces the utilization of the Daily Productivity Chart for both new and existing employees. This chart will effectively measure productivity levels of staff on a daily basis rather than annually as obtains currently, thereby

serving as a check system. It will invariably assist to reduce the chronic incidence of truancy, lateness and incompetency.

(ii) General Efficiency

This study provides an instrument for measuring efficiency in the Nigerian federal civil service. The general efficiency assessment chart (See Appendix VI) presented in this study, in addition to the Daily Productivity Chart (DPC) is an effective appraisal instrument that identifies problems of internal efficiency in the Nigerian federal civil service. These assessment charts will solve the inadequacies of the Annual Performance Evaluation Report (APER) form. These charts will also assist in improving service delivery in the federal civil service. In this way, government will be able to reduce the extent of privatization and commercialization of national heritages arising from low level of productivity.

(iii) Functional Recruitment Strategy

The study provides a functional appraisal strategy in the implementation of recruitment policy in the Nigerian federal civil service. It identifies the root causes of recruitment problems in the federal civil service through analytical survey of local and international recruitment practices. Hence, the study goes beyond strict implementation of merit in recruitment policy

implementation to providing strategic and functional recruitment policies for use in civil services of local and international countries.

(iv) Culture of Repositioning Recruitment

This study establishes a baseline to measure the progress and effectiveness of recruitment policy implementation in the Nigerian federal civil service. It enlightens bureaucrats with a positive culture to improve the welfare of citizens through ecological trends and references applicable to recruitment policy implementation. The study contributes strategies for recruitment policy implementation through explanatory utilization of recruitment policy formulation process and effective recruitment policy implementation in the Nigerian federal civil service.

The above-mentioned contributions of the study add to the existing literature on recruitment policy implementation in Nigerian federal civil service. The study therefore elaborates on earlier contributions of writers on recruitment practice in Nigeria.

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- Interview Schedule with the Permanent Secretary, Federal Ministry of Information and Communication, Abuja on October 21, 2009 at 1 p.m.

- Interview Schedule with the Permanent Secretary, Federal Ministry of Finance at Office of the Permanent Secretary at 3.00 p.m. on Monday October 21, 2010.

- Interview Schedule with the Permanent Secretary, Federal Ministry of Establishments and Pensions on October 21, 2009 in the Conference Chamber at 12noon.

- Interview Schedule with the Permanent Secretary, Federal Ministry of Health at the Office of the Permanent Secretary on October 22, 2009 at 4.00pm

- Interview Schedule with Permanent Secretary, Ministry of Commerce and Industry, Abuja on November 27, 2009 in the Conference Room of the Ministry at 11:30 a.m.

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Appendices

APPENDIX I

APPROVAL PAGE TO CONDUCT INTERVIEW FROM OFFICE OF HEAD OF FEDERAL CIVILSERVICE OF THE FEDERATION

APPENDIX II

PERSONAL INTERVIEW DISCUSSION GUIDE

Name:

Gender:

Institution:

Official Designation:

1. How will you rate the performance of the federal civil service of Nigeria within the first ten years of independence and the present date?

2. What are the main policy thrusts of personnel process in the federal civil service as it relates to recruitment, training, transfer, secondment, promotion, discipline, salary administration, industrial relations and disengagement?

3. What are the constraints of implementation of these policies?

4. Is there a role ambiguity in the exercise of function of federal civil servants?

5. What in your opinion is responsible for the public perception of the civil service as slow, ineffective and unmindful of work ethics?

6. How would you assess the effectiveness of reforms in the federal civil service?

7. What options would you offer to reposition the federal civil service of Nigeria to the level of the British civil service which is a legacy of British colonial rule?

8. How can we develop a new attitude of public administration practice in Nigeria that would make the civil service a role model in implementation techniques?

9. What is your perception of the future of public administration practice in Nigeria?

Questionnaire

APPENDIX III

TOPIC: THE NIGERIAN FEDERAL CIVIL SERVICE AND RECRUITMENT POLICY IMPLEMENTATION: AN ASSESSMENT OF INTERNAL EFFICIENCY

Dear respondent,

I hereby present this research topic on the Nigerian federal civil service and Recruitment Policy Implementation: An Assessment of Internal Efficiency. It is undertaken by a doctoral candidate of the University of Lagos as part of the academic process to meet the conditions of the award of a doctorate degree.

This questionnaire forms part of the research work and is designed to appraise the federal civil service and implementation of recruitment policies in Nigeria. Please note that any information supplied in this questionnaire will be treated with utmost confidence.

Thank you for anticipatory assistance with completion of the questionnaire.

Emmanuel Jude Abiodun Akinwale

SECTION A: Biodata

Instructions: Please tick [√] as appropriate.

1. Department: (a) Finance [ ] (b) Admin/Personnel [ ]

   (c) Pensions [ ] (d) Public Relations [ ]

   (e) Planning/Research/Statistics [ ]

   [ ] (f) Others, please state:……

2. Job Designation/Position: ……

3. Qualifications: (i) Academic:……

   (ii) Professional: ……..

