

MANPOWER PLACEMENT AND UTILISATION  
IN THE FEDERAL CIVIL SERVICE OF NIGERIA

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TO MY WIFE, KATE  
WHO DISTRIBUTED AND COLLECTED  
THE QUESTIONNAIRES FOR THIS STUDY

## A B S T R A C T

The issue of public service performance and productivity whereby public officials are required to provide the public with the best service possible is a major challenge for the modern civil service. The Nigerian federal civil service which has grown bulky in the last decade after independence faces the problem of utilizing its manpower to meet public demand for increasingly better service. The general notion still persists that government staff work less and that the services they render do not reflect the size and composition of the civil service work force. Since inappropriate placement and utilization of manpower can seriously affect employee's productivity, performance and satisfaction, it is therefore necessary to examine and ascertain the extent to which adequate manpower placement and utilization is practised in the federal civil service. In doing so, the study should provide an insight into certain aspects of government personnel management.

Most public criticisms of the Public Services in Nigeria especially the Civil Services reflect a deep rooted dissatisfaction with overall performance by staff, the large number on the payroll notwithstanding. Comparison with the private sector is often made but in general such comparison appears misplaced because the nature of functions are not entirely the same nor the personnel practices similar. Effort to apply modern management techniques to the affairs of public services meet with relatively modest success because the organisational and structural framework differs from those of profit oriented organisations.

The subject of manpower placement and utilization in the federal civil service is an attempt to study such personnel management issues as recruitment, training, transfer, incentives and productivity. In the realm of public personnel management or science of administration, the study examines several other areas such as political and democratic control of the Civil Service, performance measurement, placement policies in a federal set up such as Nigeria, training and utilization of

personnel in designated functions of the various Ministries, government Departments and agencies; factors that militate against effective utilization of trained and qualified personnel such as the unstable political system that fails to provide stability to the civil service itself in terms of the management of its human resources.

In order to present the problem in its true perspective, a historical review of key elements relating to civil service personnel management since colonial times is attempted. These include the various types of governments and their impact on the selection, placement and the use made of the personnel of the Civil Service. The changes effected by each successive government of the personnel structure of the Civil Service with the aim of increasing their productivity is examined although the extent in which such objectives had been achieved remains the focal point of reference for the study. It is precisely in this respect that no time frame is provided for the study, but it rather draws upon and emphasises the administrative and political issues that prevent a satisfactory practice of manpower placement and utilization in the present federal civil service.

Since the Service like other organisations are always evolving and particularly with the political changes in the country, it is expected that major reforms in its personnel structures will continue to be undertaken. What has emerged in the study is that manpower placement in the federal civil service of Nigeria is influenced by the need to maintain ethnic balance at the top echelon of personnel especially those involved in policy formulation and who are placed in advisory and management capacities. This "federal character" policy in turn affects performance and productivity of staff, factors in themselves induced by personal dissatisfaction.

In terms of basic personnel practices, recruitment respects basic qualifications but placements on job functions are sometimes to fill vacancies and satisfy functional status rather than job-skill-match. In

most instances jobs are not well defined and as a result personnel initiatives are lacking but conformity with procedural norms are emphasised. Although training in absolute numbers and by real expenditures are on the increase the basic post-training functions to be performed remained in most cases the same. One is led to conclude that post-training placement as a function of manpower utilization is weak. Training in the Service except for strictly professional job positions are to satisfy personal development needs of staff and measurement of productivity induced by training remains in that respect, a problem.

It is concluded that while the Federal Civil Service has strived to fulfil its basic functional role of assisting the Government of the day to maintain law and order in the society and to expand on its new role in the social and economic fields, more remains to be done in the personnel management areas to increase productivity of staff. These include maintaining a more viable organisational structure for the Service which should recognise the political nature as well as the economic and social welfare functions of the civil service. Productivity in the Federal Civil Service which is the objective of better manpower placement and utilization can therefore be measured in terms of the stability of the political system as well as the efficiency in which public services are managed to enable private initiatives to prosper.

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P R E F A C E

The study presented in this dissertation is an attempt at providing some understanding of the intricacies and complexities of personnel management practices in a government agency. The subject of manpower placement and utilization in the federal civil service of Nigeria was chosen as a response to one of the issues of our time especially after the Udoji Public Service Review Commission of 1975 delivered a scathing remark on the manner in which public services in Nigeria were being run. The study has therefore examined how the personnel of the federal civil service have been placed and utilized and what the various functions and job specifications in the Ministries and Departments are.

Although no time frame has been assigned to the study the focus is on the present federal civil service as an institution. Historical data have been widely used up till 1987 when the conclusions and recommendations were made. The historical review has helped in the assessment of the impact of past practices and personnel policies on the present civil service.

While the study does enquire into and touches on the recruitment in the competitive labour market by the Civil Service, it emphasises more on how the available manpower when recruited, are placed and utilized. It enquires into and examines the process in which individual skills and aptitudes are matched with existing jobs and class specifications. The study also examines the transfer and deployment of staff to different government Ministries and agencies; assesses whether or not such transfers and deployments conform to public personnel policy objective directed at the obtainment of maximum utilization of personnel.

In carrying out the goals of government policy as enunciated in National Development Plans, the civil service is always designated as the executing agency. As far as the execution of the first National Development Plan 1958-62 and subsequent ones are concerned, the authors were in all cases concerned with the adequacy or otherwise of sufficient manpower in the public and private sectors of the economy. The civil service as the executive arm of the government is charged with the responsibility of

implementing these plans. The issue of appropriately placing and utilizing its manpower, to implement the plan and to execute other administrative tasks has been analysed. The composition and the organisation of the civil service personnel for the performance of its functions have also been examined.

A few months after data were analysed and conclusions drawn for the study, two additional states were created in September, 1987 and a major reform of the federal civil service was introduced in 1988. While the effect on manpower placement and utilization in the federal civil service of the creation of the new states will follow the pattern already analysed in the study, the new civil service reform represents part implementation of some of the conclusions of the study. It is therefore expected that in the search for better staff productivity and performance in the civil service, structural reorganisation and reforms are expected to be introduced in the future.

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## CHAPTER 1

### I N T R O D U C T I O N

#### STATEMENT OF THE PROBLEM

The subject of manpower placement and utilization in modern personnel management practice is important for those organizations that seek efficiency in their operations and productivity from their staff. Traditional personnel practice requires that job descriptions should match the candidate's qualifications during the recruitment process and after which proper placement of staff would take place and management's desire to obtain productivity and efficiency would be assured. In other words careful post-recruitment placement should result in optimum utilization of personnel. However, while such a situation would be a basically good starting point for a sound personnel procedure, it is too simplistic for an overall understanding of the import of Frederick Taylor's "scientific management", a philosophy and concept though developed in the nineteenth century has provided the foundations for modern personnel management theory and practice<sup>1</sup>. As Claude George has observed, Taylor's experience with the Midvale Steel Company in 1878 led him to recognise that management had no clear concepts of worker management responsibilities; that no effective work standards were applied; no incentive used to improve labour's performance; that management decisions were based on intuition, past experience and rule-of-thumb evaluations; that workers were ineptly placed at tasks for which they had little or no ability or aptitude, and finally, that management apparently disregarded the obvious truth that excellence in performance and operation would mean a reward to both management and labour<sup>2</sup>.

In discussing manpower placement and utilization in the federal civil service, one would therefore have to examine certain key questions concerning the present organizational structure in which placement and utilization of personnel take place, what rules and regulations or policies govern such placements and utilization, the manner or practice in which the rules and policies are implemented and what effects these have on the productivity of staff, their job description, training and the corporate health of the Service as an organisation.



Contemporary management thoughts and research can throw light on these issues especially the question of organisational efficiency, placement of staff in the right jobs and staff productivity. Issues like managerial authority, role determination and motivation are discussed to justify and demonstrate the significance of the research. In this respect Taylor's scientific management is applicable as well as the behavioural school of management thinkers like Henry Gantt who espoused the humanistic management and emphasised the bonus wage system; Henri Fayol for his functional management which emphasised the commonality of management to all human undertakings, business or government; and Elton Mayo for his famous Hawthorne experiment which emphasised the importance of work environment to productivity<sup>3</sup>. A central problem of the study then is to review the existing literature on management practices, administrative, organizational and behavioural so that placement and utilisation as personnel management concepts could be better understood in their relevance to and the assessment of the manpower efficiency and productivity in the Nigerian federal civil service.

#### The Ministry as a Unit of Analysis for Problem Identification

The Ministry as an organization unit of the civil service has at the apex the Minister as a political head and the Permanent Secretary as the executive adviser. Depending on the nature of functions of the Ministry, it is divided into Departments corresponding to the principal functions and mission allocated to it. Each Department in turn has Divisions with professionals mainly to translate policies into tasks and activities and to actually execute and evaluate the result of the objectives attained. The result is functional specialisation. Divisions may find that certain activities require further specialisation in which case a Head of Section is appointed. The three major sub-divisions of the Ministry provide, depending on the nature and variety of their activities the framework in which the functions and responsibilities of the units are described. Such description of unit activities translate into posts or functions for the Department as a whole. The requirements of each function then determines the qualification and personnel profile to be placed on the job.

The Ministry then relies on two external government agencies to determine the number and category of posts it can fill, namely, the Establishment Department of the Office of the Head of the Civil Service and the Federal

Service Commission. While the former approves new posts of all categories the latter recruits personnel from Grade Level 8 and above to fill the vacant posts.

The practice in which the Ministry relies on the Establishment Department and the Federal Civil Service Commission for the recruitment of its senior staff has important consequences for productivity. It is in reality the separation of programme management from staff recruitment training and utilization. However the role of the Commission is understood in the context of the need for fairness of recruitment from all parts of the country but the problem area for the Ministries is the role of the Head of Civil Service of the Federation in managing the pool of Administrative and Professional Officers concerning transfer, promotion and discipline. As far as promotion and discipline are concerned the Head of Service recommendations are usually accepted by the Commission in deference to it. It is observed in the circumstance that the Ministry's control over promotion and discipline of its staff appears remote and to that extent organizational performance and achievement of objectives could be impaired.

Apart from the problem of how the civil service is organized to undertake recruitment, promotion and discipline, the Ministry has nevertheless adopted its own internal organization based on functional specialization. In a Ministry like Finance, specialist departments such as Exchange Control and External Finance exist. A close examination revealed that recruitment to fill vacancies in these departments were based on the same basic entry qualification for Administrative Officers placed in other Ministries such as Commerce and Labour and Productivity. This could have meant that detailed job description of the functions to be performed had not accompanied the request for recruitment of staff into those specialist Departments. It was not unusual to find that more experienced Administrative Officers were placed in new job positions while newly recruited Officers with general education were recruited to fill vacancies in subordinate positions with defined functional titles such as Assistant Secretary rather than job titles such as Exchange Control Officer. Where deficiency in recruitment and placement of staff occurred in most Ministries it should be one reason of programme failure in government, a fact which most Nigerians tend to use as a measure of civil service performance.

Some Ministries like Works and Housing, Communication and Finance have a large number of professionals placed in them such as Engineers, Accountants and Architects. Between the professional degree and certificate holders and the generalist Administrators class cleavage is experienced in the performance of their jobs. This cleavage has persisted even after Udoji Public Service Review Commission had integrated the two classes under one salary structure. The problem afflicting the Ministries can therefore be stated in terms of functional job clarification as well as internal hierarchical factors in organisational communication. The most significant of this is the position of the Permanent Secretary who remains in a sole advisory capacity to the Minister irrespective of the former's limited span of control and the physical limit to an individual's capacity to coordinate the entire programme of the Ministry. The Ministry as an important organ of the civil service charged with the responsibility to execute specific functions and programme of government therefore faces personnel problems first from the central agencies in respect of recruitment, promotion and discipline of staff and in addition from internal conflicts arising from different orientations among professionals and administrators. The situation described is likely to be more pronounced in Ministries such as Works and Finance - the two having a large reservoir of professionals working hand in hand with generalist administrators, the latter who dominate in policy initiation, formulation and determination.

Recruitment and staff placement having been considered, training is an important area for Ministries to enhance the productivity of their staff. When it comes to training for enhanced manpower performance, the Service as a corporate body does not appear to provide a coherent policy as each Ministry competes with each other to obtain approvals from the Head of Civil Service to undertake training. The incoherent policy is marked by the absence of a training plan to the extent that individual staff are bound to seek training opportunities directly from the Head of Service. In this manner they tend to regard training as benefits per se. However, the large scale training embarked upon as a policy in the federal civil service was first dictated by the pre-independence Nigerianisation policy and later by the Udoji Commission Report of 1975. The primary training objective has been consciously or unconsciously to raise the skills and performance of the civil service personnel. In 1976-1977 which covered the post-Udoji recommendations on "a new-style civil service", a total of 3,175 federal civil servants benefited from in-service training both

inside and outside Nigeria. This figure represented 11% of 28707 which was the total establishment-trained staff both in the private and public sectors in the country. Out of this number the figure for the private sector was 14,008 representing 48.8% while federal government corporations and companies had 4,079 trained staff, representing 14.2% of the total<sup>4</sup>. This has demonstrated that the civil service still lagged behind other employers in the programme of its manpower training. A recent manpower study (1986) has shown that the federal civil service exceeded other public and private organisations in training its staff<sup>5</sup>. That fact should make it important to know whether the staff so trained had been properly placed in relevant jobs and fully utilized after training.

The problem of post-training placement can then be considered as an aspect of under-utilization. In other words, it is not obvious whether the trained staff had been deliberately placed in the relevant posts where training skills could be utilised. Assuming that the staff is placed in the same job after training, this could be an indication that better job performance together with increased responsibility would be the objective of placement. If responsibility had in fact remained the same, the expectation is that improved work performance would be the outcome. Where both did not happen the situation represents a degree of manpower under-utilization because either the staff ought to be properly placed in another job or his present job performance criteria ought to be clearly stated, redefined and be reconciled with his training. The problem so far discussed has shifted away from the size and quantity of civil service personnel to the qualitative aspects of personnel management where utilization is based on appropriate placement policies.

The Ministry also has placement problems arising from transfers. According to the existing rules, transfers are serious placement matters that should go hand in hand either with post-training placement, promotion or vacancies created within the Service as a whole. Such transfers may occasion the movement of staff from one job to another either on the same grade and seniority or to a different job on a higher grade; thus it may be lateral or vertical. It also means the movement from one job to another in the same agency or to another agency. Transfers are therefore part of placement and utilization policies which recognise special skills and productivity of workers. However, the pool system of managing this important personnel policy is centralised at the

Office of the Head of Civil Service for Executive, Professional and Administrative Officers and is therefore external to the Ministries. The discontent such transfers generate among Ministries fearful of losing their experienced and capable staff do not sometimes augur well for the corporate health of the Service.

Against the back-drop of all these manpower placement and utilization problems is the question of programme performance. Although government services continue to be maintained it cannot be said that optimum utilization has been obtained from civil servants nor planned programmes implemented as evidenced by poor functioning of public services like telephones, electricity, public transportation and health services. Nigeria being a developing country, the problem can be stated in terms of the efficiency of the civil service in the attainment of economic development objectives. Rigg's view that defective public administration hampers and even prevents the achievement of such goals is pertinent<sup>6</sup>. This is to say that civil service personnel administration is crucial to overall development of the country.

The Ministry also faces the problem of storing data and processing information. In fact, the lower level civil servants are most of the time entrusted with this task such as records keeping including filing of written communication. Data collection and processing however appears to pose the biggest problem when it has not been understood that manpower utilization and staff productivity depend on them. Keeling observes that in spite of enormous data collected and processed within the civil service, information is often lacking as a feedback on how much objectives had been achieved. He attributes this state of affairs to specialists, in strict observance of their functional areas in the Ministries operating in separate hierarchies instead of work teams to analyse problems. The absence of pooling inter-ministerial capacities in the Ministries he noted, affected assessment and audit of performance in resource use<sup>7</sup>. The problem of data collection and processing in the federal civil service could affect the process of decision-making in terms of staff administration as well as programme and productivity management.

On the basis of the foregoing, manpower placement and utilization in the federal civil service raises several problems which the study will need to resolve. These include how well job descriptions match personnel

profiles so that placement of staff will be on the right job; a related issue is that of transfers and whether the staff so transferred will occupy functions in the new Ministry that match his qualifications. There is also the issue of training staff to upgrade their qualification and competence for jobs they are not capable of performing fully well and their post-training placement which ensures that staff return to their various functions so that changes in productivity can be ascertained. A related issue then is the promotion of staff as a reward for meeting productivity standards and at the same time to take on higher responsibilities. Policies governing these important placement and utilization factors to the extent that they are well implemented also have consequences for job motivation and satisfaction and more importantly for the morale and corporate health of the Service.

Placement and utilization problems can also be stated in terms of the political nature of the civil service. This is to say that because of its central role in the administration of the country, the productivity and efficiency of its staff, its fairness in applying administrative rules, the representativeness of the entire federation of its key policy-making staff become major political issues. Since the civil service environment is political, we expect that by this fact alone there would be consequential effects on the manner in which certain categories of staff are placed and utilized which may not have as its main objective the matching of jobs with qualifications and therefore under-utilization might occur.

Productivity of civil servants is of political interest because of their central role in policy making and administration. In this respect, there is bound to be inevitable competition between the ruling elites in one hand and the business and academic elites on the other as to the formulation of those policies. It is perhaps in this context one can understand the current "federal character" debate and its desirability as a placement policy in the federal civil service<sup>8</sup>. One important question is whether such federal representation will not dilute the experience and qualification necessary to place manpower in the service because for the generality of the population an efficient and productive civil service could be felt through the implementation of administrative regulations affecting their economic as well as social well-being.

Other issues that impact on manpower placement utilization in the federal civil service is its share size and the expanded role of government. There is no doubt that the federal civil service holds a sizeable manpower. In terms of competitive employment in the Nigerian labour market, the federal government is the largest employer of labour while the federal civil service holds the biggest proportion in comparison with other agencies. In an estimated total wage employment sector of about 2.8 million for the country as compared with the modern sector wage employment of 2 million, the public sector employment figure was 1,015,339 or 50% in which the federal civil service accounted for 176,567 or 17.4%. The corresponding figure in the 1981 National Manpower Studies indicates a total of modern sector employment of 1,098,808 by all employee establishments in the country. While the public sector accounted for 66% of the total, the share of the federal civil service alone was 256,334 or 11.2%<sup>10</sup>. The question then which agitates the mind of a casual observer is whether this large body of staff are being fully utilized or have in the first place been assigned to the right job. Since the issue of productivity of civil servants is of political as well as of economic interest in the country, the need to establish convincingly the extent of such productivity is a central problem of this study.

The question of the size and number of the present personnel in the federal civil service is closely related to the problem of optimum utilization. The large size of the existing personnel cannot be justified on the basis of full utilization especially the junior and intermediate civil service staff. This remains a problem because the Ministries have been delegated the powers and responsibility by the Civil Service Commission for the recruitment of staff and officers in Grade Levels 1-7. Abuse of this delegation is not uncommon so that over-staffing of the middle level manpower has a greater possibility than for the higher echelon of personnel. This and other manpower placement and utilization deficiencies and weaknesses have led Riggs to note incisively that,

Too many persons are employed, their services are not fully utilized, and they are frequently not qualified by training or experience to do the work. While many public servants work with a real sense of responsibility and devotion to duty, many others regard government jobs as sinecures. Many appear in ministries to draw their pay-cheques; of those who do attend regularly, a significant proportion turn out very little work, either from incompetence, or inertia or from lack of proper supervision and organisation<sup>11</sup>.

It has been noted that approval of new posts for Ministries in accordance with the existing structures and policies has to be made by the Department of Establishment in the Office of the Head of Service. However, socio-economic and political developments have created for Ministries and the civil service as a whole a faster growth in activities and administration than functional posts externally approved by the Establishment Department based on annual expenditure budget. For example as noted by Stahl, developments in science and economics do affect many production methods, encouraged industrialisation, communication and urbanisation; the increase in the number of international organisations set up to promote inter-state cooperation give rise to international administration to manage trade, peace finance, economics and law<sup>12</sup>. These factors he said have in turn created and generated political consciousness in favour of the interdependence of nations especially among the newer and smaller states to whom the developed ones give bilateral economic support. In furtherance of such cooperation among states bilateral and multilateral agencies have sprung up to provide economic assistance and these have become in themselves large and complex administrations and bureaucracies. It is partly these developments that have changed the complexity of civil service tasks. Therefore, its ability to carry out these and other state functions would call for appropriate recruitment, training placement and utilization of manpower based on appropriate organization policies for the federal civil service.

One can then appreciate that even where the relevant posts have been approved by the Establishment Department, the procedures adopted by the Civil Service Commission as a quasi-judicial body to recruit qualified staff to fill the vacant posts could possibly cause delay in placing and utilizing these staff by the Ministries concerned. There is therefore likely to be a time lag between functional post identification and placement and utilization of the manpower recruited to fill the post in the Ministry. Manpower placement and utilization in the federal civil service would have to be examined in terms of the untimely recruitment caused by organisation and structural deficiencies of its agencies and also the extent productivity is affected due to the untimely execution of development programmes in a particular year.

Recruitment in which qualification and training is reconciled with and made to suit the performance of a given job is a prerequisite for optimum utilization. Riggs has noted that in developing countries where



administrative and political structures are weak and most institutions are young, placement and utilization of manpower have become tenuous issues. While he emphasised the importance of qualifications obtained through training and experience from those obtained from general education, he also highlighted other causes of administrative weakness in the civil service and adds:

Recruitment often has no relation to need, with the result that many government offices are overstaffed. Duties are poorly defined and insufficiently coordinated. Advancement depends primarily on seniority rather than demonstrated merits. The inefficient are protected by rigid personnel laws and regulations designed to protect the civil servant rather than to promote efficient administration<sup>13</sup>.

While this diagnosis of weaknesses in the civil service are no doubt generalised, it is assumed that administrative weaknesses do exist in most bureaucracies including Nigeria. Yet such weaknesses and their nature may differ from one country to another, especially between developed and developing countries. The degree and extent of these weaknesses may be used in analysing the problems relevant to the misplacement and underutilization of personnel in the Nigerian federal civil service.

The Nigerian civil service like in most developing nations desire to place and utilize its manpower and enhance productivity in the face of predominant traditional loyalties which are yet to be transferred from family and tribe to the nation. The pursuit of national unity and loyalty to the nation state has called for a formal and balanced representation of the different ethnic groups in bureaucracies including the civil service. The concept of "federal character" enshrined into the 1979 constitution should be seen as an attempt to legalise this policy. It is also a recognition that the federal civil service of Nigeria has at the moment a concentration of manpower from the South due to their early exposure to western education. Effort so far made to redress such imbalance in the placement of manpower in the Service attracts misgivings from serving staff. The absorption and placement of senior level manpower in this manner is already being felt in terms of low productivity and morale on the part of experienced, older and serving civil servants who have not been promoted or simply superseded. While these efforts might be politically expedient, they certainly affect merit

with consequent impact on the productivity, placement and optimum utilization of staff in public enterprises and agencies. The problem remains however for the study to reconcile these political representativeness with productive manpower placement and utilization in the federal civil service.

Public perception of the role of civil servants has raised the issue of their productivity to an important political question<sup>14</sup>. In the minds of the political elites and the generality of other Nigerians who are sometimes not as well educated and trained as the civil service elites, the civil service remains an important vehicle for economic development. The significance of this perceived role for the civil service is to draw more public attention to itself as to its capacity and efficiency to fulfil such a role. Since there is no other agency more suitable to carry out this function, the need to make the civil service manpower more productive also emphasises the importance of the factors necessary to raise their productivity and performance. These factors include political control of the Service so that it is made at all times to implement economic, political and social development; carry out training and sound management practices. However, due to the unstable political system in Nigeria marked by military interventions in government, the civil service as an administrative machinery becomes inadvertently weakened through elite competition for power and sometimes non-performance by the political elites of their supervisory and policy enunciation role.

The general notion that civil service bureaucracies are inept, less innovative and less motivated to work is not peculiar to the Nigerian civil service alone. Both in Britain and the U.S.A., the productivity and competence of the civil service had been and continues to be questioned. In the two countries preoccupation with these issues culminated in the commissioning of the Fulton Committee and the Hoover Commissions respectively<sup>15</sup>. The reports dealt essentially with the recruitment and placement of both career and political non-career staff in the two civil services. In U.S.A., the desire to optimise civil service manpower by carrying out essential government programmes with minimum number of employees became popular with the interest shown in the subject by Presidents Kennedy and Johnson. In Britain the issue of competence of the civil service was recently raised by Sir John Hoskyns who was adviser to Mrs. Thatcher for three years before returning to the private sector. His lecture to the Institute of Fiscal Studies made the

point that successive British Governments since Harold Wilson in 1964 have refused to ask the question "why do governments fail?" One of the answers attributed the failure to ministers who failed to set clear objectives or a strategy to achieve economic recovery and that it is not surprising that officials did no better. He questioned how the same officials give whole-hearted commitment to a Thatcher government today if they expect a Benn government tomorrow.

In this lecture, Sir Hoskyns is concerned with the efficiency of both politicians and civil servants as well as the neutrality of civil servants to successive governments. It is not the fact that the civil service contains both career and non-career staff that makes Sir Hoskyn's proposals innovative but his proposition that political parties be encouraged to maintain their own shadow team of officials. When the party is in government he said, many of the advisers would replace senior civil servants possibly as many as 10-20 per Department even including an "outsider" as Permanent Secretary. Such radical reform indicates how productivity in and performance by the civil service is of such major public concern. Although the proposal attacks the continuity which is an important criterion in the civil service it is precisely the point of Sir John's lecture that continuity has become practically synonymous with acceptance of relative failure. He concluded by saying:

Civil servants have seen politicians trying to do the wrong thing and succeeding, or the right thing and failing. As each government retired exhausted after another few years of fire fighting, the service had somehow to continue with the next. It has done so, I believe, by lowering its metabolic rate, in order to conserve its energy: and by persuading itself that the problem was unsoluble<sup>10</sup> in order to conserve its self-respect<sup>10</sup>.

Sir Hoskyn's concern also raises the need for an effective control of bureaucratic power. In developed countries, the problem of democratic control of bureaucratic power translates into the reform of the civil service as in the case of the Fulton and Hoover Commission reports in Britain and U.S.A. respectively where manpower placement structure, composition and functions were reviewed. The issue whether the civil service is responsible to the people is related to the question whether political institutions in the country, executive and the legislature are able to initiate and direct such reforms. In developing countries the

capacity of both political and bureaucratic institutions to respond to the development needs of the country however remains weak. Samuel Huntington's discussion of political change in traditional societies touches on the ability of political institutions and systems to innovate policy by promoting social and economic reform by state action.<sup>17</sup> The civil service is one institution where such "political modernisation" should take place especially in shedding its colonial vestiges as a law and order organisation.

Such political reforms and modernisation in developing countries, says Huntington, involve the transformation of traditional values and behaviour patterns, the secularisation of public life, the rationalisation of authority structures and the substitution of achievement criteria for ascriptive ones.<sup>18</sup> Although Huntington's conception of these modernisation factors refer mainly to the larger political state, they are also relevant to the civil service as an administrative institution of the state. How the civil service should reform itself as an institution becomes a starting point for examining whether it operates a modern personnel management system especially how its manpower is placed and utilized and made productive.

#### SIGNIFICANCE, OBJECTIVES AND JUSTIFICATION FOR THE RESEARCH

The fact that manpower is an important factor in any organisation and also the main input in the production arrangement is universally acknowledged by experts in personnel management. In the civil service, manpower utilization assumes even greater importance because more than any other organisation of the state, it is responsible for advising the government on policy formulation as well as in the administration and implementation of decisions arising therefrom. This responsibility by the civil service as an administrative arm of the government brings to the public view the question of performance and productivity of its staff. The primary purpose or objective of the research is to examine whether or not the placement and utilization of human resources in the federal civil service of Nigeria have contributed to or facilitated productivity.

Since this general objective has to do with productivity and performance, there are other secondary objectives related to the two issues. One secondary objective is to assess the adequacy of the organisational

environment of the civil service which facilitates the placement and utilization of personnel. This is to say that productivity and performance is dependent on several factors, one of which is the organisation of the work place into units according to functions to be performed. Another secondary objective is to examine the procedural framework within the civil service such as the organisation of training, definition and description of jobs, salary scales and other remunerations that motivate staff to work and then the evaluation of performance as a feed-back mechanism to the management procedures. Viewed from another angle the objective of the research then is to examine the existing and current personnel management practices in the federal civil service and to see whether they enhance manpower placement, utilization and productivity.

Manpower placement and utilization also implies direction and control of the entire personnel of the civil service. This is to say that apart from the central and decentralised personnel agencies, there is ultimate responsibility of these agencies to the government who determines the appointment of the political office holders of the civil service and indirectly the other senior civil servants. Another objective of the study therefore includes the identification of the line of communication that exists between the civil service and the government as far as the placement and utilization of certain personnel of the civil service is concerned. Here the role of the Cabinet Office and in the case of military regimes, the Supreme Headquarters is analysed. The communication factor between these agencies is important because in discussing it, we shall also examine the organisational framework of and key personnel placement in the federal civil service. Without such an analysis an understanding whether its manpower is well placed and utilized will not be facilitated. Secondly, the political control and responsibility for the civil service as an organisation and the level of communication that exists among the agencies are crucial for its effective personnel management.

The questions raised here are whether the role of the Cabinet Office as presently constituted and that of the Supreme Headquarters which could be considered as policy Think Tank for the government in power are well organised. If their roles are well understood, to what extent has control over the civil service contributed to an efficient administration of government and the efficient placement and utilization of human resources in the federal civil service? Is the communication of personnel policies

consistently transmitted to the appropriate central and decentralised personnel agencies such as the Civil Service Commission, the Office of the Head of the Federal Civil Service and the Ministries and Extra-Ministerial Agencies? The purpose and objective of the research would have been achieved if answers are provided to these questions because the issue of manpower placement and utilization is about how best the federal civil service is well managed personnel-wise and well administered as an organisation to achieve governmental purposes.

The significance and justification for this study as a public personnel management subject are two-fold. Firstly, it examines the placement factors of civil servants in terms of job-fit and qualification requirement. Secondly, it examines several factors that could make civil servants productive, in other words how they are utilized. Manpower placement and utilization issues have become important in the Nigerian civil and public services recently, because manpower has been somehow adequately produced in the country. This is in contrast with the experience in the Sixties and Seventies when acute shortage of the required manpower for the execution of development programmes was highly felt. It explains the fact that concern for manpower placement and utilization had not been emphasised as the need to produce it. Recently however, a sizeable manpower in various fields of learning have been produced in the country and there is already felt an acute unemployment among Nigerians holding professional degrees in engineering, medicine, architecture, science and mathematics. Consequently, the issue of adequate placement and utilization of manpower in the country by different employee organisations public or private has attracted public attention. For example, while previous Commissions which had enquired into the public services of Nigeria such as Harragins (1945-46) Gorsuch (1954-55) Newn (January 1959) Mbanefo (November 1959) Morgan (1964) Elwood (1966) Adebo (1971)<sup>19</sup> had devoted attention to the administrative structure, salaries and to some extent training, the appointment of the Public Service Review Commission on 13th September 1972 had a wider terms of reference with emphasis on the management and training of public service staff including civil servants as well their optimum utilization. The preamble to the terms of reference reads:

The Commission shall, having regards to the need to secure adequate development and optimum utilization of manpower and to increase the efficiency and effectiveness of the Public Services in meeting the challenge of a development oriented society<sup>20</sup> ...

As the Chairman of the Commission himself pointed out, the implications of the Review Commission's Report for management education and training could be felt in three main areas - changes in the way public services are managed, changes in the way civil servants undertake their tasks and changes in their internal social attitudes and behaviour<sup>21</sup>.

In this context and the fact that the Military Government had in 1975 and again in 1984 carried out a "purge" of the civil service and the public services as a whole suggest that government had begun to desire fewer and qualitative manpower as opposed to a large, unwieldy and unproductive one. Some observers would however attribute such a turnaround in personnel policy by a military junta as an attempt to legitimise its authority. It is true that by acting on the public perception and perennial complaints by Nigerians about the public services as being erratic and the civil service as unproductive and containing 'dead woods', a military but an unelected government would desire to become immediately popular and acceptable by carrying out such a large-scale retrenchment of public workers as was witnessed during the Murtala Mohammed and Buhari military regimes in 1975 and 1984.

However, the purge in the view of others is seen not only as a concern for civil service productivity but also in terms of elite competition in the Nigerian political system in this case against the civil service elites. Olugbemi in discussing the role of top civil servants in the Gowon military government and their pre-eminence vis-à-vis other elites, is of the view that it afforded civil servants an unprecedented opportunity for creative activity. He observed succinctly that "not even the partial reforms following the purges of the service undertaken by the Mohammed/Obasanjo administration in 1975 had any substantial moderating influence on the pre-eminence of the civil service in state affairs"<sup>22</sup>. This comment then provides an insight into one of the motives for the purge which was partly to please and assuage public irritation against the role of civil servants in government. It is therefore debatable whether the purge had resulted in an improved performance by civil servants. However, public announcements of such purges would also appear to be a result of economic and budgetary problems than a concern solely for manpower productivity and utilization or purely elite competition for power.

Placement and utilization of civil servants is particularly significant for a post-colonial developing country such as Nigeria whose public administration objective emphasises an accelerated and rapid economic political development and transformation. How the civil service as the main bureaucratic organ of government is organised structurally and personnel-wise to achieve this objective could also contribute to the understanding of the improvements required to effectuate the agency's manpower needs and the manner in which these are met.

Furthermore the research is also significant because it seeks to gather and analyse information meant to contribute to the understanding that personnel administration in the civil service belongs to the larger political process in the country. Any discussion of manpower placement and utilization in the civil service will necessarily raise important issues of the political nature and the legal basis of the civil service, especially the appointment and control of its principal officers; the exercise of power, authority and influence over the civil service personnel by the executive and legislative arms of government and the general and political nature of the functions that the civil service personnel are called upon to perform. As Sharhansky has pointed out, the roots of public administration are in political science<sup>23</sup>. Public personnel administration in the civil service therefore raises pertinent issues that cannot be insulated from politics. This is because administration has to do with the formulation and implementation of public policy, and as such, personnel administration and manpower utilization in the civil service cannot ignore geo-political factors.

One of the geo-political factors is the "federal character" debate in Nigeria which concerns balanced ethnic representation in the civil service. Tony Edoh observes that this mania for equitable representation is closely linked with the task of building the Nigerian nation through the generation of policies and the creation of structures and instruments that are capable of stimulating national sentiments and consciousness. The impact such representation could have on merit and efficiency in the civil service he notes, is totally irrelevant because there is a growing recognition by society of the key roles played by civil servants in both policy formulation and implementation. In support of this view he cites Donald Kingsley who argues for equitable representation as follows:



If a political system where governments and consensus are yet to be reached on the basic issues of politics and where the idea of nation-state has not yet crystallised in people's mind, the bureaucracy should consciously strive to be representative of the various cleavages in the society <sup>24</sup> by them ethnic groupings, social classes or caste.

Other geo-political factors are concerned with the means of achieving social and economic development in Nigeria. Since these are political as well as administrative issues, two important and significant outcome of the research concerning administration and politics relationship can be identified. Firstly, the research should reveal the fact that although the public resents civil servant's pre-eminence as participants in public policy formulation and are at the same time accused of bureaucratic ineptitude they are nonetheless held in public esteem. This ambivalence towards civil servants is heightened because the public is obliged to deal with them anyway, and in most cases civil servants successfully administer to public needs.

On the other hand persistent criticism of and resentment by other Nigerian elites, of the civil service as being bureaucratic and privileged due to its near monopoly of policy formulation and execution could have negative effects on their morale and motivation. Such criticisms, especially by leaders of industries was more notable during the thirteen years of Gowon's military rule<sup>25</sup>. In turn, the low morale could also prove to directly impact on the productivity of staff in the civil service with consequent effect on the efficiency of public services and utilities.

The research is also significant for the fact that due to the frequent changes of government in Nigeria, the civil service seems to bear the brunt of administrative and sometimes political traumas following those changes some of them very disruptive as in the military coups of 1966/67. Such frequent changes in the manpower composition of the ruling elites and those of the civil servant have a direct impact on the productivity and manpower utilization in the civil service. It therefore brings to the fore a complex relationship between the governing elites and the bureaucratic elites in the selection, placement and utilization of manpower for development.

On the general notion that the civil service does not perform up to expectation, the research should throw light on the extent in which this opinion is valid when one considers the major strides in economic and social development that the federal civil service has piloted and continues to sustain in spite of recent retrenchment and insecurity of tenure for their numbers. Here it is important to understand behavioural characteristics of civil servants relative to their attitude to work. It should also throw light on the nature of the functions which the civil service performs when compared with other public agencies and organisations.

On the improvement required to strengthen manpower placement and utilization in the civil service, the research examines some of the existing personnel management weaknesses in the Service and offers solutions on how to improve them. Such management improvements are necessary for increasing the executive capacity of civil service staff for the execution of development programmes in Nigeria. One of such improvements is in the area of matching individual skills and aptitudes with job specifications. How possible is this ideal management practice in a political bureaucratic set up like the civil service?

Finally, the study is significant in the contribution it could make to a conceptual and practical understanding of manpower placement and utilization in the Nigerian civil service. This in turn should widen the horizon of knowledge of public personnel management in one of the bureaucratic organs of government such as the federal civil service. It should academically inform the public on the scope and dimension of personnel management in the civil service and provide an understanding of its manpower placement policies, productivity levels, and the performance of civil servants. Policy recommendations arising from the research may assist in adequately placing and utilizing manpower for better productivity and better achievement of government development and administrative policies.

From the foregoing, several factors in placement and utilization of manpower in the federal civil service can be identified. These include organisational factor which has to do with the structure of services including the number of Ministries and Agencies of the Service; recruitment factor which has to do with identification of manpower

requirement and how best to carry out recruitment in the interest of the Service and nation; placement factor which has to do with the matching of qualifications with job specifications in different Ministries and agencies. Placement also deals with transfers and promotions to fill vacancies and the assignment of higher responsibilities; training which has to do with the identification of additional skills performance requirements for new job performance and responsibilities; post-training placement which has to do with transfer knowledge and skills to previously assigned job or to a new job in the same or another Ministry. A related factor is the motivational factor which assesses the work environment of the civil service. These include job satisfaction and job security, salary and non-wage incentives such as accommodation, free medical care and training opportunity. These factors in summary are the placement and utilization problems facing the federal civil service and are used in formulating some key hypotheses for the study.

#### HYPOTHESES

In order to focus on the purpose and objective of this study the following hypotheses have been developed to cover the field of enquiry. These can be viewed as relational sets of statements where one is a cause of the other. They are:

I. Inefficient performance and low productivity in the federal civil service are closely linked with inadequate manpower placement and utilization.

(a) The failure of government agencies to perform efficiently is largely due to the inability to make the best use of skills, knowledge and experience of their senior and middle level officers.

(b) Placement and utilization of personnel in the federal civil service is a mixture of merit and patronage systems based on the principle of balanced ethnic representation in the country.

II. The absence of a long and stable constitutional government in Nigeria has weakened the efficient placement and utilization of personnel in the federal civil service.

- (a) Massive retrenchment of civil servants known in 1975 and 1984 as "purges" have had a serious deficiency effect on the placement and utilization of manpower in the civil service.
- (b) The career and "closed" personnel system in the federal civil service is incompatible with the goal objectives of an elected democratic government.

III. Placement and utilization of civil servants in the federal civil service do not sufficiently address its organisational structure.

- (a) The organisational structure of the central personnel agencies in the federal civil service is not sufficiently effective to enhance the efficient placement and utilization of its large personnel.
- (b) Productivity as issue in the Service is not linked to organisational and management efficiencies.
- (c) Productivity problems in the Service are treated as "purges" which are displacements of staff politically motivated and directed.

IV. Training in the federal civil service emphasises management improvements but weak post-training placement and poor use of management techniques are evident.

- (a) Management techniques such as MBO, job description, communication, management information, planning and coordination are less recognised as means of better placement and utilization of manpower.
- (b) Job contents, free accommodation and training are important motivational factors for civil service productivity.

These hypotheses are to be validated against available evidence and data generated by the study in the chapters that follow.

## OVERVIEW OF LITERATURE

A review of relevant studies and literature pertinent to manpower placement and utilization in the federal civil service is necessary to further clarify the subject matter. The review addresses four main areas. Firstly, to underline the political environment in which the civil service operates and therefore the essentially political nature of its functions. The political environment consists of political institutions such as the executive, parliament or its equivalent. The review attempts to show the advantages as well as the difficulties of manpower placement and utilization in such a milieu. Secondly, taking the political environment as given, the review also addresses the extent in which civil servants compete with political and other elites in policy making and formulation. Since Nigeria has not maintained sufficiently a long culture of elective government, does policy formulation incidentally become the monopoly of civil servants? Thirdly, there is the issue of ethnicity and federal character policies that influence recruitment and placement of staff in the federal civil service with impact on staff utilization and productivity. Fourthly, the role of the civil service in economic and social development is covered to underline its other functions apart from the maintenance of law and order. In this respect, a post-Udoji review converging ten years of implementing Government White Paper on Udoji Report has been included.

The political environment in which the civil service operates in some democracies is generally recognised by the existence of the three arms of government: the executive which the civil service forms a part; the legislature which enacts legislation and helps to formulate policies and regulations with the executive; and the courts that interpret and resolve conflicts between the executive and the legislature. In this environment, the civil service implements and serves the three arms of government. Frederick Mosher views these functions of the civil service as intrinsically political and would like to see the civil service subjected to legislative and executive control so that it can be responsible<sup>26</sup>. Such control was evident following personnel reforms in the civil service carried out by successive Presidents of the United States with Congress passing the necessary laws that brought about such reforms. The reform measures included the Pendleton Act of 1883 which introduced competitive examination as a basis of recruitment into the

American civil service and, the First and Second Hoover Commissions of 1953 which led to substantial increase in the number of political heads of civil service departments as well as senior career officials<sup>28</sup>.

Using reform of the civil services of Great Britain and the United States as case studies, David Dillman has examined the impact of the various Acts in the two countries on both the political control of the civil service as well as changes in their personnel structures<sup>26</sup>. He confirmed contemporary views that a responsible civil service should be subjected to political control. The reform in Britain and the United States he said, were politically motivated and considerably affected the placement and utilization of senior personnel in the civil service. In Britain for example, the Northcote Trevelyan Report of November 23, 1853 provided a basis for a unified and permanent service that distinguished political service from civil service. The Report called for competitive examination as a means of enhancing merit and eliminating patronage and as a means of recruiting officials of university age with general ability for later training. Promotion by merit rather than by seniority or through favouritism was instituted. In the United States, the Pendleton Act also called for competitive examination to enhance merit and replace patronage which was the root cause of inefficiency and waste in the civil service. In the two countries, the central concern of the reform was the need to install merit in the civil service although it was not the only issue. This is evident by the fact that the passage and content of the Act dealt with broader political and democratic issues other than purely personnel ones.

Both the British and American Civil Service Reform Acts, observes Dillman carried the notions of security of tenure and political neutrality for civil servants. In the case of the United States security of tenure was not absolute because the President was given the power to terminate appointments where the reasons for such removals were inefficiency and not political. It is then difficult he noted where to draw the line between politics and administration in the exercise of such Presidential discretion<sup>29</sup>. In the same vein, Stewart points out that after the passing of the Pendleton Act, Congress was inclined to stress reform as an instrument to impose efficiency on the administration as well as a moral force for the purification of politics<sup>30</sup>.

The extent of neutrality of the civil services of the two countries is explained by Peter Self. He argues that it is the nature of the blend between the top political and administrative elements of the public service which determines civil service manpower effectiveness<sup>31</sup>. Such effectiveness he admits could be vitiated by the problem of reconciling the requirements for an administration accountable to political executives and one which can take effective action. Manpower placement and utilization in the civil service seem to face this dual requirement. In Britain and the United States, the Northcote Trevelyan Report and the Pendleton Act according to Self, led to the identification of two different types of personnel orientation. In the former, it resulted in a higher civil service characterised by a relatively closed elite corps of liberally educated generalists who were committed to deep rooted principles of anonymity, non-partisanship, and public service. In the latter, the higher civil service that emerged was characterised by its openness, professional technical competence, and commitment to particular policies and programmes<sup>32</sup>.

Reform movements in the American and British civil services therefore represented an attempt to define at different points in time the number and composition of their personnel be they political appointees or career civil servants. It also tried to ensure that the civil service as an administrative institution served the political system of those countries. Efficiency of civil servants was to be measured not only in terms of productivity but also that they be politically subordinated to elected officials. These are particularly true of the post-Pendleton Act and the Second Hoover Commission of 1953 in the United States which gave the President increased authority over personnel management. In each case, both the the number of political executives or bureau chiefs as well as the corps of senior career officials were substantially increased. The Second Hoover Commission itself corrected the greatest weakness in the civil service personnel which hitherto was characterised by the absence of "expert managerial direction" due to the high rate of turn-over for political and non-career executives<sup>33</sup>. The Report as Dillman asserts revealed two important hypotheses concerning manpower placement and utilisation in the civil service. The first is that the problem of obtaining and retaining competent public servants is influenced more by the larger political environment and character of leadership than by the technical factors of selection (recruitment) and organisational struc-

ture. The second is that an effort to solve the key problems of the civil service - selecting and holding competent higher public servants by balancing administrative continuity with political responsiveness is at odds with the goal of a truly responsible (democratic) public administration<sup>34</sup>.

It was during Jimmy Carter's presidency that the Senior Executive Service (SES) was established on July 13, 1979 in order to address the two problems. It was an attempt to match the realities of specialisation with the benefits of continuity. The SES emphasized performance appraisal system and linked it to pay, promotion and performance. Performance appraisal under the SES Act included such factors as improvements in efficiency, productivity, and quality of work, reduction in paperwork, cost efficiency, timeliness of performance and meeting affirmative action goals. Thus, the mobility which the SES offered Executives also permitted their appointments to positions of Cabinet rank (political) without losing their SES career status. The impact of the SES on the civil service is that officials became immediately aware that only efficiency and productivity will guarantee their tenure thus bringing to an end the worst aspect of the spoils system. As Mosher has observed, professionalism and job analysis tended to dominate the American civil service personnel management system.

In Britain the Northcote-Trevelyan Report was followed by the Fulton Committee set up on February 8, 1966 by Harold Wilson, Labour Prime Minister from 1964<sup>35</sup>. The Report attempted to redress the growing social and academic exclusiveness of the Administrative class vis-a-vis the scientific and professional classes. The lack of mobility within the classes the Report noted, limited promotion and career to established grades within the classes rather than the whole Service. The Committee Report heavily criticised the "cult of the generalists", the lack of management skills by civil servants, the hampering effect of the class system and the difficulties of its adaptability to new tasks and the inequality of promotion and entry of qualified specialists<sup>36</sup>. The key principle adopted by the Committee to guide the development of the civil service was to look at the job first, review it to seek alternative ways of performing it, then find the skills needed and finally train and place people on the jobs. Although the political objective of the reforms as contained in the Fulton Report leading to the establishment of the Civil Service Department in June 1970 was accepted, the abolition of classes



was left to the civil servants themselves to implement. As Dillman noted, the implication of the introduction of professionalism for responsible government or the smooth working of the minister-civil servant relationship was not well thought-out. However, in January 1971, the Administrative, Executive, and Clerical classes were merged into an Administrative Group and the Scientific classes were similarly merged in 1972.

Since Dillman's study of civil service reform had as an objective the assessment of the impact of such reforms on responsible government, he concluded that both the Carter and Fulton reforms of the senior civil service had failed to contribute to responsible administration in a most fundamental way. His observation of the irony of two main trends - increased politicisation coupled with merit protectionism of the civil service is relevant and pertinent to the practice of manpower placement and utilization in the Nigerian Federal Civil Service. This is because neither can fully succeed without triggering immense pressure to emphasize the other. He observes that this point has been demonstrated through attitudes of Presidents since the second Hoover Commission in the manner they either increased top executive non-career officials of the Civil Service or screen out existing career officials only to make effort later to protect them from political influence<sup>37</sup>. The problem of accommodating both continuity and change as well as the merit and career service with political control of the Civil Service has become not only tenacious but illusive. It represents a major issue in the overall placement and utilization of personnel in the civil service.

In a related issue, Patrick O. Utomi has analysed the relationship between top-level career public servants and politically elected or appointed officials of the Nigerian federal civil service in the process of formulating public policy. He identified two distinct groups of elites within the Nigerian political system, namely, the bureaucratic and the political elites where the former is used by the latter to oversee the responsibilities of governance<sup>38</sup>. This is to say that top appointments in the Civil Service are drawn from the two types of elites and that each of the two groups engage in public policy making. The effects on performance and productivity of the Civil Service and competition for public policy formulation of placing the two types of personnel cannot be over stated.

The Nigerian experience of the interplay of the two groups of elites during the three governmental epochs - the colonial, the constitutional (civilian era) and the military, have witnessed a plethora of personnel and manpower placements and removals in the Civil Service as well as the Nigerian political scene itself<sup>39</sup>. Each of the epochs according to Utomi creates a Nigerian political culture. The first epoch - the colonial, witnessed the dominance by alien political and administrative elites holding the mantle of political as well as bureaucratic power in which indigenous elites sought participation<sup>40</sup>. The exclusion of Nigerians from political as well as administrative power according to Olusanya found expression in what was known as "Nigerianisation of the Civil Service"<sup>41</sup>. Under this agitation and the consequent limited participation by Nigerians, the policy outcome was marginal in terms of Nigeria's interest vis-à-vis that of a foreign colonial power. Although it offered Nigerians opportunity to gain experience, cultural factors however limited the same level of participation by elites from the North following the amalgamation and the creation of a nascent bureaucratic institution in the form of the Nigerian Civil Service.

The second epoch - that of constitutional era beginning with independence, saw the transfer of both political power and administrative responsibility to the indigenous elites. In terms of training and experience, political power in Nigeria was in the hands of less sophisticated elites compared with the Civil Service elites even though the Legislative Council and later the Nigerian Council had been established in 1862 for Lagos and in 1913 for the rest of Nigeria respectively. It was the lack of power for the two Councils and their domination mainly by alien bureaucrats, that explains the relative inexperience of the political elites during Nigeria's early days of independence. Utomi refers to that epoch as "bureaucracy-reifying". It coincided with the early problems of recruitment and placement of manpower from the North in the federal civil service while in another way, it explains the rise of bureaucratic power during the first constitutional epoch.

The military epoch started in January 1966 till October 1979. The 1975 third military intervention by General Murtala is regarded by Olugbemi as the cleansing of the Civil Service which was accused of being over-politicised<sup>42</sup>. In relation to manpower placement in the civil service, one could find in the Murtala's general purge of public servants an

opportunity for placing certain personnel from a section of the country in the service with a view to achieving an acceptable balance in bureaucratic policy-making at the federal level. This second phase of the military intervention in government however witnessed an erosion of bureaucratic security of tenure but not their power in policy making which at this stage faced stiff competition from the military and business elites.

The three epochs in Patrick Utomis' study has revealed the extent of involvement of the two groups in policy making and to particularise bureaucratic power as a consequence of their involvement in politics. The three governmental epochs in Nigeria, he says, coincided with the period in which the policy process was dominated by the bureaucrats. It gave Nigeria a unique setting or environment which approximates what Guy Peters calls "political culture" defined as a sum of the major characteristics of a political system that guide an individual as a participant in the political system<sup>43</sup>. The content and public policy outcome which such interaction or competition between the bureaucratic and political elites can produce is of direct consequence for the present study and for manpower utilization efficiency and productivity in the Civil Service.

When political elites for example are weak and docile as observed in the post-independence NPC-NCNC coalition government, it resulted in a weak policy enunciation. In that case, civil servants could easily fill the vacuum by a direct involvement in policy formulation<sup>44</sup>. This as demonstrated by Dilman is adjudged undemocratic and could lead to irresponsibility and arrogance on the part of civil servants and a dilution of their execution performance as in fact public criticism of senior civil servants in Nigeria had shown<sup>45</sup>. Moreover, the political and bureaucratic elites have their specific roles in the administration of the state. Their placement and utilization in the civil service should lead to each one performing his role efficiently and to act as a check and balance on the other. It is also desirable and democratic that the bureaucratic elites should be subordinated to the political elites for reasons of their being elected officials who are responsible to the electorates. This is necessary because bureaucracies in the real world are not uninterested in politics especially in Third World countries. He

has also demonstrated that politics and administration are not inseparable but rather intertwined, and that the two are increasingly reaching a rapprochement<sup>46</sup>.

Beyond the policy making processes during the three epochs, Utomi has identified the Nigerian political culture as having its own affective influence on policy. The pervading political culture during the three epochs he describes as "elitist" as opposed to the "popular culture". It is in this culture according to him that bureaucrats and political elite interact. In the search for legitimacy by the political elite, and the more it perceived such legitimacy, the less it would depend on the bureaucratic elites for policy-making. The two constitutional governments of 1960/66 and 1979/83 are used to compare, contrast and to test this assumption. While the policy-making ability of the Civil Service was strengthened during the NPC-NCNC coalition of 1960/66, it correspondingly declined during the NPN government of 1979/83. The reverse is the case during the entire colonial as well as the military periods. The elite interaction in policy-making should take into account the concept of power. As Utomi explains, it increases the ability of political elites to develop expertise and an ideology whereby they could demonstrate to the mass of society the viability of a certain policy option. On the other hand, there is the bureaucratic elite expertise and prerogative in policy implementation and control of information. It is demonstrated that these various power elements are used by each group of elite during the policy process to influence policy outcome. The nature and type of public policy outcome is the product of such competition and it reveals to some extent how senior Civil servants are utilized in the civil service.

The effects of ethnicity on the placement and utilization of manpower in the federal civil service is analysed by Emuobor P. Ovikur who identified three major variables. The first is the multiplicity of ethnicity in a large populated political grouping as Nigeria and the consequence of this for peace, unity and stability. Secondly, unity and stability requires a social and economic development programme that meets the needs of the people and that this necessitates adequately staffed federal civil service administration. Thirdly, the recruitment and staffing of the federal civil service has been faced with the problem of ethnic representation or the need to have and maintain a balance among them<sup>47</sup>.

He notes that significant differences exist in the proportions of ethnic groups employed in the federal civil service which is out of proportion with their population in the country. Such a situation he observes generates distrust among the communities under-represented as well as create dissension within the civil service staff themselves. Although education and urban/rural factors affect recruitment and placement he sees, ethnicity as overriding. In the face of ethnic competition and rivalry, the attempt by General Ironsi's military government in 1966 to unify the federal civil service by altering the constitution of Nigeria from a federal to a unitary one resulted in a counter coup and subsequent civil war. It is significant and also a coincidence that the 1966 coup that put Agui Ironsi, an Ibo, as Commander-In-Chief of the Armed Forces of Nigeria and Head of the Federal Military Government was led by an Ibo Major although the coup was aimed at the "gangsters politicians" representing ethnic chauvinism<sup>48</sup>. This demonstrates the extent ethnicity has dominated both political as well as the administrative institutions in Nigeria.

The ethnic and economic rivalries of the many groupings in Nigeria notwithstanding, the geographical or location factor of the seat of the federal government in the south has had some inevitable influence on recruitment into the lower grades of the civil service<sup>49</sup>. It strengthens the case for a balanced representation in the federal service of at least the senior cadre and equitable placement as well. In terms of recruitment into the civil service the role of the Civil Service Commission should be seen as an attempt to ensuring fairness among the ethnic groups. While the Commission has influence on the recruitment, promotion and discipline of higher level officers on the recommendation of the permanent Secretaries of Ministries, to that extent, its role in controlling ethnic tendencies, nepotism, and favouritism is acknowledged although somehow remote.

Ethnicity apart, Oviku deals with organisational deficiency of two other institutions, namely, the Ministry of Establishment which determines posts and grading in the civil service and the Office of the Head of the Civil Service who is responsible for career development and training as well as define the goals and objectives of the Service. He observes that there is a lack of clear definition of authority and responsibility for overall management in the Service between the three agencies<sup>50</sup>, an evidence of organisational and structural problems which have not been addressed in twenty five years of independence.

Demonstrating the ethnic influence on the recruitment into the federal civil service, Oviku notes that the preponderance of the Yoruba population in Lagos is reflected in the composition of the civil servants in Lagos. When other factors as education is considered, it is also observed that the ethnic groups with the greater number of secondary school and student population were also at an advantage. It had been noted that recruitment by the public as well as private organisations attach great importance to academic qualifications in their assessment of candidates for appointments. It is therefore an objective criteria which is also consistent with the merit system. Apart from ethnicity and education, urban conditions reinforces the latter. The major port cities and towns strategically located on the railways and main roads attracted industrial, educational and commercial developments. These hastened urban developments which in turn attracted population drifts from the rural to the towns and cities.

Thus in Kano state with a population of 8.126 million and an area of 26,608 square km, there are only three major towns with over 20,000 inhabitants. On the other hand, Lagos state with a population of 2.244 million and an area of 12,209.6 square km, has a density of 1,015.6 persons per square kilometres. In Imo and Anambra states, population densities of 663.8 and 456.5 persons per square kilometre are recorded. Population pressure and migration combined create urbanisation and the search for employment in the cities. When the three major ethnic groups are considered, Oviku notes that recruitment into the civil service is influenced by these urban/rural and population density-migration factors in favour of the Yorubas and Igbos compared with the Hausas<sup>51</sup>. These other factors merely reinforce ethnic characteristics which generally affect the educational advancement of the ethnic groups concerned when ethnicity is considered as a criteria for recruitment into the federal civil service.

The results of actual recruitment pattern into the federal civil service show that although the Hausas have a larger proportion of the population relative to the Ibos and Yorubas, the Hausas have the least number of candidates in the service. Significantly, that trend has been maintained between 1971-1982 when data for the study were analysed. The study also found that although education is used as a basic criterion of recruitment, the relationship between education and recruitment was low

compared with a high relationship between ethnicity and recruitment. Such a situation is accounted for by the fact that in the middle and junior job categories, there are more educationally qualified candidates than the available vacancies and as such ethnicity rather than education becomes the ultimate criterion. Even at the management level where the Civil Service Commission is expected to ensure recruitment based on educational qualification, it might be observed that ethnic factor was also crucial as a means of bridging the gap among the major ethnic groups on the existing disproportionate representation of recruited personnel in the federal civil service.

The consequence for manpower placement and utilization in the federal civil service is that the ethnic factor is an important variable. In the face of such geo-political factors, recruitment not entirely based on merit and qualification affects placement policies and hence productivity. A policy currently in use is to keep some posts open until suitable candidates from the Northern part of the country are available to fill them. As early as 1980, and under the 1979 Constitution, recruitment and appointments are "to reflect the federal character of Nigeria", and the President had adopted this in appointing ambassadors abroad<sup>50</sup>. The author concludes that an effective management of the recruitment process and acceptance of educational criterion should provide an acceptable philosophy of "each person to his own ability" without regard to ethnicity but to the Nigerian nation.

Overview of literature so far has shown the important role of the civil service in policy making and policy implementation and the factor of ethnicity in manpower recruitment, placement and utilization in the Civil Service. Its role in development is an aspect treated in Ikoiwak's study showing that various development plans in Nigeria have had civil servants strategically placed at all levels of the planning committees<sup>53</sup>. Moreover, the Federal Ministry of Planning and Economic Development, an important agency of the federal civil service, has as its main functions the task of coordinating and evaluating economic development planning in the country<sup>54</sup>.

Ikoiwak, like many other scholars in the field attributes the prominence of the Federal Civil Service in policy formulation, especially its functions within the various development planning machineries, to its

leadership position, expertise and the accumulated experience of most of the senior civil servants<sup>55</sup>. Delong for example noted that in every department and agency, the senior bureaucratic positions have a unique and critical role - that of translation and brokerage between the political executive and the working level bureaucracy<sup>56</sup>. The importance of the role of senior civil servants as pointed out therefore highlights the need to appropriately place them so that their manpower could be fully utilized for the tasks of coordinating policy formulation, development planning and implementation. Apart from the development of policies, the Permanent Secretary as head of the Ministry together with his senior administrative and professional colleagues are responsible for the implementation of development programmes. Ikowak, has rightly asserted that it is in the execution of policies that subordinate grades and divisions of the civil service have their part to play<sup>57</sup>. This means that the appropriate placement of all categories of civil servants in their jobs should facilitate economic development.

In terms of the productivity of civil servants, he mentions two major external factors which affected both their morale and performance. One is the civil war of 1967-1970 which had a disruptive influence on the civil service manpower needed for the successful implementation of the First National Development Plan, 1962-1968. Then the purge in the civil service in 1975-1978 which coincided with the Development Plan<sup>58</sup> of that period. This is because as some commentators have noted, the dismissal then of about 10,000 public servants of all categories though a necessary antidote to the past lethargy in the Service was in some cases executed with unpardonable malice, apparent vindictiveness and tended to nullify the security of tenure which forms an attractive condition of service for civil servants<sup>59</sup>. In addition, it led to the loss of dozens of experienced and able officials.

Associated with productivity is the efficiency of the civil service in the implementation of economic development. Ikoiwak treats the problem of efficiency and effectiveness as they relate to programme products. Another way to assess how best manpower in the civil service is well utilized, is efficiency in the utilization of resources. Irving Swerdlow Like Balk, notes the difficulties of the use of efficiency in evaluating administrative performance because its application to human outputs and inputs presents difficulties of measurement<sup>60</sup>. The two of them, acknow-



ledge however that efficiency can be used to portray quality in administrative machinery crucial to successful management and execution of development programmes. This concept of efficiency has led Geogopolous and Arnold Tannenbaum to define efficiency as the extent to which an organisation as a social system, given certain resources and means fulfils its objectives without incapacitating its means and resources and without placing undue strain on its members<sup>61</sup>. A more fundamental definition of efficiency relevant to manpower utilization is that of Chester Barnard. According to him efficiency is relative to the securing of necessary personal contributions to the cooperative system of energy and material<sup>62</sup>.

Efficiency and manpower utilization are therefore closely related. Ikoiwak's study of how the Nigerian federal civil servants themselves evaluate the efficiency of the federal civil service is relevant<sup>63</sup>. He notes that while the senior officials feel that progress has been made in achieving efficiency, the middle management officials thought differently. The latter thought that efficiency and economy have neither been emphasised nor practised. The reason for the differing opinion he says, and one may agree with him, is that the middle management are closer to the problem while senior management due to their positions and status are distant from the day to day operations and depend on upward communication for their decisions. Secondly in comparison with expatriate Nigerian private and public organisations, efficiency in the Federal Civil Service was adjudged comparable to that of public corporations, more efficient than indigenous businesses and less efficient than expatriate firms<sup>64</sup>. He concluded that as a service institution whose financial resources is guaranteed through annual budgets, the civil service fails to allocate its organizational resources (time, manpower and money) to optimise the achievement of its goals<sup>65</sup>. This study defines and treats efficiency concepts from the point of view of "manpower efficiency" in the civil service especially in managing other resources for the development<sup>66</sup> of Nigeria.

A review has also been made to assess the implementation of Udoji recommendations towards the utilization of manpower in the civil services of Nigeria since the publication in 1975 of the Government White Paper on the Report of the Public Service Review Commission<sup>67</sup>. The Report and the White Paper contained far-reaching recommendations on the way manpower in

the Nigerian civil and public services could be utilized for effective development. A two-day National Workshop on Manpower Utilization and Development in Nigeria had therefore reviewed a decade of implementing the White Paper on the Report<sup>68</sup>. The central issues addressed in the Report are summarised in an address by the Secretary to the Federal Military Government and Head of Civil Service of the Federation to the Workshop. He underlined the import of the Udoji Report which was to bring about a new style public service capable of meeting the challenges of development and results-oriented administrations<sup>69</sup>. The Secretary said the Report called for the recruitment and training of specialised personnel in the application of scientific knowledge and new management techniques such as Planning, Programming and Budgeting System (PPBS), Management By Objectives (MBO) and other quantitative measures for measuring targets and results.

Adamolekun in his contribution at the Workshop described the Nigerian civil service as a permanent career service placed in a political context and characterised by temporary political leadership teams or governments<sup>70</sup>. This according to him has important consequences for the recruitment and utilization of manpower, namely, senior career civil servants who are expected to possess certain qualities of independence, character, ability and experience that would enable them perform the eminently political role of being "confidential advisers" to successive teams of ministers. It is the view of Adamolekun that the norms and values that underpin the British government system have proved to be either non-existent or not sufficiently widely shared among the relevant actors in the governmental process in Nigeria: parliamentary, presidential and military governments<sup>71</sup>. He advocated a significant change in the recruitment and placement of senior civil servants in the civil service, namely, the arrangement like in the USA and continental Europe where senior career officials coexist with temporary political (unelected) officials and advisers. This would result in what he calls "professionnalism" and "politization" within the ministerial structure and organisation of civil service functions<sup>72</sup>. Consequently, those in the latter category would cease to enjoy career status while the former would be placed and deployed in a manner that ensures the optimum utilization of the knowledge, skills and experience of each civil servant.

A related issue concerning the placement of manpower in the federal civil service is how to reconcile merit with representativeness. Adamolekun suggests that the merit principle should exclusively apply in posts with 60% professional and technical skills requirement while merit and representativeness should be given equal weight for posts carrying the functions of policy formulation. Posts with policy execution contents would have professionalism reinforce merit principle but at the recruitment stage, professional and general administration posts should be filled based on equal representation for all states of the federation<sup>73</sup>. This proposal he said would need to be supported with an educational system free at the primary and subsidised for secondary and tertiary levels to enable each state of the federation produce the required manpower suitable for recruitment.

Manpower development, placement and utilization can be achieved principally through training. Training in the federal civil service since the publication of Udoji Report has been on the upward trend in terms of resource allocation in the budget. This went up from N500,000 in 1974 to N7 million in 1982<sup>74</sup>. However problems still persist, observes Adamolekun, notably in respect of qualitative aspects of training, the time-frame and content of training programmes and the lack of clarity about training policy. Furthermore, post-training placement is compounded by the "pool system" of centralised control and deployment of officers whereas individual Ministries are required to manage their training functions within the central framework. Post-training placement problems apart, staff development especially in management development courses run by ASCON has also increased up to 221 from 1974-1979<sup>75</sup>. However, a research by ASCON into the valuation of staff development and training in the civil service revealed that although staff development programme were relevant to real world of work, perceived organisational factors hampered the application of acquired knowledge and skills<sup>76</sup>. This problem again is associated mainly with the centralised deployment of civil servants although factors like organisational hierarchy, and conformity to practice are also important. A recommended solution to the post-training placement utilization is based on Nmobuosi's research finding called "Mutual Expectation Learning Transfer" model (MELT)<sup>77</sup>. By this model the trainee agrees with his boss and peers about what is expected of the trainee when he returns to the work situation before he sets out for a training

programme. This is to ensure organisational support and ability to implement new ideas and skills learnt because expectations had been mutually set and should be fulfilled.

Important for this study are the conclusions of the workshop which made pertinent observations and recommendations. On recruitment, it noted that it is not based on thorough job analysis and specification<sup>78</sup>. This results in manpower under-utilization based on misplacements in posts badly analysed. Recruitment as a basis of placement ought to be made based on the principle of representativeness while subsequent growth and advancement in the service should be based on merit. This recommendation however assumes zero political considerations in appointing new entrants to the top echelons of the federal civil service. Funding for training as a resource, though substantial over the years was regarded as spasmodic and a 2% of recurrent annual expenditure of every government of Nigeria was recommended as a minimum to be allocated to training. Intensification of on-the-job training for all levels of subordinate officers was called for while institutions of higher learning was to coordinate their training programmes to make them more relevant to the public service<sup>79</sup>.

Training programme as a means of integrating generalists and specialists as envisaged in the Udoji Report was recommended as a way of forging a professional public service. In order to address staff misplacements and deployment caused by the pool system, the workshop recommended that an alternative to it should be studied. Mobility into the public sector from the private sector also needed to be encouraged. Organisationally, personnel management and coordination in the Federal and State Civil Services among agencies such as the Office of the Head of Service, the Civil Service Commission and the Manpower Board was considered inadequate and should be improved. How this should be done however was not stated. In order to avoid arbitrary purges and retrenchment of civil servants as in the past, Governments needed to restate their commitment to the principle of security of tenure for career civil servants. This recommendation however misses the point that a restatement of commitment to security of tenure for civil servants by the government cannot prevent a future purge when the civil service through existing regulations cannot reform itself. It is also a matter of respect by the government for existing laws on the matter.

The Workshop also called on the government to note the structural defects in the economy which is the root cause of the wide gap in salary structure and condition of service between the private and public sectors and the negative effect on the morale and productivity of public sector officials. This gap considered at 15% in 1974 is now 60% according to the findings of Prices, Productivity and Incomes Board<sup>80</sup>. On staff evaluation, the present Open Reporting System should be made more meaningful by combining it with other management techniques such as MBO and Target Setting while team evaluation should be examined as an alternative to individual performance evaluations.

These issues though peculiar to the Nigerian civil service are also relevant to civil services in other countries. As Olowu has pointed out, the public sector's leadership role in the management of economic and social conditions of countries has been widely recognised though in varying degrees<sup>81</sup>. The issue of recruiting, placing, training and developing staff in the public sector especially in the civil service is of paramount importance as far as productivity and optimum utilization of its manpower is concerned.

#### RESEARCH DESIGN SCOPE AND METHODOLOGY

Three main approaches were used to gather data for this study. The first was a random sample survey of certain grades of civil servants in some federal ministries in Lagos. This was to ensure adequate and meaningful response to some of the important personnel questions affecting productivity in the civil service. The analysis of the data is summarised in this chapter and fully reported in chapter 5. The survey consisted of structured questionnaires designed to elicit information on key variables necessary to support the main hypotheses developed for the study. The questions were about the respondent's pre-entry qualifications brought to the civil service job; what types of training were undertaken during the service; the transfers and postings between the Ministries and to distinguish those that were post-training placement transfers; the scale of values attached by civil servants to certain motivational factors common to employees; the availability or otherwise of job description after placement and during the course of service, and the relevance of such placement to entry qualification. The questionnaire itself forms Appendix III to this work.

Secondly, direct interviews of key officials were conducted in Ministries and Departments, namely, the Personnel Departments in the Office of the Head of the Civil Service of the Federation such as the Establishment and Public Service Departments. Others were the Civil Service Commission, Cabinet Office, Ministries of Works and Housing, Commerce and Industry. Interview of officials in the Departments of the Head of the Civil Service of the Federation and the Civil Service Commission and Cabinet office as central personnel agencies yielded information concerning the personnel policy processes and practices and how they are formulated and implementd in favour of Ministries and state governments. Interviews held in the two Ministries focussed on how jobs and functions are allocated to staff and the specific problems they encounter in carrying out such functions in their relation to the central personnel agencies.

The third approach was library research of standard bibliographical texts relating to the field of research, sorting of primary documents and government publications in ministries containing personnel policies and data. Other primary documents included government publications on personnel benefits and Annual budget documents where yearly placement of civil servants as well as their strength are shown. Library research work concentrated on those literature which emphasise organisational and administrative theories necessary to define the civil service as an organisation as well as the nature of its functions. The conceptualisation of manpower placement, utilization, productivity and performance relied on standard bibliographies that discussed personnel management theories and practices. This approach has led to the establishment of a theoretical framework for the analysis of how well the federal civil service has actually placed and utilized its manpower.

The scope and area of focus for the study is the present federal civil service of Nigeria and its staff, the civil servants and political appointees. The study focuses on the period from 1982 when interviews were conducted and survey questionnaires administered including the examination of service structures and policies. However, the study has relied extensively on data drawn from the earlier periods in the service, especially the colonial and post colonial periods to bring to bear on the present civil service the effects of those past policies. Due to the size of the service and its division into several Ministries and Departments, some Ministries are used as case studies in presenting typical structures where the placement of civil service staff are made.

Furthermore, the study uses data covering the entire personnel of the federal civil service in assessing their placements, functions and utilization in all the Ministries. These provide the frame of reference for the study in particular to demonstrate how variables such as training, motivation and transfers affect performance and productivity. Specific analysis of each class of civil servants has been made as placement and utilization case studies. The scope and coverage in the study of a large organisation such as the federal civil service has been rightly supplemented with survey research in order to capture pertinent data and the opinion of staff, on the subject of placement and utilization.

#### THE SURVEY RESEARCH

A survey was conducted among a certain category of federal civil servants. This category included the administrative, professional and executive class officers of grade level 08 and above in eleven ministries. The three categories were chosen to the exclusion of the clerical category because the former was considered by both education and experience likely to understand the questions better and to be representative of all the Nigerian states.

The sampling procedure was imposed by the physical location of most<sup>of</sup> the Ministries in the Federal Secretariat Ikoyi. This facilitated the selection of respondents whose offices were numbered and were of different grades, sex and state of origin. Furthermore, in some of the offices we called to introduce the questionnaire officers were found absent and these were skipped. In other cases, more than one officer occupied the office and only one was chosen as a respondent. This procedure gave an equal chance that any of the officers would be selected. There were also certain Ministries and Departments such as the Ministry of Works located away from the Secretariat whose size, staff composition and the complex nature of their functions made it important that they be included in the sample.

At the time the survey was conducted (1982) this group of civil servants numbered 67,931 out of a total of 266,345 for the federal civil service<sup>82</sup>. The questionnaires were distributed to 600 officers randomly selected and representing 0.9% of the target group. This sample size was somehow imposed on the writer because of the reluctance of most officers

to accept the questionnaires. In spite of the written permission obtained from the Head of the Civil Service for the survey to be conducted and the permission obtained at several levels of departments and ministries, officers still needed a lot of personal persuasion to accept to complete one. The outcome was therefore not surprising as only 300 completed questionnaires were collected. There were then cases of respondents who had either misplaced the questionnaires, refuse to complete them or was on transfer or duty tour during the time we called to collect the questionnaires. Out of the 300 questionnaires, only 143 valid cases were identified. This is evidence of the apathy and low enthusiasm among the target group in participating in such a survey, a mood which has been observed of this population in another research effort<sup>83</sup>.

The purpose of the survey was to elicit from some civil servants information necessary to test certain key hypotheses concerning the subject matter. The survey asked questions (Appendix III) concerning personal data of the respondents e.g. present Ministry, sex, state of origin, and qualification at the time of appointment into the Civil Service. Others questions concerned:

- The type of qualification used as pre-entry into the Service;
- The type of jobs that they were placed following their appointments into the service;
- An opinion whether (i) matched (ii) and thereby try to obtain such opinion on the civil service placement policy and also the relevance of (i) to (ii);
- The subsequent placements that followed in the form of transfers and the frequency and job titles or positions occupied during such transfers;
- The scope and type of training that took place, the qualifications received and the frequency of such training scheme;



- Determination of motivational factors in civil service employment such as salaries, job satisfaction, job security and other non-salary benefits, as factors affecting productivity in the Service;
- Variables that contribute to higher productivity as a result of better placement e.g. job description or the matching of qualification with job specifications.

In summary, the findings indicate that manpower placement in the federal civil service follows a general entry qualification which entitles staff to be deployed to other Ministries as much as administrative duties and requirements dictate. A lot of training is given to staff which in most cases assist them in improving their administrative capacity for all types of civil service jobs. This generalist approach which the system encourages do not permit specialisation except for professionals placed in specialised jobs as such. Placement and utilization of personnel do not focus as a matter of deliberate policy on productivity but on performing assigned administrative functions irrespective of the number involved, their level of training and experience or qualification obtained. This is more true of the Administrative and Executive Officers who constitute the policy and administrative group designed to perform general duties in any ministry or department of government. It can then be stated that productivity goals could be met if civil servants are properly placed to perform assigned administrative functions. The detailed data analysis of the survey is given in chapter 5.

The study is divided into six chapters. The first chapter begins with a statement of the problem which raises the central questions which the study seeks to resolve and clarify. The purpose, objectives and justification for the study are also stated. A set of hypotheses which the study seeks to confirm or reject are stated to provide a focus for the research, its findings and conclusions. A review of literature pertinent to the problem of placing and utilizing personnel in a government agency such as the Nigerian federal civil service is undertaken. The review raises issues such as the political control of the civil service, training for a professional civil service, ethnicity and federal character as factors in the placement of manpower in the

federal civil service. The methodology used in the study is described including the survey research administered to a category of civil servants staff.

Chapter 2 defines the key concepts used in the study including those of the dissertation title. These are bureaucracy, civil service, patronage, merit and career, training and productivity. These concepts are analysed in order to define, conceptualise and clarify their personnel management usage. Patronage and merit systems as issues in the recruitment and placement of civil service staff are analysed in the context of the political environment and the extent of politicisation of the service if any, and the effects of these on the utilization and subsequent productivity of its manpower. In this chapter, a conceptual framework for the study is described based on organization, placement and utilization concepts including variables such as departmentalisation, centralisation, formalisation and role determination. In so doing, the performance of individuals and groups in the civil service and hence the extent to which senior civil servants influence the behaviour of their subordinates in order to enhance their performance and utilization have been highlighted.

Chapter 3 discusses policies developed in the federal civil service meant to facilitate personnel management and to strengthen its structures. In this regard, a historical analysis which traces the origin and development of the federal civil service along with the political development of the country has been made especially to show how that development has affected the pattern, organisation structure and growth of the present Civil Service. The structure, policies and regulations applicable to the central personnel agencies including the policies and objectives of the Federal Government have been examined as a means of understanding the functions of the civil service.

Chapter 4 then discusses the actual and current personnel management practices in the federal civil service. It accordingly describes the placement processes and transfers in general; the training and post-training placements of staff including secondments and their implications for manpower utilization. The problem of staff retention and turnover is examined to clarify the specific consequences these have on manpower placement including an assessment of the skill contents and the number involved in such turnovers. The "purges" in the Service

carried out by the military governments in 1975 and 1984 are treated as manpower displacements. The desirability and effects on civil service productivity and performance of placing personnel outside the civil service are also considered.

Chapter 5 is the analysis of the research findings including detailed report on and data analysis of the survey research questionnaire designed to elicit response from the Executive, Administrative and professional categories of civil servants. Selected key variables have been used to analyse the effects of training, transfers, placements (postings), salary and non-wage incentives and motivation and the effect of these on manpower utilization and productivity. The selected hypotheses are then evaluated against the findings and the nature of manpower placement and utilization in the federal civil service are then stated.

Chapter 6 summarises the conclusions and makes recommendations. It offers policy recommendations on manpower placement and utilization including alternative organisational structure for the Service. The conclusion of the study itself should clarify the inter-relationship between the existing management theories and the practice of personnel management in a modern bureaucratic organisation such as the federal civil service.

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## CHAPTER 2

### MANPOWER PLACEMENT AND UTILIZATION:

#### CONCEPTS DEFINITION AND THEORETICAL MODEL

The concepts defined in this chapter are those directly related to the study and are meant to bring into focus several other elements that contribute to manpower productivity. For example, when people refer to the civil service as a bureaucracy and civil servants as bureaucrats, what do these terms mean in terms of work behaviour functions, and output. Like in Marx Weber's categorisations, what characteristics do civil servants have and what rules govern their action? In terms of relationship with the political ruling class how is the civil service performance affected.

#### BUREAUCRACY AND CIVIL SERVICE

The term "bureaucracy" relates to the term "civil service" because the latter is a form of bureaucratic organisation. Since the subject matter is about how to get the best out of people at work, one can say that bureaucracy provides the modern organisational environment for the placement and utilization of manpower. Marx Weber, an authority on bureaucracy regards it as a rational and efficient type of human organisation which has the potential to provide a setting for constructive human relationships and individual creative expression and satisfaction. The bureaucratic structure, according to Weber, has certain important elements such as the division of labour or a high degree of functional specialisation; a well defined hierarchy of authority structure with limited areas of command and responsibility; a system of recruitment of officials on the basis of ability and technical knowledge with clear procedures of rules dealing with work situations; and impersonality in interpersonal relationships<sup>1</sup>. Modern organisations including the civil service also conform to all of these characteristics especially in respect of Weber's 'rational and legal' aspects.

Furthermore, MacIver and Page have classified the term "bureaucracy" as a type of an association and as such the nation is regarded as one. Elliott Jacques acknowledges this broad definition, but defines the nation as a non-voluntary association of the "corporate" type with

institutional permanence. He is of the view that it is the associations, in this case the nation, that establish bureaucracies. In this analysis, bureaucracy is defined by him as a hierarchically stratified managerial employment system in which people are employed to work for a wage or salary; a stratified employment hierarchy with at least one manager who in turn has a staff of employed subordinates."<sup>2</sup> This definition by Elliott Jacques is valid on the basis of the distinction made of associations as consisting of the original members of an enterprise, corporation or union as opposed to the established employment organisation of salaried staff appointed to carry out work on behalf of the associations. In this sense the civil service is a bureaucracy and this is also true to the extent that the nation as a non-voluntary association creates the civil service for its own purpose.

Elliott Jacques also makes a distinction between bureaucracies such as political parties, trade unions and churches and the civil service. He refers to the former as "non-governmental bureaucracies" in order to emphasise the fact that the civil service is characteristically a bureaucracy, a governmental bureaucracy<sup>3</sup>. It is in this sense possible to use bureaucracy and civil service interchangeably. Louis G. Gawthrop, in examining bureaucratic behaviour in the executive branch cautions that the term "bureaucracy" is a generic characterisation of all large-scale, complex organisations, public or private<sup>4</sup>. He notes however that differences do exist between private and public organisations in terms of their personnel structure and work habits.

The civil service as a bureaucracy therefore conforms to all the Weberian features associated with it, namely, rational, hierarchical structure, red tapism, and legalistic rules. Bureaucracy also meets the esteemed view expressed by Elliott as "potentially one of the most creative of all human institutions"<sup>5</sup> as well as the pejorative sense of being slow, inept and anonymous. While differentiating the civil service administrative and career staff from the political office holders, the term "bureaucrats" would equally apply to both categories since the political office holders occupy the same employment system of the civil service at its apex. However, the elected politicians in both the executive and legislative arms of government are not referred to as bureaucrats but as politicians or simply public officers.

The civil service as an important government institution can best be defined in the context of an organisational system. The government, whether it is democratic or totalitarian is a form of an organisation which requires an administrative agency with trained staff to carry out the business of government. According to Gladden, the modern civil service replaces the traditions of aristocratic public service which essentially served the ruler's personal interests and whose staff owed allegiance to him. The contrast between the earlier civil service of the older civilisations like those of China, Greece, Rome and Byzantium and the modern one is that the latter is a creation of the state system itself. In a popular democratic state or even a totalitarian one, the civil service is regarded as "the people's service" set up to do nothing more than the people's will<sup>6</sup>. This is because the basic notion of the civil service being loyal to the crown in the case of Britain is also transferred to the people's representative in the form of parliament. Norton Long in examining bureaucracy and constitutionalism states that the place of bureaucracy is found in English constitutional history where bureaucracy was created by the kings as an instrument of national unification and as it became identified with them rather than as a popular element, it was thought that like the military it should be placed firmly under civilian or legislative control<sup>7</sup>. Legally and constitutionally therefore the civil service is subservient to parliament which should control and direct it. In this context, the civil service is created to implement and execute policy only.

However, this ideal conception of the functions of the civil service has radically changed because in practice the role of the higher civil servants encompasses both policy enunciation and execution. Norton Long in this regard has observed that advocates of legislative supremacy cannot escape the fact of administrative discretion and even administrative legislation. In absence of a strong legislative leadership, he foresees bureaucracy or civil service as the main source of policy initiative. Where that happened the role of the legislative and political executives could then consist merely of encouraging, discouraging and reacting on policy which flows from the administrative agencies. He concluded by saying that bureaucracy is not just an instrument to carry out a will formed by the elected Congress and President but is itself a medium for registering the diverse wills that make up the people's will and for transmitting them into responsibility proposals for public policy<sup>8</sup>.

American countries, its connotation and meaning of what it consists of differs from country to country. In Britain the civil service consists of administrative servants of the crown who according to Peter Self are of "a mixed group of politicians and career officials" in which the latter is called civil servants<sup>14</sup>. Even the politicians appointed as ministers to head each Ministry is deemed to have received a royal commission to serve. The composition of the British civil service which depicts its organisational functions can then be viewed as "a system comprising a series of organisations which are separately defined and which represent focal points of managerial coordination and control with a complex set of tasks or functions"<sup>15</sup>.

The structure and composition of the British civil service in accordance with this model consists of sub-organisations called "Ministries" because the Ministry is headed by a Minister who is usually a member of the cabinet of the ruling party and effectively a political representative of a constituency in Parliament. The bulk of the staff of the Ministry consists of career civil servants headed by a Permanent Secretary who advises the Minister on policy and executes other administrative tasks with the help of a hierarchy of civil servants. The British model of the civil service is relevant in this study because Nigeria as an ex-British colonial state operated the parliamentary system of government and therefore retains the characteristics of the British civil service. The American civil service which is a variant of its British counterpart also provides a model because Nigeria operated for four years an American-style Executive Presidential system of government. The main difference between the two is that instead of having permanent career officials as advisers to the government in the case of Britain, the American President appoints officials whose political career terminate with his own.

From the point of view of functions, the civil service is primarily an administrative profession. Both Gladden and Self in the light of theory as well as practice accept this view of the British civil service in particular and the civil services of some other countries including America. American civil service retains the same complex structure and functions ascribed to the British civil service. It differs from the British civil service in terms of the structure and composition of the civil service staff. Mosher identifies two intervening factors which affect the structure of the American civil service. The first is the

shift of personnel management thought from Frederick Taylor's scientific management with emphasis on efficiency to actual management of organisations. Important as efficiency and professionalism was in carrying out a task, he considers initiative, imagination and a generalist political instinct in pursuit of public goals as also necessary<sup>16</sup>. Secondly, the Second World War and the New Deal had completely changed the posture of government as a reactive, passive and routine servant to that of initiator of programmes and change. The civil service thus became responsible for the execution of the activities of managing the post-war economy affecting the lives of many people. He notes that those activities were largely political and were bound to affect the way the civil service perceived its role.

Generally, the civil service as an administrative organisation can be defined in terms of its characteristics and functions. When compared with business management, the civil service reveals certain characteristics which are legal and political. These are mainly in areas of setting objectives or success criteria, resource use, organisational structure, role attitudes and skills of its staff. These characteristics are more identifiable where Desmond Keeling equates management in the civil service with the administrative-judicial system<sup>17</sup>. The two administrations he says are characterised by mistake-avoidance which explains why as much time as necessary can justifiably be spent in reaching decisions. It is well-known in the civil service that minuting upwards and downwards through the Ministry's hierarchy is one of the important means of reaching a decision whether it is the right decision or not. He then notes that if the judicial system is notable for its protracted delays in order to avoid miscarriage of justice, the civil service administration in justifying the same delays is concerned not to be accused of mal-administration<sup>18</sup>.

The identification of management weaknesses in the civil service could then help to define the nature of its functions and the political and legal environment in which it operates. While its usefulness as a bureaucracy is not in doubt it is important to note that modern management when applied to the civil service could enhance its manpower placement and utilization.

### THE NIGERIAN FEDERAL CIVIL SERVICE

The legal basis of the federal civil service is the 1979 Nigerian Constitution where it is defined as part of the Executive arm of government. Like in the United States and other countries with written constitutions, there is the doctrine of separation of powers between the Executive, the Legislature and the Judiciary. This is done in order to explicitly clarify the powers and functions of each arm and provide checks and balances between them. In the words of Nigro and Nigro the administrative power is what the executive branch does as distinct from that of the legislature and the judiciary<sup>19</sup>. Similarly, the 1979 Constitution of Nigeria which was modelled after that of the United States makes the same distinction as to the separation of powers between the three arms of government.

However the modification and suspension of certain provisions of the 1979 Constitution of Nigeria by the Military Governments since 1984 affects this separation of powers especially the abolition of the legislature which is substituted by the Supreme Military Council and later Armed Forces Ruling Council (AFRC). In Chapter I Section D where the word "President" as Head of State and Government appeared, this has been substituted with the words "Head of the Federal Military Government" and later as President by the Babangida regime. In the Third Schedule, Part I (B) the federal civil service is also mentioned along with the defined powers and composition of the Federal Civil Service Commission. Paragraph 4 (i) of the Schedule states:

"The Commission shall, without prejudice to the powers vested in the President, the Federal Judicial Service Commission, the National Population Commission and the Police Service Commission, have power - (a) to appoint persons to offices in the Federal Civil Service; and (b) to dismiss and exercise disciplinary control over persons holding such offices."<sup>20</sup>

The modification of the 1979 Constitution has no doubt altered the doctrine of the separation of powers but has not diminished the constitutional position of the Federal Civil Service as defined therein. Furthermore, paragraph 4 (2) of the same constitution restrains the Federal Civil Service Commission from exercising its powers of discipline and dismissals in respect of heads of divisions of ministries or departments except after consultation with the Head of the Civil Service

of the Federation. This means that the Federal Civil Service Commission shares its powers of appointment and discipline over the federal civil service staff with other relevant agencies of government. The Commission can also delegate its functions to any officer in the civil service of the federation as prescribed in Section 156 of the 1979 Constitution.

The Constitution also defines the federal civil service in terms of the appointments that the (President) can make to certain offices. As contained in Section 157, the offices are those of the Secretary to the Government of the Federation; Head of the Civil Service of the Federation; Ambassadors, Commissioners or other Principal Representatives of Nigeria abroad; Permanent Secretary or other Chief Executive in any ministry or department of Government of the Federation and any office on the personal staff of the (President). Other appointments which the (President) can make which largely affects the composition of the Federal Civil Service are those of Ministers of Government as prescribed in Section 135 while the responsibilities of Ministers are prescribed in Section 136 (1). The latter section states:

"The President may, in his discretion assign to the Vice President or any Minister of the Government of the Federation responsibility for any business of the Government of the Federation, including the administration of any department of government"<sup>21</sup>.

The above definition of the Ministers' functions shows that their assignment are not restricted only to administering the Ministry or department of the federal government but other government business as well. In practice, however, Ministers are predominantly assigned to federal ministries and departments based on the practice bequeathed from the British Westminster system of government.

The establishment of the executive arm of the federal government as provided for in the constitution points to a distinction that can be made between political and career administrative office holders. With the exception of career civil servants including external affairs officers appointed Ambassadors to represent Nigeria abroad, and the Permanent Secretary of Ministries, all other appointees by the Head of State of Nigeria are regarded as political office holders. While the Minister appointed to head any federal ministry is a political office holder, the officer appointed on the basis of his expertise by the Civil Service

Commission or by such other persons through delegation of power, to serve in a particular ministry/department is a career office holder or civil servant. In generic term, the two classes of office holders are called "public officers" whereas the career office holder is called "civil servant". On the basis of this distinction in staff composition, the federal civil service can be defined as one of the Federal Executive bodies or agencies of government staffed with public officers who are either political appointees, career office holders or civil servants, in civil capacity, and organised into Ministries and Extra Ministerial Departments to carry out public administration functions of the Federal Government of Nigeria.

A distinction can also be made between the term "public service" and "civil service". As contained in Section D of the 1979 Constitution, the term "public service" refers to any executive appointment made by the Head of State and Government into any of the government agencies including the Civil Service. Other public service agencies including government parastatals and companies are the Public Complaints Bureau, the Population Bureau, the Universities established by the laws of Nigeria, Research Institutes, Antiquities Commission, Courts, Defence Forces and many others. Correspondingly, all those who serve in these agencies are generally referred to as public officers whereas those in the civil service are called civil servants. The issue common to them all is that they are government officials.

The federal civil service in the above definition is therefore different from all other governmental executive bodies. As a political organ of state, it should be seen within the context of public administration described by Presthus as "the art and science of designing and carrying out public policy"<sup>22</sup>. The civil service he says is an instrument of public policy where civil servants have assumed a larger role in policy-making, in addition to their traditional and major role of implementing policies designed by their elected masters. This near monopoly in the area of policy determination is important in distinguishing the civil service from all other public services to whom it allocates resources and controls their growth and expansion. As will be discussed later in this study, the civil service maintains this predominance through the instrument of the annual budgets and through other means which may be less recognised.



Although the civil service participates in policy formulation as well as its implementation, it is however not the only executive organ of state established for the administration of the state. Others are the parastatals like the Nigerian Ports Authority, the armed forces, universities and research institutes to mention a few. These bodies are not part of the civil service because they are not directly in charge of government policy formulation nor are they directly supervised by public office holders called Ministers. The parastatals are established by law as public organs to perform or carry out specific services of national complexities. Their employees' conditions of service are governed by those designed for them as public officers. On the other hand, the civil service has primary responsibility and is functionally occupied with carrying out policies laid down by elected officials in the executive as well as legislative branches of government. As a historical legacy from the British Westminster model of government, the Nigerian federal civil service is the principal adviser to the government.

#### THE CIVIL SERVANT

As earlier defined the civil service is an organisation staffed with civil servants. The conceptual understanding of the two terminologies is sometimes blurred mainly due to the close organisational and functional relationship between them. When reference is made to the civil service people are likely to understand it to also mean civil servants. An analysis of the manpower composition of the civil service would however show that the civil service as an organisation is different from civil servants who are employees. A major characteristic that distinguishes the civil service from other executive organs of government is therefore the composition of its personnel.