4. Length of Service: (a) 1 – 9 yrs [ ] (b) 10 – 19yrs [ ]

   (c) 20 – 29 yrs [ ] (d) Greater than 30 [ ]

5. Job Category: (a) Low Level [ ] (b) Middle Level [ ]

   (c) Top Level [ ]

SECTION B:

Instructions: Please tick as appropriate

		Responses			
		Strongly agree	Agree	Disagree	Strongly disagree
		5	4	2	1
	Policy Formulation				
1.	Policy formulation in Nigeria satisfies social, economic and political conditions of the public.				
2.	Policies are not made out of consultations with citizens.				
3.	Policies consider welfare needs of citizens.				
	Policy Implementation				
4.	Lack of facilities hinders the effective implementation of policy by federal civil servants.				
5.	The absence of set targets is a major constraint of effective policy implementation in the federal civil service				
6.	Policy implementation in the federal civil service is affected by inheritance of colonial administration, heavy reliance on bureaucratic practices and constraints of enforcement of policies.				
7.	Nigerian public administrators are not as effective as colonial administrators in policy implementation.				
8.	Nepotism in recruitment and placement hinders discharge of duties in the federal civil service.				

		Responses			
		Strongly agree	Agree	Disagree	Strongly disagree
		5	4	2	1
	Recruitment and Placement				
9.	Recruitment and placement in the federal civil service is affected by pressure on the federal civil service commission by job seekers.				
10.	Recruitment and placement of good quality civil/public servants is affected by poor implementation of federal character policy.				
	Transfer and Secondment				
11.	Transfer and secondment policies in the federal civil service is affected by preference of civil servants for routine rules.				
12.	Transfer and secondment are seen as punitive measures.				
13.	There is favouritism in the application of transfer and secondment policies.				
	Training Training policies in the federal civil service is affected by:				
14.	Poorly designed training policies.				
15.	Lack of capacity to monitor training needs.				
16.	Lack of systematic or need- based training and favouritism in selection of officers for training.				
	Promotion				
17.	Promotion in the federal civil service is not based on performance and efficiency.				
18.	There is poor management of policies on promotion with regards to conduct of examinations.				
19.	Federal civil servants are satisfied with the high standard of examination set for promotion.				
20.	There is favouritism in recommendation for promotion.				

		Responses			
		Strongly agree	Agree	Disagree	Strongly disagree
		5	4	2	1
	Discipline				
21.	Officers in the Federal civil Service are not allowed the opportunity of fair hearing.				
22.	Disciplinary policies are not properly implemented in the federal civil service.				
23.	Disciplinary measures prescribed in the Public Service Rules are effective.				
	Salary Administration/ Industrial Relations				
24.	Poor salary and ineffective industrial relations policies constitute a hindrance to policy implementation in the federal civil service.				
	Disengagement				
25.	Poor security of tenure and constant purges affect roles of federal public servants.				
26.	Government Reforms have improved the service.				
27.	Additional reforms on recruitment are needed in the service.				
28.	Reforms already introduced by the government are inadequate.				
29.	Reforms in the federal civil service are evaluated.				

		Responses			
		Strongly agree	Agree	Disagree	Strongly disagree
		5	4	2	1
	Issues on Interdependent Roles of Civil Servants				
30.	Civil servants should perform advisory roles.				
31.	Federal civil servants should only interpret and implement policies.				
32.	Federal civil servants must perform enforcement roles.				
33.	Issues on Ambiguous Role of Federal Civil Servants.				
34.	Federal Civil Servants are aware of their role as policy implementers.				
35.	Federal civil servants see the public as their customers.				
36.	Civil servants are aware of their schedule of duties.				

Schedule of Interviews

APPENDIX IV

Interview Schedule with Head of the Federal Civil Service of the Federation in the Central Conference Room at 10.00 a.m. on October 21, 2009.

Researcher: *Thank you Sir for accepting this interview series to appraise the federal civil service as it concerns reforms in the service. How would you assess the effectiveness of the reforms in the federal civil service?*

Response

The civil service has grown in leaps and bounds since independence of our country in 1960. No doubt there has been a catalogue of reforms introduced into the civil service to reposition it and make it meet service delivery. The civil service is large and it has grappled with changes. Positive changes are continually manifesting in the civil service. The civil service has fulfilled its functions and the reforms in the Civil Service have positive impact on the growth of the service.

Interview Schedule with Permanent Secretary, Federal Ministry of Information and Communication, Abuja on October 21, 2009 at 1 p.m.

Researcher: *Thank you Sir for finding time to speak on issues relating to recruitment in the federal civil service. What in your own opinion is responsible for the public perception of the civil service as slow, ineffective and unmindful of work ethics?*

Response

The public represents the customers of the federal civil service and in common parlance, the customer has the right to express opinion on quality of service delivery. The fact that the Nigerian public focus on measurement of standard of the service provides a high expectation of the service. The civil service continues to provide customers' satisfaction and no matter the improvement of function of the civil service, customers would still expect more and better service offers.