On the basis of functional differentiation, the civil service harbours two types of personnel - the political appointees and career staff called civil servants. It is the latter that predominates in terms of numerical strength and the former in terms of power and authority. Caiden defines civil servants as "a sufficient number of persons willing to devote themselves fully to public service and accept a subordinate relationship to the ruler"<sup>23</sup>. The "ruler", in a democratic system of government is composed of the elected officials that constitute the Executive and Legislative arms of such a government. Military governments though not elected also constitute the rulership. They generally combine the

executive and legislative functions, the latter, by passing decrees in lieu of laws by legislation. The civil servant as the predominant personnel of the civil service is obliged to serve all forms of governments. Serving both elected and unelected military governments as in the case of Nigeria is bound to change the character and power of the senior civil servants. It should substantially affect the manner in which this category of civil servants are placed and utilized.

Inherent in Caiden's definition is the concept of a depoliticized bureaucracy. The concept, among other things, advances the conventional view that "the genuine official will not engage in politics. The honour of the civil servant is vested in his ability to execute conscientiously the order of the superior authority exactly as if the order agreed with his own conviction"<sup>24</sup>. The central issue in the concept is therefore the relationship between the political appointees as heads of Ministries/ Departments of the civil service and the civil servants themselves in the performance of their functions. The relationship is important in that the civil servant is constitutionally, legally and in theory expected to accept the subordinate role vis-a-vis the elected and politically appointed heads because these are democratically elected representatives of the sovereign will of the people.

While the political appointees are required to formulate the policies which represent the philosophy of the government in power, the civil servant implements those policies. In practice, this functional relationship does not follow automatically because due to their permanent career function and their strategic position between the political rulers and citizens, civil servants have always been influential in public-policy making. Presthus observes that their role in policy making is especially felt in the area of administrative regulations where they enjoy discretion and therefore exercise influence over legislation<sup>25</sup>. They also exercise their influence on decisions and public policies through implementation by which they could alter recommendations. They are able to exercise such influence through the possession of facts and other information which have accumulated in the civil service over a long period and are not immediately available to the political executive or law-maker.

The role of civil servants in policy-making has necessarily raised the issue of politics-administration dichotomy. The Second Hoover Commission Report of 1953 on the American civil service had somehow confirmed the intellectual ideology of the time that policy-politics dichotomy was unrealistic and that a civil service with politically protected civil servants could not be responsive to the political objectives of a newly elected government. The Report reversed the long practised career protection for some top civil servants. Consequently, two civil service personnel structure emerged namely, the political executives and the career executives. The Hoover Report on "Personnel and the Civil Service" also dealt with the relationship between the two groups, noting that:

"One requirement, arising out of the periodic rotation of the political parties in power, is that the officials responsible for establishing and defending Government policies and programs, the noncareer executives, should be selected by the successful party. This is vital if the party is to be really accountable to the people and if it is to carry out effectively the mandates and promises upon which it is elected. The other requirement is that there must be numerous trained, skilled and non-partisan employees in the Federal service to provide continuity in the administration of the Government's activities"<sup>26</sup>.

As Mosher has indicated, the distinction between the two top executives of the civil service is not meant to raise the intellectual debate on the dichotomy between politics and administration (the civil service), a dichotomy which exists only in theory, but "to draw a line within the executive branch itself between those who were politically appointed and removable and those who were in the career civil service"<sup>27</sup>. In this study, the purpose is to emphasise the presence of two kinds of personnel in the federal civil service of Nigeria and to differentiate civil servants from political appointees.

In comparison with political appointees, civil servants acquire experience and continuity through their permanent career service. Since politicians have a limited tenure when appointed and placed in the civil service, they need to inherit "loyal servants skilled in public affairs on whom they are initially reliant until they reach the same level of competence"<sup>28</sup>. The civil servant is therefore first and foremost a career staff of government appointed on the basis of expertise and merit,

sometime on patronage and based on his political loyalty. As noted above, Caiden implies two main characteristics of the civil service personnel. These are that there must be a sufficient number of loyal and subordinate public servants and that they are adequately skilled and permanent officials in public affairs. Their number and expertise notwithstanding, the civil servant's loyalty or lack of it to the politician remains one of the most complex issues in interpersonal relationships in the modern civil service.

In another sense, Appleby ranks politicians as administrators because of their having been formally vested with governmental responsibility<sup>29</sup>. Civil servants as experts, he says, need to understand this important function of the ministers apart from having to endure and accommodate them. In this context it can be recalled that the Nigerian civil service under military rule 1966-1975 saw civil servants increasingly taking up the functions of the ministers and politicians even though there were civilian heads of Ministries called "Commissioners"<sup>30</sup>. The presence of senior civil servants along with their Commissioners in the Executive Council provided a unique opportunity for the former to defend policies they had in the first place formulated. In this circumstance the utilization of civil servants had gone beyond their basic role which is "to initiate and take active part in all the processes leading to the formulation of policy and thereafter ensure that the policy agreed by government is fully and honestly executed"<sup>31</sup>.

Apart from the functional relationships, it is perhaps more useful to define the civil servant from the point of view of his entire role in the civil service. Max Weber's prototype organisation called "the ideal type of bureaucracy" provides the framework for identifying the characteristics of the civil servant. So also is Karl Marx's view of bureaucracy in his theory of class conflict. In this theory it is stated that the real task of bureaucracy is to impose on the whole of society an order of things which consolidates and perpetuates class division and domination and "to mask this domination by interposing itself as the general interest smoke screen between exploiters and exploited"<sup>32</sup>. While modern bureaucracy may not in fact perpetuate class conflict, it certainly possesses what Max Weber in his theory of domination refers to as "the administrative apparatus" whereby domination is exercised by the political ruling class over a large number of people. This domination could not be possible without the administrative staff (civil servants) who

will execute commands and will serve as bridge between the ruler and the ruled. In this context, the civil servant represents the interest group claims of the civil society as well as, in Karl Marx's words, the particular interests of the dominant class, the political ruling class.

As an analytical tool, the theory of class domination throws light on and explains the unique position of the civil servant. Firstly, the political ruling elites or class who utilize the civil service as the administrative arm of Government are drawn from the same civil society as other elite interest groups. The manner in which the non-ruling elites seek to and succeed in influencing policy reflects the general public ambivalence towards the civil service and civil servants in the performance of their duties. In a study of how interest groups make demands on civil servants, Presthus identifies six specific issues as: the alteration of legislation; economic support (subsidy); influencing external (foreign) policy; increasing racial and or social welfare and/or arts; and resolving jurisdictional conflict<sup>33</sup>. He concluded that these demands and the consequent interaction with civil servants occurred at a very high level of these officials and that the latter play a direct and sustained role in shaping and carrying out public policies.

Karl Marx's theory therefore seems to be supported by the view that government officials represent the "public interest" which implies that they should be responsive to some collective or higher interests above those of special interests, their superiors and political authorities. This notion of a civil servant serving the general interest of society represents Max Weber's ideal type bureaucracy which has no counterpart in real life. The Nigerian civil servants should share these role characteristics.

A civil servant can therefore be defined as a person employed by the government on a permanent career basis (excluding those appointed temporarily as political appointees) in a civil capacity, to serve in a specific government Ministry or department and whose remuneration is paid wholly and directly from money budgeted in the Annual Estimates and voted by the politically elected Assembly or similarly constituted legitimate equivalent authority<sup>34</sup>. In this definition, the civil servant as an employee of government is also covered by the generic title "public officer". His salary and emoluments are determined and paid out of money annually budgeted and legally approved by the government. The salary

paid to civil servants is derived from taxes and other levies imposed by the government and collected as revenues. Such revenue is appropriated through the budgetary process and allocated as grants to civil service departments and other government agencies for capital development as well as for the payment of personnel salaries.

In contrast, the staff in parastatals and government-owned companies are paid with money earned directly from their operations and money received as subventions from government or both. Elliott refers to this as "earned income" as distinct from "grant income"<sup>35</sup>. The latter is the income partly received by the government agency as grant and the former as direct income from selling goods and services. As Elliott observes, it is possible on the basis of the type of income earned by civil servants to detect different behaviour in attitude to work and productivity when compared with other government agencies who earn their income directly from operations. He also notes that civil servants enjoy what is called "institutional tenure" whereby termination of employment comes only as a result of the individual being found guilty of gross misconduct or incompetence. The public officer on the other hand enjoys limited tenure employment contracts whereby termination tends to be relatively more frequent depending on fluctuations in business prosperity.

Another distinctive attribute of the civil servant is that he is recruited to carry out civil duties as opposed to the duties of armed forces personnel. Police officers are however the exceptions and are classified as civil servants although sometimes they are required to bear fire-arms. While these distinctions are analytically important, the use of the term "public officers" is all-embracing and covers all types of government officials be they politicians, ministers, judges, police, soldiers or civil servants.

#### MANPOWER PLACEMENT AND UTILIZATION

The concept of manpower placement and utilization is principally related to and could be better understood in the context of organization and administrative theories. Theories of formal organisations such as those of Chester Barnard and Herbert Simon stress certain main characteristics that make up an organisation. For example, Banard's organisation is

people centred with common purpose or cooperation and communication as the basic element that binds people in an organisation together at work<sup>36</sup>. He lists three main elements of an organisation as those of communication, specified objectives and willingness of people to serve that organisation.<sup>37</sup> Willingness to serve also depends upon the satisfactions that are secured by individuals in the process of carrying out organisational purpose. This is to say that optimum utilization is ensured where individual goals and willingness to work coincide with the organisational goals. The willingness to work can be defined as the voluntary attribute of individuals in an organisation. Manpower utilization in essence is basically concerned with how to improve the willingness to work. One is therefore led to conclude and agree with Barnard that manpower is an important element in any organisation and that there could be no organisation without persons.

Herbert Simon's organisation from a slightly different perspective is an administrative one with the processes of decision making by those in the organisation central to his theory. While he equates the subject of administration with the art of "getting things done" he also emphasised the importance of "choice" as part of action or the process of determining what is to be done<sup>38</sup>. He has therefore made the task of deciding, also known as "decision theory", the basic hypothesis for his organisational plan. In this plan, Simon thinks that when the main decision concerning the general purpose of an organization had been determined, other decision making tasks remain to be made within the entire administrative organisation including decisions by persons at the lowest level of the administrative hierarchy. What each manager and supervisor does is to influence the decision tasks of the operatives by assigning them some specific tasks and defining the immediate objectives. Each intermediate supervisor then transmits, elaborates and modifies these influences (decisions) within the hierarchy until the operatives carry out their tasks of doing. Other classical theorists on bureaucracy as Max Weber laid emphasis on the behaviour and characteristics of people, including relationships of the various levels and components of people in the organisations. From these perspectives, organisations and bureaucracies are concerned with the administration of people and getting work done.

One implication for the definition of our subject matter - manpower placement and utilization using Simon's decision theory is that the construction of an efficient administrative organisation is also a problem of social psychology that has to do with changing the behaviour of individuals in favour of carrying out organisational tasks. Simon sees the task as that of setting up an operative group and superimposing on them a supervisory staff capable of influencing the group toward a pattern of coordinated and effective behaviour<sup>39</sup>. Inherent in this structure of the administrative-organizational hierarchy is the relationship between subordinates and supervisors. The decisions made by supervisors, it should be noted, are not concerned only with what is to be done but who does it. These involve decisions about work and staff placement. Decision-making in the organisation therefore deals with placement of operatives and supervisors in appropriate job positions within the hierarchy in order to effect desired administrative action and performance depending on the ability and qualification of such employees.

On the basis of this theory the concept of manpower placement and utilization therefore has to do with the decision-making process that concerns who, when and what task can be allocated to people at all levels of the organizational structure and to ensure that action is taken towards the accomplishment of those tasks. It would appear from this definition that the decision-making process itself involves a complex chain of activities which, when examined, are the core activities ascribed to supervisors by most authors on management. These include planning, coordination, control and design activities. Wellin refers to one of these activities as the determination of job performance requirement<sup>40</sup>. According to him, a clear performance requirement definition gives an idea of the attributes required of candidates before placement on a job. Secondly, it is a basis for determining salary reward systems after jobs have been evaluated as to their worth relative to all jobs in the organization. Thirdly, performance requirements provide a criteria against which employee job performance can be assessed as a result of which training and development needs are in turn defined.

Manpower placement and utilization is therefore effective where performance requirement are defined. Wellin adds that identification of causes of performance deficiency can only be possible when employee behaviours are considered against those that are predetermined for effective performance. Behaviour here is used in the same sense as Simon's decision-



making actions which are processes in actually carrying out and performing administrative tasks. In this analysis performance requirement definition is also one of the core managerial activities which cover planning, coordinating, controlling and designing and these can be related to the timing of training objectives. The importance of managerial capacity for planning and control of administrative tasks and its effect on manpower placement and utilization has led Wellin to conclude that "if a manager consistently fails to achieve time deadlines this may be attributable to his lack of planning and organising but it may instead be due to poor problem analysis, a lack of delegation, or poor management control skill<sup>41</sup>.

Getting work done is synonymous with the utilization of manpower following the placement of staff on a given job. Using the model developed by Frederick Herzberg, he assumes that individuals exhibit different attitudes at work which ranges between satisfaction and self-fulfilment to frustration and boredom<sup>42</sup>. These differences can be accounted for by differences in people, the work and in the conditions under which work is performed. Herzberg's two-factor theory of motivation are called the dissatisfiers-satisfiers, the hygiene-motivators or the extrinsic-intrinsic factors<sup>43</sup>. The theory states that there is a set of extrinsic job conditions which result in dissatisfaction among employees when these are not present. Even if the conditions are present, this does not necessarily motivate employees but these conditions are known as the "dissatisfiers" or "hygiene" factors since they are needed to maintain at least a level of "no dissatisfaction". The factors include salary, job security, working conditions, status, company procedures, quality of technical supervision and quality of interpersonal relations among peers, with superiors and with subordinates<sup>44</sup>.

On the other hand, a set of intrinsic job conditions exist and operate to build strong levels of motivation which can result in good job performance. If these conditions are not present, they do not prove highly dissatisfying. The factors called the "satisfiers" or "motivators" include achievement, recognition, responsibility, advancement, the work itself and the possibility of growth<sup>45</sup>. The Herzberg model assumes that job satisfaction is a multi-dimensional concept. Although the model is criticised as over simplifying the nature of work and the mechanism by which job satisfaction or dissatisfaction

comes about<sup>46</sup>, it no doubt points to the manner in which managers could vary and increase the performance of their staff by paying attention to the extrinsic and intrinsic factors. Utilization of manpower is therefore the process of obtaining work output or productivity from staff relative to his ability to produce it. Motivation or an inquiry into human behaviour and attitude at work is therefore indispensable to the conceptualisation of manpower utilization.

The exercise of authority in order to utilize manpower is an integral part of the decision-making process. The supervisor needs authority to determine the functions, scope and nature of the duties of each subordinate in the organisation. Such authority to decide and utilize the subordinate's ability according to Chester Barnard is part of organisational communication system. He defines authority like he did for the organisation as a "character of a communication in a formal organization"<sup>47</sup>. He then speaks of subjective aspect of authority where subordinates establish "a zone of indifference" in accepting and obeying orders or communication from their superiors and objective aspect of authority where communication is an official action of the organisation recognised as such. Subjective authority was likely to be obeyed by subordinates if communication met certain conditions such as understanding the communication, compatibility with the purpose of the organisation; compatibility with his personal interest as a whole; his ability to mentally and physically comply with it. A communication that does not comply with these conditions has no authority, he said<sup>48</sup>. Determination of authority in the above analysis therefore lies with the persons to whom it is addressed, and does not reside in "persons of authority" or those who issue these orders<sup>49</sup>.

The capacity of an individual worker to make decisions towards the accomplishment of tasks can also be examined from the point of view of relationship between the manager and his subordinates. Their behaviour or attitude as a work group has been at the centre of modern management behavioural research which tends to emphasise that tasks be organised with the employee in mind. Glenn Stahl like Herzberg's motivation - hygiene factors has indicated the several ways of enhancing the performance of workers which he defined as "motivation". These revolve around the responsibility of managers to consider work as motivation-centred; the concern with how employees work together, are influenced, led, and are given opportunity to perform<sup>50</sup>. Motivational needs, according to him,

would include security which is either economic and psychological or both and these provide the employee an opportunity to utilize his mind and skill as fully as possible; achievement which gives one a feeling of achieving what he sets out to achieve; and belonging which gives a feeling of value being placed on an individual's work within a group<sup>51</sup>.

The emphasis which Stahl puts on the managerial capacity to influence and lead the subordinate is similar to Simon's analysis of organisational influences. These influences point to how decisions concerning manpower placements and utilisation are made. Here the employee's attitudes, habits and state of mind towards organisational goals are basically influenced when decisions made above are imposed through downward communication. This is achieved by establishing in the employee organisational loyalties wherein he accepts willingly such imposition, otherwise through the exercise of authority. Simon defines the imposition of authority on a subordinate when he permits his behaviour to be guided by the decision of a superior simply by obtaining his acquiescence<sup>52</sup>. Thus manpower placement and utilization is a process which combines the decisions and communication that take place among groups of people working in an organisation with a view to enhancing and increasing their contribution and productivity.

The word "manpower" is sometimes referred to as "human resources" in modern personnel administration usage or simply "manpower resources". In business terminology, manpower or labour is considered as one of the most important factor of production among other factors such as capital, land and machines. The meaning of "manpower" is inherent in man's ability to work and to organise other factors of production. It refers to the use of physical and mental power, the latter being the use of the faculty of the mind. As observed by Meggiason, the significance of the human resources is that the human factor is the most important element in any business enterprise. Manpower, he says involves the intangible and aesthetic factors of human life which criteria of value applied to it cannot be applied to an analysis of materials or economic goods. The manpower effectiveness or utilization to meet the demands of an expanding economy according to this reasoning, must be based upon the development of the moral and economic strength that is found in a highly trained, developed, and motivated work force. The human resource concept of

organisational setting. The concept of manpower then includes the training and re-training of individuals in order to mould them into a productive work-force.

Like manpower, placement can also be defined. According to Tyagi, placement is an important aspect of personnel administration which terminates the recruitment process and which deals with the initial assignment of the newly recruited personnel to a job after orientation programme<sup>56</sup>. In this sense placement can be considered as personnel administration process which goes hand in hand with staff development throughout the life of the employee and as the means whereby employee's human effort is utilized. On the other hand, manpower utilization in an organisational context is the means whereby the objectives of that particular organisation is achieved. Tyagi's definition of manpower placement as "the assignment of a job to the employee"<sup>57</sup> is relevant. Although this definition captures the essence of placing a newly recruited staff in a particular job, it does not bring out the fact that the staff's skill and ability are important determinants in such placements. Neither does the definition address the issue of employee placement as a means of motivating staff through transfer and promotion. In the civil service where patronage system is not completely eliminated, placement of staff in general may not be done with the sole purpose of utilizing the skills of the staff per se, but to fill a quota, redress ethnic imbalance or maintain a political status quo.

One could then define manpower placement of personnel in the civil service as the assignment of a job to a recruited employee to fill a vacant post according to his skill and qualification with a view to utilizing his services or maintain ethnic balance and/or reward political support. This definition essentially covers the meaning and implications of manpower placement which include placement for goal-directed utilization of skills based on merit; placement of staff sometimes with lower qualifications in a job to fill quota, especially the need to maintain ethnic balance; and the use of political appointments to reward a support received beforehand in achieving political power. While merit and patronage systems are practised both as placement and manpower utilization policies in the civil service, to that extent, the effects of displacements and "purges" of personnel are equally adverse to the sustenance of these same policies.

In management terms manpower placement and utilization relate more to the act of obtaining optimum result from people at work within an organisation. It should also be seen as an aspect of the general utilization of personnel which relates more to the qualitative aspect of utilization because in discussing four areas of wasted manpower, Ginsberg included those of unemployment, inadequate training, arbitrary barriers to employment and underemployment<sup>58</sup>. The fourth aspect, under-employment, he equated with a weak placement policy where a worker is given a job lower than his qualification or skills. Such a worker is technically under-employed since he is performing below his capacity and his efforts would qualify as a wasted manpower. On the other hand, a weak placement policy is also manifested and associated with a situation where a staff is placed on a job which requires a higher level of skill or expertise than he possesses. Such a worker is technically overemployed since he would have no capacity to perform. Both phenomena are the consequences of poor placement as well as forms of poor utilization of manpower.

Be that as it may, the traditional view of utilization of people at work has been the quantitative one of keeping people busy to produce more. As Sirota and Wolfson have suggested, the real loss to the organisation in utilizing manpower is not a quantitative matter but rather that of under-utilization of the skills and abilities of workers<sup>59</sup>. Underutilization according to them could manifest at two levels, motivational and rational. The first relates to the underutilization of energy when an employee due to triviality and boredom of his job becomes totally unmotivated to perform it well and sometimes is actually motivated to perform it poorly. The second relates to the underutilization of skills and abilities where an automobile engineer's job for example, is to turn nuts on an assembly line. In that case, job-enrichment practitioners would argue for the re-design of such a job to utilize the talents of the engineer more fully. As this problem is likely to be in existence in the federal civil service, a major problem in the study therefore is to know whether the talents and skills which no doubt abound in the service are not in fact being under-utilized owing to improper placement and management of jobs. There is also the related problem of the productivity of civil servants with regard to the under-utilization of their manpower which follows improper placement. This also represents one central aspect of the research.

One might ask what qualitative as against quantitative manpower is all about especially in an administrative agency such as the civil service. Management and administrative science have contributed to our understanding of quality job performance concepts such as role, efficiency, motivation and job-enrichment<sup>60</sup>. Sirota and Wolfson have defined job-enrichment as the redesign of a job to provide a worker with greater responsibility, more autonomy in carrying out that responsibility, and more timely feedback about his performance<sup>61</sup>. They have acknowledged the work of Frederick Herzberg and others whose research have produced considerable evidence to demonstrate the significant morale and performance benefits of job-enrichment. The conversion problem of job-enrichment concepts into actual job changes especially in administrative government offices were also noted. In a similar vein, Gboyega in his evaluation of the impact of Udoji Public Service Review Commission recommendations on the performance of the Nigerian public services has underlined the environmental problems of conversion of European management concepts into actual attitudinal and behavioural changes by civil servants<sup>62</sup>.

Manpower placement and utilization in the federal civil service could then be defined as a concept dealing with what types of civil servants and political office holders occupy what positions in government service, and how their human resources are used by the government. This definition is important in that we believe the failure of government agencies to perform efficiently is largely due to a failure to make the best use of the skills, knowledge and experience of their staff especially the senior and middle level officers who are responsible for translating policy directives into operational tasks. This is why the issue of matching individual skills and aptitudes with job specifications is central to manpower placement and hence its utilization. In dealing with such questions, other issues like who controls the civil service personnel to ensure discipline, loyalty, and above all their performance and productivity are analysed in Chapter 3.

#### PATRONAGE, MERIT, AND CAREER SYSTEMS

Recruitment, placing and utilizing staff in a government organisation such as the civil service raises issues such as patronage, merit and career systems. These issues are here analysed and defined as manpower

placement problems. The patronage system of recruitment of personnel in government for example, has as its basic premise the favouring of certain groups in society or the holding of government jobs as a reward for political party membership or service. It is also called the "spoils system" which means a system under which public office is considered and used, as a spoil to be enjoyed by the political party victorious at the polls<sup>63</sup>. The word "spoils" is attributed to Senator William Marcy in 1832, who commented that the politicians see nothing wrong in the rule, that to the victor belong the spoils of the enemy<sup>64</sup>. This is to say that civil servants or public office holders appointed on political considerations cannot hope to continue their career when the opposite party has secured victory at the polls.

Although the spoils system is generally thought to have been started by President Andrew Jackson, Mosher is of the view that the attribution is less than accurate because the President himself was aware of the abuses of the system. He was therefore desirous of and promised to "select men whose diligence and talents will insure in their respective stations able and faithful cooperation"<sup>65</sup>. This is interpreted to mean that the President desired to appoint men who had a combination of merit and political loyalty. It is therefore the predominance at that time of one system over the other which is significant. Again, Mosher credits Andrew Jackson with the effort to "democratise" the public service but admits that effort to widen the recruitment base was of moderate success because the pool of qualified men was then limited.

In defence of the spoils system, one can argue that it is first and foremost in consonance with the system of party government. It enables the party in government to rest assured that its policies will be faithfully executed by loyal party officials. Also in a system of party government nepotism is regarded by its practitioners as a virtue compatible with the merit system and as an effective means of reward and inducement for electoral services by staffers. It can be added that the spoils system is in keeping with the democratic principles of free choice, responsibility and accountability. This is to say that patronage is needed in most political systems to nourish the party machinery of government and that while merit system of recruitment and placement of staff has been extended gradually to the higher level of public servants, elements of patronage still dominate and influence the appointment of top administrators, especially political heads of departments.

The merit system on the other hand challenges the thesis that motivation for party work can come only through winning jobs instead of being qualified for it. Owing to the civil service reform movements in the late nineteenth century, American public administration and civil service reform helped to establish the merit principle which was equated with egalitarianism and the desire for equal opportunity in public service. The system was at first mainly associated with a form of selection for entrance into the civil service as well as advancement and remuneration on the basis of qualification and performance. Mosher regards the Pendleton Act of 1883 in the United States as an important landmark in the reform of the civil service similar to the Northcote- Trevelyan report of 1863 in Britain.<sup>66</sup>

The concept of neutrality in the civil service is a direct challenge to the spoils system and an attempt to ensure a continuous and career administrative service free from partisan political pressures. Compared with the British system, political neutrality in the American civil service is limited to the lower grades of civil servants while the top public servants are politically exposed. As Mosher puts it, political and policy direction in the administration continued to rest with the President, his politically appointed secretaries and the political appointees of both, none of them protected by the civil service regulations<sup>67</sup>. In the British system neutrality is a legal requirement covering all job placements. Both the merit system and political neutrality emphasise competence and equality.

The merit system in its broadest sense is defined by Stahl as "a personnel system in which comparative merit or achievement governs each individual's selection and progress in the service and in which the conditions and rewards of performance contribute to the competency and continuity of the service"<sup>68</sup>. One can then consider the merit system from the point of view of staff development and career employment rather than political appointments. Although political appointees form part of the civil service personnel, they continue to enjoy patronage and owe their appointments mainly as a reward for political support instead of specific qualification, expertise, suitability or competence "per se". Their term of office is of "fixed tenure" whereby they serve for a fixed period legally prescribed. In contrast, the merit system allows civil servants to enjoy "life tenure" which is described as the holding of



appointment during good behaviour. That means as long as the officer does not offend the personnel regulations governing his service, he is indefinitely holding on to his job until retirement age.

The term "career" defined in a general sense is "the progression of an individual in a field of work throughout the employable years of his life"<sup>69</sup>. It could refer to a specialty like a profession in accountancy or architecture or a generalist as an economist. When classified along with other public personnel systems as Mosher has done, the meaning of "career" appears limited only to the older professions, like army, navy and foreign service. While his definition of career system empirically covers the civil service, especially when certain attributes ascribed to it are considered, there is no doubt that the difference, if any, is merely analytical. These are that the career system identifies with the organisation which it operates and emphasises three aspects of entry (recruitment), assignment (placement) and advancement (promotion) of staff. Other general attributes of the career system in the definition by Mosher is that it is "an employment system built upon a given specialisation of preparation, knowledge and skill for which one systematically prepares his first major job, and which assures him a progressive employment in that line of work until his death or retirement"<sup>70</sup>. The general civil service provides such a career prospect within the meaning of the definition.

It must be admitted that by tradition, the army and navy and other public employees with specialties that are found in government corporations and companies are not civil servants. If the civil service is not classified as a career system, it is however regarded as a career service especially to differentiate it from political office holders. The main characteristics of career systems such as the army is the particular skills and abilities including experience which are built up within the system itself. It is also acknowledged that the sense of discipline and professionalism which are the hall-mark of a career in the army do not exist in the civil service because the general nature of its personnel recruitment tends to breed indiscipline and disorder. The friction between professionals and generalists and the existence of different classes in the civil service are not helpful in creating discipline and professional standards as would be found in the army, navy, the corp of

engineers and accountants. However, the general connotation and meaning of career is that it is a measure or degree of success in one's employment whenever attained.

The public service system in general and the civil service in particular should both be viewed as career services where the merit system is applied in varying degrees of tolerance. The effect of this on the placement and utilization of manpower can be determined by the productivity and efficiency within the civil service organisation. In the case of the Nigerian civil service, the special difficulties of maintaining consistently the merit system in its personnel management system affecting the recruitment and placement processes is discussed in chapter 3. It highlights the difficulties in adhering strictly to the merit principle without regards to geo-political factors.

#### TRAINING AND EDUCATIONAL CREDENTIALS

Merit and career systems apart, training is an important concept in human resource placement development and utilisation and it is fundamental to the productivity of personnel. Training is generally considered as a specific knowledge acquisition which is an improvement on the basic education acquired from the general school system to make one knowledgeable in a subject or simply to become literate. The difference between training and general education can be made if one discusses training objectives. Bukhala defines general education as the acquisition of propositional knowledge and training as the acquisition of procedural skill knowledge.<sup>71</sup> The propositional knowledge would then be geared towards the acquisition of credentials or pre-qualification certificates at different levels of the educational system while skill knowledge will be concerned with the application of professional skills. The key issue in training is to enhance the applicability of a particular skill or otherwise to utilize optimally the manpower of the personnel.

Conceptually, it is difficult to differentiate training from education unless the objectives of the two are known. As Bukhala himself has admitted the aims and objectives of general education are too diffused to the extent that training, development and deployment of human resources for the industrial, commercial, technological, and I would add, managerial growth, has not received due consideration.<sup>72</sup> It would appear that when policy makers think of technical and vocational schools, they

mean to provide general technical education. Similarly, when they think of training and improving on the basic educational credentials to be acquired, technical and vocational schools are established for that purpose. What is training and what is general education are difficult to differentiate unless the objective of providing one and not the other as a policy is clearly defined. Training as related to human resource development can be described as educational "maintenance". This means the preservation and continuous refinement and updating of human capacity and skills to work in a given process of production. The process can be contrasted with effective deployment and utilization which is the matching of men, their skills and potential with a given job.<sup>73</sup>

Training can best be understood as a system which supports manpower as an output of the educational system. The training system can then function within the larger politico-administrative and socio-economic systems, to produce manpower in quality and quantity to meet the organisational requirements. One basic consideration or objective in the training system is the matching of human elements with the job element as a two way placement process.<sup>74</sup> Three distinct scenarios of skill deficiencies relative to training may occur during the placement process of matching people with jobs. The first situation is where human element corresponds near enough to job requirement. In that case there is no deficiency since a close relationship exists between educational training credentials (qualification) and the job. The second situation is where human element overshadows job requirements. This situation poses the problem of over-employment in the placement process and leads to wasteful human resources in the same manner as under-utilization of manpower. The third situation is where human element needs to be upgraded to job requirement. In this case, training is an objective since the educational credentials do not match the job. The three scenarios relate to first placement of new employees in their jobs.

The critical placement process occurs during staff career development when the organisation acts and reacts to the job environment with training objectives changing as a consequence of changing job elements. France Owarish examines this changing job environment relative to training objectives.<sup>75</sup> He says that job element is affected by environmental changes in two major ways; when old jobs disappear and reappear as titles are re-named; when jobs do not change in title but job requirements in knowledge and skills undergo change. As in the first placement

of employees in their jobs, subsequent placements can also give rise to three training situations. Firstly, the human element pursues training development and is near enough to job requirements. Here, the placement objective is to enhance performance and the staff should continue in his existing job. The second is where human element with his current abilities and skills can continue to cope and meet the job requirements. Here no training is required since performance is assured. The third is where human element needs to be upgraded to job requirement. In this situation training needs are identified and staff development should take place. Manpower placement and utilization therefore involves training and retraining including on-the-job training and a judicious post-training placement.

The discussion of training and educational training objectives towards manpower development is therefore relevant. As Bukhala has observed not all manpower deficiencies are corrected by training because such deficiencies could be traced to management execution weaknesses. It is then those manpower deficiencies arising out of operational or performance knowledge and skills which constitute objectives for training. This proposition is supported by the fact that the importance of training as most civil services would realise is not sufficient if training objectives are not carefully identified. Poor identification of training objectives leads to poor perception of training needs and would have little contribution to the effective placement and utilization of manpower.

Measuring and evaluating the impact of training according to Caldwell can help to further clarify training objectives. Although measurement and evaluation are closely related in purpose he believes that they represent separate and distinct operations<sup>76</sup>. The distinction between the two is that while measurement implies some standards or criterion for estimating the changes that training has induced in the trainee, evaluation involves a comparison between the objectives sought and the results or effectiveness of training obtained. He notes that the act of measurement is an attempt to know to what extent human element has acquired the skill knowledge specified for a given job with a view to utilizing that skill. On the other hand the act of evaluation would appear to focus both on the trainee as much as the job to be performed with a view to appropriately

placing manpower. Measurement and evaluation therefore help not only to identify training objectives and match skill with job specifications but also to conceptualise human resource placement and utilization.

The main difference between training and general education is that the latter is the acquisition of general theoretical knowledge while the former is manifested mainly at the level in which operational and performance level of knowledge of an employee identifies training as an objective. Training objectives as part of the planning and execution of training are then statements of specific operational or performance behaviour to be effected on employees and to be achieved at the end of training. Such objectives represent the output which the trainee is expected to produce at the end of the training programme. A clear training objective assists training administrators to evaluate the impact of training both before and after initial placement of staff and to continue the implementation and administration of such placement and training as human resource development policy. Training therefore remains one important elements in manpower placement and utilizations.

### PRODUCTIVITY

If training has as an objective the augmentation of human skills, productivity remains the goal of manpower placement and utilization. Productivity is therefore the output of placing and utilizing manpower defined by Sutermeister as "output per man hour, quality considered"<sup>77</sup>. Quality approximates efficiency when cost and quantity of production per output per man-hour is taken into account as well as factors other than manpower. When productivity by a given number of persons increases than before, it could be due jointly to labour, management, capital, machines and raw material. Sutermeister has rightly admitted the difficulty of measuring labour productivity because of these other production factors. However manpower utilization and productivity can be measured in terms of better placement, improved methods of work and supervision.

Productivity measurement involves human as well as technical factors. The technical factors of productivity are those dealing with the work itself such as job description, the role and function ascribed to each personnel which constitute the processes for accomplishing work; the organisational work environment and what is to be produced. The human factor relates to the individual employee with all his characteristics

brought into the job. These include his capacity and suitability to do the job, his perception of the job, motivation, psychological disposition and his general behaviour. In administrative job positions such as in the civil service, the status of the incumbent rather than his job performance counts a lot in the assessment of the worth of the position. This gives rise to insufficient job description, job position review or the establishment of appropriate productivity standards. Since standards are not established from the outset when manpower placement in the job takes place, the measurement of productivity and the matching of the human element with the job position becomes at best difficult and at worst neglected.

The general attitude towards productivity in the civil service is that it does not count or that it cannot be measured. Walter Balk like Sutermeister admits the difficulties of productivity measurement for much of the work done in the civil service. He is of the view that if productivity is well defined and understood, its measurement can be related to types of administrative work by using techniques such as engineered work standards (EWS) <sup>73</sup>. He defines productivity in relationship to the production process where inputs are transformed into output which are supposed to meet desire standards or expectation of results <sup>74</sup>.

In Figure 1, the production process and its elements are shown. It suggests that productivity is measured when outputs meet standards otherwise factors under the elements of input and throughput can be revised or the standards itself changed. The process is then controlled by using ratios of cost per unit of output produced or output per employee in 'X' number of hours, weeks or months. This comparison of output to input measures efficiency but this could be a deficient way of measuring productivity because it assumes that all outputs meet quality standard <sup>75</sup>. Quality or effectiveness is applicable to both tangible and intangible outputs, such as services. Therefore a productive process is one which optimizes efficiency and effectiveness ratios. i.e. Productivity = efficiency + effectiveness<sup>76</sup>.

FIGURE I

The Production Process and its Element

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INPUT	THROUGHOUT	OUTPUT	STANDARDS
. Personnel	. Procedures	. Units	(Same factors
. Space	. Schedules	. Events	as output)
. Capital Assets	. Layout	. Shape	
. Expense	. Motivation	. Timeliness	
	. Management Style		

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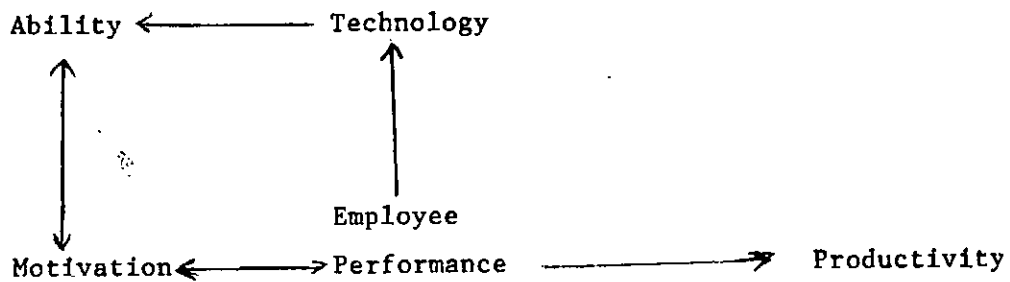
Source: Public Personnel World: IPMA, 1977, P. 225.

It can be said that human as well as technical factors contribute to productivity. Technical factors affect output per man-hour while the human factor represents the employee's job performance. The contribution of any of the two factors to productivity depends on a given input but the importance of the human contribution is overriding. As much as productivity is an objective or goal in the civil service, one can also consider technology as issues in manpower utilization. The technical factors as in any business enterprises should increase output per man-hour. These include machines, office layout, methods and techniques. Employees's job performance and his ability to increase his productivity will however depend on his motivation. While ability is deemed to result from knowledge, which is in turn affected by education, experience, training, and interest, it is also a result of skill which is affected by aptitude and personality including most other variables attributable to ability <sup>82</sup>.

Figure II indicates the inter-relationship of the productivity process. It takes into consideration the factors of motivation, technology and organizational structure. Motivation and its effect on productivity is a subject of many managerial theories. Factors such as job contents, job design, span of control, the style of managerial leadership, group affiliation of employees and job technology, influence the motivational process. These are generally referred to as organization design and

FIGURE II

TECHNICAL & HUMAN FACTORS AFFECTING PRODUCTIVITY



Source: Robert A. Sutermeister, People and Productivity , 1969, P.37

are themselves productivity variables. Sutermeister refers to leadership style as part of the social conditions of a job and defines leadership as the process of influencing the activities of the organised group in its effort towards goal setting and goal-achievement<sup>83</sup>. Gibson and others also define leadership as "an attempt at interpersonal influence, directed through the communication process, towards the attainment of some goals"<sup>84</sup>. Leadership style then represents behaviour pattern exhibited by managers to obtain motivation and compliance from employees with the objective of increasing their productivity. The leadership style should therefore affect employee's compliance positively or negatively depending on whether such leadership is autocratic, democratic or participative.



Other factors affecting productivity according to Gibson etc., include group affiliations and job technology<sup>85</sup>. Recognising group affiliations as "informal organization" is relevant to productivity. It has been acknowledged that the structure, activities and goals of such groups provide an avenue for learning by the employees affiliated to it. It provides an outlet for the individual's stress as well as meeting his need deficiencies. Clubs and unions provide employees such opportunities. Finally, job technology as a factor of productivity refers to the extent to which jobs are specialised. Specialisation and division of labour permit placement of qualified and trained manpower if proficiency in performance is the goal for each job design.

According to Balk's production process definition, one can measure productivity and manpower utilization in the civil service by focusing on the processes of production or administrative activities. Output relative to such processes will consist of intangible elements such as public satisfaction with government services. Satisfaction and value of such services to the community can only be emotionally expressed and measurement remains a problem in terms of validity and reliability. Balk concludes that the routine contents of a job makes its productivity easier to be measured, about 20 % of such jobs by EWS, 40 % by workload and 40 % by program techniques.<sup>86</sup> If effort is made to measure productivity in the Civil Service, this in itself can enhance manpower placement and utilization. He therefore recommends measuring productivity for group performance instead of individual performance.

It can be concluded that productivity is measurable in terms of output per hour by an individual employee in an organizational environment including the civil service. Such environment should provide most of the important human needs that are relevant to motivation and performance and hence productivity. As most authorities on organization theory admit, the relationship between need satisfaction and motivation on the one hand and employee performance and productivity on the other, have jointly introduced into the concept of manpower placement and utilization a certain degree of complexity. It is therefore incumbent on the civil service, the political leadership and the career top civil servants to understand the relevance of modern personnel management on the productivity of civil servants in particular and its effect on the public services as whole.

## A THEORETICAL MODEL OF THE FEDERAL CIVIL SERVICE

Before we consider how placement and utilization policies and practice have been developed in the federal civil service, a theoretical model is presented here as a framework to evaluate those policies and personnel practices. The model draws from the key concepts defined in the chapter and from the literature review of the preceding chapter. It is meant to provide a frame of reference for a more efficient structure for the recruitment, placement and utilization of government officials in the civil service.

The federal civil service consists of sub-organisations called Ministries and Extra-Ministerial Departments. The Ministries are assigned functions corresponding to specific objectives to be served, e.g. the Federal Ministry of Works and Housing is charged with responsibility for public construction work like roads, bridges, dams and houses while Ministry of Finance is responsible for financial matters - internal and external. One can borrow the idea of Luther Gulick and L. Urwick concerning the structure of an organisation which they define as the structure of coordination imposed upon the work division and units of an enterprise<sup>87</sup>. If the civil service is the government's bureaucratic enterprise, the Ministries represent its work divisions. In this model, the federal civil service has to coordinate the work of Ministries to ensure that each organic part performs its own function. It would then be necessary to identify in the structure of the civil service the agency that is responsible for overall work coordination in order to ensure that its corporate health is maintained.

Below the Ministry are the Departments of Ministries whereby unit tasks necessary to achieve its purpose and functions can be identified. Again one can borrow Luther Gulick's idea on departmentalisation which says that the Department represents a collection of tasks to be performed either according to function or purpose served, the process employed, the persons or things dealt with or area covered<sup>88</sup>. On the basis of these four criteria for departmentalisation the general purpose of the Ministry can be broken up into departmental functions which can either be basic productive activities such as the Construction Department; service activities such as Environment Planning Department; or supervisory activities such as Coordinating Director for Housing and Public Buildings, all in the Federal Ministry of Works and Housing.

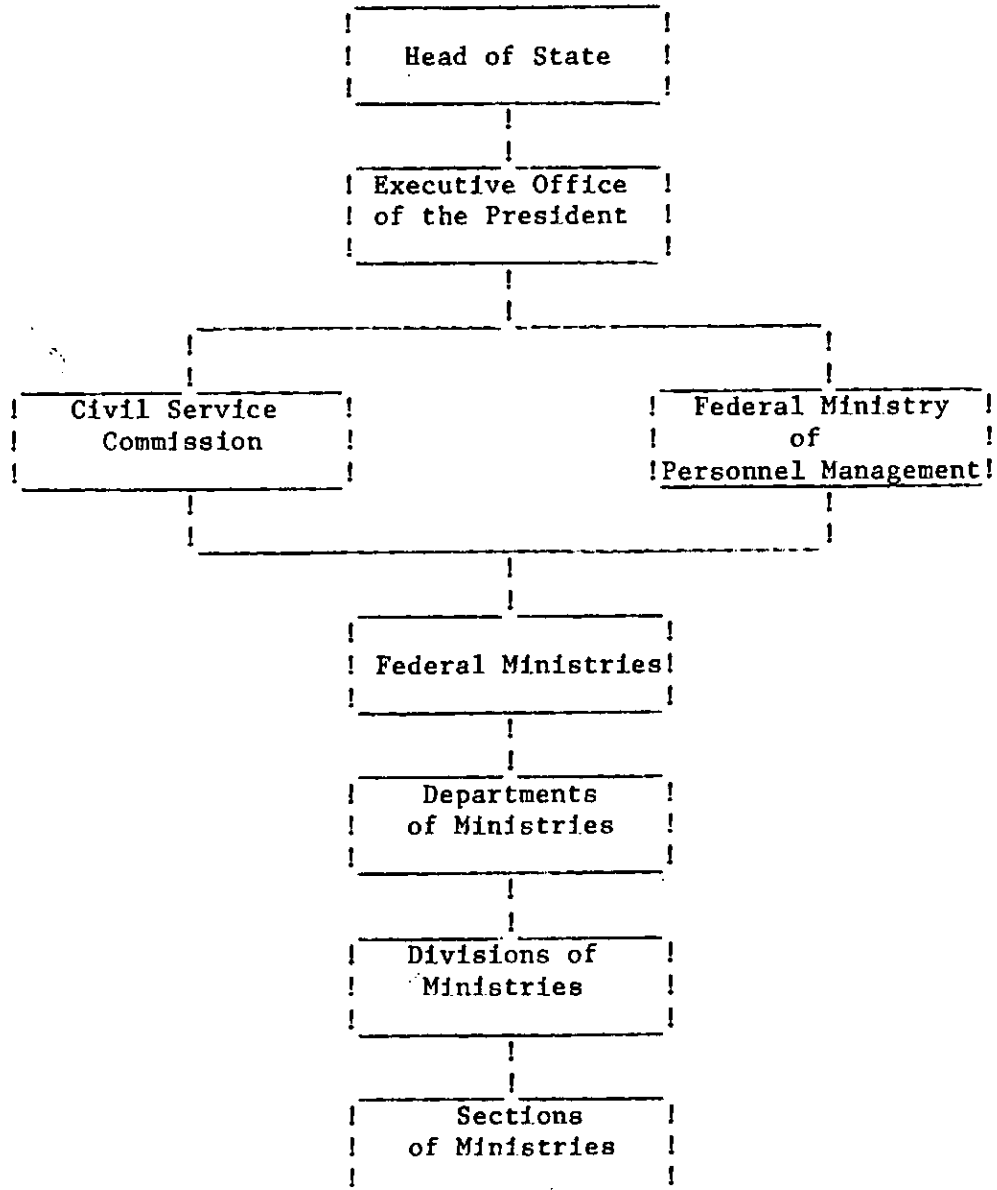
The organisational principle or criteria for departments is also true in the structuring of Divisions in the Ministries concerned. The Division is an attempt at further specialisation of tasks so that certain specific outputs and services are produced. The creation of Divisions is in the words of Gulick and Urwick, to limit the Departmental coordination role otherwise called "span of control" which they say, is partly a matter of limits of knowledge and more of time and energy<sup>89</sup>. A Division of any federal Ministry meets this criteria because the Departmental Director could face the situation where on the basis of knowledge and expertise in particular, he would find it impossible to supervise certain technical activities. A Division in a technical Ministry such as Works and Housing will no doubt have a division for Works and Housing each concerned with particular technical subjects but reporting to Director Construction and Director Housing respectively.

Depending on the number of specialists in the Division and the nature of functions of the Ministry, a Section with a supervisory Head can be established. This level of organisation structure is usually found in government Ministries and is where their basic functional output are carried out. If one takes the Administration Department of any Ministry, there are Sections having responsibility for Records, Stores, Library, Office Management and Registry<sup>90</sup>. These Sections constitute agents of productive services to deliver certain inputs into the Ministry's production process. As shall be further developed in this model, work division at the four levels provide the division of labour for defining job positions and for recruiting and placing manpower into those positions. A structural framework for the Federal Civil Service as described is represented in Figure III.

The structural framework like all organigrams tells us little about what goes on in the federal civil service. It shows however that there are eight structural layers for the Service in terms of functional specifications. If the structure of four of the eight layers e.g. Executive Office of the President, Civil Service Commission, Federal Ministry of Personnel Management and the Federal Ministries are elaborated, each of them would reveal certain hierarchical characteristics. The structure in Figure III however demonstrates organisational size which according to Kimberly has four components, namely, physical capacity, the personnel available to the organisation, the inputs and outputs and the discre-

FIGURE III

STRUCTURAL MODEL FOR THE FEDERAL  
CIVIL SERVICE



tionary resources available to it<sup>91</sup>. One can then introduce into the the model other structural characteristics such as formalisation defined as "the extent to which rules, procedures, instructions and communications are written"<sup>92</sup>. The Civil Service Rule often described as the "Bible" contains such rules and instructions in addition to circulars

issued by the Ministry of Establishment (which later became Establishment Department) to guide the Ministries in their activities. It is often said that civil servants become slaves to these rules in the manner they interpret them. It is understood however that adherence to such rules is one way of getting formalised in organisation behaviour. The effect of formalisation on the personnel of the civil service is summarised by Robert Merton in his discussion of "bureaucratic personality". It aptly describes the behaviour of a bureaucrat as follows:

The bureaucrat's official life is planned for him in terms of a graded career, through the organisation, devices of promotion by seniority, pensions, incremental salaries, etc; all of which are designed to provide incentives for disciplined action and conformity to the official regulations. The official is tacitly expected to and largely does adapt his thoughts, feelings, and actions to the prospect of this career. But these very devices which increase the probability of conformance also lead to an over-concern with strict adherence to regulations which induces timidity, conservatism, and technicism. Displacement of sentiments from goals onto means is fostered by the tremendous symbolic significance of the means (rules)<sup>93</sup>.

Formalisation then becomes a major variable for understanding the structure of the organisation and the thoughts of its members and how the member's abilities are utilized. The federal civil servants according to this thinking are bound to act and communicate within the structure and to that extent an efficient structure facilitates productivity.

Another structural characteristic is centralisation which Figure III depicts. Centralisation according to Hall refers to the distribution of power within organisations<sup>94</sup>. The structural model shows its hierarchical nature but its personnel structure has to be identified. At the very apex of the Service is the Head of State who is also the political Head of Service. An official Head of Service, as Udoji called it should be located at the Executive Office of the President in addition to the Secretary to the Government and should have the status of a political appointee. He could be an ex-senior civil servant with an insight knowledge of the civil service in order to speak on its behalf at the Ministerial Council. It is in this Office that the entire service programme, its performance and welfare should be coordinated and managed.

In the existing arrangement, the Secretary to the Government in the Executive Office of the President performs these functions. The model proposes that an appointed Head of Service performs the functions of programme coordination and the maintenance of the corporate health of the Service.

The Federal Ministry of Personnel Management headed by a Minister is responsible for formulating personnel policies and practices for the entire civil service, coordinating training and decentralising actual personnel management to the Ministries. On the other hand, the Civil Service Commission set standards for and assists Ministries in their recruitment, enforces compliance with standards and hears staff appeals on promotion, discipline and dismissals. This limited role should make the Commission to be truly a quasi-judicial body to protect career staff from political victimisation and maintain fair play. In this model, the Ministry of Personnel Management and the Civil Service Commission are two central personnel agencies with distinct functions designed to enhance manpower placement and utilization in the Service as a whole.

The Ministry as the basic organizational unit of the Service is made responsible for all personnel action such as recruitment, placement, training and performance evaluation. The Administration Department of the Ministries is identified as the Personnel Department by implementing policies laid down by the Ministry of Personnel Management. The latter should preside over the recruitment interviews conducted by Ministries to ensure compliance with laid down procedures and ensure representativeness and fairness. The Commission should continue to carry out preparatory recruitment drive to identify possible sources of candidates to facilitate final recruitment by Ministries.

Having described the functions of each level of the structure, the model then defines the role for occupants. Functional post definition or individual role in the organisation is treated by Elliot Jacques who states that role can be detached from the person who occupies it<sup>95</sup>. Also role can be institutionalised so that it can exist as a vacancy or job position for which a qualified occupant can be sought. On this basis a job vacancy has to be described by the executing Ministry clarifying the functions and authority attached to each job. Such job description has to be reviewed by the Ministry of Personnel Management who evaluates its

worth for salary purposes. Occupants of such roles then act officially to carry out the functions of the Ministry. Elliot Jacques considers role in the context of behaviour when authority is allocated as a role to some individuals. He defines power in relation to authority as an ability within the organisation by someone to take binding decision that could alter people's behaviour or change their status or role<sup>96</sup>. It is the power and authority associated with role that allow personnel in the Ministries to function and to achieve their goals and objectives.

It is evident that in the hierarchical structure of the civil service, certain roles are occupied by qualified incumbents who also possess authority and power to get things done in their Ministries. For example, the Minister is the Chief Executive of the Ministry assisted by the Permanent Secretary who is the technical/administrative adviser. Other positions are defined in a descending order of seniority down to the lowest subordinate. To facilitate communication in a hierarchical structure such as in the Ministry requires a clearly established communication procedure so that productivity is not hindered. The present procedure which is unwritten makes communication through the Permanent Secretary imperative but given the size of Ministries, Department Directors should transmit their proposals direct to the Minister with copies to the Permanent Secretary for information and additional advice, if he had any. This internal communication model is intended to get the Ministry's programme executed on time based on the varied departmental expertise.

In proposing this internal communication procedure, it is understood that civil servants in the Ministry exhibit different behavioural traits at work. As March and Simon say, organisational employees bring to their work environment attitudes, values and goals different from that of the organisation and for that reason issues of power, attitudes and morale are central in explaining their behaviour; and that they are decision makers and problem solvers so that perception and thought processes are important to explain their actions<sup>97</sup>. There is also the issue of specifying routine tasks according to Taylor's time and methods studies so that workers could produce more. Specifying tasks he said limits the staff's freedom of choice of method of performance by time standard imposed<sup>98</sup>. It also provides the basis for determining wages paid to staff to motivate him to produce at the rate he is capable. Furthermore, Max Weber's analysis of bureaucracy treats the relationships that exist

among officials and the interactions among them. He concluded that bureaucracies with its structure of formal hierarchy are more efficient than alternative forms of organisations<sup>99</sup>. Achievement of goals and productivity of civil servants in the Ministry and the civil service therefore depend on all the variables such as motivation, job description, job evaluation and specific rules assigning authority and power to certain staff for decision making.

Functional role in a hierarchical structure of the Ministry is considered by Mahmud Tukur who identified the recruitment, remuneration, training and responsibilities of the top echelon of the public service as a main area of reform<sup>100</sup>. By 'top echelon' he refers to senior civil servants including the Permanent Secretary who he says, determines the characteristics of the administrative system, establishes institutional doctrine and creates organisational ethics and norms<sup>101</sup>. Our model structure therefore considers the job description of senior civil servants as important as that of the other middle level and operative cadres. Tukur also spoke of the ideal service structure which first requirement is the evolution of structures and inter-agency relationships in harmony with Nigerian socio-economic conditions and geared to the developmental goals of the nation. The ideal structure he said is one which will ensure efficient operation of the Service, make possible the most advantageous deployment of the talents where it can be most effectively used, provide a more equitable and more satisfying career opportunity for the varied competences represented in the service, recognise and accept the importance of training and the development of skills and orientate members of the service towards the nation's development goals<sup>102</sup>. We believe these variables are present in the model which objective is to strengthen manpower placement and utilization in the service.

#### MOTIVATION AND PERFORMANCE MODEL

Placement of staff in the Ministry's structure would require certain processes for their utilization. The sum total of this process is called motivation. This consists of the Ministry's objectives being reduced to detailed activity plan for each staff so that each job position is well defined. Such job definition should be approved by the Ministry of Personnel Management and be compared with all other similar positions in the civil service. On this basis transfers and promotions will be



properly directed and managed to the satisfaction of staff. The relationship between structure and work satisfaction is found in the definition by Gibson, Ivancevich and Donnelly. They refer to structure as "relatively fixed relationships that exist among the jobs in the organisation"<sup>103</sup>. The fixed relationships according to them give rise to four major decisions which are: job description, departmentalisation of jobs and functions, determining reporting lines or span of control and the distribution of authority among the jobs or delegation of functions.

Evaluation of performance based on defined job positions would measure individual and group performance against the goal objective of the Ministry. One should not forget other objectives such as maintenance of public services and rendering of services to members of the public in the form of licences, pensions, industrial policy implementation and other outputs that help to administer the nation state. Evaluation of staff performance in this non-programme areas should rely on the number of such services processed and delivered by staff against a predetermined target.

Other important motivation factors are the benefit system and disciplinary procedures contained in the the Civil Service Rules. These are rules and norms which guide the conduct of public officers in the Service and determine reward and incentives such as medical and health care entitlements, leave and holidays and accomodation. Rules as noted earlier are important structural characteristics in any organisation and are also referred to as "formalisation". The rules define what occupants of positions are to do and are supervised and evaluated by their observance of those rules. Through formalisation behaviour of staff is controlled and directed towards a specified goal.

In summary, the model for the civil service consists of four important variables - the structure where three important central personnel agencies - namely, the Executive Office of the President, the Civil Service Commission and the Federal Ministry of Personnel Management support the Ministries in setting personnel policies, position classification, job description, pay and remuneration for defined job positions, recruitment, promotion, training and transfers. The Ministries on their part identify and create new jobs, interview, recruit, place, train, utilize and evaluate the performance of civil servants. In carrying out the functions, Ministries are no doubt influenced by

external factors such as the performance of the central personnel agencies and the political environment in the country. While the model can adequately improve the placement and utilization of manpower in the federal civil service, it is assumed that human behaviour in an organisational setting manifest diverse responses that could impede organisational goals<sup>104</sup>. Attitudes perception, learning and personality constitute the organised whole of the individual and any change in one of the variables affects performance and productivity and hence the manner in which manpower is placed and utilized.

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### CHAPTER 3

#### MANPOWER PLACEMENT AND UTILIZATION POLICIES IN THE FEDERAL CIVIL SERVICE

#### HISTORICAL AND ORGANISATIONAL DEVELOPMENT OF THE FEDERAL CIVIL SERVICE

The structure of the present federal civil service and how its agencies are involved in the formulation of policies on manpower placement and utilization has a historical antecedent. The Nigerian Civil Service itself has origins that can be traced to and along with the country's colonial and constitutional development. This began when the colonial administration effectively and technically created the Nigerian Civil Service on 1st January 1914<sup>1</sup>. While its main objective at inception was the maintenance of law and order, manpower recruitment and placement mostly with Europeans, were utilized to achieve this objective. This pattern of recruitment and placement policy by the colonial administration had as observed by Olusanya some racial connotations since the Africans or people of negro race were deliberately excluded from civil administration<sup>2</sup>. The political side effects of this manpower recruitment and placement policy by a foreign colonial administration tended to create or<sup>arouse</sup> political agitation among African members of the Legislative and Nigerian Councils<sup>3</sup>. These Councils themselves should be seen as institutional and political structures in which Africans were rather grudgingly and reluctantly admitted by the colonialists. Although members of the Council which included leading officials and unofficial representatives both European and Africans were intended to meet once a year "merely to express public opinion"<sup>4</sup>, the agitation of African members and the opinions they expressed were no doubt instrumental in shaping institutional policies and structures for the Nigerian Civil Service.

Lugard is said to have deliberately delayed the unification of the civil services of the North and South in spite of the amalgamation of 1914 but nevertheless, the two separate civil services were conducted through a central secretariat in Lagos<sup>5</sup>. Whatever such Lugardian



separatist policies were intended to achieve, one significant consequence for manpower placement in the Nigerian Civil Service was the difficulty of finding sufficient number of indigenes from the North to take up some posts in the service even before unification. This explains the relatively high number of Europeans in the civil service who by 1906 numbered 266<sup>6</sup>. Knowledge of Hausa became the main criterion for appointment into the Administrative Class just to enhance the recruitment and placement of northerners into the civil service, and also as an avenue to select people from the junior ranks to higher posts. This no doubt represented a lowering of qualification and was to have consequences not only for recruitment into the Northern civil service but also into the federal civil service.

Substained agitation by the local members of the Nigerian Legislative Councils had its first impact in the appointment of the Walwyn Committee in 1942 set up to consider the question of admission of Africans to posts other than secretarial posts in the Administrative Service<sup>7</sup>. Observers link this change of policy to the Second World War since there was a desire to compensate Nigerians in their support of British war efforts. Due to the report of the Walwyn Committee, the number of Africans in the Senior Service had risen to 172 out of a total of 2,207 posts as compared with 26 in 1938<sup>8</sup>.

Acceptance in principle of the right to recruit and place Nigerians in the Civil Service brought about another important policy development, namely that of training. Here one must mention a related political development in the form of the Richards Constitution which granted a greater measure of political autonomy than before. Nigerian politicians seem to have seized upon the Nigerianisation of the Civil Service and training of suitable Nigerians to occupy posts in it as a quicker way of obtaining the substance of power rather than wait for the development of political institutions<sup>9</sup>. The appointment of the Foot Commission by the Governor-General in 1948<sup>10</sup> to make recommendations about the recruitment and training of Nigerians fitted into this policy objective. The report among others contained valuable information on student and scholarship plans and resources for the financing of the first 385 scholarship and training awards by the Nigerian Government for the next three years<sup>10</sup>. The creation of

the Civil Service Commissioner's Department to handle Civil Service matters as part of the Foot Commission recommendations should be seen as an important structure within which training was pursued. Training of Nigerians was therefore being considered too important to be treated as part of the functions of the Establishment branch of the Chief Secretary's Office. The latter office, mostly staffed with Europeans and advisory to the Governor General had until then responsibility for staff recruitment into the civil service.

The Civil Service Commissioner's Department was therefore an agency with Nigerian representation that advised the Governor-General on all matters relating to Senior appointments and promotions in the Service. Side by side with it was created a Central Public Service Board to handle recruitment and selection of candidates for scholarship and training to be placed in all Government Authorities or Voluntary Agencies.

Along with the introduction of the MacPherson Constitution in 1948, with the House of Representatives in operation, and in furtherance of the policy of Nigerianisation, an Order in Council was promulgated in 1951 which provided for the creation of a Public Service Commission in Nigeria<sup>11</sup>. The Commission which came into being in May 1952 was to advise on matters referred to it by the Governor-General relating to the appointment of any person to an office in the public service of the Federation or to the dismissal or disciplinary control of officers in that service. The fact that the Commission had little powers was reflected in the Phillipson-Adebo Report, which Commission was set up in 1952 to examine and review the policy of Nigerianisation then introduced in 1948. The Report states inter-alia:

"The circumstances attendant upon the establishment of the present constitution did not admit of the creation at that time of such a body. Other large changes in administrative practice and organisation, were in progress and those responsible for directing in detail the course of those changes recognised that the erection of a full-time Public Service Commission competent to advise the Governor on the full range of subjects referred to in section 169 of the order in Council raised many issues relating to composition, procedure, regulation of powers (both advisory and executive) and relations to other authorities,

including regional governments and the Public Service Boards, which called for mature consideration in the light of further experience<sup>12</sup>".

The Phillipson-Adebo Commission like others that preceded it was set up as a result of Nigerian public opinion expressed in the House of Representatives. As noted in the Commission's observation above, there was a need to establish a machinery for making appointments and promotions, a machinery in which the public would repose confidence since the performance of the existing Public Service Commission was in doubt and fears were expressed that in the existing arrangements, expatriates less suitable and qualified than available Nigerians could be appointed. Meanwhile the Northern politicians had begun to express fears that the unqualified application of the policy of Nigerianisation was not in their interest because of the shortage of suitable and qualified Nigerians of Northern origin to take up civil service posts.

In its report published in 1953, the Philipson-Adebo Commission noted a modest increase in the number of Nigerians in the Civil Service including "Senior Service" posts<sup>13</sup>. In view of progress made in Nigerianisation, it recommended the advertisement of vacant posts at home and abroad and the control of expatriate contract renewal. Training schemes for junior and senior officers was recommended including the establishment of a Nigerian Civil Service and Public Service Commissions in the Centre and the Regions to deal with appointments, recruitment, promotions and discipline within the service.

The Public Service Commission in the Regions should be distinguished from the Regional Public Service Commissions. While the former were branches of the federal set up, the latter first requested for by the North, were to be under control of the Regional Governments. The Northern Regional Government's point of view concerning Nigerianisation was that no appointments of non-expatriate officers (southerners in particular) other than those of Northern origin, should be made without prior consultation with the Lieutenant Governor and that if there was a suitable Northerner with the necessary qualifications

available he should be appointed to a post in preference to all other claimants<sup>14</sup>. A policy of Nigerianisation with predominant Southern officers was therefore not acceptable. It is only fair to remark that this mutual suspicion between the North and the South was political but its effect on the establishment of an efficient Nigerian Civil Service was not in doubt.

The difficulty of establishing under the 1951 Richard's Constitution a true federal Nigerian Civil Service staffed mainly with Nigerians had no doubt surfaced under the serious political undertones and reservations expressed by politicians from the North. This explains why the Phillipson-Adebo commission Report especially their recommendations concerning the establishment of a Nigerian Civil Service were not accepted. It was under the MacPherson Constitution in 1954 that a federal structure of government for Nigeria as opposed to the unitary system was established. The Constitution provided a regionalised civil service in which four Public Service Commissions were set up to advise the Governor General and the Regional Governors on questions relating to the appointment, discipline or disciplinary control of any public servant which might be referred to them. This situation fitted with what the North had desired in that it permitted the pursuit of policy of Nigerianisation in the staffing of the Civil Service, while the policy of Northernisation was also practised. The constitution also provided for regional legislatures who were competent to discuss and decide provisions for new posts, salaries, allowances and conditions of service for their Public Services.

The breakup of what appeared to be a unified Civil Service under the new Constitution raised some problems that led to the setting up in 1954 of the Gorsuch Commission<sup>15</sup>. The Commission was to make enquiry into "the structure and remuneration of public services and the effects of the constitutional changes on the future Federal and Regional Governments". Since the machinery of government had remained unchanged since 1948 and the Phillipson-Adebo Commission report dealing with these issues had been overtaken by the political developments since 1953, the Gorsuch Commission Report dealt principally with the Federal Civil Service structure including pay as well as the structure and composition of the Federal Public Service Commission, a

Commission that would ensure impartiality in the recruitment of civil servants and loyalty to all Governments without political influence and pressures. As a result of the Gorsuch Commission Report, a Federal and three Regional Public service Commission were later established on 1st October, 1954 and published in the Gazette as Legal Notice No. 2 of 1955<sup>16</sup>.

The setting up of the Federal Public Service Commission with some Nigerians as members, and the implementation of other recommendations of the Gorsuch Report was followed by an important political event in 1956 when the House of Representatives elected under the self governing constitution of 1954 passed a Resolution on the Nigerianisation of the civil service. The Resolution states:

"That this House, realising the importance of education in the speeding up of the Nigerianisation of the Federal Civil Service, and in the provision of higher training to fit Nigerians for increased responsibility in all walks of life, calls upon the council of Ministers to make a comprehensive statement and present specific proposals to this end at the next Budget meeting of the House"<sup>17</sup>.

The debate of the Resolution resulted in a far-reaching policy statement highlighting the problems of training adequate manpower to fill vacant senior posts in the Federal Public Service and the steps necessary to overcome them. As in the recommendations of the Foot Commission of 1948 on Nigerianisation, the House Resolution recognised that although the needs of the Government Service had the first claim on the Government's trained manpower, the manpower needs of the entire federation was to be met by sufficiently trained number of Nigerians.

As in the House debate the importance of training for the efficiency of the Civil Service and the utilization of its manpower was not overlooked in the Gorsuch Report. In paragraph 172, it noted that:

"It is not enough that the structure of the public services should provide the avenues of advancement. There must be in addition, a comprehensive and coordinated system of training nor should this be merely a phase of limited duration; there will always be room in the services for the two systems to exist side by side -

direct entry at various points according to qualifications acquired before recruitment, and promotion from the lower ranks of those who qualify by<sup>18</sup> proved ability and training for higher responsibilities<sup>18</sup>".

To give effect to the implementation of training, the Report recommended that each of the four Governments should set up a Standing Committee on training, comprising the Establishment Secretary, the Director of Education and one member of the Public Service Commission.

Apparently to allay the north's fears of domination by the south, and to assure the development of a federal service badly undermined by the existence of Regional Public Service Commissions and Houses of Assembly, recruitment to fill junior posts in the Federal Service was to be drawn from the Regions while recruitment above that level should be opened to all Nigerians irrespective of their locations<sup>19</sup>. The existence of two grades - the junior and senior services which encouraged the jump and the inefficiency in promotion from one grade to another was recognised. The Commission therefore recommended the full establishment of an Executive grade to bridge the gap between the Senior and the Junior Services.

In spite of all the measures taken to effect rapid Nigerianisation of senior posts in the Civil Service, and with the establishment of the Federal Public Service Commission in 1955 the situation by the eve of independence showed that although there were qualified Nigerians, opportunity to exercise responsibility was denied to them in contrast to their expatriate colleagues because some expatriate heads of Departments either remained indifferent, or were simply opposed to the policy of Nigerianisation. In their books, "The Autobiography of Chief Obafemi Awolowo" and "My Life" both Chief Awolowo and Sir Ahamadu Bello had remarked on the over-bearing attitude and obstructiveness of the expatriate administrators<sup>20</sup>. Thus further agitation by Nigerian politicians in the Federal House of Representatives in 1959 led to the appointment of a Parliamentary Committee to examine the progress made with the Nigerianisation of the Public Service<sup>21</sup>.

The Report noted the big disparity that still existed between Nigerians and expatriates in the superscale posts, that not all Ministries complied with the requirement to review prospective staff needs of their Departments and to inform the Federal Public Service<sup>22</sup>. The Committee further observed that the presence of expatriate Permanent Secretaries and other highly-placed officers in what are described as "policy-making posts" amounted to an "external control, direct or indirect" of the Public Service and that while these officers remained, it cannot be said that the Federal Government conducts its own Administration<sup>23</sup>. The Report also revealed that the most critical placement of Nigerians were the technical Departments where few Nigerians could be found in the senior posts.

The problem of Nigerianisation at the eve of independence then had two aspects. The first was that qualified Nigerians should take over from the expatriates and to encourage the latter to continue to serve under special conditions or be paid lump-sum compensations on precipitate withdrawal. The second was the problem of finding suitably qualified Northerners to fill positions in the federal service. By 1962, the Northern Regional Executive Council had recommended a Northernisation policy whereby preference would be given to suitable Northerners over others mainly Southerners. In place of fixed quotas of senior posts in the federal public service being reserved for Northerners as demanded before independence, it was suggested that the Northern Regional Government should assist in releasing suitable Northerners to fill vacancies in the Federal Service.

Thus at independence following the Report of the Nigerianisation Officer, and on the basis of an evolving political and administrative developments, a federal civil service emerged well defined but according to Olusanya, whose personnel still consisted of a sizeable number of expatriates and of many Nigerians with little or no experience<sup>24</sup>. This situation was not surprising because as observed by the Parliamentary Committee and accepted in the government statement of policy on Nigerianisation it was not possible for a country to get through the transitional phase of independence without deterioration in standard although it was necessary to avoid an intolerable degree of deterioration<sup>25</sup>. What was uppermost for Nigerian

political elites was to achieve political independence together with a reasonable Nigerianisation of the Administrative Cadre of the Federal Civil Service and to ensure adequate representation in all grades of the Service for all the three Regions. Figure III shows the colonial administrative structure of the federal civil service. The structure emphasised country-wide administration through field offices which existed under the unitary system of government between 1914-1946 and the federal system which emerged under the Richard's Constitution of 1946. As noted by Nwosu, the pillars of colonial administration rested on field officers represented by the Lieutenant Governor, the Residents and District Officers<sup>26</sup>. It was through them that the principal goals of colonial administration - maintenance of law and order and resource mobilisation - were achieved.

It can be concluded that the then Federal Civil Service was conceived as a colonial institution serving mainly the interest of an external power and that its structure and personnel recruitment and placement policies reflected this philosophy. The strong nationalist pressure and constant demand for the Nigerianisation of the Civil Service also served as an instrument of gaining independence and political power.

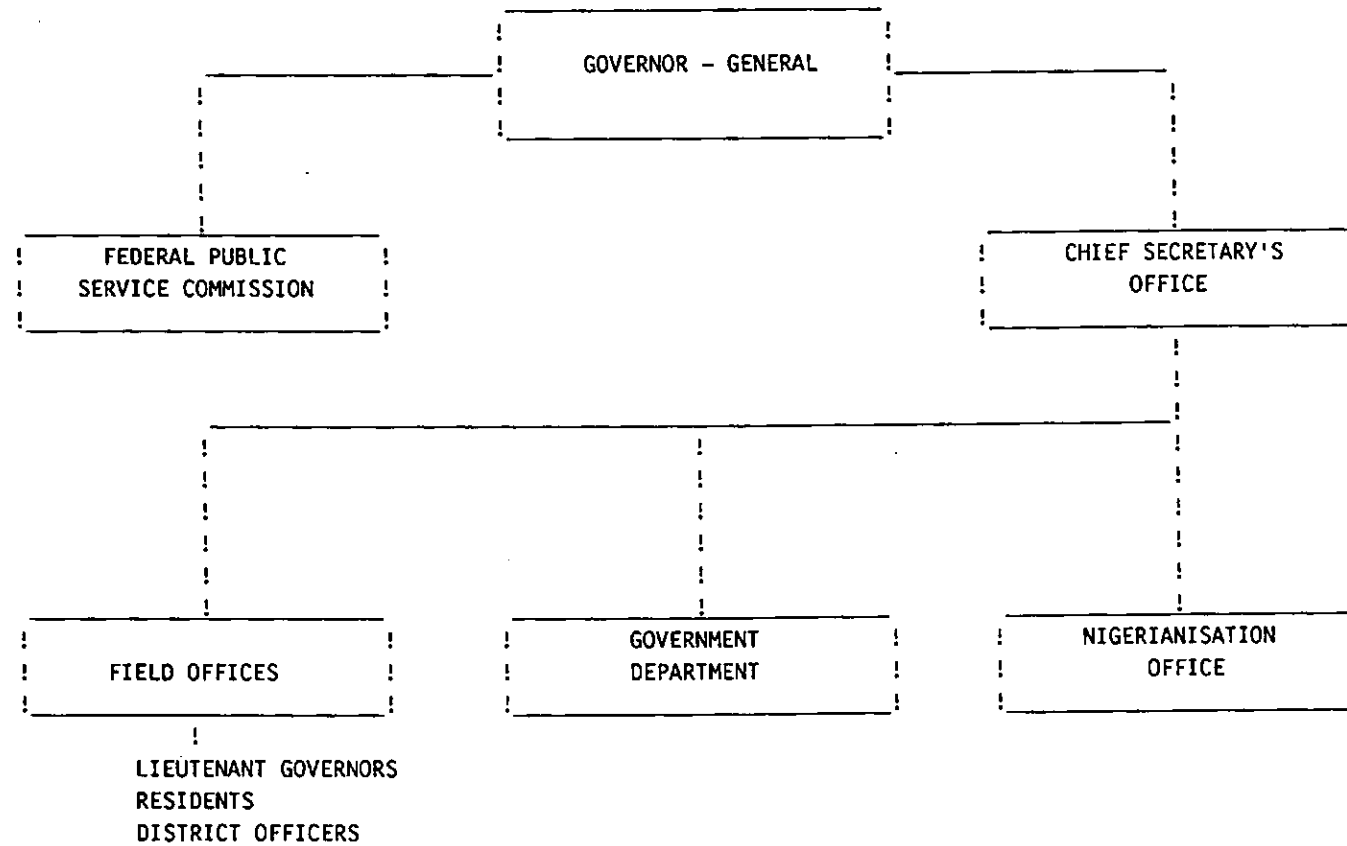
#### EFFECTS OF THE PAST DEVELOPMENT ON THE PRESENT STRUCTURE OF THE FEDERAL CIVIL SERVICE

In light of the foregoing political and administrative development, the present federal civil service structure and pattern of personnel recruitment and placement can be understood. Within this framework also, certain institutions, policies and practices have survived and influenced the present day system. Firstly the location of the Establishment Department in the Office of the Chief Secretary then is similar to the present Establishment Department located in the Office of the Head of the Civil Service and Secretary to the Government. Secondly, the sharing of personnel functions between the Federal Civil Service Commission and the Office of the Head of the Civil Service pertaining to personnel recruitment, appointment, discipline and termination has remained. Thirdly, the Nigerianisation Office which was created within the Chief Secretary's Office had eventually



FIGURE IV

STRUCTURE OF KEY PERSONNEL AGENCIES OF THE COLONIAL FEDERAL CIVIL SERVICE OF NIGERIA



become the Staff Development Division of the Federal Ministry of Establishment<sup>27</sup>. This is because the main responsibility of the then Nigerianisation Office, among others, was mainly for training. The staff development functions in the federal civil service today remains predominantly training.

A significant structural change was the replacement of Departmental organisation of the Service under the Chief Secretary with Ministries in 1957. Departments such as Treasury, Inland Revenue, Labour, Lands, Meteorology and Social Welfare were integrated into Ministries and each Ministry came under the responsibility of a minister with Permanent Secretary as his chief adviser<sup>28</sup>. The arrangement modelled after the westminster system was to permit the Minister as an elected politician and legislator to answer questions concerning his Ministry on the floor of the Federal House of Representatives. The organisational transformation from Department to Ministries therefore brought civil servants for the first time into contact with elected politicians as Heads of Ministries.

The present Federal Civil Service of Nigeria has therefore grown out of a Service that was dominated during the colonial period by the Europeans. The colonial and immediate post-colonial political developments have also brought some permanent effects on the structure and organisation of the civil service. Although the post-colonial civil service structure has eliminated political authority which according to Nwosu was enjoyed by the field officers, federal civil servants are still posted to all parts of the country but directly responsible to their respective Ministries at headquarters in Lagos. Such political authority exercised by field officers (civil servants) as part of civil service administration has through constitutional changes been devolved on the then regions, and now state governments.

Figure IV which shows the structure operated by civilian governments 1960-66; 1979-83 and by the Babangida military government from 1985 has the Office of the Secretary to the Government separated from the Office of the Head of the Civil Service. The two offices replace that of the Chief Secretary as in Figure IV. Figure V compared with III shows that the Establishment Department which was a Ministry

FIGURE V

STRUCTURE OF THE CIVIL SERVICE AGENCIES UNDER CIVILIAN REGIMES  
AND PRESENT MILITARY GOVERNMENT

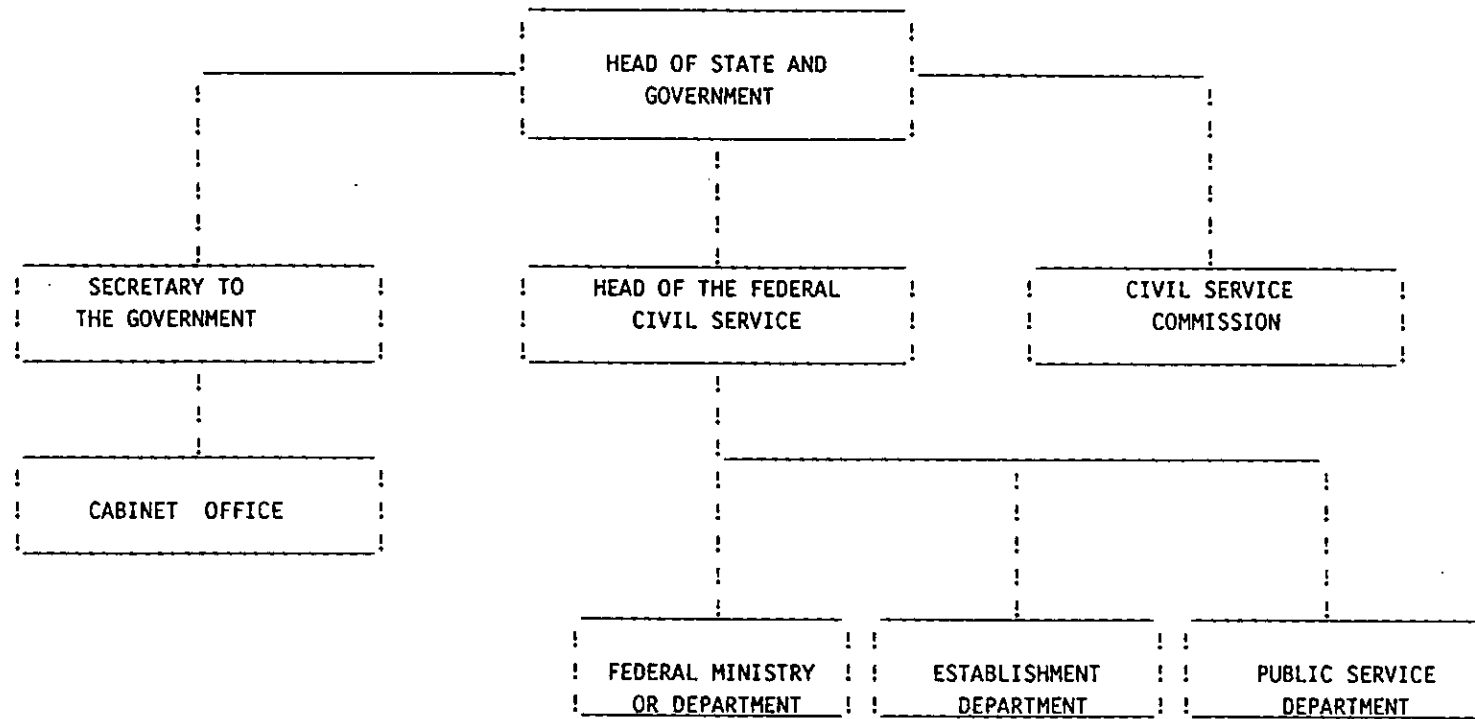
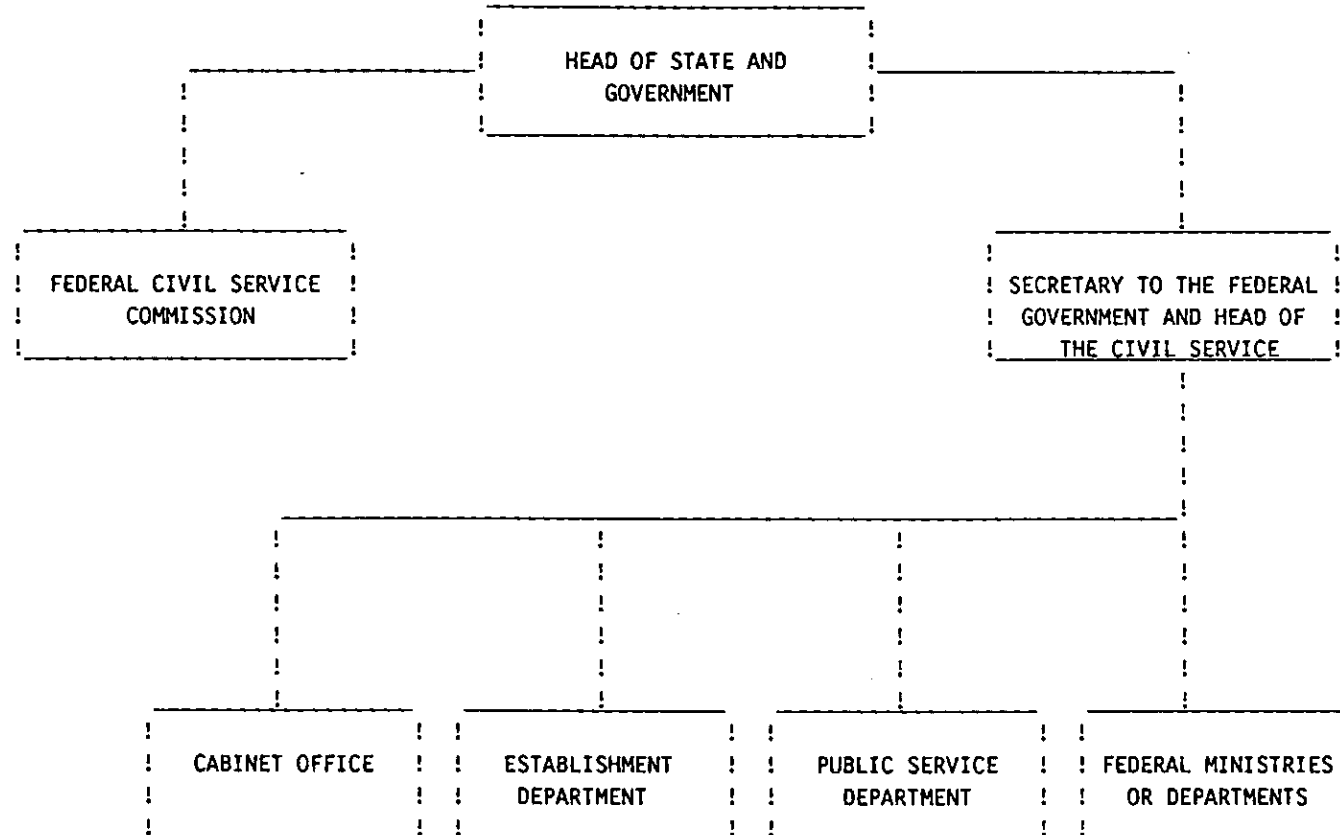


FIGURE VI

SKELETAL STRUCTURE OF THE FEDERAL CIVIL SERVICE  
UNDER MILITARY REGIMES 1967-1979



from 1960-October 1979 had replaced the Nigerianisation Office. In Figure V which is essentially the structure during military regimes, the posts of Secretary to the Government and Head of Civil Service are merged. The Cabinet Office in this structure is under the Secretary to the Government. Figures V & VI therefore reflect minor changes made in the structure since independence but essential features of the colonial period have been retained. The three structures together show how the Civil Service has been organised both under a unitary system of government in the colonial time and under a federal system of government, civilian or military since independence.

During the colonial period, the Chief Secretary was both the Secretary to the Government as well as the Head of the Civil Service. The latter post must have lapsed following political independence in 1960 until January 15, 1966 when the military seized power. According to Sule Katagum, "it is the Prime Minister who was regarded as the Head of Service and with the military take-over in 1966, the Secretary to the Military Government surreptitiously described himself as Head of Service even though there was no such reference in any statutory instrument"<sup>29</sup>. If this account is correct, it probably explains why it is fashionable for Military Governments as well as State Military Governments to combine the two posts while elected civilian governments separate them. Only the present Military Government of Babangida has subsequently separated the two posts. The effects of such manpower placement at a strategic level in the civil service structure on the management and utilization of personnel will be assessed.

#### STRUCTURE OF FEDERAL PERSONNEL AGENCIES

Personnel policy formulation process operates within the established federal Civil Service structure developed since the colonial period with three main institutions, namely, the Public Service Commission, the Establishment Department, and the Ministries in which Departments were merged. The structure and functions of each of the agencies are examined as to how they formulate or carry out policies on personnel, and to analyse management practices that have impact on manpower placement and utilization. Within the structure, the post of Secre-

tary to the Prime Minister created in 1954 later on developed since independence and the military coup of January 1966 into that of Secretary to the Federal Military Government and Head of Service<sup>30</sup>. This enlarged and combined role for the Office of the Head of Service and Secretary to the Government has meant devolving on it vital personnel functions. This development and its implications for personnel management and its immediate policy outcome is that instead of three main federal personnel agencies, the Office of the Head of the Civil Service is the fourth.

The role of the Head of the Civil Service in coordinating the activities of the Civil Service on personnel matters has been controversial since the military came into government. According to the findings of Udoji Public Service Commission, the Prime Minister was asked in 1962 who was the head of the Civil Service and he replied that it was the Prime Minister<sup>31</sup>. Alhaji Sule Katagum, one time Chairman of the Federal Public Service Commission is of the view that no instrument existed for the combination in 1966 of the two posts of Secretary to the Federal Government and Head of the Civil Service. The title "Secretary to the Federal Military Government and Head of Service" was first published in an Extra-Ordinary Gazette of 26th January, 1966. The Udoji Commission itself thinks that the answer of the Prime Minister did not draw a distinction between "the ministerial head" and "the official head" in which the latter should be the principal officer of the Federal Civil Service<sup>32</sup>. The military however formalised the combination of the two posts by passing Decree N° 17 of 1974, titled 'Constitution Suspension and Modification Decree', thereby modifying the relevant section of the 1963 Republican Constitution. In view of the importance of this office for the Federal Civil Service, a list of colonial Chief Secretaries and post-independence Secretaries to the Government is shown as Appendix I.

Four central personnel agencies have therefore emerged with the oldest and most prominent being the Public Service Commission renamed Civil Service Commission in 1975. Its functions remain essentially to provide an unbiased recruitment of senior personnel, mainly those of the Administrative and Professional classes, into the Civil Service. The 1979 Nigerian Constitution makes provision for nine

members called Commissioners with responsibility to conduct recruitments through interviews, make appointments, confirm promotions recommended by the Head of the Civil Service and to administer discipline within the Service<sup>33</sup>. It delegates to the Ministries and Departments the power of appointments, promotion and discipline for officers on Grade Level 01-07.

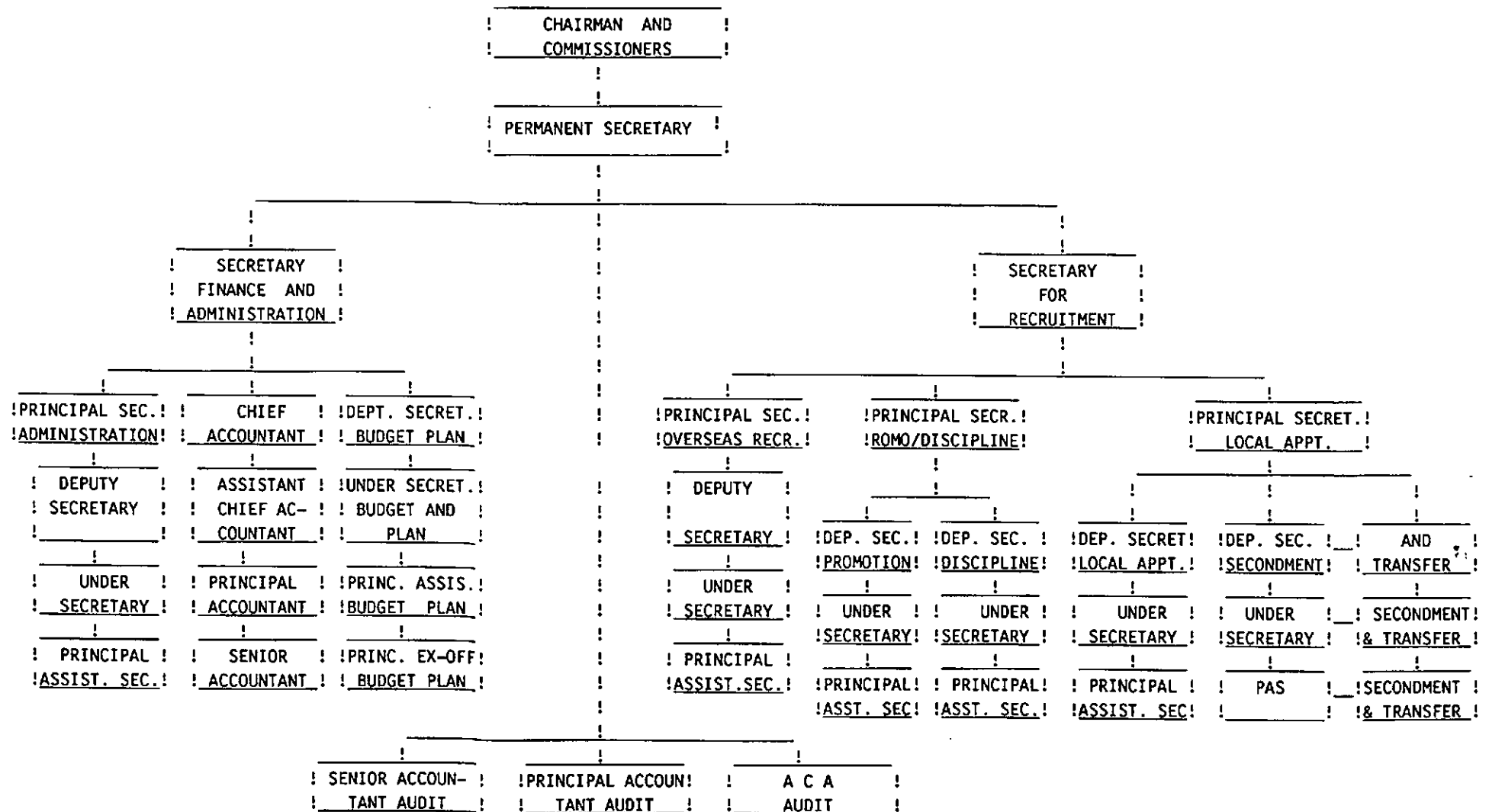
The functions of the Commission are organised as an Extra-Ministerial Department since it has no Minister and is directly responsible to the Legislature/Armed Forces Ruling Council. Figure VII is the structure of the Commission showing two main functions one for recruitment and the other for finance and administration. The recruitment functions are sub-divided into local recruitment, specifically the recruitment of qualified Nigerians and overseas recruitment mainly of non-Nigerians on contract basis. The second part is devoted, among others, to administration, accounting and budget in order to ensure the smooth functioning of the Commission.

The sub-division concerned with discipline for example prepares briefs for the Commissioners' consideration in advance of the Commission's meeting stating the facts of each case. On the subject of discipline for example, it was observed that in 1982, 43 briefs in eleven volumes were received by the Commission involving 46 civil servants<sup>34</sup>. It should be pointed out that in other areas of personnel function, the Commission acts as the ultimate appeal where petitions are involved. The Office of the Head of Service as well as Ministries are therefore competent to initiate most of the personnel actions while the Commission makes final decision. It is in the area of recruitment that the Commission initiates action and enjoys originating competence.