Interview Schedule with Permanent Secretary, Federal Ministry of Finance at Office of the Permanent Secretary at 3.00 p.m. on Monday October 21, 2010

Researcher: *Good afternoon Sir and thank you for responding to my request for discussion on your Ministry. Please enlighten me Sir on the main policy thrust of your Ministry on salary administration*.

Response

The large size of the civil service imposes a lot of cost on personnel and personnel costs have increased over the years with salary increases and government continues to face requests for salary increases from Labour Unions. It is disheartening that workers continue to call for salary increase but the extent at high accomplishment of productivity is lacking. I do not

see a commensurate offer between contributions of civil servants and benefits in terms of salary and other salary supplements.

Interview Schedule with Permanent Secretary, Ministry of Commerce and Industry, Abuja on November 27, 2009 in the Conference Room of the Ministry at 11:30 a.m.

Researcher: *Good morning Sir and thank you for accepting this request for interview. How would you rate the level of interest in employment in your Ministry?*

Response: The high rate of unemployment does not seem to make graduates to indicate preference for any particular ministry. Graduates posted to this Ministry cut across all fields of human endeavor.

Researcher: *How would you rate public and private sector intervention in commerce and industry in Nigeria*?

Response The level of public and private sector would still expect more and better service offers.

Interview Schedule with Permanent Secretary, Federal Ministry of Establishments and Pensions on October 21, 2009 in the Conference Chamber at 12noon.

Researcher: *Thank you Sir for the privilege of meeting you and for permission to request for your comments on the state of affairs of the federal civil service. Permit me to ask for your comments on appraisal of reforms on recruitment into the federal civil service.*

Response

The main constraint on the federal civil service is the replacement costs on government. Whenever civil servants are disengaged especially during severance, purges and retirement exercises severance packages are expected to be paid.

Researcher

Do you feel that Government is not Cost Effective with Disengagements from the Federal Civil Service?

Response

We do not mean that government is not cost effective with disengagements from the service. However, funds applied for replacement of disengaged civil servants as well as payments of severance packages constitute huge costs that could have been directed to improve facilities in the federal civil service.

Interview Schedule with Permanent Secretary, Federal Ministry of Education on October 22, 2009 in the Conference Chamber at 12noon.

Researcher/ Interviewee: *Thank you Sir for accepting this short interview. Kindly discuss the recruitment situation in the federal ministry of education.*

Response

There is an increased rate of employment in the ministry because the education sector is coming out with a high number of graduates in Nigerian educational institutions. The sector is also endowed with high quality graduates deployed to the ministry.

Interview Schedule with Permanent Secretary, Federal Ministry of Health on October 22, 2009 in the Conference Chamber at 2:00pm

Researcher: *Good afternoon and I appreciate your positive approval of this interview. Kindly discuss the interest of medical graduates in working with the federal civil service.*

Response

Although, we have a lot of medical school graduates in our ministry, many of them prefer to work in the private sector. This is because medical graduates prefer to gain the initial experience in the civil service. Thereafter, they go for private sector employment.

Researcher: Do you mean that there are no attractions for medical officers in the public sector)

Response

No, the preferences are based on individual opinions.

Assessment Charts

APPENDIX VI

Proposed Assessment Chart for Measurement of General Efficiency in the Nigerian Federal Civil Service

Instructions: Indicate scores allocated for your extent of effectiveness of performance of job allocated to you on daily, periodic and annual basis. You are to base your answers on what you know about yourself and your personal beliefs. Indicate the extent to which you agree or disagree by circling the number following each statement.

S/N	STATEMENT	Strongly Agree				Strongly Disagree
1	I complete my task within stipulated deadlines	5	4	3	2	1
2	I need to be supervised on my assigned duties	5	4	3	2	1
3	I make mistakes on my job	5	4	3	2	1
4	I call for assistance with completion of my job	5	4	3	2	1
5	I cover up mistakes on the job	5	4	3	2	1
6	I prefer to work on time	5	4	3	2	1
7	I complete my assignments despite constraints of the job	5	4	3	2	1
8	I have clear understanding of what my job entails	5	4	3	2	1
9	I work with team spirit	5	4	3	2	1
10	I prefer to complete my assigned duties without my colleagues	5	4	3	2	1
11	I feel I have experience of the job	5	4	3	2	1
12	I like to display human relations	5	4	3	2	1
13	I spend long hours to achieve my job	5	4	3	2	1
14	I apply initiative on job	5	4	3	2	1
15	My boss expects me to be detailed with my job	5	4	3	2	1

Total marks

* 72 – 90 - Effective performance
* 54 – 71 - Work habits need substantial improvement
* 36 – 53 - There is room for improvement
* 15 – 35 - Superior work performance

APPENDIX VII

Excerpts on Public Service Rules

APPENDIX VIII

Excerpts on Handbook on Federal Character Commission