On the other hand, the Office of the Head of the Civil Service of the Federation which has been reorganised frequently has two surviving Departments, namely, the Establishment and Training Department and the Public Service Department<sup>35</sup>. While the Establishment and Training Department, formerly a Ministry up till October 1979, now has three main Divisions, the Public Service Department has five Divisions. The creation of the Public Service Department out of the Ministry of Establishment was a half-hearted response to the recommendations of the Udoji Public Service Review Commission that the

FIGURE VII

ORGANISATION CHART: FEDERAL CIVIL SERVICE COMMISSION





Ministry should become the Ministry of Personnel and Public Management<sup>36</sup>. The two Departments now deal with most of the multifarious personnel functions of the federal Civil Service.

The Establishment and Training Department is traditionally concerned with setting policies on and the creation of new posts, salary structure and other benefits including the determination of staff complements in Ministries and Departments. Other functions are the classification and grading of posts and salary review, staff development and training, industrial relations, superannuation, general management and organisation and the maintenance of accurate records<sup>37</sup>. The Department has other sub-divisions dealing with personnel policies, manpower budgeting geared towards reviewing and approving job positions for all Ministries in the Annual Budget, administration of pensions and gratuities and the implementation of the Pensions Act. It formulates rules and regulations having bearing on conditions of service throughout the Public Service; conducts negotiations and consultations with Trade Unions and provides the secretariat for the National Council on Establishment (NCE)<sup>38</sup>.

One of the most recent sub-divisions of the Establishment Department is the Management Consulting Services which helps the Ministries undertake reorganisation, install new management techniques and develop management policies and procedures. A unit is responsible for administering a unified grading of salary structure, a function which has become even more prominent with the implementation of the "Udoji Report". This function includes job evaluation, position classification and analysis. Training as one of its important functions is directed towards the training of Administrative Officers and professionals thereby leaving to individual Ministries the training of the middle and junior staff cadre. Under its responsibility, it formulates policies for the Administrative Staff College of Nigeria (ASCON) specifically established in 1973 to implement management training throughout the Public Service.

The Cabinet Office is also considered as a central personnel agency. Although its function was originally to provide secretariat to the Prime Minister's Cabinet Government until 1966, the military continued to use it as a secretariat for the meetings of the Federal

Executive Council. During the Executive Presidential system of government in 1979-1983, the Cabinet Office headed by the Secretary to Federal Government was renamed the "Executive Office of the President". The office performs personnel functions such as recommending the appointments of public officers such as Permanent Secretaries and Vice Chancellors of Universities to the President. It coordinates the Civil Service economic programmes and policies and presents memoranda to the President's Council of Ministers.

During military rule, the Supreme Headquarters can also be considered a central personnel agency. It would be recalled that through the Head of Service and the Cabinet Office, the Supreme Headquarters ordered the purge of civil servants in 1975 and 1984 in which over 11,000 civil and public servants were retired or dismissed<sup>39</sup>. Since Civil Service Regulations were not observed in carrying out the purge, the Supreme Headquarters which is the political and administrative organ for the military had therefore interfered directly with a vital public personnel responsibility. The same purge was repeated in 1984 following the overthrow of the Shagari civilian government by the Buhari military group.

In effect, five central personnel agencies are in existence in the federal civil service if the Supreme Headquarters is also included. They share among themselves the determination of personnel policies in the Service and through the National Council on Establishment these policies are harmonised. Uniform personnel policies are therefore evident among the states of the federation. While this outcome is the result of a long military rule which politically and administratively tends to impose a unitary system of government on the country, the effects of these personnel policies on manpower placement and utilization in the federal civil service itself are considerable.

#### Structure of Federal Ministries as Decentralised Personnel Agencies

The structure of the Federal Ministry or Extra-Ministerial Department has some basic characteristics. While the former is headed by a Minister and the Permanent Secretary as adviser, the latter is headed by a senior civil servant of the rank of Permanent Secretary. The Ministry has Departmental sub-divisions headed in most cases by

Directors or where it is a Commission headed by a Chairman, the appointed administrative head is also a Permanent Secretary. Within the Ministry and Extra-Ministerial Department there is a subunit called "Administration". In some large Ministries, this unit has the status of a Department with responsibilities to provide support services to the Ministry as well as to perform personnel functions, and to implement personnel directives and policies made by the central agencies. It also maintains personnel records for all the Ministry's staff and prepares statistical informations for the Central Records Office.

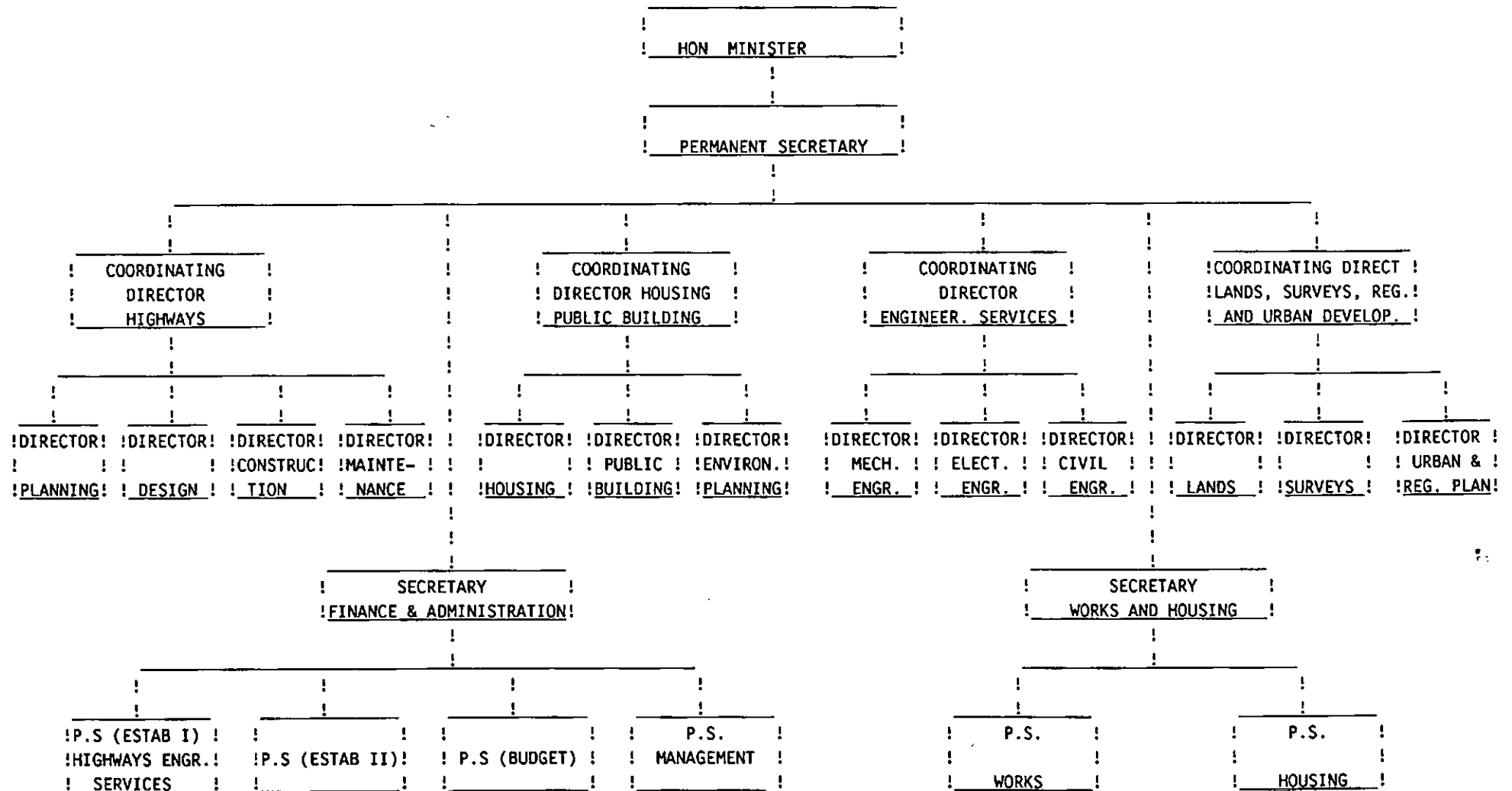
The size of some Ministries and their expanded functions have consequently enlarged their organisational structure and their component units. It is common practice for most Ministries and Extra-Ministerial Departments to have upgraded to a Department the functional responsibilities of the Administration Unit. This is because of its role as the Personnel Department of the Ministry in carrying out decentralised personnel functions in collaboration with the central agencies.

Figure VIII shows how the Ministry or Extra-Ministerial Department is organised. The Federal Ministry of Works and Housing is presented as typically representative of Ministries' structure because of its size and complexity having been two separate Ministries until the merger in October 1984. Apart from the four technical Directorates and their sub-units, Finance and Administration is headed by an officer of Deputy Permanent Secretary's rank. There are six different functional units such as Establishment 1 & II, Budget, Management, Accounts and Internal Audit. Each of these units is a Department headed by a Principal Secretary. Two sub-units shown as Establishment I & II are responsible for personnel matters thereby emphasizing staff welfare in such a large technical Ministry.

The importance of the Administration Department of Ministries in this study is mainly in respect of its personnel functions. Its functions are better known by the provision of physical support services like cars and office space. Its personnel functions though less appreciated are nevertheless performed and routinely carried out. A typical Administrative Department of a Ministry has a sub-division

FIGURE VIII

ORGANISATION CHART: FEDERAL MINISTRY OF WORKS AND HOUSING



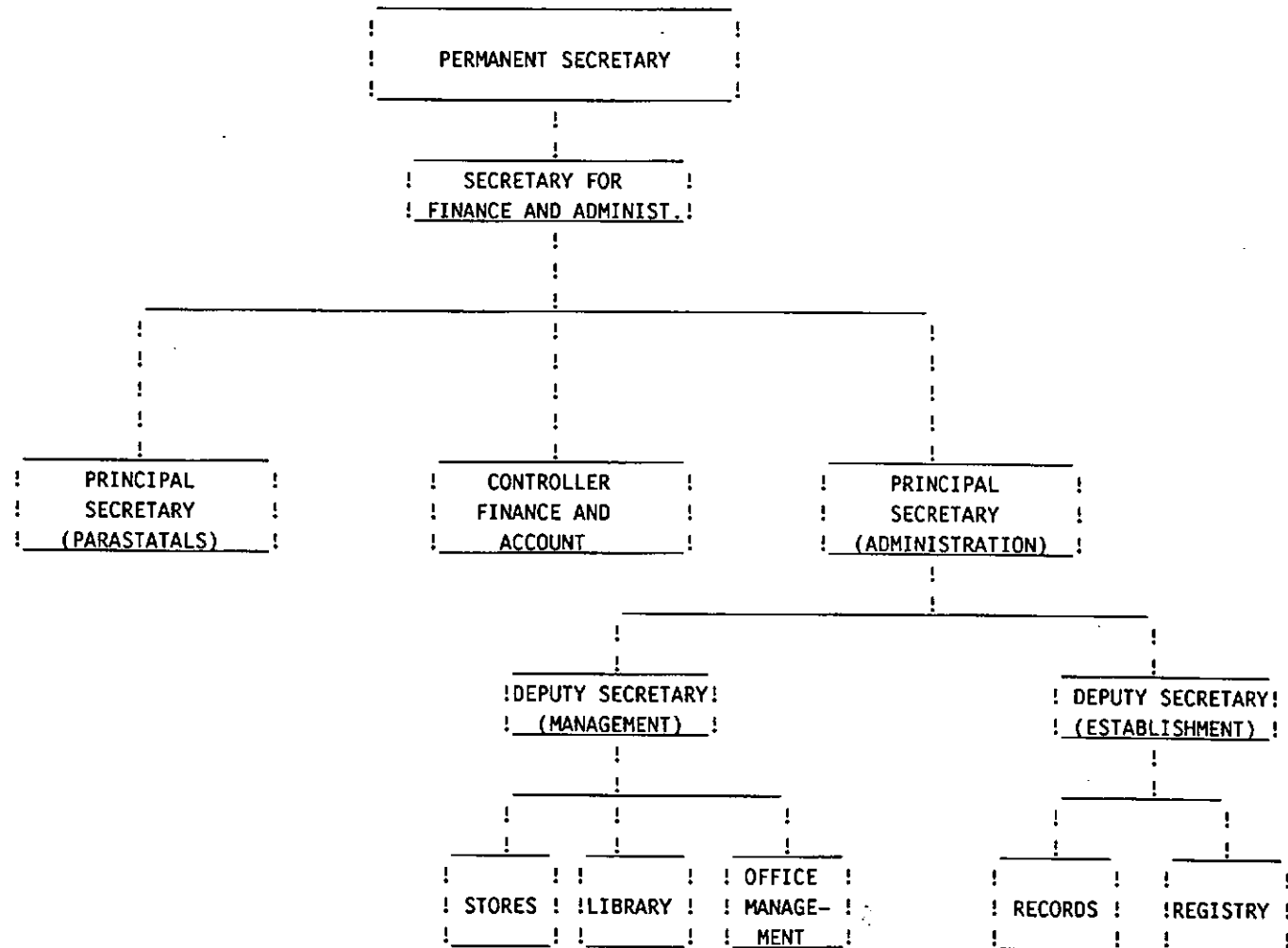
supervising the "Registry" where the Ministry's business and programme files including staff personal files are kept; stores for keeping and issuing stationery; library for storing books and references relevant to the Ministry; transport for carrying staff; control of secretariat staff and typing pools; office management for purchases of equipments, furniture and acquisition of travel documents and travel arrangements. Figure IX therefore shows the organisation of the Administration Department of the Federal Ministry of Commerce and Industry (1984) with five sub-divisions at the lowest level of functional responsibilities. In this Figure the Establishment and personnel functions is headed by a Deputy Secretary, a Grade Level 14 officer.

As a personnel unit of the Ministry, the Administration Department is responsible for recruitment of staff up to Grade Level 06. Post-recruitment training programme for this cadre is not formally planned except training on the job leading to confirmation through promotion examination. In respect of the higher grade officers of the Ministry, the Administration Department's responsibility is limited to communicating with the Public Service Department on officer's release for training. Staff Annual Performance Evaluation is internally coordinated by all levels of line supervisors through the Permanent Secretary to the Public Service Department located in the Office of the Head of the Civil Service.

During field interviews and research, it was noted that the important function of managing the Ministry's records and information appeared to receive less attention judging by the calibre of staff placed in the Registry and Records. The duties here include filing all letters in the relevant files and to indicate the officer responsible to act on it. The Ministry uses a system of files to build up its information so that all actions recommended and decisions taken on them are recorded. On the whole, the decision-making process on a given subject can be found in the relevant classified file. Although the defects of this system and its management are well-known to senior officials, an improved system has not been devised. The effects on the speed and promptness of implementing policy decisions and processing simple personnel requests are well-known and remain a long-standing joke enjoyed by staff and the public. The inability by the

FIGURE IX

ORGANISATION CHART: FEDERAL MINISTRY OF COMMERCE  
AND INDUSTRY: ADMINISTRATION DEPARTMENT



Ministry to manage its information and records efficiency has no doubt created a prejudice in the minds of the public as to the productivity of civil servants. It is therefore obvious that organisational improvement of the personnel and records functions of the Administration Department could have impact on the placement and utilization of manpower in Ministries.

#### PERSONNEL MANAGEMENT AND POLICY FORMULATION BY FEDERAL AGENCIES

Policy formulation affecting the manner in which federal personnel are recruited, trained and placed in different Ministries and Departments is shared between four agencies. Personnel policies formulated by the central agencies can then be differentiated from those formulated by Ministries as decentralised agencies. A distinction can also be made between major personnel policies and objectives and minor personnel policies specific to departments or units. This distinction helps to clarify what the Establishment Department, Office of the Head of the Civil Service and the Civil Service Commission do on the one hand and what the Ministries and Extra-Ministerial Departments do on the other.

Comparing personnel policies with business policies, Spriegel and others consider the former as an integral part of the entire policy structure of the latter. According to them, major personnel policies are a body of principles and rules of conduct which governs the enterprise in its relationship with its employees<sup>40</sup>. Approximating Chester Banard's organisational characteristics, business policies possess "organic unity" and is to promote cooperation in the organisation as a whole and foster initiative, particularly at the lower level of supervision<sup>41</sup>. The functions of personnel management which includes the formulation of personnel policies cover some specific activities. Robert Presthus lists eight such activities noting that the conditions that inspired them have evolved over a long time and that changes have followed technological and new social developments<sup>42</sup>. Among the activities are job analysis and position classification. These include the description of the work to be performed in a given job which provides the basis for effective recruitment.

In a Manual titled "The Scheme of Service", the Establishment Department lists the various existing posts and cadres together with duties and salaries attached to them<sup>43</sup>. The Scheme of Service evolved from a document titled "Guide to Careers in the Federal Public Service of Nigeria" published by the Nigerianisation Office which was a Division of the former Federal Ministry of Establishments and Civil Service Matters<sup>44</sup>. The Guide was meant to assist those wishing to take up appointments in the Public Service to be well informed beforehand of the duties, remunerations and career prospects in various field. Consequently, the revised "Scheme of Service" provides the same orientation as the "Guide" and is used daily by serving officers responsible for personnel administration as well as other employment agencies, institutions and trade unions in the country. There were 208 approved Scheme of Service in 1984 and new ones will be added<sup>45</sup>.

The Establishment Department also formulates policies on salaries, compensation, relations with employee organisations and unions. The compensation functions include job creation and remuneration attached to each job as contained in the Scheme of Service. The prerogative to negotiate with civil service unions and other public and private employee unions on their conditions of service is one of its central roles. The Department through the National Council on Establishment (NCE) assists in formulating common personnel policies for the whole country.

The policy governing central personnel record requires each Ministry and Department to provide personal information about each employee (civil servant) so that the history of employment or "Record of Service" could be kept and maintained. Interviews held with the Central Records of the Department of Establishment (April 1986) showed that General Form 60 is used by Ministries to update information reported to the Department. This policy helps Ministries to re-establish their records when lost in fire or other accidental means. Records of employees who have left the service or are dead are later removed to the National Archives. The central records provide the Establishment Department the opportunity to publish the "Gazette" wherein newly recruited employees, transfers, promotions, discharges and dismissals are reported. The official government



gazette is by law and tradition an authentic information document which legalises by publication therein all personnel actions concerning the civil servant. As observed by Presthus, the widespread adoption of technical improvements in the area of job analysis and record keeping belongs to the second phase of the evolution of public personnel management<sup>46</sup>. However, the system of record keeping at the Establishment Department is not in the view of the writer, being deliberately administered to assist manpower placement although it serves the purpose ultimately of providing personnel information in general.

Policy formulation on training has been the most dynamic due to the progress made in the Nigerianisation of the Civil Service. In 1974, the Report of the Public Service Review Commission had made recommendations that would increase the number and quality of officers trained by making them relevant to work requirements and thereby qualify employees for promotion<sup>47</sup>. Since then, staff development and training policies have been made largely in favour of the higher level civil servants. Following the re-organisation of the Office of Head of the Civil Service in 1984, the Manpower Department that had responsibility for training was merged with the Establishment Department as a Division. This would appear in the eyes of management experts, a downgrading of training responsibilities in the civil service. However, the main training activity areas covered by the Department include the coordination of professional training in all Ministries and Departments.

The Establishment Department's training policy formulation is in line with the Udoji Report and has led to an accelerated training of management level personnel in overseas and local universities for certificate courses as well as higher degree programmes in management. The policy outcome has been the establishment of the Centre for Management Development (CMD) in 1975 and the Administrative Staff College (ASCON) in 1976. The two institutions are dedicated to the training of the management cadre of all public officers including civil servants. The Training Division of the Establishment Department represents the Federal Government on the Board of Institutes of Administration in Nigerian Universities to ensure that adequate policies that enhance training opportunities for civil servants are

made. The Department also has a Research and Evaluation Unit with responsibility to evolve its training policies identify relevant training needs and to evaluate the ongoing courses at ASCON and CMD.

The present personnel management functions performed by the Civil Service Commission and the Establishment Department portray a curious historical antecedence. It can be observed that these still follow closely the division of responsibilities between the then Public Service Commission and the Chief Secretary's Office since 1948. Compared with the practice in the United States, the Civil Service Commission, under a policy of decentralisation, exercises all the responsibilities of the Establishment Department in the Nigerian system. The 1964 Annual Report of the US Civil Service Commission emphasised certain management concepts like projecting manpower requirements, effects of automation on employees, meeting the problems of scientific and engineering manpower, the search for quality staffing, career development and motivation<sup>48</sup>. On the other hand the 1982 Annual Report of the Federal Civil Service Commission of Nigeria emphasised the number of staff recruited, the number of disciplinary action taken, promotions made and inter-ministerial transfers authorised<sup>49</sup>.

What one observes is that although the federal Civil Service Commission is statutorily responsible for personnel management functions in the federal civil service, it has rightly delegated some of these to Ministries and Departments. The Commission however provides no policy guidelines on those functions especially where the Public Service Department of the Office of the Head of the Civil Service is also involved. As noted by Oviku, there is evidently some conflict of authority between the Public Service Commission, the Cabinet Office and the Ministry of Establishment with regards to management issues<sup>50</sup>. The Commission seems to have lost in practice its powers in public personnel management and manpower placement and utilization could be sacrificed in the contradictory diffusion of responsibilities among agencies.

However, three main areas remain important for the Commission - recruitment discipline and promotion. Its Annual Reports feature prominently the discipline of staff while the Public Service

Department is responsible for processing the Performance Evaluation of all administrative officers and recommends promotion of senior civil servants (Grade Levels 08-16) to the Commission. In early 1972, the Commission had responsibility to conduct promotion interviews before confirming such promotions. This practice has gradually been abandoned in favour of promotions being made on the recommendations of the Committee of Permanent Secretaries.

The sharing of functions by the Nigerian Civil Service Commission between the Establishment Department in particular and the Public Service Department in the Office of the Head of the Civil Service was observed by the Udoji Report as having the effect of isolating it from the main stream of management. In paragraph 150 of the Report it noted as follows:

"As at present constituted, the Public Service Commission(s) are facing a number of problems. In the first place, they are conceived as quasi-judicial bodies which will act on requests submitted to them. Senior officers are known to have delayed submissions to their Commissions for upward of two years for reasons best known to the officers. The quasi-judicial nature of the Commissions also has the effect of isolating them from the main stream of management. They have no responsibility for determination of qualifications, grading of posts, training of officers or their postings. These are important staff functions that are closely connected with appointments, promotions and discipline"<sup>51</sup>.

These findings notwithstanding, the close association between personnel recruitment, placement and utilization is not given sufficient attention within the structure of the federal civil service. Consequently, policy formulation in this area remains scattered and uncoordinated. The organisational weakness certainly exists in the structure of federal personnel agencies and that tends to weaken manpower placement and hence its utilization.

This point is evident when one discusses policy formulation and personnel management by the Public Service Department. The Department is responsible for most staff development needs and the welfare of the Professional and the Administrative Class. A sub-division of the Department manages staff matters in the two cadres from Grade

Level 08-16 such as appointments including promotion, postings, transfers, secondment to international organizations and other public services in Nigeria, discipline and performance evaluation are coordinated with the Civil Service Commission. These personnel functions are however limited to Grade Level 14 and above, a recognition that professional and technical staff below that grade should be managed by the Ministries where they are placed. Interview conducted in 1984 revealed that technical and professional cadres above Grade Level 14 are considered as part of the managerial group and are therefore managed centrally as pool officers.

A sub-division of the Department provides personnel management for the Executive Management Cadre which includes Executive Officers and Secretaries in Grade Levels 05-07. Their training is also given close attention in ASCON and elsewhere. The Service Welfare Division manages office space and restaurants for the Civil Service and for the Office of the Head of Service. It conducts public relations for the Service including relations with Trade Unions. In order to coordinate the work of Permanent Secretaries, a Division of this Department provides the secretariat for the regular meetings of Permanent Secretaries with the Head of Service as well as Secretaries to the State Governments. Interview conducted in 1984 revealed that certain functions of the General Administrative Division overlapped with that of the Service Welfare Division and that the two Divisions could eventually merge.

Federal Ministries and Extra-Ministerial Departments as decentralised personnel agencies provide the main environment in which manpower is placed and utilized in the federal civil service. The Permanent Secretaries and Heads of Extra-Ministerial Departments are entrusted with the management and utilizing the manpower in their agencies. Through their occasional meetings with the Head of the Civil Service, they decide promotions for their staff, provide a general personnel policy recommendation for the civil service, "veto" transfer of their key staff proposed by the Public Service Department; make an appeal to the Head of State over key policy and programme issues affecting their Ministry and such other important personnel management problems. The Ministry therefore enjoys a pre-eminent position in

manpower placement and utilization. It is responsible to the Civil Service Commission in initiating staff vacancy requirements for recruitment, describing the job position and responsibilities, placement of staff after recruitment by the Commission, conducting performance evaluation, initiating discipline and transfers.

Evidence of such pervading powers in personnel matters cannot support the view that the Permanent Secretary and the Head of Extra-Ministerial Department had not been adequately involved in the management structure of the Civil Service.<sup>52</sup> On the contrary, the relationship between Permanent Secretaries as executive heads of Ministries and the Head of Service, who is an ex-Permanent Secretary and colleague, is too mutual and this tends to isolate the Federal Civil Service Commission in the full exercise of its management responsibilities for the Civil Service. It should also be noted that the administrative head of the Commission who is incidentally a Permanent Secretary comes under the direct supervision of the Head of Service.

The role of the Ministry in personnel management and especially the effective placement and utilization of its manpower can be discussed in relation with the responsibilities of the Permanent Secretary. Organisationally, the Permanent Secretary is the Chief Executive and Chief of Personnel of the Ministry. His responsibility in the first capacity is to organise the Ministry in such a way that its objectives and that of the Civil Service are achieved as efficiently as possible. In his second capacity, he selects the personnel and staff of the Ministry in consultation with the two central personnel agencies - the Office of the Head of the Civil Service and the federal Civil Service Commission. While the latter recruits and appoints the higher level staff according to requests made by Ministries, the Permanent Secretary recruits directly, the junior and senior clerical, technical and Secretarial staff.

An important aspect of the recruitment process is the placing of staff on their jobs. Here the Permanent Secretary faces his major difficulties. In case of Administrative and Executive Officers recruited by the Commission, they are sent to Ministries to

fill a vacancy without any emphasis being placed on their suitability for the jobs to be performed. The search for competent "pool" officers by Permanent Secretaries is sometimes so keen that transfer instructions by the Civil Service Commission are often contested or ignored in an effort to retain competent ones and reject the less efficient. In principle, the authority of the Permanent Secretary covers broad executive and personnel functions which include maintenance of discipline, training and deployment of staff in a manner that they become efficient, effective and productive<sup>53</sup>.

Personnel management functions by the Permanent Secretary in a Ministry cannot be divorced from his relationship with the Minister who is a political head of the Ministry. Practice and convention dictate that in order to remove from political interference the recruitment and placement of personnel in the Ministry, the Permanent Secretary and not the Minister should exercise responsibility. The question is whether the Minister as the ultimate policy maker has any role at all to play in the selection of key staff advisers since he is responsible for the performance or failure of all economic and social programmes. In 1979, under the Presidential system of government, Ministers had in fact asserted their claim as Chief Executive of the Ministry. However, the career nature of the Nigerian civil service personnel system has not provided for, as in the United States, the appointment of senior non-permanent and non-career civil service staff. This and other policy issues and personnel management in the Ministry such as job description and specialisation of functions as opposed to generalist qualifications, constitute reform measures if effective manpower placement and utilization is to be attained.

#### GOVERNMENT POLICIES, GOALS AND OBJECTIVES AND MANPOWER UTILIZATION IN THE FEDERAL CIVIL SERVICE

Functions performed by the civil service arise from goal objectives set by the Government. Each Ministry as specialist agency translates these goals into plans for implementation. Government goals and objectives arise from the desire to change the politico-socio-economic conditions of a country. In carrying out the overall government objectives the civil service is charged with the

responsibility to assist in policy formulation as well as administrative tasks of coordinating and analysing such policy outcomes. It is also responsible for executing those policies in order to realise the goals and objectives of government. The nature of these objectives and how the civil service helps in their realisation should also clarify the scope and dimensions of the functions the civil service is entrusted with.

From its inception as an independent country, Nigeria has adopted Development Plans as a strategy of social and economic development. It is in those Plans that major objectives are elaborated. The objectives of the First Plan, 1962-68, were to accelerate the rate of economic growth, to raise the standard of living of the people, and to give the country an increasing measure of control of its economy<sup>54</sup>. The Plan aimed at a growth rate of 4% through an investment of 15% of Gross National Product yearly in the productive sectors of the economy. An overall N 1,353.5 million or 70% of capital expenditure was devoted to sectors which contributed to economic growth such as primary production, trade and industry, electricity, transport, communications, irrigation and industrial water supply<sup>55</sup>.

In terms of achievements of the goals of the Plan many criticisms were advanced chief among which are the short fall of about 50% in the anticipated external funding, over expenditure on Defence and Administration and shortfalls in capital expenditures in some sectors. For example primary production had 57.2% investment of N 105 million as against N 183.5 million; education 65.4%; health 43.6%; trade and industry 52.6%; electricity 79.3% and communication 36%<sup>56</sup>. The Plans limited achievement was also attributed to staff shortage or skilled manpower in the Central Planning Office of the Ministry of Economic Development. Manpower training was as a result to be emphasised in the Second Development Plan. On the credit side major projects under the Plan were completed such as Oil Refinery, the Security and Minting Plant, the Paper Mill, Sugar Mill, Niger Dam, Niger Bridge, major roads and port extension. Due to the civil war, the First Development Plan was extended for two years ending in 1970.

In 1970, the Second National Development Plan was launched with an estimated cost of N 3.192 billion<sup>57</sup>. The basic objectives included a 6.6% economic growth in the Gross Domestic Product with mining,

manufacturing identified as the fastest growing sectors of which petroleum accounted for 40%. Lack of planning machinery which was judged lacking in the First Plan was to be remedied with the Federal Government taking a commanding position "in the quest for purposeful national development and the provision of leadership and honest administration necessary for the attainment of a national sense of purpose"<sup>58</sup>. There is no doubt that the role of the Federal Government referred to is meant the Federal Civil Service and other public sector agencies as against the role of the private sector.

The Second National Development Plan had five principal objectives which were to establish Nigeria as, "a united strong and self-reliant nation; a great and dynamic economy; a just and egalitarian society; a land of bright and full opportunities for all citizens; and a free and democratic society"<sup>59</sup>. It is not surprising that objectives of the Plan were cast in these idealistic manner because the Plan itself coincided with the large revenues derived from the so-called "oil boom". The large salary increases awarded to civil servants in 1975 as a result of the Udoji Public Service Review Commission and made retrospective to April 1974 could not have been possible without revenue from oil. It was no doubt an attempt to bridge or narrow the pay gap between the public and private sectors so that the former could attract and retain a motivated work force for the implementation of the Plan.

The Second Plan in terms of meeting its objectives was considered a reconstruction Plan where it rehabilitated agricultural farms and plantations in war affected areas, restored infrastructures such as roads and ports; reformed the Marketing Boards to enable farmers receive higher prices for their produce; expansion of primary education and the universities, communication and social welfare.

The civil service could therefore congratulate itself for the Plan execution that was highly facilitated by huge revenues from petroleum. However, the main criticism against the Plan was the imbalance in its development against the rural areas and in favour of urban centres. Consequently, agricultural development suffered as labour drifted to the towns and cities.



The Third National Development Plan 1975-1980 envisaged investment outlay of N 32.8 billion with a more precise objectives such as the increase in per capita income; more even distribution of income, reduction in the level of employment; increase in the supply of high level manpower, diversification of the economy, balanced development and indigenisation of economic activity<sup>60</sup>. Taking the supply of high level manpower as an example, the progress report on the Plan for the period 1975/76-1976/77 revealed without much surprise the information that there was acute shortage of practically all categories of skilled manpower employed in various Ministries<sup>61</sup>. Table I shows as a confirmation, vacancies of staff categories as a ratio of total established positions.

TABLE I  
MANPOWER VACANCIES IN MINISTRIES/DEPARTMENTS  
APRIL 1976

OCCUPATIONAL CATEGORIES	ESTABLISHED POSITIONS (2)	N° OF PERSONS EMPLOYED (3)	VACAN- CIES (4)	VACANCY RATE AS % OF (2) (5)
Assistant Secretaries	1,467	748	719	49.0
Architects and Town Planners	208	80	128	61.5
Surveyors	482	154	328	68.0
Engineers	1,829	1,000	829	45.3
Technical/Assistant Technical Officers	4,125	2,032	2,093	51.0
Geologists or Geophysicists	169	108	61	36.0
Statisticians	179	89	90	50.0
Accountants and Auditors	1,004	409	595	59.2
	9,463	3,620	4,943	52.24%

Source: Second Progress Report on the Third National Development Plan 1975-80, p. 28.

The information in the Table confirms the recruitment problem facing the civil service not in quantitative terms but rather qualitative covering certain categories of staff needed to execute the Plan. It

was noted that the expected source of manpower production - the Universities, Colleges of Technology/Polytechnics, the critical manpower categories like medicine, pharmacy and engineering, total student enrolment in all the five older Universities combined increased by 20%, 16% and 4% respectively<sup>62</sup>. It was to mitigate that production shortage locally that the Nigerian Government in agreement with many European Governments including U.S.A., many Nigerian students were placed in educational institutions abroad.

The plan progress reporting had therefore afforded Government the means to monitor implementation, and to devise new policies to remove identified obstacles. This in itself shows that with more appropriate data and information produced by the civil service on the existing Plan implementation, better policies can be formulated on time and this tends to optimise the use of the existing manpower. The absence or lack of data for formulating the First Development Plan had led Yahaya to remark that civil servants were unwilling to let the public have access to government data in their quest to monopolise such information, a situation which has elevated them to that of a political force in Nigeria<sup>63</sup>. In respect of this study, data collection, preparation processing and storage is a major area government needs to improve policy with the objective of enhancing manpower utilization or increasing the productivity of the Service.

To this extent, the Third Progress Report on the Third Development Plan provided further information on manpower development and utilization. In April 1977 and as compared with 1976 (Table I), the vacancy rate was estimated at 33% for establishment positions among categories of manpower in the technical fields in surveyed establishment in the country<sup>64</sup>. On the development and supply of manpower, it was noted that total student enrolment in Nigerian Universities had increased substantially from 31,500 in 1975/76 to 41,400 in 1977/78 following the establishment of new Universities, an increase of about 4,900 during the first three years of the Plan period. This latter figure, the Report said, compared favourably with the 4,800 yearly increase envisaged in the Plan. However, the share of the science-based courses in total enrolment declined in favour of social sciences<sup>65</sup>.

In discussing political authority and the Nigerian civil service, Nwosu has listed the political and social developments that have taken place before and after independence. Among these, one might

add a broad list of such economic developments as the industrialisation policies and strategies outlined in the Entreprises Promotion Law of 1973 otherwise called "Indigenisation Decree"<sup>66</sup>. Administratively, the country has changed from four Regions in 1963 to twelve states with a civil war in-between and then to nineteen state structure in 1975. Socially, a vast educational system has been developed to train large scale manpower to meet the requirement of the country. Institutions have sprung up to support all these developments and in many cases they have drawn key personnel from the civil service. The stress factor on the civil service mentioned by Braibanti is likely to result from the rapid economic and social development that has taken place in Nigeria as well as the simultaneous expansion of the civil service itself.

A symbiotic relationship therefore exists between civil service administration and the political social order. Harold Stein also notes that it is in its political character that public administration tends to differ most decisively from private administration, and this varies from one country to another<sup>67</sup>. Referring to the nature of manpower utilization in the public service, he notes that "public administrators as a group are far more deeply affected than private administrators in making decisions which are based on complex, often vaguely defined social objectives as well as the need to adjust effectively to a highly complex environment composed of many conflicting forces, individuals, private associations and the government itself"<sup>68</sup>. Garrett also admits that the task and objectives of the civil service are less quantifiable than in commercial organisations and that it provides a wide range of services and benefits to the community<sup>69</sup>. If the government and politicians define the goals and objectives for the civil service the latter is then performing largely political tasks.

Elaborating on the objectives and functions of government, John Stuart Mill declares as follows:

"The proper functions of government are not a fixed thing, but different in different states of society, much more extensive in a backward than in an advanced state. And secondly, the character of a government or set of political institutions cannot be sufficiently estimated while we confine our attention to the legitimate sphere of governmental

functions. For though the goodness of a government is necessarily circumscribed within that sphere, its badness unhappily is not. Every kind and degree of evil of which mankind are susceptible may be inflicted on them by their government and none of the good which social existence is capable of can be any further realised than as the constitution of the government is compatible with, and allows scope for its attainment"<sup>70</sup>.

In the treatise above, the objective of a developing country such as Nigeria and its civil service go beyond law and order. Government functions are much more extensive than is found in an advanced country and these include economic and development objectives. Thus in Nigeria's Third National Development Plan, the then Head of State, Yakubu Gowon described the purpose of the Plan as "a further step in the government's effort to accelerate the process of economic and social development with an envisaged investment programme ten times as large as the Second Plan"<sup>71</sup>. The Plan also contained three objectives, namely: economic growth and development, price stability and social equity which were to be pursued using three policy tools of fiscal, monetary and incomes policies<sup>72</sup>.

In the specific short term objective of the Plan the need to increase the supply of high level manpower for the country as a whole was identified but the authors, the civil servants, lamented the shortage of immediate executive manpower to carry out the Plan. The realisation of such broad and ambitious objectives no doubt required a capable civil service with well trained manpower, well placed in their jobs and efficiently deployed and utilized. Here the role of civil servants and other public officers in the implementation of such a gigantic Plan was not in doubt.

Governmental goals and objectives can then be analysed using Carl Friedrich's four categorisations. These are security and territorial expansion, reduction of external friction, prosperity and the reduction of internal friction<sup>73</sup>. These objectives are by nature recurrent, broad and perhaps inter-related. The goals and objectives are recurrent and continuous because they are central to the needs and aspirations of the citizens of a country notwithstanding the ideological approaches in which different governments may pursue them.

Frederick's categorisation of governmental objectives then provides a framework for analysing the role and functions of the civil service. The four broad objectives can be reduced into some sets of governmental or administrative activities, for example, security and territorial expansion can be associated with the reduction of external friction. The main objective here is maintaining territorial integrity through constructive external relation with other states. This objective has given rise to the departmentalisation of government function in the area of foreign affairs. This is a sub-theme of public administration called "diplomacy" which has to do with the art of inter-state political relationships. Through diplomacy, formal and informal communications and contacts are maintained between foreign governments by maintaining an accredited Ambassadors and staff in each other's countries. In Nigeria foreign service staff are classified as civil servants.

Likewise, the objective of bringing about national prosperity has given rise to a multiplicity of government functions and the related departmentsalisation. These are the so-called "economic departments," a term widely used by civil servants to refer to Ministries where economic planning, commerce, finance, industrialisation and modern agricultural policies are designed and implemented. The objective of reducing internal friction brings immediately into focus the nagging problem of peace, law and order as a fundamental objective of government without which a modern democratic state cannot prosper. This has given rise to various state security organisations including the Police Force which in the Nigerian case is considered as civil duties.

A major policy tool which supports the realisation of government objective is the annual budget. The budget translates into immediate action plan the details of policy goals to be achieved during that year. In 1974, the federal government budget contained three major policy objectives which were stated as the need to arrest the decline in the economy, to put the economy on a proper course of recovery and solvency, and to chart a future course for economic stability and prosperity<sup>74</sup>. This general statement of policy merely gives an indication of the major issue to be considered that year in addition to several other past objectives which remained unaccomplished. The

budget then provides the main issue around which public policy and government objectives are generated within the political system. The budget, observes Wildavsky, is the link between financial resources and human behaviour to accomplish policy objectives<sup>75</sup>. Sharkansky notes also that the politics of the budget process is central to the formulation of public policies affecting all the programmes of administrative agencies, political constituencies and interest groups across the nation<sup>76</sup>.

The budget also provides the process in which political interest groups vie for the allocation of resources to their clients. The effect of the budgetary process on manpower placement is especially felt in the determination of the required number of staff positions for the different agencies to provide government services for that year. The relationship between personnel costs and investment costs has therefore become an important budget issue in which the politicians and administrators interact to shape government policies affecting the economy, development and personnel placement and utilization.

The rapid growth and expansion of government objectives, policies and programmes highlighted in National Development Plans and other legislative and executive regulations have a direct impact on the productivity of civil servants. The growth and development of federal ministries in response to such rapid economic and social development policies have in turn expanded the functions of the civil service and highlighted the need for its manpower to be well placed and utilized. It is therefore assumed that the role of the Nigerian civil service is a function of the rate and growth of the political system as well as the attendant rapid growth of all other public institutions in the country. It is therefore necessary for these reasons to examine in the next chapter how the federal civil service personnel practice can enhance productivity of its staff to sustain the gigantic development policies established by government.

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#### CHAPTER 4

### THE PRACTICE OF MANPOWER PLACEMENT AND UTILIZATION IN THE FEDERAL CIVIL SERVICE

#### THE STRUCTURE AND COMPOSITION OF CIVIL SERVICE PERSONNEL

The structure of the Federal Civil Service and the composition of its staff like most ex-British colonies had its origin in restricted and particularised classes. India for example, according to Tyagi, followed a very rigid and stale system of position-classification with each department and administrative agency having its own Service<sup>1</sup>. In Britain before the Fulton Commission Report, rigid classes of civil service personnel with the generalist conceptions of the administrative role predominated. Canada and Australia as British Commonwealth followed similar structural classifications except as noted by Ridley, the latter through the Commonwealth Public Service Acts, divided the classes into permanent, temporary and exempt<sup>2</sup>.

Thus Nigeria's federal Civil Service had similarly maintained a rigid classificatory structure for its personnel in terms of individual job positions and the manner in which work was organised. Before independence, the 1954 Gorsuch Report had recommended the division of the Service into four broad classes, especially as it said, "to bridge the gap in the jump from Junior Service to the Senior Service"<sup>3</sup>. The class structure which corresponded to the general education standards at that time were the sub-clerical and manipulative, clerical and technical, executive and higher technical, and administrative and professional classes. Each class was further divided into many groups known as cadres which corresponded to professional specialisations within those classes. It was not surprising that the Udoji Public Service Review Commission had noted that the Federal Civil Service alone had more than 600 cadres and about 100 salary scales<sup>4</sup>.

Criticism of rigid classification of functions, especially its effects on motivation, performance and difficulty in placing staff and utilizing them are many. Paul H. Appleby in his examination of the India's administrative system, observed that selected personnel were arranged self-consciously in too firm "classes" and too firm

and too many special "services" with barriers between classes and services too high. He also noted that rank should have no proper significance except as it identifies responsibilities but here responsibilities tended to become diluted and diffused, rank exaggerated<sup>5</sup>. Tyagi himself also noted that the result of such "rank" consciousness and inter-class jealousies hampered growth of an esprit de corps and the development of potentialities of subordinate employees. The Udoji Report also commented on the existing class system of the Nigerian Federal Civil Service that:

"Officers progress within their cadre and rarely move from one class to the other. When they do, they usually suffer a loss of seniority. This breeds class conflict and does not make for the best deployment and utilisation of available scarce manpower"<sup>6</sup>.

Although "class" and "rank" consciousness in the Federal public service has to some extent been addressed under the unified grading structure recommended by the Udoji Public Service Review Commission in 1974, classification of civil service posts as contained in the "Scheme of Service" has not completely overcome the "people" and "structure" problem.

Within the unified grading structure with uniform salary scale attached to all jobs belonging to the same grade, the four classes of civil service personnel are nevertheless still identifiable. This is why Presthus has noted that emphasis on tasks will probably remain an essential part of job analysis, but the view that individual and personal considerations do not modify tasks is being undercut<sup>7</sup>. This point of view is confirmed by the findings of David Stanley in which he found that a marked under-utilization of special skills existed in New York City as a result of rigid pigeon-hole classification. He then recommended a greater synthesis between management analysis and classification combined with broader general classes to permit greater flexibility in transferring and placing individuals<sup>8</sup>.

The central issue in discussing the structure and composition of the federal civil service manpower is therefore the matching of qualification with classified job positions. In this regard, it is relevant to note Presthu's observation that classification activities in traditional personnel administration is related to the study of jobs

and their inter-relationship which in essence, is the process of organising<sup>9</sup>. The issue of matching qualifications with job specification essentially corresponds to the four existing classes or cadres in the federal Civil Service. The main test of whether the unified grading structure has had any effect on the class system is to know how much movement has taken place within the cadres. There will be need to examine the nature of the job functions of each class in order to assess whether the existing classes are justified in terms of their placement and utilization. In the paragraphs which follow, each of the four classes are described as to the nature of their work.

#### ADMINISTRATIVE OFFICERS CADRES

Within the unified grading structure, the Administrative Officers are placed not lower than salary Grade Level 08. They rise within their ranks to the position of Permanent Secretary at an apex salary Grade Level 17. This cadre usually enters the Service after the completion of a university education in Social Science or Arts with a pass level not below Second Class (Lower) Honours degree. During the immediate colonial period leading to independence, the Administrative Officer's posts were the first to be Nigerianised because of the political, administrative and policy nature of the functions. Since these descriptions refer to functions and nature of work organisation, this class of officers correspond to the British notion of generalist administrators and the American Federal Executive Elite.

The "generalist" notion associated with this class refers to the administrative and executive content of the officer's work. The duties of the Administrative and Executive classes, according to Ridley is reflected in the evidence to the Fulton Committee by the British First Division Association whose members were Administrative and Executive Officers. It stated in parts:

"The need for and function of the Administrative Class derives from the Ministerial and Parliamentary System of government. In these circumstances the volume of work demands that a Minister should be supported by a body of staff which can bring to bear on the work of the Department the same type of considerations that the Minister would himself bring and act for him under his general direction in matters either of a minor policy or quasi judicial nature,"<sup>10</sup>

Civil Service reform Commissions have vigorously challenged the generalist concept inherent in the functions of the administrative class. As Ridley has pointed out, the Civil Service now tends to use the term "managerial responsibility" for functions previously described as "administrative" or "executive" due to the changing functions of government. It is also the argument used by the professional officers in the federal Civil Service when they gave evidence to the Udoji Public Service Review Commission in 1973. They noted that their professional degrees were equivalent to that of the Administrative Officers and that it was difficult to understand the latter's claim to superiority and their exhibition of a boss complex. They also pointed out that there is administrative and management content in professional work and therefore Administrative Officers could not claim sole prerogative in giving advice to Ministers. The Udoji Report had then concluded "that the best way to remove the tension between administrators and professionals on the one hand, and the complaint of many officers regarding unequal opportunities for advancement on the other, is by the introduction of a unified grade structure"<sup>11</sup>.

It is observed that, the unified grading structure in the federal Civil Service has somehow lessened tensions between the two classes as "equal pay for equal work" has been structurally built into the service and promotion to the rank of Permanent Secretary is opened to officers of both classes. What has not changed is the fact that Administrative Officers continue to be organised as a distinct and separate group within the Civil Service with the result that exclusive privileges and perquisites including the exercise of authority vis-a-vis other classes have not been eliminated.

This ascendancy of the administrative class is historical and is a product of the ministerial system of government introduced in Nigeria before and after independence. As Adebayo has pointed out, the ascendancy of the Administrative Officers was gained in 1957 when the reorganisation of the Civil Service featured the integration of departments into Ministries<sup>12</sup>. Before then, ministerial organisation of the Civil Service was first introduced along with ministerial government in 1954 when executive departments were converted into ministries. Although the latter existed side by side with the

former, the act of conversion brought about the appointment of the Minister as head of the ministry together with his Parliamentary Secretary and also the Permanent Secretary. In each case the Permanent Secretary was an Administrative Officer who together with other administrative staff under him performed the function of adviser to the Minister, a function which included that of policy formulation. The conversion had therefore seen the Departmental heads as professionals lose one of their vital functions to the administrative officers and were consequently faced with the task of policy execution as their main functions.

The integration Committee set up in 1959 to examine the issue even strengthened the position of Permanent Secretaries. Under Mr. A.F.F.P. Newns then Secretary to the Governor-General and Council of Ministers, the Committee in its Report concluded that "the administrator should remain permanent both in name and in posting" so that he could acquire practical knowledge of the problems and techniques of the particular Ministry<sup>13</sup>. The Newn's Committee also proposed that the professional head of Department should have the right of direct access to the Minister but that his advice should be routed through the Permanent Secretary. In making this recommendation, the Committee's objective was to ensure "that the Minister should receive advice that was sound from technical, practical, political, administrative and financial aspects".

The present post-Udoji practice in the Civil Service has however shown that the Administrative Officer has since consolidated his pre-eminent position. For example, the objective of having them stay sufficiently long enough in the Ministry to gain "professional" knowledge of the Ministry has been defeated because of occasional and frequent transfers of this class of officers. Interview held in August 1984 with the Administrative Officer in charge of personnel matters in the Administrative Officer's Division revealed that the unwritten policy objective of the frequent postings of Administrative Officers is to familiarise them with the functions of other Ministries in order to give them a broad knowledge of the Service on being appointed a Permanent Secretary. In practice, this has not been the case because placement of officers in new posts in other Ministries is not seriously linked to the matching of his skills

with the job and performance. This point is confirmed by the Udoji Commission findings that the average period an administrative officer in the Federal Service remained in one post was approximately twelve months<sup>14</sup>.

The Administrative Officers as a class in spite of its influence and in terms of numbers remain small vis-a-vis other groups. Table I shows the composition of Administrative Officers in August 1984 by grade and salary level. The total of 1,276 represents 0.5% of the civil service staff of 266,345 for 1982<sup>\*</sup>.

TABLE 2  
COMPOSITION OF ADMINISTRATIVE OFFICER  
BY GRADE (AUGUST 1984)

<u>GRADE</u>	<u>LEVEL</u>	<u>NUMBER</u>
I	16	63
II	15	163
III	14	105
IV	13	176
V	12	157
VI	10	153
VII	09	176
VIII	08	283
		1 276

Sources: Administrative Officer's Returns; Public Service Department, 1984.

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\* The statistics for 1984 is not published yet to indicate the size of the Civil Service staff for that year.



The corresponding figure for 1982 is 1 153 representing 0.43 % of a total of 266, 345 staff in post<sup>15</sup>. The figures for 1980 was 0.50 % for a total of 231,802. One of the major variables in the personnel structure and composition of the federal Civil Service is therefore the small size and number of the Administrative Officers in relation to other groups. It is obvious that in terms of placement and utilization, they constitute the elite and core group for the Civil Service.

#### THE PROFESSIONAL OFFICERS CLASS

The present professional officers in the federal Civil Service have the same educational level as the administrative officers, namely, qualifications obtained from relevant higher technical institutions or universities. As noted earlier, they have had one of their main grievances concerning unequal pay and gradings against the administrative officers removed through the unified grading structure for the civil service in 1975. As rightly observed by Adamolekun, the unified structure requires the adoption by all public services of the process of job analysis and evaluation based on duties, responsibilities and the qualifications required by each post. As such, the issue between the two classes is no longer that of superiority over each other but that emphasis should be placed on duties and responsibilities based on merit and qualifications.<sup>16</sup>

In retrospect this class is the oldest within the civil service. While the Nigerianisation of the Administrative posts during the colonial period was delayed, some professional posts and the appointment of department heads were already conceded in Departments such as Education, Fisheries, Agriculture, Works and Survey. As noted earlier, the Civil Service was organised on departmental basis corresponding to the professional work to be done and headed by the incumbent professionals such as Accountants, Engineers, Agriculturists or Architects. The professional heads who became directors of divisions therefore continued to advise the Minister directly even when the Departments were merged into Ministries headed by Ministers and Permanent Secretaries until the Newn's Committee abolished this direct access.

The professional class then consists of specialists who unlike the generalist administrators acquire specific qualifications in a particular field such as law or medicine. This contrasts with the administrator whose qualification is in business and economics or social science including history and arts. In terms of qualification and education the two classes are products of universities and in the case of professionals, they are trained in equivalent professional educational institution other than the university. In recognition of this fact, it is obvious that the professional class of civil servants would resent what they described as the "boss complex" of administrative officers and the need to have their professional advice subjected to non-professional criticism by administrative officers before it goes up to the Minister for decision on policy.

The professional class resentment against the administrative class has somehow abated. It has somehow won back the prestige that is due to its members in that among certain specialised Ministries, they are appointed as Permanent Secretaries and are also predominantly heads of technical Departments. The Accountant General of the Federation, though under the administrative direction of the Permanent Secretary in the Ministry of Finance, is responsible for the organisation, posting and transfer of professional accounting staff throughout the federal service. This improvements in the position of professionals are in large part due to the unified grading structure recommended in the Udoji Public Service Review Commission Report and accepted by the Government. In favour of the professional class the Report states:

"The time has therefore come, indeed overdue, for the abolition of dual hierarchies in ministries. We therefore recommend a complete integration of all senior management posts within a ministry into one pyramid with divisions and sections organised in accordance with the objectives to be achieved. Particular aspects of the work of a ministry should no longer be the particular assignment of any class of officer. For example, policy making, finance and personnel should not be the prerogative of an administrative class any more than the work of a professional officer should be restricted to advising only on the technical feasibility of a proposal without regard to its economic, social and political context".

The need to give all senior professional civil service staff management responsibilities through training is becoming widespread. However, opinion on this is divided. A one-time Permanent Secretary and Head of Service in the former Western State of Nigeria, 1963-75, Mr. Augustus Adebayo feels that certain Ministries like Agriculture, Health, Economic Development, works and Industry should be headed by specialist professionals. He considers the practice of integrated hierarchies in the French system whereby administrators and professionals are trained to occupy generalist and specialist positions as a case of wasted utilization of manpower. He observed that an Engineer trained administrator and posted to Ministry of Health would create tension between the professionals themselves<sup>18</sup>. The Fulton Commission's recommendations on the British Civil Service had however emphasised the eligibility of professional officers for top administrative positions. In confirmation of this view, Frederick Ridley feels that senior policymaking and managerial posts require specialists with administrative skills rather than men with administrative skills without the other. This point of view is no doubt an appreciation of the French system organised on the basis of functions rather than class<sup>19</sup>.

Thus the post-Udoji federal Civil Service of Nigeria has left two classes of manpower in mutual rivalry but with a clear definition of an acceptable line of responsibilities, authority and perquisites. The professional class has come to accept the ministerial structure of the Service with the administrator at the apex, but it has successfully gained equity in the appointment and placement as Permanent Secretary in some instances where the Ministry is predominantly professional and technical.

This point is illustrated in Table 3 where the numerical strength of the two classes of civil servants is shown. Compared with the professionals the administrators in 1978 numbered 1382, representing 16.8% of the total for the former. The figures for 1980 and 1982 were 1635 and 2063 representing 15.6% and 16.4% respectively of the totals for the professionals. In 1978, the professional and scientific class numbered 8,219 out of 187,677 civil servants<sup>20</sup>. The corresponding figures for 1980 and 1982 were 10,501 and 12,610<sup>21</sup>. The sub-professional, scientific and technical category which is in the same grade level as Executive Officers is equally large. For the

three years mentioned, their numbers were 5,329 (1978) 7,715 (1980) 10,194 (1982) (See Table 4). In effect, the size of the professional and sub-professional group in the civil service emphasises their importance in a technically-oriented and increasingly professionalised and scientific service.

TABLE 3

COMPOSITION OF ADMINISTRATIVE AND  
PROFESSIONAL OFFICERS: 1978-1982

<u>Year</u>	<u>Administrative</u>	<u>Professional</u>	<u>Total</u>
1978	1,382	8,219	9,601
1980	1,635	10,501	12,136
1982	2,063	12,610	14,673
	<hr/>	<hr/>	<hr/>
	5,078	30,330	36,410
	<hr/>	<hr/>	<hr/>

Source: Federal Civil Service Manpower Statistics  
N°s. 11, 13, 15 : Compilation from relevant Tables.

The composition of the professional class in terms of grade level occupied in the Civil Service reveals the extent which the unified grading structure has had on their relative status salary-wise. In Table 3.1, using salary Grade Levels 13-17 as a basis, a comparison with the Administrative Officers in these grades can be made.

TABLE 3.1

COMPOSITION OF ADMINISTRATIVE AND PROFESSIONAL/SCIENTIFIC  
OFFICERS BY SALARY GRADE LEVELS, 1982

<u>GRADE LEVELS</u>	<u>ADMINISTRATIVE OFFICERS</u>	<u>PROFESSIONAL OFFICERS</u>
17	4	8
16	58	35
15	143	137
14	106	194
13	64	425
	<hr/>	<hr/>
	375	799

Source: Civil Service Manpower statistics, 1982, Table 4.6,  
P. 35.

It is obvious from the Table that in sheer numbers, the higher grade of the professional class exceeds that of the Administrative Officers especially at grade levels 13 and 14. Only at GL 15 onwards has the administrators maintained predominance which emphasises their role both as advisers in policy-making as well as policy makers. Since the numerous cadres in the professional class had been absorbed into the unified grading structure in 1975, this consolidation is also evident in the preponderance of this class at GL 13. Further examination of grades below this level could reveal some interesting facts. It should be remarked that the original source for the data was the Professional Officers' Division in the Public Service Department where responsibility for personnel matters is from Level 13 upwards. The Administrative Officers on Level 17 exclude Permanent Secretaries who by definition and appointment are selected from any class or even from outside as Chief Executive heads of Ministries.

#### THE EXECUTIVE/TECHNICAL AND SECRETARIAL CLASS

The executive and technical staff belong to the category of officers who are either responsible for general administrative duties and the execution of specific technical duties in support of the professional and administrative officers. Secretaries are classified among them because of their specific training and duties.

The executive and technical class came into being in 1955 as a result of the recommendations contained in the Gorsuch Report. As noted in chapter 3, the creation of this class of officers was to solve the problem of the recruitment of sufficient numbers of qualified people from the North into the federal Service. It also helped to bridge the wide gap in promotion from what was called the "Junior Service" to the "Senior Service". Functionally, as can be seen in their numbers, this class of officers are located in all ministries to carry out the duties of executing or carrying out detailed implementation of administrative and financial rules and policies. The qualification required for these categories of staff is the Advanced General Certificate of Education (G.C.E) or Higher School Certificate. The technical counterparts require Ordinary Higher National Diplomas obtained from Technical Schools and Polytechniques. Similarly, the Secretarial staff are recruited after being trained in Secretarial Schools including the Federal Training Centres where some of them later become confidential secretaries through promotion.

Like the professional and scientific class of officers, the technical officers are referred to as sub-professionals and are numerically superior to the executive officers. Table 4 shows the relative strength of the sub-professionals to the Executive and Secretarial staff within their class. For the three years indicated, the technical and secretarial cadres exceed the executive cadre. The latter is responsible for general administrative and accounting duties combined and comes within salary grade levels 07 - 11.

TABLE 4

COMPOSITION OF THE EXECUTIVE/TECHNICAL  
AND SECRETARIAL CLASS: 1978-82

	EXECUTIVE	SUB-PROFESSIONAL/ TECHNICAL	SECRETARIAL
1978	3 000	5 329	5 781
1980	6 428	7 715	8 244
1982	7 218	10 194	10 570
TOTAL	16 646	23 238	24 595

Source: Federal Civil Service Manpower Statistics; Compilation from Relevant Tables.

The preponderance of both the professional and sub-professional/technical officers in the Civil Service vis-a-vis the administrative and executive officers emphasises the need to place and utilize these two categories of staff in terms of functions rather than a criteria based on class superiority. The present mode of utilization tends to emphasise purely administrative duties instead of utilization based on project management execution. It is no wonder that technical staff that should engage in repair and maintenance works would prefer to administer purchase contracts of the supplies of such items.

### THE CLERICAL/JUNIOR TECHNICAL CLASS

There are more civil servants in this class than the rest of the classes. As Udoji Public Review Commission findings showed, over-staffing is considerable among this class. They account for 70% of all numbers in the federal Civil Service consisting notably of messengers and manual grades. In 1971-1972 the clerical and typing grades had an annual staff increases of 36% compared with 25% and 8% increases for the administrative and executive grades respectively. During that same period (December 1971-1972) the number for the professional and scientific class fell by 12% <sup>22</sup>.

This trend in the staff growth for the clerical/junior technical class of civil servants confirms the view that the concept of public service employment is more of a social welfare as well as to fulfil some political recruitment criteria. For example, the recruitment of this class of personnel which corresponds to salary grade level 01-06 is delegated to the Permanent Secretary. It is not therefore subjected to the same scrutiny and control by the Civil Service Commission as the recruitment of members of the other classes. Nepotism and favouritism including political influence are easily found in the recruitment process. There is no evidence of clear job description covering these posts except that ad-hoc and intermittent duties are assigned and performed as they arise. While their large numbers can be justified in labour intensive Ministries like Agriculture, Labour and Productivity and Works and Housing, it cannot be so defended in some other Ministries. The statistics for this class for the period 1978-1982 is shown in Table 5.

TABLE 5

#### COMPOSITION OF THE CLERICAL AND MANIPULATIVE CLASS

	<u>CLERICAL</u>	<u>JUNIOR TECHNICAL</u>	<u>MANIPULATIVE</u>	<u>TOTAL</u>
1978	27 375	11 303	18 834	57 512
1980	47 169	12 754	38 300	98 223
1982	53 235	18 562	43 861	115 658
TOTAL	128 779	42 619	100 995	271 393

Source: Federal Civil Service Manpower Statistics: Compilation from Relevant Tables.

As shown in the Table, the figures for 1978 when the military was in power compared with the figures for 1980 and 1982 when the politicians were in power indicate almost 50 % increase for the clerical and manipulative cadres. These numbers reflect the political influence on recruitment rather than any performance objectives. Udoji Report referred to these increases as "so many more servants to each master which itself suggests a misuse of manpower and therefore inefficiency<sup>23</sup>."

The existing practice in the shared responsibilities for recruitment between the Commission and the Ministries lacks checks and balances. The delegated authority to Ministries to recruit from Grades Level 01-06 is not based on well-defined job position rigorously checked and approved by the Establishment Department. On the other hand, the Commission recruitment procedure for higher grade level staff is tainted with so much delays that timely recruitment for programme execution in Ministries is not always respected. In our model for the civil service in Chapter two, recruitment of all categories are made the responsibility of the Ministries with the Commission and Establishment performing their supporting role to establish checks and balances for a more programme oriented recruitment and placement of all categories of staff. It is a reform that could certainly enhance or lead to a purposeful recruitment, placement and therefore better utilization of this and other category of staff.

In absence of clearly defined utilization policy for the manipulative cadre except as "servants", it is fair to say that the clerical staff do support some data collection and enumerative work. Largely recruited based on the West African School Certificate qualification, these officers regard employment as a stepping-stone for admission to higher institutions of learning. The survey Report in Chapter 5, Table 21 shows the qualifications received by respondents between pre-independence and up to 1982, a period of more than twenty-two years service. The information in the Table shows that qualifications received during training included School Certificate, Teacher Certificate, Ordinary and Advanced Level General Certificate of Education and also diploma and degree certificates. It can then be observed that the clerical and junior technical class of civil servants had progressed in the Service through training - a



percentage ranging from 16.3% - 3.5% for school certificate holders and 9.7% - 4.9% for diploma certificates holders during the entire period. When this is not the case, they rise within the rank after a long service to Executive Officer's grade. It is the frivolous placement and utilization policy for this class of civil servants that give the impression that the performance by the Civil Service relative to its size is below standard. In Udoji's words, there is no evidence of ministries developing measures or output standards to support the increases in their numbers.

#### MOVEMENTS WITHIN THE CLASSES

The four classes of the federal Civil Service personnel continue to exist in water-tight compartments with few movements occurring between each class. The only common denomination for them is the unified grading and pay structure. Thus upward movements remain within each class as Executive Officers become appointed as Administrative Officers and Senior Clerical Officers become Executive Officers. Similarly, sub-professionals in their various cadres become Senior Higher, Principal or Chief as a promotion ladder. The Administrative Officers have also held on to their status and rank nomenclatures such as Assistant, Senior, Principal, Under, Deputy and Permanent Secretaries.

These ranks are meant to designate positions and gradings as practised in Britain and the United States. In the latter, the main difference is found in what is referred to as "Federal Executive Elite" which includes politically appointed as well as career officials. The system permits specialists to be included in this elite corps just as the "dual hierarchy" in the British civil service allows technical experts to rise as high as the generalists. The main variable in the Nigerian federal personnel system is that the "elite" group are entirely career and "permanent". This allows little or no mobility outside the classes neither is there a faster vertical mobility within the classes.

The determining variables for upward mobility are therefore university entry qualification and length of service. While those with university education have a starting salary in grade Level 08 as administrative and professional officers, those without it start at

lower levels 01 - 07 in corresponding lower cadres. Those with length of service and who later acquire some basic qualifications are mainly the sub-professional and executive class personnel. In appropriate circumstances, they can be promoted out of their classes. In a study of mobility patterns for the American civil service, Presthus identified three types - the full-career, in-and-outers, and high level entrants<sup>24</sup>. The first type is represented by those who had worked in government only while the second type had moved between government and business. The third type are those who entered at the senior level and remained permanently. Mobility pattern in the federal civil service of Nigeria has the features of the first and to a lesser extent the second typologies but without the third and the high level entrants which should have provided it a "fresh blood". Mobility from one class to another therefore depends on length of service and ability to acquire the prescribed qualifications.

It can therefore be observed that the closed career system with little mobility among the classes of the federal civil service personnel continues to generate class consciousness, in-fighting for personal as well as policy issues that retard advancement of policy coordination and implementation. It encourages excessive joggling for promotion and perquisites instead of planning and forecasting implementation of goals.

#### THE PLACEMENT AND DEPLOYMENT OF CIVIL SERVANTS

As noted in chapter 3, it is the Ministry or specifically the Permanent Secretary as Chief Executive of the Ministry who decides the placement and deployment of staff to ensure efficient deployment. This process terminates the central recruitment process by the Civil Service Commission which usually specifies the Ministry where the staff is posted "to fill a vacancy". Similarly, staff directly recruited by the Ministry are placed according to departmental requests.

Personnel placement is based mainly on vacant job positions specified by grade and relevant qualification as in the Scheme of Service. This pre-supposes that all jobs have been described as to the functions and responsibilities they carry. Job description, according to Pigors and Myers, provide information on functions performed, signi-

ficant aptitudes, interests and temperament required for adequate performance<sup>25</sup>. Furthermore, a standard job description, they say would contain the title of the job or position; organisational relationships, which includes a statement of the kind and degree of supervision given; a condensed statement of primary functions and a description of specific duties indicating approximate percentage of time spent on each; functional specialities which shows principal functions as distinct from subsidiary activities; information on work coordination with persons in other organisational units and finally, information on job requirements. This stipulates either qualification of incumbents or specification of job standards<sup>26</sup>. It is assumed that job descriptions prepared by most organisations will certainly have these basic elements. However, the extent in which certain jobs have been described, however may vary and in this respect, it is also true of the Ministries of the federal Civil Service.

While a job description may vary as to details from one organisation to another, specification of job standard should be an important factor indicating performance related measure. Job description in federal Ministries lack this important element. Appendix II shows the description of some administrative jobs in the Federal Ministry of Works. In the first place the tradition of job description in the civil service is status oriented. Status in the sense that rank weighs more in job relativities than performance. Emphasis is on hierarchies and reporting lines instead of quantified output performance. For example, the title of a job position in the Ministry is described as Senior Executive Officer, Deputy Permanent Secretary, Higher Technical Officer or Junior Clerical Officer. These titles as one may observe mask the real functions to be performed by the incumbents. Accordingly, the Udoji Public Service Review Commission recommended that these titles be replaced with descriptive titles reflecting the nature of work performed e.g. Research Analyst or Project Manager.

The survey of federal civil servants reported in the next chapter shows a large number of respondents agree that they had job description when they were placed in their jobs. It is then how

satisfactory and complete such job descriptions are which become important in the assessment of their relevance to manpower placement and utilization through performance evaluation.

Apart from placement based on job description, one can examine placement based on size of Ministries and geographical location. By December 1960, three months after national independence, the total number of federal civil servants was 39,560 largely made up of Nigerians. There are of course, within this work force some non-Nigerians mainly with technical skills who under various contract appointments assist in the implementation of the country's development. Table 6 shows the subsequent growth of the federal civil service manpower since political independence up to 1982. The drop in the figure for 1964 reflects the transfer of civil servants to the newly created Mid-western Region in 1963 as the fourth Regional government in Nigeria. The paltry growth rate between 1967-1970 is attributed to the lull in federal activities due to the Nigerian civil war covering that period.

TABLE 6  
POPULATION OF FEDERAL CIVIL SERVANTS  
(1960-1982)

<u>YEAR</u>	<u>PERMANENT</u>	<u>TEMPORARY</u>	<u>TOTAL</u>
1960	35262	4298	39560
1961	40511	1334	41845
1962	48094	2723	50817
1963	50357	3356	53713
1964	46013	1357	47370
1965	48736	2000	50736
1967	55164	3596	58760
1968	57594	4111	61705
1969	57566	4517	62083
1970	58982	4752	63734
1972	80399	3939	84338
1973	95479	4629	100108
1974	106258	16656	122914
1975	115518	5817	121335
1876	125580	6391	131971
1977	116544	5339	121883
1978	182203	5474	187677
1979	192099	5220	197313
1980	223608	8194	231802
1981*	246789	8930(615)	256334
1982*	263496	1982(867)	266345

Source: Federal Civil Service Manpower Statistics, 1970, 1982.

\* Including contract officers.

The steady annual growth in the number of federal civil servants can also be associated with another phenomenon, namely, the increased number of Ministries and Departments at a given point in time. Firstly, it represents a normal organisational evolution corresponding to the country's economic and political development and secondly the number varies according to the philosophy of the government in power. The enabling law that permits changes in the number of Ministries can be found in the 1979 Constitution of Nigeria

which empowers the Head of State or Government to establish, merge or increase the Ministries and Departments as organs of executive administration of the state. The variation in the number of Ministries by the Government since independence is guided by political and economic consideration. Political considerations may include the objective of enlarging posts for political appointments in the civil service while economic considerations are mainly those of budgetary constraints. In both cases, consideration for an organisational set up with changes that are directed towards higher performance by the civil service and optimum utilization of personnel would appear secondary in view of public declarations attending such changes.

An important feature of the present structure of the civil service is the policy of deployment of federal civil servants country-wide. In addition to the staff residing in Lagos which is the seat of the Federal Government as well as that of Lagos State, federal civil servants are posted to offices established in the nineteen states of the federation. The offices are established primarily to coordinate policies from headquarters and are staffed with civil servants who are either locally appointed (Levels 01-07) or centrally posted and deployed mainly from Lagos. It is therefore a feature which underlines the complexity of civil administration as well as its political nature in a federation.

On the policy of placement based on geography and federal presence, Table 7 shows the distribution of federal civil servants among the nineteen states for the period 1975-83. An assessment of the manpower location of the 266,345 civil servants (1982) shows an average of 5.26% or 14018 staff in each state with Abuja counted for Lagos. The significant figures for Lagos between 1979-83 indicates the quantum jump in the recruitment of personnel to serve the Legislative arm of government which was elected in August, 1979. Corresponding figures for Lagos in 1975 shows a drop from 47,798 to 44,131 in 1976. This can be accounted for as part of the movement of staff to the seven newly created states by the federal Military Government under late General Murtala Mohammed which raised the number of states from twelve to nineteen in 1975.

As the Table shows the five states with asterisks are among those created out of the older states. These are Anambra and Imo from East Central State; Bauchi, Bornu and Gongola from the former North Eastern State; Benue and Plateau from Benue Plateau State; Niger and Sokoto from the North Western State; and Ogun, Ondo and Oyo from former Western State. By 1976, it was possible to establish the number of civil servants placed in each of them reflecting a share of the total placed in the older states. The drop in the 1976 total for Lagos as headquarters also reflects the effort to place federal civil servants in the new states. The practice of placement of staff in the states is that officers from grade level 07 upwards are posted in the first place from Lagos while recruitment of staff of grade level 06 and below is delegated by the relevant headquarters Ministry in Lagos to be done locally.

TABLE 7  
DISTRIBUTION OF FEDERAL CIVIL SERVANTS IN  
THE STATES OF NIGERIA 1975-83

STATES	1975	1976	1977	1978	1979	1980	1981	1982	1983
ANAMBRA (1)	*8599	4489	4603	8493	8435	11200	12114	14226	17342
BAUCHI (2)	*7894	1908	2572	3587	3764	4878	5346	6484	7693
BENDEL	7028	5121	5677	9992	7656	9498	9351	12223	13848
BENUE (3)	*6402	2679	3478	4450	5550	6273	5878	6872	7875
BORNU	(2)	4085	4118	4971	4627	5051	7308	6763	7837
CROSS RIVER	4906	5565	5244	7392	6590	9474	11370	11809	13231
GONGOLA	(2)	2992	3537	3856	4215	5455	6549	6934	7863
IMO	(1)	4162	3372	7174	7331	7913	9697	9122	11694
KADUNA	6198	6020	7069	11447	13120	13369	12411	12765	13446
KANO	6380	5414	5440	8267	8288	9158	10930	11485	11687
KWARA	4930	3880	4503	7158	7023	8247	8967	8334	9201
LAGOS	47798	44131	50021	68351	78935	91528	106079	106792	112502
NIGER (4)	*5427	1792	2167	3598	3963	4165	5918	5740	6317
OGUN (5)	*11888	1918	1875	4509	5183	5182	5930	5452	6060
ONDO	(5)	1359	1899	3414	3645	4367	4800	5179	6229
OYO	(5)	6311	6201	13222	10468	8627	9746	11109	12013
PLATEAU	(3)	3904	4293	6445	6481	8030	7512	8604	9529
RIVERS	4636	4450	4607	5901	5918	7825	9445	8896	9583
SOKOTO	(4)	3730	3830	5458	4725	5464	6963	7560	8855
TOTAL	122086	135910	124506	187677	195919	225624	256334	266345	292985

Notes: Each year's figures are for both sexes

The 1975 figures numbered and asterisked include the States out of which new ones were created. The latter's figures are correspondingly numbered in bracket.

SOURCE: A COMPILATION FROM  
FEDERAL CIVIL SERVICE MANPOWER STATISTICS, 1975-83



The placement of civil servants in the states depends on the Ministry/agency's functions. While the staff of the federal legislature, those of the President's office and some Commissions are located in Lagos only, other agencies have varied degree of staff placements in the states. Table 7.1 shows the number of each agency placed in Lagos and all the other states and the percentage of the latter as part of the total for such agencies. As can be observed from the Table, Lagos keeps 38.4% of the federal staff compared with 61.6% by all other states except Lagos state which is counted for headquarters. There are eight agencies that can be identified in terms of the size of placements of civil servants in the states with over 50% of the corresponding total placed at headquarters. These are Police (86.1%), Internal Affairs (80.3%), Agriculture (78.9%), Public Complaints Commission (78.1%), Federal Electoral Commission (75.4%), Mines and Power (72.9%), Communications (67.3%) and Civil Aviation (54.4%). Seven out of the eight agencies and ministries reflect exclusive federal functions while Agriculture is concurrent. The latter therefore reflects federal support and investment in agriculture through "Operation Feed the Nation" and "Green Revolution". These were "catch-phrases" used in 1978 by the Obasanjo military regime and in 1980 by the Shagari civilian government.

The high percentage for the Police confirms it as a federal law enforcement agency and it is organised on state command basis. The placement of police officers in all states of the federation naturally follows the organisational set up for the maintenance of civil law and order. This is followed by Internal Affairs reflecting its functions of immigration control at all borders of the country, as well as prisons located in most state capitals. Others are the Public Complaints Commission established in 1978 to receive public complaints about public officers. It is therefore a federal function that features in all the states. The same goes for the Federal Electoral Commission which organises federal and state elections; Ministry of Mines and Power which controls mining of all minerals and electricity generation in the country; Communications which renders postal services, telegrams and telexes in all parts of the country and Ministry of Civil Aviation which controls airport services and evolves air travel policies.

TABLE 7.1

DISTRIBUTION OF FEDERAL CIVIL SERVANTS IN  
FEDERAL MINISTRIES AT HEADQUARTERS AND THE STATES, 1983

MINISTRIES/DEPARTMENTS	LAGOS HEADQUARTERS	ALL OTHER STATES	TOTAL ALL AGENCIES	PERCENTAGE OF STAFF TOTAL IN THE STATES
National Assembly	2,367	-	2,367	0
Judiciary	1,119	819	1,936	42.3
State House	549	-	549	0
Executive Office (President)	937	-	937	0
Office of the Head of Service	2,850	730	3,580	20.4
Information	6,606	635	7,241	8.8
Police	14,403	89,130	103,530	86.1
Agriculture	1,738	6,507	8,245	78.9
Civil Aviation	2,744	3,270	6,014	54.4
Communications	11,069	22,806	33,875	67.3
Defence	12,227	10,187	22,414	45.4
National Planning	3,046	2,979	6,025	49.4
Education	5,121	2,861	7,982	35.8
External Affairs	3,193	-	3,193	0
Finance	10,671	8,676	19,347	44.8
Health	2,722	145	2,867	5.1
Industries	1,423	959	2,382	40.3
Internal Affairs	3,763	15,337	19,100	80.3
Commerce	1,794	1,011	2,805	36.0
Transport	2,701	2,259	4,960	45.5
Justice	671	8	679	1.2
Employment Labour & Productivity	1,951	962	2,913	33.0
Mines & Power	508	1,364	1,872	72.9
Works	9,309	5,410	14,719	36.8
Water Resources	541	347	888	39.1
Housing and Environment	4,055	1,406	5,461	25.7
Federal Capital Territory	205	-	205	0
Social Development, Youth & Culture	942	329	1,271	25.9
Science & Technology	547	29	576	5.0
Civil Service Commission	529	-	529	0
Police Service Commission	177	-	177	0
Federal Electoral Commission	300	919	1,219	75.4
Public Complaints Commission	228	815	1,043	78.1
National Population Commission	691	378	1,069	35.4
Audit	1,159	207	1,366	15.2
Judicial Service Commission	13	-	13	0
Steel Development Department	268	-	268	0
Total	112,502	180,483	292,985	61.6 (Average)

Although civil servants are primarily assigned to work in Ministries and extra-Ministerial Departments, they are as noted earlier also assigned to two other arms of government other than the Executive, namely, the Legislature (National Assembly) or Supreme Headquarters under military regimes, and the Judiciary (Courts). This is also the practice in the United States where civil servants are assigned to work with Congress (Legislatures) and the Judiciary except that civil servants are directly recruited by the two bodies. Table 8 shows the deployment of civil servants to the three arms of government in Nigeria between 1980-83.

Manpower placement is also affected by the changes in the number of Ministries and Departments. A major variable to such placements is therefore the increase or decrease in the number of ministries as well as the distribution of staff among them. Table 9 provides data on the deployment and placement of civil servants between 1975 - 1984 relative to the Ministries and the three branches of government. Between 1975 and 1977, three new Ministries-Cooperative and Supply, Meteorology (Later Civil Aviation) and Water Resources were created. This development reflected both the new functions in government service as a result of the changing socio-economic climate imposed by the increasing resources from oil. The three new Ministries together had 1224 civil servants in 1976 and in 1977 when Meteorology later merged with Civil Aviation the number was 664. In 1978, Cooperative and Supply was abolished and the staff placed in other Ministries.

During the 1975-80 economic prosperity in Nigeria which was mainly due to the increased revenue from sale of crude oil, the number of Ministries had substantially been increased to twenty-three (23) including the new ones of Science and Technology and Federal Capital, Abuja. With the subsequent downturn in the country's economic fortunes and the second military intervention in government in December 1983, the Ministries have been reduced to seventeen (17) excluding the Federal Civil Service Commission.

TABLE 8  
DISTRIBUTION OF FEDERAL CIVIL SERVANTS AMONG  
THE THREE BRANCHES OF GOVERNMENT

Y E A R	E X E C U T I V E			JUDICIARY	LEGISLATURE	TOTAL
	MINISTRIES	DEPARTMENTS COMMISSIONS	PRESIDENCY SUPREME HEADQUARTERS			
1980 *	211,082	*	*	1,204	262	231,802
1981 *	254,793	*	*	1,279	262	256,334
1982	247,829	4,032	10,757	1,360	2,367	266,345
1983	277,932	5,684	5,066	1,936	2,367	292,958

SOURCE: FEDERAL CIVIL SERVICE MANPOWER STATISTICS, 1980-83

\* INCLUDES THE FIGURES FOR THE OTHER TWO EXECUTIVE BODIES

TABLE 9

DISTRIBUTION OF CIVIL SERVANTS IN FEDERAL MINISTRIES/ARMS  
OF GOVERNMENT: 1975-1983

MINISTRIES/DEPTS/ ARMS OF GOVTS.	1975	1976	1977	1978	1979	1980	1981	1982	1983
STATE HOUSE	113	146	147	156	169	176	364	386	549
CABINET OFFICE	664	802	999	1119	1971	1110	1119	1017	937
POLICE	48829	57114	58445	62924	72800	80201	87517	92974	103530
AGRICULTURE & RURAL DEV.	3658	4287	3527	8136	7341	5898	9084	8895	8245
COMMUNICATIONS	13743	13743	-	28746	28936	29980	31409	33744	33875
DEFENCE	2054	2370	1840	13650	13882	12286	12390	12416	22414
ECONOMIC DEV.	2935	3130	3782	4119	4485	4876	5367	5958	6025
EDUCATION	6123	-	-	3739	4634	7460	7460	7982	7982
ESTABLISHMENTS	2085	2085	1962	2178	2607	2915	2862	3189	3580
EXTERNAL AFFAIRS	1572	1414	1733	2049	682	2330	2421	3193	3193
FINANCE	11782	10785	12431	15419	14928	18775	2810	21870	19347
HEALTH	1225	1861	2111	2665	2652	2871	3380	3797	2867
INDUSTRIES	980	980	-	1070	1901	1552	1407	1561	2382
INFORMATION	1395	4885	4980	4474	3251	6270	6165	6165	6606
INTERNAL AFFAIRS	9352	19031	13476	13667	12773	15045	14940	17539	19100
JUSTICE	420	473	455	453	458	518	556	509	679
LABOUR	2691	1529	1697	2090	2338	1903	2202	2551	2913
MINES & POWER	1325	1524	1524	1519	1519	1637	1637	1672	1875
TRADE	2008	2159	2393	4361	4035	3938	3968	2589	2085
TRANSPORT	5481	4729	3771	5249	3725	6046	5272	1771	4960
WORKS	5336	5930	6159	3504	4442	10518	11059	14719	14719
AUDIT	418	468	559	489	736	900	928	834	1366

MINISTRIES/DEPTS/ ARMS OF GOVTS.	1975	1976	1977	1978	1979	1980	1981	1982	* 1983
JUDICIAL	180	466	509	486	1004	1204	1279	1360	1936
PARLIAMENT BUILDINGS	189	211	271	272	277	262	262	2367	2367
PUBLIC SERVICE COMMISSION	248	278	319	319	421	593	592	529	529
+ COOPERATIVE & SUPPLY		286	319	-	-	-	-	-	-
+ METEOROLOGY		784	-	-	-	-	-	-	-
+ WATER RESOURCES		154	345	1620	1330	523	288	658	888
= CIVIL AVIATION			749	2749	3137	3956	3513	5113	6014
NATIONAL POPULATION BUREAU				455	455	579	660	614	1069
+ HOUSING & ENVIRONMENT						2582	3278	3390	5461
+ FEDERAL CAPITAL TERRITORY						108	109	205	205
+ SOCIAL DEVELOPMENT, YOUTH, SPORTS & CULTURE						1364	1364	1242	1271
+ SCIENCE & TECHNOLOGY						304	372	385	576
+ PUBLIC COMPLAINTS COMMISSION						827	827	529	1043
+ RIVER BASINS						2287	4231	1043	-
+ POLICE SERVICE COMMISSION							87517	157	177
+ FEDERAL ELECTORAL COMMISSION								855	1219
+ STEEL DEVELOPMENT DEPT									268
TOTAL	124806	135185	124503	187677	195919	231802	256334	266345	292985

Source: Federal Civil Service Manpower Statistics, 1975-83; A Compilation

Note: Data for 1983 and 1984 are not yet published

+ This shows Ministries created between October 1976 - December 1983, influenced by increased oil wealth

= Civil Aviation Ministry replaced Meteorology as a Department in 1977.

It is observed from the Table that between 1975-1982 a total of 38 Ministries or extra-ministerial departments had been created. Some had since been merged under new names and the traditional ones have remained. While Ministries like Cooperative and Supply, Meteorology, Water Resources, Housing and Environment have been merged others like Federal Capital Territory, Science and Technology, Public Complaints Commission and Federal Electoral Commission came into being in 1980 as a result of constitutional changes affecting the system of government and the expansion of public activities by the civilian government. Table 9 also shows an increase in the number of civil servants placed in 1980 as compared with figures for 1979. One can say that the number of civil servants placed and utilized in the civil service varies with the number of Ministries created while the latter is influenced by the system of government in practice especially when the identified goals and objectives of that particular government have changed from that of its predecessor. The ministries and departments provide the government the organisational framework to place civil servants in all its administrative units to perform mainly administrative duties in order to ensure the realisation of government aims and objectives.

When civil servants are initially placed in their jobs after recruitment, they are later on posted to other Ministries as a result of three main reasons. The first is the necessity by the Service to redeploy in order that a vacant position be filled due to the transfer of an incumbent to a state civil service, a federal government parastatal, secondment to an international organisation or any other public service where skills and experience of the staff is required. The second reason for redeployment is to staff a new agency established by law. Usually it is the civil servant with the requisite qualification that is posted to such an agency to manage it until it is capable of recruiting its own staff. The third occasion for redeployment is when Ministries are abolished or merged with others as have happened frequently. In that case, civil servants can be posted to the new ministry that had absorbed the functions of the old one. On the basis of these three major reasons the central personnel agencies concerned initiate in consultation with the relevant ministries the redeployment of civil servants. However redeployment of civil servants involves an important personnel

management practice which the Public Service Department (PSD) ought to satisfy. If in fact the redeployment or posting, as it is officially called, is originated by the Service, the question is how relevant is the experience and qualification of the staff to the new position he is to be posted.

This issue of matching job specifications with experience and qualification was a subject of interview with the staff of the Public Service Department in the Office of the Head of the Civil Service of the Federation. The interview showed that civil servants are posted to fill a vacancy in another government ministry and that 80% of such postings are initiated by staff themselves or on their behalf by some politically or administratively influential persons. When the latter requests are made the motive for posting is said to be a desire to serve in "economic ministries" where job contents are more satisfying and challenging than in "social ministries" such as Labour, Youth and Sports. However the interview revealed a gap in the processes whereby the PSD is not adequately informed of the job positions available in ministries. This information is collected by the Establishment Department through the annual budget exercise. Although the Department is also in the Office of the Head of the Civil Service of the Federation, it is feared that the division of function in this important placement area may not permit the PSD to post staff to specific equivalent posts in other ministries. It is therefore contented simply in posting officers "to fill a vacancy" leaving the actual placement of staff to the Permanent Secretary of the Ministry. In our model, the function of posting staff to another Ministry is given to the Ministry of Personnel Management who has the entire personnel data of the civil service.

As can be deduced from this practice, deployment of civil servants appears to be ad-hoc in response principally to the need for officers to change their work environment. The policy on the deployment of administrative and executive officers though unpublished, is to allow these cadres of officers to be familiar with the work of other Ministries. Interview with officials also confirmed that posting of officers to another job in another ministry always involved having to learn on the new job which invariably is essentially different from the previous one in contents. The fact that an administrative officer will learn quickly on a new job is one of the underlying



philosophy of the generalist notion of utilizing this cadre of civil service staff. It however raises a fundamental question about civil service manpower placement and utilization not only of its elite corps servants but other pool officers as well. Commenting on this issue, Augustus Adebayo regards the frequent deployment especially of Permanent Secretaries as frustrating, noting that the life cycle of a Permanent Secretary in Nigeria is spent preparing 'handing-over notes' and digesting 'taking-over notes' and that consequently "there is no time to settle down and grapple with the work, let alone master it", he concluded<sup>27</sup>.

Several disadvantages arise from such policy of frequent posting of officers. Firstly, it presents the new incumbent <sup>with</sup> the problem of learning quickly enough his new duties especially in a 'technical' department to make him immediately useful and productive. Secondly, this period of learning gives his professional colleagues an opportunity to pursue purely technical solutions in the area of policy advice and implementation with adverse effect on the efficiency of the Ministry and the service rendered to the public. It is also as Adebayo has observed, one of the sources of resentment between administrators and professionals because according to him,

"the professional officers in the department observe with amusement the constant appearance and disappearance of their Permanent Secretaries. They observe that few, if any of them, stayed long enough to make any impact on the work of the department and that for most of the time it is they on whom the department has relied for advice and continuity. They become bitter and resent a system which subordinates the men with the knowledge and expertise to generalist chief executives who are birds of passage"<sup>28</sup>.

This observation is also true of other non-professional officers in the Federal Civil Service. The pool of executive and secretarial officers in the <sup>so called</sup> Executive Management Cadre (EMC) is prone to such frequent postings. While some occasional transfers might be beneficial in respect of the secretarial staff who are professionals in terms of specialisation, Executive Officers, like their Administrative colleagues do not in all cases stand to gain from such

frequent postings. The resultant negative productivity due to newness to job environment and content should however be weighed against the exigency of service when postings are vital and necessary. As earlier indicated in this Chapter, classification of departments and perhaps Ministries is necessary so that only persons with the relevant background discipline could be posted there. It would then be logical that postings should identify and classify departments and ministries so that officers, though administrative and executive, could be posted where their educational background and experience could better be utilized. The survey taken on the question of generalist approach to utilizing the services of this class of officers however showed that the respondents were split almost equally on the continuation of the "all-rounder" approach.

#### Transfers and secondment in the service

As part of placement and deployment of civil servants transfers and secondments are frequently made. Transfer in the first place is different from posting which as used in the preceding discussion means inter-ministerial or departmental transfers. It also means inter-agency, or inter-governmental redeployment. Transfer could mean the movement from a state civil/public service to the federal civil/public service such as universities, corporations and companies. Transfers and secondments are discussed here in the context of manpower placement and utilization especially those transfers and secondments involving senior officers from state civil services particularly from the north of Nigeria.

Secondment on the other hand is a form of transfer from one public service to another especially among state and federal civil and public services. Secondment is however temporary in that it assumes that the affected officer will return to his former employment after the expiration of a reasonably fixed period. The principle and practice of secondment is that the vacancy so created by the seconded officer remains open until his return. Promotion and seniority of the seconded officer is reactivated on his return to match that of his serving colleagues. The vacancy created by a seconded staff however lapses as soon as the officer accepts a transfer to the new organisation in which case he had opted not to be "de-seconded"<sup>29</sup>.

Transfer of civil servants from the northern state civil and public services to the federal civil service in particular has become the main vehicle in which placement based on even representation has been achieved. This practice, more vigorously pursued since the 1975 purge of the civil service is one way of maintaining balance among ethnic groups in the federal civil service. Before independence, Nigerianisation had raised this as a policy issue. The northernisation policy as it was then called was pursued in order to check widespread placement of officers of southern origin in the civil service of the north until they were able to produce the qualified manpower to man the posts. It would appear that this condition has been partially met to allow civil servants from the northern state civil services to be transferred to the federal civil service. Interview on this subject with officials of the Civil Service Commission confirmed that in each case minimum qualification and experience of the officers involved were met. The problem encountered is that such officers superseded their more experienced and qualified colleagues who were due but had not been considered for promotion to the post in which they have been superseded.

The resentment and ill-feelings such placements generate and their effect on productivity apart, it also points to the fact that political considerations affect manpower placement and utilization. Be that as it may, the Civil Service Commission has continued to process such transfers throughout the civil and public services of the Federation. As shown in Table 9, there are three types of placement transfers in the Federal Public Service. It shows the transfers authorised by the Civil Service Commission broken into three main categories - the internal transfers within the federal civil service, transfers from other public services in the federation into the federal public service and transfers from the federal public service to other public services in the federation. The second and third category of transfers provide the Federal Public Service with more mobility because some of the transfers are on promotion. There was a total of 120 such transfers on promotion for the years 1975-77<sup>30</sup>.

TABLE 10

TRANSFERS AND PLACEMENTS IN THE NIGERIAN PUBLIC SERVICE

! Period	! Within the ! Public ! Service	! Into the ! Federal ! Public Service	! Out of the ! Federal ! Public Service	! Total !
! * 1975	! 18	! 6	! 3	! 27 !
! 1976	! 153	! 59	! 34	! 246 !
! 1977	! 160	! 56	! 54	! 270 !
! 1978	! -	! 51	! -	! 51 !
! 1979	! 68	! 32	! 27	! 127 !
! 1982	! 129	! 113	! 27	! 269 !

\* (September-December only)

Source: Reports of the Federal Civil Service Commission: A Compilation.

In the Table, the figures for the federal Civil Service can be identified. The Report for 1975-77 provides the details since the Ministries and Departments where transfers were made could be identified. Out of the 543 transfers made during that period only 76 occurred outside the federal civil service. This means that other federal public services must have received 76 civil servants in their employment from the state public services. The remaining 467 were transferred or posted to federal ministries and departments. Out of this figure 91 civil servants were transferred to other state public services in the federation.

Out of the 129 transfers made within the Federal Public Service in 1982, 37 were within the Public Services themselves while 92 were within the federal Civil Service. Here the federal civil service received 113 staff from other public services while it sent 27 staff to eleven state civil services<sup>31</sup>. The pattern of transfers and deployment of public and civil servants especially from the state civil services to the federal civil service confirms one of the main functions of the then Federal Civil Service Commission. This was to ensure that in spite of the regionalisation of the civil services of the federation at that time, mobility of civil servants between them and the federal should be maintained for the sake of national unity. The National Council on Establishment and the Conference of Public Service Commissions in the Federation have continued to rationalise

personnel issues of general applicability to the country and this has no doubt facilitated the transfers and mobilities in the Services. The practice has made the federal civil service truly federal and has ensured that the presence of experienced officers from the states would be an asset to the formulation of policies as well as meet the criteria of representativeness.

Transfers, especially those within federal civil service itself are meant to satisfy different purposes. According to Mr. Ayeni, head of the EMC interviewed on the subject, transfers are a form of staff development. This he said is because although the jobs in different ministries for Executive Officers are generally the same, the challenges they pose are somehow different. A principal Secretary in the Federal Civil Service Commission, Mr. Ekaette expressed a different point of view that transfers and placements in the civil service are merely to fill vacancies. He observed that it differed from the practice in the army where training and postings are with a view to carrying out new responsibilities and to bridge performance knowledge in the new tasks assigned. The two views are however not exclusive of each other because they represent two different personnel objectives satisfied by means of transfers. The views emphasise the point that the issue of matching skills with job specifications may not have been carefully examined before transfers are made. In that case manpower placements do not satisfy the purpose of optimum utilization of skills. However, 24.6% of respondents (Table 2b) accepted frequent transfers as a motivational factor for their productivity.

Secondments in the federal civil service like transfers are part of the placement and redeployment of staff. This aspect of placement is shown in Table 11.

TABLE 11

SECONDMENTS IN THE FEDERAL PUBLIC SERVICE

Period	Within	Into	Out	Total
1975	3	5	1	9
1976	3	15	4	22
1977	527	3	6	536
1978	38	4	5	47
1979	22	2	11	35
1982.	23	6	2	31

The Table shows that secondments as placement mechanism is less frequent than transfers and postings. The large figures indicated for 1977 was as a result of the secondment of 511 civil servants to the newly created Nigerian National Petroleum Corporation. The staff seconded were mainly Petroleum Engineers-in-Training, Petroleum Inspectors, Assistant Petroleum Inspectors-in-Training, Clerical Officers, Typists, Drivers and Messengers. It might have been appropriate to regard the particular placement as transfers because of the many unskilled staff involved and since there was less possibility of these staff returning to their Ministries/Departments. These particular secondments however give an important indication of how manpower is utilized in the civil service. This is that civil servants are also available for any public service including newly created parastatals. Since most of these parastatals are specialised in the nature of their functions, it is obvious that many serving professionals will benefit from such secondments. However, secondment of professionals as Chief Executive of parastatals raises the issue of qualifications when it is well-known that filling new posts in the parastatals is not only based on qualifications but on other criteria such as ethnic representation and national unity.

#### Training, Evaluation and Post-Training Placements

The importance attached to training in the civil service dates back to the colonial period. Like any organisation, training in the civil service is the means of bridging the initial placement deficiency and to increasing productivity of serving officers. The Nigerianisation policy in the civil service achieved its partial success because of the vigour in which training was pursued. Both the Imrie-Lee Report of 1954<sup>32</sup> and the Gorsuch Report of 1955 dealt extensively on training of civil servants especially the Africans in the Junior Service. The consequence of this training was to provide this cadre with the ability to carry out routine executive duties and thereby free administrative and professional officers to devote more time to policy formulation, planning and coordination. By training this cadre of staff, the Imrie-Lee Commission hoped to improve the structure of the Nigerian Civil Service which they described as "an hourglass, broad at the top, narrow in the middle and broad again at the base"<sup>33</sup>. By training those at the base, materials would be available for promotion to the middle management posts which were also being occupied by expatriates.

Similarly, the Gorsuch Report of 1955 (Chapter 3) recommended the creation of the Executive Class to prevent a jump from the "Junior Service" to the "Senior Service" but that a comprehensive and coordinated training would provide promotion from the lower ranks of those who qualify by proved ability and training for higher responsibilities. The Udoji Commission of 1974 has not only emphasised training at all levels of the Civil and Public Services but recommended also an open evaluation system. While it regarded the improved personnel management as a means of recruiting, developing and deploying manpower to get work done, he singled out training as one of the most important aspects of personnel management<sup>34</sup>. Precise training requirements to qualify employees for promotion in all ministries and departments was stressed as well as training to improve performance in the existing job. He recommended a training administration handbook containing six elements of training such as assessment of training needs; designing the most relevant training effort to meet these needs; selecting the most appropriate persons to participate in the training effort; conducting the training, placing the persons who have undergone training back in their organisation so that they can best apply their skills and knowledge; and evaluating the worth of the training in terms of increased employee effectiveness on the job<sup>35</sup>.

On performance evaluation, the Commission recommended the replacement of the then Annual Confidential Report with an Annual Performance Evaluation Report based on predetermined assignments agreed to between an officer and his supervisor<sup>36</sup>. This was to help improve individual performance and as a guide to other personnel actions such as posting, training and promotion. The practice before the introduction of the open performance evaluation reporting was that the confidential reporting system was geared primarily towards promotion. Now that the Performance Evaluation Reporting has been adopted there is still no relationship between it and job description to determine performance or between evaluation and training needs on the one hand and post-training placement on the other. As in the past, Annual Performance Evaluation is still seen as the main source of determining promotion. This state of affair can be attributed to organisational and management deficiencies which have helped to perpetuate the practice and to influence the attitude of staff towards Annual Performance Evaluation Reporting (APER).

The federal civil service had since these recommendations evolved a training programme which had as its primary objective the exposure of senior and middle level managers and civil servants to modern management techniques. It was also a preparation to provide trained manpower for the execution of the Second National Development Plan. These trainees were placed at Institutes of Administration in both Nigerian universities and specifically the Royal Institute of Public Administration in England and Pitsburg, U.S.A. Additional institutions for training and management were established in Nigeria. The first was the Council for Management Education and Training set up on January 31, 1972 and later amended by Decree No. 51 of October 4, 1976 as the Nigerian Council for Management Development. While the Council was to set up training policies for both the private and public sector management training, the Centre for Management Development established on February 1, 1973 is the operational arm to execute the training. In the same year the Administrative Staff College of Nigeria was established by Act No. 39 of 1973 to provide higher management training for the development of senior executives for the public and private sectors of the Nigerian economy. These Training activities are demonstrated in a survey data shown in Table 24 where substantial percentage of respondents were trained between 1975-1982.

The training of senior executives in the Nigerian federal civil service raises the question of what types of qualifications administrators should have. It is largely accepted that no ideal set of qualification is required for this class of officers who are usually called upon to make some important administrative decisions. So far the federal civil service like the French and British system recruit officers with background in social sciences and art. Unlike the French however recruitment in the Nigerian civil service is from varied social disciplines intended to provide officers with understanding of social behaviour which balances the predominant technical propositions by the professionals. Peter Self has pointed out that the French system of training facilitates communication between the administrator and the technical corp by introducing some study of management and quantitative techniques. While the outcome for the two systems is the same, the French system is criticised because administrators were schooled in a particular social science subject mainly politics taken at the Institut d'Etudes Politiques.



On the other hand the British training system in response to the charge of "amateurism" introduced post-entry training at the Treasury Centre for Administrative Studies (C.A.S.) founded in 1963. Subjects like economics and statistics were introduced and later in 1970 a larger Civil Service College introduced courses in government, organisation and social administration. Peter Self observes that British administrators exposed to such training unlike the French system lacked any common intellectual background on which the training could be built because they had been recruited from backgrounds such as historians, classicists, literature, botany or zoology with a few scientists, mathematicians and economists<sup>37</sup>. The Nigerian training system which tries to avoid the criticisms of the French and British systems by recruiting from a wider based disciplines but the recruitment of administrators suffers all the same from the problem of relating training to any form of specialisation. Self observes that the French and British system of training are largely unspecialised in terms of both subject areas and processes. Both the Ecole Nationale d'Administration (E.N.A.) and the Civil Service College (C.S.C.) respectively are noted to have introduced optional subjects with a view to imparting knowledge which can be useful in all departments or agencies. He suggests a training course which aims to harness all relevant forms of knowledge and analysis to the exploration in depth of some defined set of governmental problems<sup>38</sup>. This approach would represent specialisation for the general purpose administrators while it could broaden at the same time the perspectives for most other specialists working in relevant sections of government. He observes that the system in the U.S.A. emphasises management internship which relates academic studies to practical apprenticeship and to emphasise training that could help administrators tackle increasingly broad policy and organisational issues.

The federal civil service could advance towards specialisation in the training of administrators because institutional facilities like the Centre for Management Development and the Administrative Staff College of Nigeria exist. While these institutional and policy changes affecting the training and management development of the civil servants were going on, one would have thought that the recommendations of the Udoji Public Service Review Commission on the restructuring of the Federal Ministry of Establishment would be accepted for implementation. According to Government White Paper,

the Ministry retained its structure with a Manpower Development Department to handle training and a new Public Service Department created in the Office of the Secretary to the Federal Military Government and Head of Service.

Incidentally, five years after the Udoji recommendations to reorganise the Federal Ministry of Establishment, the in-coming civilian government instead abolished the Ministry in October 1979. With the separation of the posts of Secretary to the Government from that of the Head of the Civil Service, the latter took responsibility for the new Establishment Department, the Manpower and Staff Development Department, the Service Welfare Department and the Public Service Department. In 1984, following the replacement of the civilian government by the military and the merging of the two posts, the Manpower and Staff Development Department and the Service Welfare Department were abolished. In their place were the Establishment and Training Department which took over training responsibility from the Manpower and Staff Development Department, and the Public Service Department with responsibility for processing Performance Evaluation Reports received from Ministries. The result of that reorganisation is that parallel Divisions exist in the Establishment and Training Department and the Public Service Department dealing with certain aspects of personnel matters related to Administrative Officers, the Professional Officers and the Executive Officers. While each of the Divisions in the Establishment Department handles professional and management training, the Divisions in the Public Service Department handle performance evaluation, posting of officers and promotion in liaison with the Public Service Commission.

It would appear that the existing structure has dealt a blow on training by downgrading its previous departmental status. Figure X shows the four different agencies with responsibilities for training, evaluation and post-training placements. Although the Establishment and Training Department and the Public Service Department are also in the Office of the Head of the Civil Service of the Federation (OHCSF), the separation of functions of training, performance evaluation and posting of officers among them appears

FIGURE

TRAINING, EVALUATION AND POST-TRAINING PLACEMENT  
RESPONSIBILITIES AMONG AGENCIES OF THE CIVIL SERVICE

<u>DEPARTMENTS</u>	<u>PERSONNEL FUNCTIONS</u>	<u>NUMBERS OF FUNCTIONS</u>
I. <u>Establishment and Training Department</u>	Training of Professionals and management staff, relation with training institutions: Universities, Institutes and Secretarial Schools.	2
II. <u>Ministries and Department</u>	Conducts Performance Evaluation and recommends training for Clerical Officers	2
III. <u>Public Service Department</u>	The administration of the appoin- ment, promotion, posting, transfers, secondment, discipline and perfor- mance evaluation of administrative and Professional Officers.	7
IV. <u>Civil Service Commission</u>	Responsible for the appointment, transfer, promotion, secondment and discipline of all serving officers. Delegates to the Ministries and Department the power of appointment and promotion of officers on Salary Grade Level 01-07.	5

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undesirable. The coordination of evaluation along with training recommendations and the implications for post-training placement are scattered and within the OHCSF. When recommendations for promotion are made to the Civil Service Commission and officers are posted back to their former or new Ministries account should be taken of the results of performance evaluation and the outcome of training. The coordination of decisions in the context of the present organisational structure appears weak.

The structure and responsibilities of key personnel agencies of the civil service as described do not fit our model developed in Chapter 2. Responsibilities highlighted in Figure X are too disparate for a sound staff and career development programme to be evolved. Functions in items I and III according to the model belong to the "Federal Ministry of Personnel Management", the Civil Service Commission and the executing Ministries. The implication is that the place of the Office of the Head of Civil Service in directly performing the personnel functions within the service structure creates a tall hierarchy for effective communication among the agencies to ensure sound personnel practice. Owing to the authority and power of the Head of Civil Service, the high turn-over in personnel and coupled with frequent reorganisation of the Office's component units, the Ministries and the Civil Service Commission cannot faithfully perform the vital functions associated with manpower placement and utilization, especially training.

Three types of training are currently in practice in the federal and state civil services of Nigeria. These are the induction courses whereby the newly placed civil servants are made to familiarise themselves with the current policy objectives of government and their role in the Ministry/Department to which they are placed. It could involve tour visits of certain key federal government establishments and project sites and lectures by top officials on relevant topics of interest. In an address delivered at the 19th Induction Course for newly recruited officers in the Ministry of External Affairs, the then Head of the Civil Service of the Federation had outlined the role of the higher civil servants which emphasised the type of training and career they must receive but also their general disposition. He mentioned the execution of government policy once it had been made by the head of Government or Ministry, initiation of

public policy and advising government on the full implications of policy options open to it, to preserve the mystique of government and authority, through the daily contact of officials at all levels with the general public and to act as the custodian of the public conscience<sup>39</sup>. Such training no doubt helps to re-orient the new officers to their jobs but its draw-back is that it is theoretical and could leave the officers in bewilderment especially those whose qualifications and background are not strong in public administration or the social sciences.

The second type of training is on-the-job training where newly-placed officers go through a period of tutelage with their superiors and supervisors. They come for the first time face-to-face with civil service procedures and practices especially in developing communication, understanding report writing such as policy memorandum and covering internal as well as inter-ministerial meetings. The main disadvantages of this type of training is the risk of imparting outdated ideas, behaviour, attitudes and procedures by the superiors to the subordinates. Although elements of these risks are what make up an organisation's code of ethics and unity, they nevertheless constitute a problem for the administrative system as a whole. It therefore emphasises the need for training before placement of officers through promotion or advancement to a position of higher responsibility and supervision.

The third type of training is the in-service training which objective is to allow an officer supplement his basic knowledge and skills to allow for improved performance in the administrative and management functions of government. The placement of officers in overseas as well as local training institutes and colleges satisfy this type of training objectives. It is by far the most important type of training in view of its suitability as a tool for post-training placement, promotion and generally to match employees into a suitable field of job specialisation. The survey research findings (Table 25) have confirmed that this type of training led to additional qualifications such as school certificate, General Certificate of Education 'O' and 'A' levels, diplomas and degrees being obtained by officers. Moreover, Table 23 which shows the types and nature of training received has 25.2% - 2.8% for formal or in-service training as against on-the-job training with 18.9% - 1.4%.

The relationship of the in-service training to post-training placement deserves discussion in view of the large investments made by government on it. One of the issues about training is whether its objectives are clearly identified prior to the actual programme being established and undertaken. Such objectives will include post-training placement, a decision where the trainee is placed after training and whether he will continue in a similar job in the same grade or a different job in another grade. The objective of post-training placement in the same job and grade will amount to improvement performance on the job; placement in a different job and grade would imply a transfer or posting to another job and would mean post-training placement in a higher responsibility which provides additional motivation for performance. Placement can be defined as constituting the activities in the evaluation, assignment, transfer or promotion of employees to specific areas of responsibility<sup>40</sup>. These activities in the end involve the matching of trained employees into suitable job specialisation with a view to optimal utilization of their training skills.

Against this theoretical postulate the practice of post-training placement in the federal civil service can be assessed. Several factors contribute to wrong post-training placement. This include lack of well-coordinated training and staff development programme. This factor is a main impediment when one considers the structure of the different ministries and departments responsible for training. The constant changes in the responsibilities of departments within the Office of the Head of the Civil Service of the Federation as already mentioned, give the impression that training and placement of staff are not crucial activities. It is also observed that training responsibility for different categories of staff is split between ministries on one hand and the Departments of the Head of the Civil Service of the Federation on the other. This split in responsibilities tends to compound the coordination problem and at the level of the Ministry, it appears that training for the lower categories of staff receive less attention.

The structural arrangement for coordinating training in the federal civil service includes the appointment of Departmental Training Officers (DTO). These are officers who act as a link between their

ministries/departments and the Establishment and Training Department as a central training agency. The functions of the DTOs include the identification of training needs, drawing up a training programme based on the identified needs and to ensure after approval by the ministry, the implementation of the training programme. In carrying out these activities, the DTO should be able to interpret training policies laid down by the Establishment and Training Department in its policy circulars. The role of DTOs in coordinating training programmes of various ministries is important for the success of training as well as post-training placement. It is however observed that in most ministries, these officers are not appointed and where they are appointed, they are inhibited by internal bureaucratic in-fighting<sup>41</sup>. Like other staff in the central pool system, the DTOs are frequently transferred to perform other functions to the extent that post-training placement may not be faithfully implemented as in the original plan.

The performance of Departmental Training Officers notwithstanding, a factor impeding training and post-training placement as a process is behavioural. This is that where benefits from the incentive system are considered insufficient, training is used to augment it. In this manner training is identified and embarked upon for its own sake and as an activity that would enable the training budget to be exhausted, justifying an increase in the subsequent budget year. In this circumstance the officer trained is likely to be retained in his former post because his training may not have corresponded to any nomination criteria.

Both at the central agencies where posting of officers are made and at the ministry's level a comprehensive information on those trained and on what field is hard to come by. This makes the preparation of subsequent training programme difficult and as such follow-up training may not occur. The latter circumstance amounts to wasted training resources because deficiencies in performance could easily resurface due to changes in work requirements and technology. The more serious handicap due to absence of agency-wide information on training is that posting of officers to Ministries as practiced is merely to fill a vacancy. Consequently, placement in the receiving ministries becomes haphazard because they have no detail information

on the officer's experience. Such post-training placements result in under-utilization of the ability of staff especially where he is placed in a job unrelated to his newly acquired skills.

Placement of manpower from outside the Civil Service.

As can be observed, the practice of placement in the federal civil service allows for transfers and secondments from the other civil and public services in the federation. Apart from initial recruitment placements from the wider labour market and from different disciplines, the Service is closed at the middle level to new entrants who had not established an earlier career at a lower level. The federal civil service like many organisations tend to be protective with a desire to extend to its members exclusive privileges, norms and rights. In the application of the Civil Service Rules, Udoji Commission observed that the role of the Federal Ministry of Establishment showed "a tendency to concentrate on rules, regulations and procedures which reflected more concern over rights and perquisites than obligations; more concern over security and job protection than creativeness and productivity"<sup>42</sup>. The observation is a clear evidence that the present practice does not favour the direct non-career appointment of top administrators into the Service to enhance its experience and productivity.

The absence of direct non-career appointment of top administrators with varied experience into the federal civil service has some important consequences for manpower placement and utilization. As Udoji Commission had pointed out, the ministry in the British civil service where its career head is designated as Permanent Secretary has no relevance to a development oriented ministry in Nigeria. In Britain the private sector dominates the economy and the ministry's role and that of the Permanent Secretary are mainly to assist the Minister in pushing legislation through Parliament - a purely advisory role in the policy making process as against managers of an administrative machine in a public sector dominated economy. This situation resembles the 'closed' career systems practised in most European countries as against the 'open' American system. While the latter minimises the difference between public and private agencies the former does not. The American open system in principle allows



recruitment into the public service at any age or level although there exists strong inclination by agencies to promote its own employees. It thereby avoids accusation to any suspected form of "administrative elitism" which the Nigerian closed system draws to itself. The open system on the other hand does not encourage career planning although it favours position classification. The open system does not therefore provide a group that will stress the values of service to government as a whole because as Self notes "esprit de service will be confined to the social or professional goals pursued by particular agencies"<sup>43</sup>.

In Nigeria as in most other developing countries, it is the public sector that retains "the commanding heights" of the economic development process. The Ministry and its chief executive together with the senior personnel should preferably be composed of both the career elite type as well as the non-career ones who possess sound business experience in order to sustain the heavy responsibility of development administration. The high turnover of the non-career personnel is a disadvantage but this notwithstanding, such placement policy would allow the Minister to appoint from outside the Service his Department or Bureau Chiefs who are bound to retire with him when the government is no longer in power. Since the issue of manpower placement from outside the service touches on performance and motivation, Peter Self has identified three disincentives to high level performance in particular by senior civil servants. There is the extended consultative and coordinative work involved due to the rapid expansion of agencies. Also within the central government, senior administrators operate at a level that is remote from the final outcome of their decisions, and most important political conditions impose anonymity upon the official which prevents a just evaluation of his work<sup>44</sup>.

The practice of manpower placement and utilization in the federal civil service indicates progress made especially in the area of institutional training. There remains many management, behavioural and organisational problems that are causes of manpower misplacement and underutilization. One of these is the fact that some senior civil servants are over-worked without adequately trained and motivated subordinates to delegate work. Secondly, the structure of the civil service agencies must change to conform with the model presented in the study.

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## CHAPTER 5

### ANALYSIS OF RESEARCH FINDINGS

#### Politics and Administration Relationship

Manpower placement and utilization in the federal civil service of Nigeria as a personnel management study seeks to clarify how civil servants are placed and organised to productively carry out the functions of state administration. After the analysis of the literature and the available data on the subject, certain findings have emerged and thrown light on the subject of the research. Before certain key variables are examined and correlated the basic findings are first presented to provide information on the environment in which manpower is placed and utilized in the civil service.

In the first place, the federal civil service is a bureaucracy which by organisation and the behaviour of its personnel is designed to implement public policy. This is emphasised by placing as a head in each ministry or department of government a Minister who is a politician to enunciate policies while civil servants implement those policies. Adu observes that it is the more senior civil servants that are charged with this responsibility while the choice between alternative proposals rests with the Ministers, and that once the Ministers have made their final decisions it is the duty of civil servants to implement them in the best possible manner as if the decisions were their own<sup>1</sup>. This point of view is acknowledged by many academicians as a legal division of labour between the two groups of public servants. It imposes a theoretical as well as a legal restraint on civil servants to accept the separation of the functions of policy enunciation and formulation from execution, the former being reserved for political executives. Adu further explains that in Commonwealth African States, these roles had not yet been understood judging from the acts of Ministers who had publicly passed blame on civil servants.

Implementation and policy execution responsibility which the civil service is charged with also involves the administration of those services as policy outputs. Literature in this field have however pointed to the closeness between politics which has to do with goal-setting and administration which has to do with execution of goals and policies. A research finding on policy formulation process in Nigeria has confirmed the closeness between the tasks of policy making and that of administration which reveals competition by the political and bureaucratic elites<sup>2</sup>. The role of the Nigerian civil servants during the civilian and military governments would therefore confirm contemporary view that no more dichotomy exists between politics and administration at least in practice. If this question has been answered it has also been demonstrated that the political nature of the functions of the civil service affects positively the manner its manpower is placed and utilized. Put differently, our examination whether the performance of the civil service is influenced and affected by the existing political system is also positive. This is because although qualification is a criterion of recruitment, representativeness of all parts of the country at policy making level of the administration is itself an important placement factor in a federation such as Nigeria.

Representativeness can also be considered in terms of the presence of federal civil servants in all states of the federation. For each federal Ministry or agency, its representativeness in the states as shown in Table 6.1 is evident. In that Table there are eight agencies with over 50% of civil servants located in states other than Lagos which is the Headquarters. Table 12 of survey analysis also shows the composition of states in the federal civil service. In it, some southern states show higher representation of 20.3%-2.3% for Ondo and Rivers, while the Northern states are less represented with 5.9% for Kwara to 1.4% for Kano and 0.7% for Sokoto and Niger. It confirms that geographical contiguity with the seat of the federal government is an influential factor in recruitment into the service apart from education.

On the structure, we found that the federal personnel agencies have conflicting functions. One striking feature of the structure of the civil service is that it is organised on ministerial and departmental basis which provides the environment in which politicians and civil

servants of all grades interact. Each Ministry being organised on functional basis it is then responsible for specific economic development programme. The study has confirmed that since Ministries through the budget process have to defend programmes sometimes of interest to their clients, they have tended to develop their own policies<sup>3</sup>. Within such an organisational structure, manpower recruitment, placement and utilization reflects the prestige of the programme being developed at that time. Departmental changes according to Peter Self are sometimes tailored to suit the prestige or ambitions of political leaders so that governmental system and factors of political management determine the administrative structure<sup>4</sup>. Observers of the Nigerian administration have noted that the growth of Ministries in the 70s was a consequence of the enormous revenues from crude oil if one recalls Gowon's famous statement that the government had so much money that the problem was how to spend it<sup>5</sup>. In following such a growth path in the organisation of the administrative work of government efficiency and productivity of staff become a secondary issue.

In his work "The Ruling Servants", E. Strauss examines the role of bureaucracy in Russia, France and Britain and analysed the bureaucratic defects which underlined the threat of departmentalism to administrative efficiency. He cited the case where the Ministry of the Building Materials Industry artificially divided a single production unit into two independent ones under two different central boards. The result was more staffing and duplication of each other's work<sup>6</sup>. He contends that bureaucratic defects must be corrected by the political leaders who represent the primary social force of the organisation. As he rightly observes, this relationship introduces an element of inevitable tension between politicians and officials, noting that political leadership tends to weaken in time while that of the officials increase correspondingly. He concluded that this change in the balance of power goes farthest in the strictly administrative sphere, where the professional administrators generally get their way, and 'outside interference' declines provided that certain minimum standards of efficiency are maintained<sup>7</sup>. Strauss' observation confirms the relative role of civil servants and politicians, the ascendancy of bureaucracy and the decline of political control.

Political control of the Nigerian civil service can be considered weak because of the absence of a continuous parliamentary or representative government with knowledgeable politicians to compete in policy making. The long military rule like that of Gowon had diminished such control by making civil servants the main source of political advice<sup>8</sup>. Janowitz provides another view of such political control when he speaks of democratic consent as balance or imbalance of the bureaucracy<sup>9</sup>. According to him bureaucratic imbalance may be either despotic or subservient: despotic when it is too much the master and subservient when it is too much the servant. What the Nigerians thought of senior federal civil servants under the military then approximates bureaucratic despotism. Also, Grant's view of the traditional bureaucracy in which he described civil servants as instruments of the throne and empire and governors in the sense that they were not involved in the realisation of popular aspirations<sup>10</sup> is also relevant in an environment without political control.

Constitutional developments especially the devolution of self-government to the then three regions in Nigeria affected the placement of civil servants especially the replacement of expatriates with indigenous Nigerians. Northernisation policy following regional self-government brought restrictions on the placement of Nigerians in the northern civil service and what was federal civil service posts in that part of the country. Nigerianisation as issues in the placement of Nigerians in the federal civil service on the other hand was effectively used as an instrument to put pressure on the colonial regime to grant political independence. What emerged as the federal civil service after independence was therefore largely shaped by these political developments. Its ability to carry out post-independence economic and social planning and development was also largely constrained by adequate manpower placement.

The major effects on the placement and utilization of civil servants were the relatively inexperienced administrative officers that took over the administration of the civil service. The administrative officers, compared with the professionals who were heads of departments only became prominent in the civil service following the introduction of the ministerial form of self-government in 1955 and thereafter. The friction caused by this personnel placement and organisational changes to the basic structure of the Civil Service

remained unaltered for fifteen years until the Udoji unified salary and grading structure was introduced in 1974. It can be said that the Udoji Public Service Review Commission and the Government White Paper on it represented a major reform of the Nigerian public service including the federal civil service. Issues of productivity, and modern personnel management systems and training were emphasised and prescribed. The reform introduced drastic pay revisions and salary increases for civil servants which commentators considered as a bribe by Gowon's military government rather than to influence motivation and performance. Training especially of the management group in the civil service had since been intensified although it still lagged behind training in the private sector.

The survey research has shown the level of training that civil servants have received since Udoji Public Service Review Commission Report. In Table 20, the period 1971-1980 followed by the two year period 1980-1982 have 34.9% and 13.4% respectively of the respondents trained. The Table also shows that more civil servants were trained during the same period with training of the respondents occurring four times. It can be concluded that a major effort to improve the productivity and performance of civil servants through training had occurred during this period. It is worthy to note that additional qualifications were obtained by respondents after their recruitment into the service and judging by the type of qualifications received this group is represented by 33.7%, 24.4%, 7.7% and 4.2% respectively for the four periods training took place. This is against 22.3%, 9.1%, 4.2% and 4.9% for those who obtained no additional qualification.

The survey also presents data in Table 14 on transfers. We notice that the period 1971-1980 saw a higher level of recruitment of 50% of the respondents but also a higher level of transfers. If we match the transfers with the number of civil servants trained one can deduce that post-training placement had not as a main objective the improvement of a particular skill for performance on a particular job but to provide general competence for all jobs in the service e.g.

Training					
<u>1971-1980</u>	-	34.9%,	16.8%,	4.2%,	2.1%
Transfers					
<u>1971-1980</u>	-	33.0%,	16.6%,	6.0%,	2.1%.



This generalist approach is confirmed by Table 15 which shows the type of jobs and Departments respondents held when they were transferred. We can identify Administration Department (20%), Policy and Management (5.9%), Establishment (14.7%), Public Service (3.5%) and Executive Management (0.7%) as Departments and jobs requiring general education as qualification.

While the pre-independence nationalists had agitated for a civil service where Nigerian administrative officers could replace expatriates, they had also accepted a measure of inefficiency that this replacement could entail. The fact is that at independence in October 1960, 60% of all senior posts in the federal civil service were held by Nigerians". Nigerianisation of the civil service which was inseparable from the demand for political independence eventually produced a strong bureaucratic leadership. In spite of public criticism of the federal civil service and top civil servants as being powerful, evidence shows that attempt to diminish their stature through purges carried out in 1975 and 1984 only tended to weaken civil service performance.

The concept of economic development has changed the complexity of civil service administration and provides a new yardstick to evaluate the performance of civil servants. As Grant has remarked, development administration is distinct from the administration of law and order, the former having to do with the process of formulating and implementing policies to achieve development goals<sup>12</sup>. The study has shown that the nature and scope of development in a country like Nigeria tends to heighten public expectations and hence the performance of the federal civil service and has also helped to politicise it.

In his assessment of the role of politics and development, John M. Ostheimer discusses the first National Development Plan 1962-1968 as a form of central planning which he said is derived from the habit of people who had become accustomed to the central role of the colonial government. The choice of Professor Wolfgang Stolper a non-believer in central planning to head the team of economists responsible for the Plan reflected the political leaders' ambivalence with such a development approach. Ostheimer refers to R.H. Green's argument that the Plan was a weak one due to bureaucratic and political coordi-

nation especially from the northern part of Nigeria. In contrast to the second Plan published in November 1970, the role of Nigerians in bureaucratic offices and in important advisory positions such as the National Economic Planning Advisory Group increased the desire for planning as a strategy for social transformation and change<sup>13</sup>. This role by the federal civil service in fashioning a better planning strategy than the first Plan should be understood in its political context. As noted by Ostheimer while the Guideposts for the Second National Development Plan published in June 1966 emphasised the central role the federal government was to play, the replacement of Ironsi's regime by a more conservative group did not minimise the desire to centralise economic policy, thanks to the role of the civil service<sup>14</sup>.

Data has shown that manpower in the federal civil service has grown from 63,734 in 1970 to 231,802 in 1980, an increase of 264%. The main increases were in 1975 and 1980 where the first is marked by increased number of Ministries and activities created as a result of increased earnings and revenue from oil and the second because of the introduction of the civilian presidential system of government after thirteen years of military rule. It is significant for this period that many more government agencies and companies were established such as the Nigerian National Petroleum Company. This provides one important variable in assessing the variety and nature of civil service work and functions in view of the policy, organisational and manpower placement activities involved in setting up such agencies.

When compared with the period of military rule, the civilian period is marked by an exceptionally increased placement of the clerical and manipulative cadres of staff by about 50% each. On the other hand, placement of the administrative, professional and executive cadres was increased by 18%, 27.8% and 44.8% respectively. The percentages confirm that recruitment and placement of staff delegated by the Civil Service Commission were easily influenced by the politicians who responded to unemployment problems in their constituencies. The relatively low number of the administrative and professional officers is partly explained by the fact that vacant posts in the two classes are relatively small due to budgetary constraints. Entry qualification requirements are also higher for the recruitment of these category of officers, but there is no shortage of qualified candidates.

### Analysis of Selected Variables

Some key selected variables are used to further analyse the findings in this study. These can be classified as dependent and independent variables. The first category include manpower or civil servant, performance, behaviour, job positions, placement, utilization, productivity, motivation and qualification. The second category include civil service, the ministries, transfers and postings, secondments, training, administration, ethnicity, communication, policy and implementation processes. The two sets of variables provide the main analytical tools in understanding whether manpower placement and utilization in the federal civil service are appropriate when compared with other bureaucratic and non-bureaucratic organisations. Such analysis should clarify the organisational and personnel management process of the civil service and to explain the difference between a civil servant and a public servant. As far as the federal civil service is concerned the variables have helped in theoretically prescribing standards of modern personnel management and at the same time helped to identify the actual personnel management practice in vogue. A comparison between our model and actual practice should yield certain evaluative and prescriptive statements that could throw more light on our understanding of the state of manpower placement and utilization in the present federal civil service.

### Significance of data on staff placement and utilization

The variables are selected because in the realm of administrative science, the subject of manpower and productivity of staff provide a frame of reference for evaluating the theory of separation of administration from politics or their fusion. As noted earlier the dichotomy is only useful as a legal prescription of what civil servants can do and what belongs in terms of division of labour to the politicians as public officers. The critical issues in such division of labour is to ensure continuity of administration which civil servants as permanent career staff can provide as compared to the politician's highly volatile and limited tenure in the civil service. As the survey shows, 20.3% of some civil servants have been in the service for more than twenty-two years. An average period of stay for a Minister can be estimated at three years. Civil Service

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TABLE 12  
SIZE OF MINISTRIES / FUNCTIONS RELATIONSHIPS

Ministries/Departments	!	1975	!	1982	!	% Increase over 7 years
Police	!	48,829	!	92,974	!	47.5
Communication	!	13,743	!	33,744	!	59.3
Finance	!	11,782	!	21,870	!	46.1
Internal Affairs	!	9,352	!	17,539	!	46.7
Education	!	6,123	!	7,982	!	23.3
Transport	!	5,481	!	1,171	!	-368.1
Works	!	5,336	!	14,719	!	63.7
	!		!		!	

The Table indicates that the seven ministries selected are large by any standard and that their functions are in the social sectors namely police, internal affairs, education, transport, works and communication which is partly social and partly economic. The high percentage staff increases for these Ministries and the Police over seven years, emphasize both its social and economic importance for a modern economy and a developing country like Nigeria. On the other hand, the decline in the number of civil servants placed in the Ministry of Transport since 1975 by 368.1% indicates that as a federal function, it was being constitutionally devolved on the state governments. It should be noted that police, communication and internal affairs are exclusive federal functions under the constitution.

Another important placement significance shown in Table 12 is that the seven ministries provide the federal government its strong presence in all parts of the country. The seven functional areas except the Police, Communications and Internal Affairs which are on the exclusive legislative list are on the concurrent list. The state governments therefore compete with the federal government to provide those services. It can then be appreciated that apart from the number of Ministries created at the federal headquarters in Lagos and the number of civil servants placed in them, each of the Ministries endeavour as a matter of policy to establish offices in the states so

that they could better perform their functions efficiently, economically and otherwise. By implication the overall federal civil servants placed in all ministries and departments varied upwards when more states were first created in 1967 and again in 1975. This should be the case with the creation of additional two states in September 1987.

Using 1976 as a base year, Table 13 derived from Table 7 provides information on the cumulative total as well as percentage increase of federal civil servants placed in the nineteen states of the federation for a period of four years 1976-79. A look at that Table shows that after 1976 and 1977 when the difficulties of staffing the new state structure would have been overcome, the number of federal civil servants transferred to these states began to increase. The number for Lagos which is the headquarters slightly diminished in 1976 justifying the transfer of civil servants of relevant state origin to the newly created states. In 1977 the number in Lagos began to rise with a percentage increase of 11.8% over the figure for 1976. The five states with increases of over 49% namely, Bauchi, Benue, Niger, Ogun and Ondo are states that received fewer federal civil servants in 1976 as shown in the accumulated total for the four year period. They should be distinguished from states like Anambra, Imo, Kaduna, Kwara and Lagos with both high cumulative totals and percentage increases. It is evident that the total number of federal civil servants was greatly influenced by the increase in the number of states created in the country. The relative balance in percentage increases emphasise the political necessity for the federal government to be present in those states and to maintain that balance relative to their size, population and economic activities or both.

TABLE 13

THE PLACEMENT OF FEDERAL CIVIL SERVANTS IN THE STATES  
OF NIGERIA - 1976/1979

States	Total 1976-1979	Average Totals Over 4 Years	Percentage Increase Over 1976
Anambra	26,020	6,505	46.8
Bauchi	11,831	2,958	49.3
Bendel	28,446	7,112	33.1
Benue	16,157	4,039	51.7
Bornu	17,801	4,450	11.7
Cross River	24,791	6,198	15.6
Gongola	14,600	3,650	29.0
Imo	22,039	5,510	43.2
Kaduna	37,656	9,414	54.1
Kano	27,409	6,852	34.7
Kwara	22,564	5,641	44.8
Lagos	241,438	60,360	44.1
Niger	11,520	2,880	54.8
Ogun	13,485	3,371	63.0
Ondo	10,317	2,579	62.7
Oyo	36,202	9,051	39.7
Plateau	21,123	5,281	39.8
Rivers	21,159	5,290	24.8
Sokoto	17,743	5,290	21.1
	622,301	155,575	764.0 (Average 40.3%)

Source: Compilation from Table 6, Chapter 4, p. 160

The second independent variable which is the number of job positions available in a given budget year affect the number of civil servants placed. Job positions are determined by the approved functions to be performed by all government agencies by the Ministry of Establishment based on the projected revenue determined by the Ministry of Finance. Since the Ministry of Establishment creates the authorised job positions before recruitment takes place, it is safe to state that the number of civil servants placed depend on the number of job positions available.

The third variable is the structure of the civil service itself which has to do with the operating political system in the country and the personal philosophy of the Head of State or Government who is legally the Head of the Civil Service. Reform of the civil service can

either result in the merging or abolition of ministries and the creation of new departments as in 1975, 1979 and 1984, and the purge of 11,000 civil servants in 1975. The key elements in the cases mentioned were the placement or displacement of manpower including unjustified removal of experienced staff. The changes in the number of ministries through mergers in 1984 were as follows:

Water Resources	into	Agriculture
Science & Technology	into	Education
Cooperative & Supply	into	Trade
Trade	into	Commerce and Industry
Housing	into	Works & Housing

The Office of the Head of the Civil Service of the Federal took over the functions of the Ministry of Establishment which was abolished as a Ministry in October 1979. Within the Office, some departmental functions were reallocated. The structural changes saw the appointment of both the Secretary to the Government and the Head of the Civil Service. These structural changes affect manpower placement in several ways as each of the public officers carry out minor or major personnel changes in their respective offices.

Research findings on staff utilization taking into consideration other dependent variables such as productivity, performance, behaviour, motivation and qualification show that civil servants are administrative agents of the state. Their productivity and performance can be assessed based on several normative criteria since it would be difficult to quantify their output directly because these are predominantly service output. Some of the indirect output that can be considered as a measure of performance are:

- i) the relative peace and stability prevalent in the country based on the citizen's ability to freely associate, speak and act in accordance with law;
- ii) citizens' satisfaction with the efficiency of public services created by government;
- iii) economic growth and per capita income based on how economic policies and structures are favourable to individual citizens' ability to create wealth, goods and services;



- iv) advancement in science and education based on policies that favour tertiary and various forms and levels of educational, cultural and civic activities which provide and sustain the nation's qualified manpower for its development.

These normative performance criteria for the civil service underline the fact that its outputs become inputs for other public and private sector activities in the country. Such outputs are mostly in the form of policies, actions and the implementation of various regulations and laws in favour of different categories of citizens. This aspect of regulatory functions of the civil service is performed by almost all levels of the staff hierarchy. How those decisions are implemented could sometimes become a political issue especially where a particular interest group is favoured and dissatisfaction is publicly expressed by either an individual or private agency. In carrying out this aspect of functions civil servants tend to be cautious and secretive with each staff seeking a higher approval level for his recommendations in order to be politically protected from blame.

A strong correlation therefore exists between the frequency in which changes occur in the composition of governmental ruling elites and the changes that are effected in the structure of the civil service, notably the number and type of Ministries in existence. This situation usually lead to mass movements of personnel to effect the structural changes. In the process, there is bound to be a displacement of trained and experienced staff whose new postings may not match their existing job profile. Productivity as a variable is therefore inversely correlated with job placements in a particular Ministry. It will tend to rise if placement matches both job specifications and personnel qualifications and falls or stagnates if placement do not match jobs with the qualification profile of personnel.

If we then assess whether manpower in the present federal civil service have been well placed and utilised some evidence is required from the available data weighted against the four indirect performance outputs indicated. For example, the productivity of the Police and Immigration continues to attract public criticism which is an indication that their internal organisation and training requires

constant attention. Likewise, the efficiency of public services like electricity, water and telephones are a far cry from what it should be. Since the civil service is directly or indirectly managing and supervising these services, questions on the productivity and performance of the latter becomes a source of public criticism on the former.

This method of assessing performance in the civil or public services is more fruitful in that it attempts to measure group or organisational performance in this case Departments, Ministries and the Civil Service as a whole. Cadwell affirms that this has obvious advantages over attempts to measure the impact of training upon individuals<sup>15</sup>. Rather than ask the difficult question of how training had in fact changed the performance of individuals, he thinks that it should be presumed that all other things being equal, the training was effective. Respondents in the survey have confirmed this when 75.6% said the impact of training on their skill performance was a great deal.

There is also a clear correlation between training programmes and improved performance provided post-training placement is right. Research data shows that performance is weak although many more civil servants have been trained. This happens because of the many intervening variables such as frequent movements of civil servants in their posts. This affects mainly the administrative and executive officers who constitute 3.5% of the civil service work force and share directly with the politicians the task of policy formulation. Since post-training placements present a major problem to manpower utilization because of the differing value judgements as to the intended results of a training programme<sup>16</sup>, Nwobuosi's Mutual Expectation Learning Transfer model (MELT)<sup>17</sup> if applied should partly ameliorate the situation. The model requires an agreement between the trainee and his supervisors to be reached as to the expectations of the training programme on return to work.

In terms of motivation to carry out these sensitive political but administrative duties, the research has sufficient data reported in the preceding paragraphs to confirm that such motivation factors are varied. Direct questionnaire survey of some civil servants on this subject indicates that some motivational factors shown in Table 26 were more important than others. A ranking of nine selected motiva-

tion variables showed that both in terms of absolute number of respondents (76) and percentage 53.1%, job security was first followed by training opportunity (21.9%), job satisfaction (25.2%) and work contents (29.8%). It should also be explained that the number and percentages relate to rankings randomly made by respondents over the nine motivation factors.

The result shows that civil servants regard the civil service as a large organisation where they have job security, job satisfaction and the opportunity to gather experience in various fields through occasional postings from one ministry to the other. Job security and job satisfaction were ranked first and second because of the decisional power associated with civil service work affecting all levels of society. Protection from blame which anonymity gives civil servants in the actions and decisions they make was ranked eighth. This factor emphasises that administrative power in vital policy areas could be made without the risk of being identified by the public except when a subject becomes open to public enquiry. Understandably, training was ranked second as an important factor the more so since the population surveyed is the major recipients of management training. Subsidized accommodation was ranked sixth because of its social importance and being a non-wage incentive. It shows that this factor makes civil servants, particularly of the grade surveyed, less worried about their salaries which compared with other jobs in the private sector are relatively low. It is therefore strongly correlated with salary which has been ranked last and as a factor was preceded by free medical care which is also a non-wage benefit.

It is however noted that job security which in most people's consideration is a key factor in accepting civil service jobs has been ranked first. This high ranking is made because civil servants perceive highly the security of their jobs and tenure. Since the survey was taken in 1982 during the civilian regime, it can be said that civil servants did not consider their jobs less secure under civilian government than under the military. One is therefore tempted, considering that all the motivational factors influence productivity, to single out job security as a main indicator of the morale of the civil service at this point in time.

Although the motivational hierarchies just analysed point to role orientation as perceived by civil servants, they do not conclusively signify the level of the contribution to performance. The relationship between incentive system and performance has been treated by Robert Price in his analysis of the Ghanaian civil servant's role orientation. He notes firstly that an absence of performance goals in the role orientation of administrative personnel could be counteracted by an internal incentive system that is structured to encourage output. On the examination of the structure of rewards he noted that the internal incentive system reinforced the lack of performance orientation manifested by its personnel.<sup>13</sup> He attributed the situation to the lack of clarity of the criteria on which performance was being judged. While the Ghanaian Civil Service regulations emphasise performance, efficiency, qualification, seniority, and experience for upward mobility, the actual criteria used, he observed, were either unrelated to performance standards at all or were related in a manner that cannot be subjectively operationalised and linked to precise standards by the personnel who are subjected to them.

The Nigerian federal civil service exhibits the same behavioural traits as regards performance standards. Job descriptions where they exist (see Appendix II) is only a listing of duties that can be performed. They do not state any criteria on which performance of staff will be measured. Evidence of lack of such a standard is the number of aggrieved civil servants who protest to the Civil Service Commission when they are excluded from a given promotion exercise. Among other reasons for such protests is the apparent subjectivity of the criteria on which their colleagues were promoted. It is also an indication that the present performance evaluation system is weak due to poor definition of job performance criteria. Promotion represents an opportunity to have responsibility at a higher level and the increase salary attached to the new responsibility itself becomes an internal reward system and a motivation for higher performance.

When qualification as a variable and its impact on manpower utilization in the civil service are considered, data supports the fact that it receives more attention as a recruitment criteria to the professionals compared with administrative and executive officers. Qualification and placement emphasised their experience and

suitability for specific jobs on professional grounds. It should be explained that the number of professionals (12.5%) administrative and executive officers (3.5%), the clerical, junior technical and manipulative (43.4%) constitute the main administrative manpower of the civil service with a total of 158,313 or 59.4%.<sup>19</sup> The balance of 108,032 or 40.6% constitute the police, immigration and prison officers who are engaged mainly in the maintenance of internal security, including the security of international borders. The basic entry qualification for these categories is a general education but after they receive training on their specific fields, they become "professionals" by occupation. Respondents of the survey of this group of civil servants confirm a preponderance of BSc. Economics (39.9%), Ordinary Level G.C.E (19.6%) and Bachelor of Arts (13.3%) and various Diplomas (9.1%) as entry qualifications they have used as entry into the civil service. The G.C.E. 'O' and 'A' Levels then correspond to basic entry qualification for semi-technical jobs such as the police, immigration, prisons and customs.

Entry qualification as a variable has a direct correlation with placement of all civil servants and points to how they are utilized. It is possible to appreciate that administrative duties in the federal civil service strictly speaking are performed by the administrative, professional, executive, external affairs, and clerical officers including the manipulative staff. The utilization of civil service manpower can therefore be divided into two broad categories - the administrative functions and the internal security functions. The first corresponds to the formulation of public policy, the administration of public services, interpretation of administrative regulations and policies and the management of social and economic development. The second corresponds to the maintenance of law and order, the control of alien immigration into and out of Nigeria, the control of prohibited goods including weapons and the collection of revenue of imported goods as part of economic security and protection of internal production effort from unnecessary competition.

As a dependent variable, qualification as a basic factor for entry into the civil service can be improved and enhanced by training. For the administrative and executive officers it assists them to become more proficient in the administrative and management control functions; for the professionals, further training exposes them to developments in their respective fields and enhances their professionalism. The sub-professionals through further education and training become full professionals thereby increasing their productivity and promotion prospects; for the security staff, training makes them more proficient and helps in acquiring occupational career and status in government which their entry qualification did not initially provide.

#### Research Findings on Manpower Placement and Utilization

These findings show that the federal civil service holds a large body of staff who are sometimes initially well placed according to their entry qualifications. It is evident that subsequent placements to correspond with and match acquired qualifications and training are deficient due to inadequate information structures, organisational deficiencies and ineffective personnel management. This is true of the administrative, executive and clerical categories of staff whose subsequent placements are guided and dictated by a generalist philosophy rather than job-suitability profile and geopolitical considerations. In respect of the professionals, they seem to have the best job placements since an accountant or a lawyer will always occupy his professional post whichever Ministry or department he is placed. The non-administrative professionals like police, customs and immigration also are suitably placed in their posts wherever they are posted in the country although they perform the same duty but with a higher decisional responsibilities throughout their career. It can be said that although the professionals in the civil service are relatively well placed in their jobs than administrative, executive and clerical grades, maximum utilization of all grades remain a problem in relation to motivation.

The implication of these findings for civil service manpower placement and utilization tend to be varied. Each of the two categories of manpower can be assessed separately. The fact that the federal civil service has administratively supported the Nigerian

political system is without question. It has in spite of several crisis and destabilisation of the system through unsuccessful elections, censuses and coups maintained its impartiality and the continuity necessary to sustain the nation state. This has been true of the higher level civil servants who, as administrative officers, are both advisers in policy and political issues as well as executors of those policies.

Examination of specific cases of manpower utilization shows that the Service in terms of its size is not optimally using them due to several factors. These include political influence on placement of senior supervisory staff; post-training misplacement due to the lack of rigour in job position definition, lack of analysis of functions in tune with changing international and internal economic and social environment; weak training objectives and identification especially for the executive and clerical cadre of staff; weak supervision and management of government parastatals and public services as an extension of the civil service; poor personnel and manpower budgeting which permits in some cases an unnecessary inflation of staff strength in Ministries even when existing job contents would have changed; lack of performance criteria which leads to cases of undeserved promotion and the consequent demoralisation of deserving staff concerned; an unbridled pursuit of a "generalist approach" among the administrative/executive cadre of civil service staff whose frequent postings and transfers put them in a continuing chaotic learning process. The situation also weakens sound policy advice in respect of the new activities they undertake and leads to criticism in the private economic sector of the country who feels the impact of such policy failures. In the external and diplomatic fora frequent staff placement and misplacements combined create a lack of professionalism and incoherence in external relations management. Cases of under-utilization can be observed in most administrative activities since there are no revision and abolition of obsolete functions.

The research has highlighted three major organisational and productivity deficiencies. The first is that although work is organised on the basis of Ministries and Departments corresponding to clients served or functions performed, the organisation of the central personnel agencies (compare Figure V with our model Figure III) do not permit adequate information processing to support placement of

staff throughout the Service. To that extent they have not been optimally utilized. The Administration Department which performs the functions of personnel at the level of the Ministry, is also not properly organised and its staffing do not reflect this important role. The result is that job placements in the Ministry and general control and coordination of staff placement and utilization at the central personnel agencies, are weak and unprofessional. The management of these important activities are in the hands of administrative officers who are non-specialists in personnel administration. It is also found that there has not been an attempt to convert the general entry skills of staff managing these functions into career ones just as the police, customs and immigration who are specially trained in their duties.

Another significant finding the study has shown is that the civil service is an agency of government and that the type of organisational structure it has is determined by the philosophy of the governing political elites. Placement of manpower especially senior civil servants and key political advisers are deeply affected by geo-political developments in the country. These include the appointment of senior career staff from state civil services into the federal civil service without regard to experience and seniority of serving officers. The attempt to obtain balance and even representation in the civil service for all sections of the Nigerian community although a political necessity weakens performance because the effect of such placements on the morale and performance of staff is crushing. It is deeply resented by those who are superseded and such staff cannot be said to give the best of their skills.

Furthermore, there is a significant finding that the administrative, executive and clerical officers as non-specialists are more prone to being under-utilized in the civil service if they are poorly placed in their jobs. The training given to them as generalists like their British counterparts and their frequent postings make them only broadly familiar with the general administrative functions of government. Their basic orientation is advisory and administrative, dealing mostly with the issues of the day. Job functions do not relate directly to any specific goal and as such productivity is measured in terms of broad objectives and outputs which go to facilitate the work of government. To the extent that these broad objec-



tives are not attained, it is possible to point to some weaknesses of individuals or the civil service institution. When respondents were asked whether they agreed with the generalist approach of utilizing the services of non-professional administrative officers, 53.7% said 'yes' while 46.3 said 'no'.

On the whole it appears that the size of the civil service in relation to its performance could be reduced. As most students of public administration will admit the employable number in the civil service is political and goes beyond such contemplations known to private organisations in maintaining a work force tailored to its profit level. Governments however are not oblivious of the new requirements for higher level performance in its services.

#### REPORT AND ANALYSIS OF SURVEY RESEARCH ON FEDERAL CIVIL SERVANTS

This part of the chapter presents an analysis of the data derived from a survey conducted among civil servants in some selected Ministries of the Federal Civil Service. The data had been processed through the computer and the tables have been compiled therefrom. Information from the analysis of data is presented in four main sub-headings namely:-

- i) the personnel profile of the respondents emphasising their job placement, Ministries and Department.
- ii) career and job placement history of respondents in Ministries and Departments of the Service since their recruitment;
- iii) training and types of training with qualifications obtained during the service career;
- iv) opinion of respondents on factors of work motivation, placement and utilization in the federal civil service.

### Personnel Profile

The population surveyed consisted of 78.7% male and 21.3% female of which 83.0% had marital status and 17.0% were unmarried. In the eleven Ministries surveyed which represented 30% of the entire number of Ministries in the federal civil service in 1982, 27 civil servants in National Planning responded followed by Cabinet Office (22) and Office of the Head of Service (21) representing 18.3%, 15.5% and 14.8% respectively. Table 14 shows the eleven Ministries, the number of civil servants that gave valid responses and the respective percentages. A higher level of responses could have been recorded if most of the respondents had successfully completed all parts of the questionnaire. It must be stated that the Ministries shown in the Table are those where the respondents were placed in 1982 when the survey was taken. The research also sought to know the state of origin, sex and marital status of the respondents. These information presented in Table 15 show that respondents surveyed are indigenes of fourteen states out of the 19 that existed in 1982. Five states - Ondo, Ogun, Oyo, Bendel, Imo and Anambra among themselves had between 20.3% - 9.5% of the respondents and Lagos and Kwara states had 7.3% and 5.9% respectively.

TABLE 14

MINISTRIES IN WHICH RESPONDENTS WERE FOUND IN 1982

<u>Ministry</u>	<u>Total Respondents per Ministry</u>	<u>Percentage</u>
Health	2	1.4
Industry	16	11.3
Aviation-Transport	11	7.7
National Planning	27	18.3
Finance	14	9.9
Establishment	5	3.5
Works	7	4.9
Head of service	21	14.8
Cabinet Office	22	15.5
Commerce	17	12.0
Internal Affairs	1	0.7
TOTAL	143	100.0

vely. This is evidence that two major ethnic groups - Yorubas and Ibos formed the majority of civil servants surveyed. The sex of the respondents showed 78.7% as male and 21.3% female. Also 83% of the Officers were married while only 17% were single.

Career and Job Placement history since Recruitment

It was vital for the study not only to know which Ministry the respondents were in 1982 but to trace their various placement history since their recruitment. Data in Table 13 shows that respondents were first appointed following recruit-

TABLE 15  
STATE OF ORIGIN OF RESPONDENTS

<u>States</u>	<u>Numbers</u>	<u>Percentage</u> (%)
ONDO	30	20.3
OGUN	20	12.9
OYO	18	12.9
IMO	9	11.6
BENDEL	15	10.9
ANAMBRA	13	9.5
LAGOS	10	7.3
KWARA	8	5.9
KANO	1	0.7
KADUNA	2	1.4
SOKOTO	1	0.7
NIGER	1	0.7
RIVERS	17	2.3
CROSS-RIVER	19	2.9
TOTAL	143	100.0

ment and placed in 27 Ministries such as National Planning (20.4%), Transport and Finance (10.9%), Works (10.2%), Commerce (10.2%), Industry (9.5%), Head of Service (5.1%) and Defence (13.6%). The rest of the 19 Ministries had respondents between 1.5% for the Ministry of Health to 0.7 for Public Service Commission. The Table also shows the data recorded by respondents on their transfers among Ministries since recruitment.

After the first placement Ministry, following recruitment the Table shows the frequency of transfers experienced by the respondents. In the first transfer since recruitment, it is noticed that a larger percentage occurred in the Cabinet Office (6.3%) followed by National Planning (5.1%) Finance Establishment and Industry (4.2%) Works and Head of Service (3.5%). The second

**TABLE 16**  
**TRANSFERS AND PLACEMENTS IN MINISTRIES**

[illegible]

transfer was significant in Head of Service (3.5%), Transport and Cabinet Office (2.8%) Planning, Finance, Works, Civil Service Commission and Commerce (2.1%). The third transfer was significant for Finance followed by Transport, Planning, Civil Service Commission and Commerce. What is more significant in Table 13 is that at least 1.4% of the respondents were on transfer six times since their initial recruitment and placement. In other words, they had been at work in seven different Ministries by 1982. Significant also is the fact that a progressively higher percentage from 48.3%-98.6% were not affected by the transfers between 1960 and 1982. This is because taking the population as a whole there are those core Officers in Ministries who are not affected by transfers.

We also analysed the data to relate the transfers in Table 16 to the periods when they occurred. Table 17 indicates in the first place that the highest percentage of respondents (50%) were recruited between 1971-80 and 20.9% between 1961-1970. Between 1981-1982, the number fell to 19.7%. It is worthy to note that up to 1960 recruitment was 9.4% reflecting the colonial parsimony towards recruitment into the federal civil service. This date can also be related to the personnel profile of respondents to demonstrate their length of stay in the service. As for the transfers, it is observed that the highest percentage (33%) occurred between 1971-80 and 10% in 1981-82. Up to 1960 only 2% was recorded while 7% is shown for 1961-70. Subsequent transfers for each period analysed showed a decline while a correspondingly rising percentage is recorded for respondents who were not affected by such transfers. There is therefore a direct correlation between the size of personnel recruitment and their transfers to other Ministries and also the different functions they perform in the federal civil service.

Since the personnel transferred to the Ministries were subsequently placed in Departments, the survey sought to know which of the Departments respondents were placed and what type of jobs were held in the new Ministries they were transferred. Table 18 indicates the Departments with at least 1.5% of respondents at first appointment. The Department of Administration was the highest at 22.6% followed by 15.4%, 7.0% and 2.1% during subsequent transfers. This confirms the assumption that the generalists in the Administrative Class who were likely to be placed in the Administration Department were affected by transfers than any other class of civil servants.

TABLE 17

PERIODS IN WHICH TRANSFERS OCCURED

Year	Recruitment (%)	First Transf. (%)	Second Transf. (%)	Third Transf. (%)	Fourth Transf. (%)
Up to 1960	9.4	2.0	0.0	0.0	0.0
From 1961 to 1970	20.9	7.0	2.8	1.8	0.7
From 1971 to 1980	50.0	33.0	16.6	6.0	2.1
From 1981 to 1982	19.7	10.0	5.1	2.6	1.3
persons not affected by the transfer	-	48.0	75.5	89.6	95.9
TOTAL	100.0	100.0	100.0	100.0	100.0

On further examination of the data on transfers and movements between Ministries and Departments in Table 19 such as Economic Department (4.5%), Economic Affairs (3.8%), Domestic Trade (3.0%), Establishment (4.5%) and External Finance (2.8%) it is evident that these are largely staffed by generalists because these Departments are not in themselves specialist Departments when compared with Accounts (6.0%), Mechanical/Electrical Engineering (2.3%), Treasury (3.0%), Statistics (1.5%), National Laboratory Service (5.5%), Customs and Excise (2.3%). A comparison of the non-specialist Departments with

TABLE 18  
DEPARTMENTS OF RESPONDENTS IN 1982  
TO WHICH THEY WERE TRANSFERED

	<u>Total Respondents</u>	<u>Percentage (%)</u>
1. Administration	25	20.0
2. Foreign Trade	4	2.9
3. Domestic Trade	3	2.2
4. Macro-Economic	3	2.2
5. Economic Affairs	5	3.7
6. Accounts	6	4.4
7. Agro Allied	2	1.5
8. External Finance	4	2.9
9. Policy and Management	8	5.9 -
10. Establishment	20	14.7 -
11. Budget	8	5.9 -
12. Library	1	0.7
13. Development Accounting	1	0.7
14. Economic	6	4.4
15. Treasury	1	0.7
16. Agriculture & Industry	1	0.7
17. Agriculture & Research	2	1.6
18. National Planning	1	0.7
19. Commerce and Industry	1	0.7
20. Civil Aviation	3	2.2
21. Price Control	2	1.5
22. Home Economics	1	0.7
23. Manpower Board	2	1.4
24. INT	1	0.7
25. Utility General Administration	1	0.7
26. Planning Office	1	0.7
27. Social Service	2	1.5
28. Central Planning Office	2	1.5
29. Public Service	5	3.5
30. Transport	1	0.7
31. Lands	1	0.7
32. Banking	1	0.7
33. Executive Management	1	0.7
34. Exchange Control	2	1.5
35. Production Price & Income Board	2	1.5
36. MTCC	2	1.5

the specialist ones in terms of subsequent transfers reveal a higher rate of frequency by the former over the latter. For Example:

TABLE 19  
COMPARISON OF TRANSFER FREQUENCY AMONG  
SPECIALIST AND NON-SPECIALIST DEPARTMENTS

	<u>% at Recruit-</u> <u>ment</u>	<u>1st</u> <u>Transfer</u> (%)	<u>2nd</u> <u>Transfer</u> (%)	<u>3rd</u> <u>Transfer</u> (%)
<u>NON-SPECIALIST DEPARTMENTS</u>				
Economic Department	4.5	1.4	2.1	-
Economic Affairs	3.8	0.7	-	-
Domestic Trade	3.0	0.7	-	-
Establishment	4.5	2.8	0.7	-
External Finance	2.8	0.7	-	-
<u>SPECIALIST DEPARTMENTS</u>				
Accounts	6.0	-	1.4	-
Mech/Elec. Engineering	2.3	-	-	-
Treasury	3.0	-	-	-
Statistics	1.5	0.7	-	-
National Laboratory Service	5.5	-	-	0.7
Customs & Excise	2.3	0.7	0.7	-

Related to first recruitment placement is the entry qualification that enabled respondents secure their jobs. Data shown in Table 20 indicates 19 different job entry qualifications with four main ones, namely, B.Sc. Economics (39.9%), Bachelor of Arts (13.3%), Ordinary Level G.C.E. (19.6%) and various Diplomas (9.1%). It should be noted that sixteen other degree and certificate qualifications shown in the Table ranging from M.Sc Economics, Master of Arts (M.A.), Master of Business Administration (MBA), Ordinary National Diploma (OND) and Doctor of Philosophy (Ph.D) have a total respondent representation of 21%. Other professional qualifications such as Accounting (1.4%) B.A. Education (0.7%) and Bachelor at Law (0.7%) when compared with the non-professional ones account for a lower representation. It can be concluded that the non-professional degree certificate qualifications especially Ordinary



TABLE 20

ENTRY QUALIFICATION AT RECRUITMENT

<u>Qualifications</u>	<u>Respondents (%)</u>
1. Ordinary level	19.9
2. Advanced level	2.8
3. Diploma	9.1
4. B.A. Education	0.7
6. B.SC. Economics	39.9
7. Bachelor of Arts (B.A)	13.3
8. Master of Arts (M.A)	2.8
9. Master of Science (M.Sc)	2.7
10. PH.D.	1.4
11. Accountancy	1.4
12. D.SC.	0.7
13. Bachelor of Commerce	0.7
14. Elementary Certificate	0.7
15. M.B.A.	1.4
16. Bachelor of Law (Inter.)	0.7
17. M.P.A.	0.7
18. O.N.D.	0.7
19. GRADE 1	0.7
	<hr/>
TOTAL	100.0

and Advanced Level G.C.E. provided basic qualifications for entry into the specialised professions. Our conclusion is based not only on the positive relationship between Tables 18 and 20 but also on empirical knowledge of recruitment requirements in the Nigerian labour market.

In terms of the time and period of recruitment of the respondents into the Service, four main periods are identified. Table 21 shows that those recruited before 1960 are 9.8% and have been in the service for 22 years while those who

TABLE 21

PERIODS IN WHICH RESPONDENTS WERE RECRUITED

Year	No of Respondents	Percentage (%)
Before 1960	14	9.8
From 1961 to 1970	29	20.3
From 1971 to 1980	72	50.3
From 1981 to 1982	28	12.6
	--	----
T O T A L	143	100.0

have served between 12-22 years are 20.3%; 3-11 years (50.3%) and for the last two years before the survey 19.6%. In the Table, it is obvious that recruitment was more intensive between 1971 - 80 which also coincided with the "oil boom" period when resources from petroleum crude oil accrued to Nigeria. The larger resources helped in the expansion of th political administration of the country in respect of creation and the creation of new Federal Ministries. The stepped-up increase in recruitment during the period was influenced by these events.

The survey also found out what type of job functions were held by respondents at recruitment and subsequent transfers. The result is presented in Table 22 where 47 jobs ranging from Trade, Administration, Office Manager, Principal Accountant, Assistant Secretary to Budget Analyst are shown. The Table shows those functions that remained the same with each transfer case to another Ministry or Department. These are Administrative, Suprintendent of Registry, Assistant General Controller, Secretariat and Office Manager.

Types of Training and qualifications obtained during Civil Service Career

Performance skills training is an important means of increasing productivity of personnel otherwise called manpower utilization. Our respondents were therefore asked to indicate the various training course they had attended.

TABLE 22

JOB FUNCTIONS HELD BY RESPONDENTS  
ASSOCIATED WITH EACH TRANSFER

Job Title	1st Transfer	2nd Transfer	3rd Transfer	4th Transfer
1. Trade Functions	1.4	-	1.1	-
2. Professional	-	0.7	-	-
3. National assignment	-	-	-	0.7
4. Administrative	11.2	7.0	2.1	-
5. Asst. Secretary	-	2.1	-	-
6. Sup. of Regist.	-	-	0.7	-
7. I.E.C.	4.2	4.2	-	-
8. Confidential Secretary	1.4	-	-	-
9. Personal Secretary	-	0.7	0.7	-
10. B.C.	9.8	3.5	0.7	0.7
11. A.G.C.	2.8	-	-	-
12. S.G.C.	2.8	2.1	0.7	0.7
13. I.B.C.	-	-	-	-
14. Industrial Statistics	0.7	-	-	-
15. Health Statistics	-	0.7	-	-
16. Clerical	0.7	-	-	-
17. Tariff Research	0.7	-	-	-
18. Planning	0.7	-	-	-
19. Senior Assistant Secretary	-	0.7	-	-
20. Assistant Chief Budget	0.7	-	-	-
21. Secretariat	0.7	0.7	-	-
22. Public Finance	0.7	-	-	-
23. IASP	1.4	-	-	-
24. Local Authority	0.7	-	-	-
25. Area Officer	-	-	-	0.7
26. Assistant Secretary	-	-	0.7	-
27. Exchange Control Officer	-	-	-	0.7
28. Assistant Price Analyst	0.7	-	-	-
29. Office Manager	1.4	0.7	0.7	-

30. SNR Accountant	-	-	0.7	-
31. Assistant Chief Accountant	0.7	-	-	-
32. Recorder				
33. Senior Clerical Officer	0.7	-	-	-
34. Price Analyst	0.7	-	-	-
35. ILF of ACN	0.7	-	-	-
36. Assistant Secretary	-	0.7	-	-
37. Public Relation Secretary	-	-	0.7	-
38. EP CIP of Budget	-	-	-	0.7
39. Protocol	-	-	0.7	0.7
40. Principal Account	0.7	-	-	0.7
41. Records	-	-	-	0.7
42. Pensions	2.8	-	-	-
43. Establishment Duties	-	1.4	0.7	-
44. Budget Exam. Analyst	0.7	-	-	0.7
45. S. Professional	0.7	-	-	-
46. Management Services	0.7	-	-	-
47. C.C. Benefits	0.7	-	0.7	-
48. Not affected by transfer	48.3	75.5	89.6	95.9
<hr/>				
TOTAL	100.0	100.0	100.0	100.0
<hr/>				

Table 23 shows twenty three different training courses covering two types of training, namely, formal and on-the-job training. The two forms of training alone were 25.2% and 18.9% respectively of the training provided with 35 and 26 respondents in each case. However 21 other types of training ranging from induction, technical service, study visits, personnel management to training workshop were also undertaken. The number of those not trained in the first training period was 44.1% and up to 90.0% in the fourth training period. The training reported occurred unevenly between 1960-1982. In Table 24, the higher percentage of training courses - 34.9% took place in 1971-1980 and 4.2% in the third. For the period 1981-1982 the third and fourth training were higher than the previous years - 4.9% and 3.5% respectively. Those not trained during each training period continued to increase.

TABLE 23

TYPES OF TRAINING UNDERTAKEN BY RESPONDENTS

Types of Training	1st Training (%)	2nd Training (%)	3rd Training (%)	4th Training (%)
1. Technical Service	1.4	-	0.7	0.7
2. IBM Basic	-	0.7	-	-
3. Establishment and Organisation	-	-	1.4	0.7
4. Management	-	0.7	0.7	0.7
5. Induction	4.9	-	0.7	-
6. Position Classification	-	0.7	0.7	-
7. Salary and Wages	-	-	-	1.4
8. Formal	25.2	15.8	5.6	2.8
9. Project Analysis	-	-	0.7	-
10. UN.GATT (UNTAD)	0.7	-	-	-
12. Engineering Supritendent	0.7	-	-	-
13. Training workshop	0.7	2.1	-	-
15. On the Job	18.9	9.4	0.7	1.4
16. Rural Project	0.7	-	-	-
17. Labour Statistics	0.7	-	-	-
18. Study visit	0.7	-	-	-
19. Pers. Management	-	0.7	-	-
20. Advanced Fin. Mangt.	0.7	-	-	-
22. Teacher Training	0.7	0.7	-	-
23. Administration	-	-	-	1.4
Those not trained	44.1	68.5	88.1	90.9
TOTAL	100.0	100.0	100.0	100.0

TABLE 24

PERIODS WHEN RESPONDENTS' TRAINING OCCURRED

Year	1st Training (%)	2nd Training (%)	3rd Training (%)	4th Training (%)
Before 1960	2.8	2.1	-	-
From 1961 to 1970	4.9	3.5	4.2	3.5
From 1971 to 1980	34.9	16.8	4.2	2.1
From 1981 to 1982	13.4	9.1	4.9	3.5
Not trained	44.1	68.5	88.1	90.9
TOTAL	100.0	100.0	100.0	100.0

TABLE 25

QUALIFICATIONS RECEIVED BY RESPONDENTS DURING TRAINING

Qualification received	1st Training (%)	2nd Training (%)	3rd Training (%)	4th Training (%)
1. School certificate	16.3	12.6	5.6	3.5
2. Teacher certificate	0.7	0.7	-	-
3. Diploma	9.7	4.9	-	0.7
4. Degree	5.6	3.5	2.1	-
5. A. L.	1.4	-	-	-
6. O. L.	-	0.7	-	-
No qualification	22.3	9.1	4.2	4.9
Not trained	44.1	68.5	88.1	90.9
TOTAL	100.0	100.0	100.0	100.0

On the qualification received during training, Table 25 shows that School Certificate, Teacher's Certificate, Diploma, Ordinary and Advanced Level certificates including degrees were obtained by those trained (33.7%) during the first period of training, 24.4% in the second, 7.7% in the third and 4.2% in the fourth period. Respondents also indicated the impact of training on their skill performance. The impact was to be described using three superlatives namely, a great deal, not much, too general and whether the training led to acquisition of additional qualifications. The following responses were obtained in each of the four cases:

A great deal	75.6%
Not much	12.8%
Too general	6.4%
Additional qualification	5.2%

It would appear that those who said the training impact was not much or too general with a total of 19.2% confirm the assumption that defining training objectives relevant to performance skills still remained a problem in the federal civil service. However 75.6% positive response that training had a great deal of impact on skill performance is over-whelming evidence that it remains the most important factor in manpower utilization in the Service. It should explain more the appreciation of training by the recipients as a personal improvement than the impact per se on their skill performance relative to their jobs.

Opinion of respondents on work motivation, placement and utilization in the federal civil service

In this section, respondents were asked to give their opinion on human resource development and motivation in the service as a whole. Instead of posing questions on efficiency as was done in a related study, respondents were asked to rank selected factors that affect productivity and hence manpower utilization. Table 26 presents the result of their ranking of those factors.

TABLE 26

RANKING. FACTORS OF MOTIVATION

Selected factors of motivation	Number of Respondents	Percentage
1. Job security	76	53.1%
2. Training opportunity	28	21.9%
3. Job satisfaction	32	25.2%
4. Work content	30	29.8%
5. Free medical care	30	23.6%
6. Subsidised Accomodation	31	24.2
7. Occasional posting	31	24.6%
8. Service anonymity	32	25.4%
9. Salary	37	29.1%

Ranked first is "job security" with a total respondents of 76 representing 59.4% of those surveyed. Respondents also ranked "constant training" as the second important factor although with a percentage lower than job security. This was identified through a mixed respondents wide dispersal of choice among other factors but where "constant training opportunity" had a higher ranking among them. This ranking is also in line with the respondents' view that they felt the impact of training on their skill performance. "Salary" was ranked last with the second largest number of respondents of 37 or 29.1%. This ranking is not surprising because low salary in the public service is well-known when compared with private organisations. However, those factors such as "subsidised accomodation", "free medical care" and "work content" are considered more important than salary especially by certain grades of civil servants. "Job satisfaction" and "work content" taken together deserve the third and fourth rank made by the repondents because they are constantly making decisions that affect the lives of most Nigerians and as such the public focus on their actions are strong. The other four factors are those specific to the civil service and these either help to augment the low salary or protect the staff from blame for their errors of omission or commission.



With civil service incentive factors discussed above and the transfers and placements in Ministries where qualifications are matched with job specifications, issues of human resource development and motivation appeared sufficiently highlighted. In order to test respondents' understanding of the issues affecting manpower placement and utilization, they were requested to rank three Ministries where they thought their services could best be utilized. Table 27 presents thirty one such Ministries. If the first Ministries are considered, these are Ministry of Commerce, Finance and National Planning with 17.3%, 14.4% and 11.5% respectively for the first choice; Commerce, Industry and National Planning with 17.3%, 15.3% and 12.2% respectively for the second choice and in the third choice - Industry, Commerce and Finance with 18.9%, 15.6% and 13.3% respectively. Taking into consideration the cumulative responses for the choice of the three Ministries, the following result is obtained:

Commerce	50.2%
Industry	43.2%
Finance	38.90%
National Planning	31.50%

The above data could be interpreted in terms of the predominance of respondents with degrees in Economics and other humanities. But taking Table 27 as a whole, there are other Ministries where respondents' qualifications could lead to their being placed in them. If one then finds the average of the cumulative respondents' choice for the four Ministries figuring in their choice of Ministries, the result is 40.95%. This figure is statistically significant for the perceived matching of qualifications with job specifications than when compared with the result of actual placement of the respondents in Ministries in 1982 (see Table 14). When four Ministries in Table 14 identified with the highest respondents placement representation are examined, the average representation is 21.75%. The Ministries are :

National Planning	27
Cabinet Office	22
Head of Service	21
Commerce	17
Total	87

TABLE 27

CHOICE OF MINISTRIES WHERE REPENDENT'S  
QUALIFICATION IS MORE RELEVANT

	First Ministry (%)	Second Ministry (%)	Third Ministry (%)
1. Health	1.0	2.0	-
2. Industry	9.0	15.3	18.9
3. Aviation Transport	3.8	5.1	5.6
4. Trade	2.9	-	2.2
5. National Planning	11.5	12.2	7.8
6. Finances	14.4	11.2	13.3
7. Establishment	8.7	-	5.6
8. Work	0.7	11.2	10.0
9. Head of service	2.9	-	-
10. Youth - Sports	1.0	2.0	1.0
11. Cabinet Office	6.7	3.1	6.7
12. Education	1.0	1.0	-
13. Agriculture	-	1.0	-
14. Defence	-	1.0	1.1
15. Internal Affairs	2.9	3.1	2.2
16. Civil S. Commission	-	2.0	-
17. Customs	2.9	4.1	2.2
18. Immigration	1.0	2.0	-
19. Commerce	17.3	17.3	15.6
20. External Affairs	3.8	3.1	2.2
21. Labour	1.0	-	2.2
22. Communication	1.0	-	-
23. Water Ressources	-	-	1.1
24. Police Affairs	-	1.0	-
TOTAL	100.0	100.0	100.0

It can be concluded on the basis of the above analysis that actual placements in Ministries do not entirely match the job profile and qualification of incumbents.

It was noted that a generalist approach is practiced in the federal civil service whereby administrative officers are posted to any of the Ministries to perform advisory and administrative functions and coordinate the activities of professional staff. Respondents were therefore asked whether they agreed with this approach of utilizing the services of this cadre of staff. Those who said "Yes" was 53.7% and 46.3% said "No". The result is however close when one takes into consideration the bias occasioned by the likely predominance of the generalists in the population surveyed. The bias is evident because when asked whether utilization should be based on qualification and profession, the 62 respondents who said "No" then answered "Yes" with 81.6%.

Respondents were also requested to arrange in order of priority certain factors that could contribute to or influence optimum utilization of manpower in the service. Table 28 gives very significant responses which emphasise the importance of the factors according to the respondents' assessment. The high statistical values can be interpreted to mean that as desirable factors for optimum utilization of personnel, they are not sufficiently being used or

TABLE 28

FACTORS INFLUENCING OPTIMUM UTILISATION OF MANPOWER

	Respondents	Percentage	Adj. Frequencies
1. Job description	111	77.5	99.1
2. Job-fit-placement	110	76.9	99.1
3. Training & retraining	108	75.5	97.3
4. Management information system	105	73.4	94.6
5. Adequate staffing of Admin. Department	105	73.4	93.8

applied in the civil service. Job description for example was ranked first with 77.5% and is in accord with the follow up question which asked whether respondents were provided with job description in the Ministry they were assigned. The answer "Yes" by 80 of the respondents or 55.9% was followed by 49 respondents or 34.3% of those who answered the question. However, the type of job description given in Annex II indicates more of the administrative duties of coordination than indication of performance indicators.

The factor ranked second, namely, the matching of the right job with the right qualification during transfers and postings has been highlighted as one of the central issues of manpower placement and utilization. Respondents' answers to this question show that a lot of attention needs to be given to this issue as an important area in human resources management of the civil service. As the place of training has already been ascertained, "management information system" as the newest factor is perhaps the weakest in its application. Similarly, the importance of staffing the Administration Department so that it can play its role both as a support service and as personnel adviser to the Ministry is also confirmed in this ranking.

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## CHAPTER 6

### CONCLUSION AND RECOMMENDATIONS

The research findings and recommendations concerning manpower placement and utilization in the federal civil service are made at four levels. The first is organisational which addresses the defects of the present system and is designed to enhance staff placement and utilization. The second is training and the need to professionalise certain civil service manpower for higher productivity. The third is the placement of key personnel in order to better utilize their manpower in the federal civil service. The fourth is recommendations on personnel management techniques which include records management, policy analysis of goals and objectives of government (MBO) at the level of execution and coordination among ministries and agencies.

#### Findings on the Organisation, Structure and Functions of the Service

The organisation of the federal civil service by Ministries and Departments fulfils the criteria of organisation by functions and by clientele served. However, when the two principles are strictly applied to the organisation of the Office of the Head of the Civil Service of the Federation (OHCSF) and the Cabinet Office certain weaknesses are immediately exposed. The OHCSF performs personnel functions of the federal civil service while the Cabinet Office coordinates the entire work programme of both the federal civil service and the federal public services. The two functions need to be reorganised in conformity with the model established in Chapter 2. In the case of OHCSF, it will enable the personnel functions of personnel management as in the past to be conducted at the ministerial level because it is important that government aims and objectives be fully realised at a minimum cost through a productive and motivated work force when the Minister of Personnel Management makes relevant policies. The second is that at the highest organisational level of the Service, coordination of the productive efforts of all ministries, departments and other government agencies be efficiently managed and controlled to give effect to the realisation of government aims and objectives. Consequently, the post of the Head of the Civil Service usually occupied by one of the most senior civil

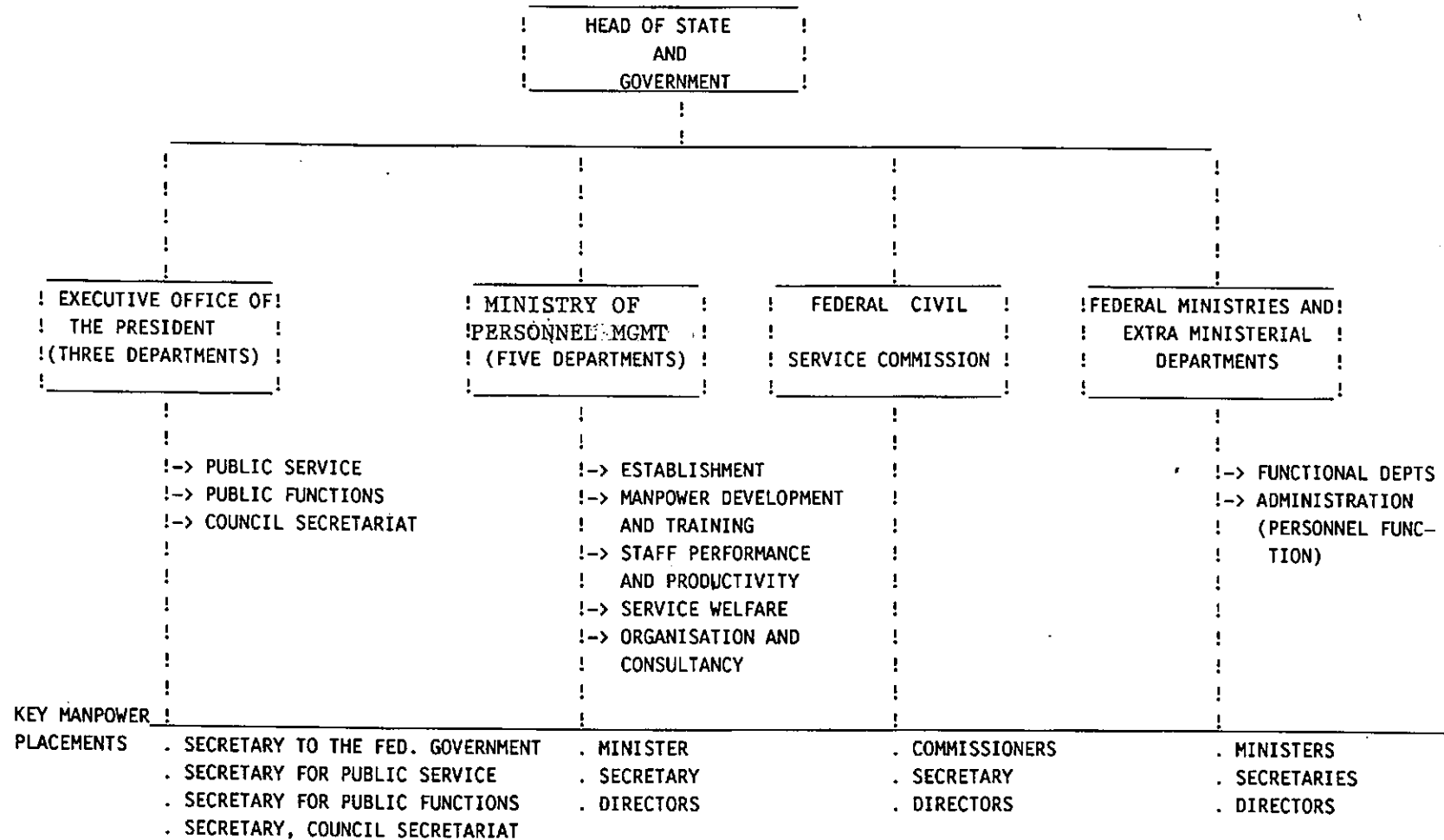
servants should be relocated. The model structure shows that the post should be placed in the Cabinet Office which should be renamed "Executive Office of the President (EOP)".

In the first place the Office of the Head of the Civil Service is at present wrongly located within the civil service organisation. The objective according to informed opinion is to place a senior civil servant as the head of the civil service in order to de-politicise personnel action and to avoid ministerial interference<sup>1</sup>. However, the functions of the civil service are essentially political and administrative and cannot be divorced completely from political influence. While the post definition of a civil servant is in theory career and non-political it should not be confused with the functions of government which for all practical purposes are political. The argument for the establishment of the OHCSF is to that extent somehow misplaced because the Civil Service Commission which is constitutionally empowered to recruit and place civil servants in all agencies of the civil service ensures that the staffing of the Service is not politicised. Our conclusion is that a re-defined limited role for the Commission itself will enable it adjudicate and receive appeals from aggrieved civil servants.

As this study demonstrates, the personnel management functions currently being performed in OHCSF are in conflict with those of the Commission if not duplicated and in certain cases the functions appear usurped. Furthermore, the political head of the civil service is organisationally the Head of State or Government. He appoints as constitutionally prescribed the Ministers who are in charge of each department of government of the civil service with civil servants placed to advise them. Personnel functions of the civil service, important as they are, cannot be excluded from this direct political control if it is to be responsible and democratic. On the organisational level therefore two important structures seem to be missing which tends to weaken civil service personnel productivity management as well as its responsibility to the public and government. These are the need to re-establish the Ministry of Establishment and the restructuring of the Cabinet Office. The alternative organisational chart for the civil service consistent with the model structure is shown as Figure Xi.

FIGURE XI

RECOMMENDED ORGANISATION OF THE FEDERAL CIVIL SERVICE  
FOR EFFECTIVE MANPOWER PLACEMENT AND UTILIZATION





Alternative Organisation, Structure and Functions for the Service

The Figure shows four agencies currently managing human resources in the federal civil service with the absence notably of the Office of the Head of Civil Service. It therefore differs from the existing organisation with five such agencies. It is our view that since there is an identified organisational and staff placement problems in that Office, a ministerial organisation should replace it and perform the human resources management functions of the Office. Accordingly, the post of the official Head of Service as distinct from the Office, is placed in the EOP closer to the political Head of the Civil Service. At EOP, the appointed Head of Service should look after not only the interest of the Civil Service but that of the Public Service as a whole. The Figure also shows three departments, two of them renamed, corresponding to the existing sub-divisions in the Cabinet Office but with re-defined functions to emphasise overall coordination, and policy analysis. The four Secretaries in charge of each Department along with the Secretary to the Government should be political appointees with appropriate career civil servants as advisers. The new Ministry of Personnel Management replaces the OHCSF and should perform most of its present personnel functions. Some of the arguments made by the Udoji Commission in favour of restructuring the former Federal Ministry of Establishment also apply here.

The restructured Ministry would then have five departments as follows:

- Establishment Department
- Manpower Development and Training Department
- Staff Performance and Productivity Department
- Service Welfare Department
- Organisation and Consultancy Department

Each of these Departments together with the Civil Service Commission, should perform and coordinate all the personnel activities of the civil service now shared among several agencies. The delegation by the Civil Service Commission of recruitment at levels 01-07 should in the first instance be delegated to the Ministry of Personnel Management to avoid individual Ministry abuse. Civil servants trained in the management of human resources should be placed in this

Ministry to assist and guide other Ministries in such recruitment. In this manner, it will be in an authoritative position to and professionally study work functions of all Ministries before recruitment and placement take place. The detailed job definition and study of work functions should reduce the present size of clerical staff whose jobs are rarely described or defined.

The five Departments in the Ministry, and under a Permanent Secretary and Directors will coordinate all the essential processes of the management of the federal civil service staff under existing Civil Service Rules and Regulations. The functions of post creation (establishment matters) and personnel budgeting will be carried out as at present. The development of manpower and training will be coordinated with staff performance evaluation and productivity assessment of some key civil service staff. The welfare and benefits for staff would be managed as part of motivation of staff so that they could better be utilized as well as increase their performance and productivity. The organisation of each Ministry and their functions would be constantly studied on a planned basis as well as provide Ministries consultancy on specific organisational and work method problems.

In this organisational setting, the relationship with the Civil Service Commission will be clear and personnel policies would be better articulated and managed. Staff placement and utilization will take a formalised pattern because all the processes are concentrated in a central agency with a ministerial control for the entire civil service. The relationship between the proposed Ministry as a central personnel agency and the other Ministries would be professional in terms of line and staff functions. As would be discussed subsequently, the assistance to the Ministries in personnel matters would be coordinated with their respective Administrative Departments where the central agency could post and place experienced staff. Communication among personnel experts in the Ministries would in itself enhance staff placement.

On the restructuring of the Cabinet Office which should be renamed Executive Office of the President (EOP) three important departments should be renamed and established corresponding to their present activities. These are:

Public Service Department  
Public Functions Department  
Councils Secretariat

The Public Service Department is to manage and coordinate personnel functions of public servants who are not by definition civil servants. This department would then be responsible for and coordinate key personnel matters affecting the civil service and public services such as public enterprises, corporations and the universities in liaison with the relevant ministries who supervise and recommend policies on them. It would also coordinate with the Civil Service Commission and the Ministry of Human Resources Management requests by public servants who wish to transfer to the civil service and civil servants who wish to transfer to the corporations and companies. Appointment of all top public officers would be processed here and this will include the appointment of Permanent Secretaries to Ministries.

The second main function of this department is the coordination of work programmes. It is clear that the coordination between Ministries in several areas of government activities which by definition constitute public service should be performed in this department. The problem of coordination which is also organisational was highlighted in the Udoji Report which noted that due to the vastness of the country the job of coordination in the Cabinet Office is difficult and complex<sup>2</sup>. It added that not only is the work of ministries to be coordinated, it is also necessary to ensure that policies and programmes of agencies that either fall outside or cut across ministerial boundaries be consistent with national goals and objectives. It observed that there were 40 senior officers (out of an establishment of 76) engaged in coordination work in the Cabinet Office and if care is not taken, the Cabinet Office would become a miniature ministry of all ministries<sup>3</sup>. It would appear that the constant decision to merge and separate the functions of the Secretary to the Government and that of the Head of the Civil Service is partly a search for a solution to this coordination problem. The problem has become compounded and the solution elusive because manpower placement at the highest level of government agency was made without an adequate structure and organisation to support the functions of coordination.

The functions of this Department, partly personnel and economic, covers those government activities which ensure that the Development Plans and the economic and social objectives of government are attained. The activities of this Department correspond in parts to the present Economic Department of the Cabinet Office.

The Public Functions Department on the other hand should be responsible for providing support services and general administration of the civil as well as the public services. By definition, the two agencies are separate organisations with different orientations and ethics but working towards the achievement of an overall objectives of government. A spokesman for the public services is necessary because public servants especially the civil servants are bound by oath of secrecy and anonymity and cannot therefore publicly defend themselves against accusations. What Udoji referred to as the effective official head and principal officer of the Civil Service matches this post definition. As a senior political appointee he is subordinated to the political will of the government. While the Public Service Department is responsible for coordinating personnel and economic matters the Public Functions Department is responsible for general administration such as adequate accommodation in the form of government Secretariats. It would coordinate these activities with the Federal Ministry of Works and Housing to ensure their maintenance, together with other facilities which are of general applicability to the proper functioning of the machinery of government.

Another main functions of the Public Functions Department is protocol to serve the President and other public functionaries entitled to protocol service including foreign visitors. The latter would be coordinated with the Ministry of External Affairs. Apart from overseeing all security agencies, the Department will organise celebrations and declare such other functions and holidays as are of public interest. It would in addition provide leadership and direction to Public Services including the observance of a code of ethics and promote good relations between politicians and civil servants. The functions of this Department partly correspond to those performed in the present Political Department of the Cabinet Office.

The Council Secretariat will continue to perform its present activities in the Cabinet Office which include receiving memoranda from all Ministries/Departments and other agencies of government. The Secretariat distributes this to members of government or Ministers and circulates decisions/conclusions taken to the respective Ministries who in the first place sought government approval for their intended course of action. The Secretariat also serves the Council of State by distributing memoranda and the conclusions of their meetings and deliberations. It is therefore the custodian of all governmental policy papers, propositions and the decisions taken on them.

In the same way as the Ministry of Personnel Management is structured as a central personnel agency of the civil service, the Administrative Departments of all Ministries should be restructured so that its staffing reflects professionalism in personnel management. As a decentralised personnel agency, it is expected that the Ministry of Human Resources Management and the Civil Service Commission and indeed the recommended Public Service Department in the Executive Office of the President will find in the executive Ministries a competent Administration Department that would coordinate with them the staffing, motivation, development and hence the optimum utilization of the skills of civil servants. In order to perform this function well, the Administration Department would have to improve the organisation of its records management using modern techniques such as microfilm and floppy discs<sup>4</sup>. A good record management facilitates internal communication on policy and personnel matters but also externally with the relevant Ministries and agencies. It is expected that the Consultancy Department of the Ministry of Human Resources Management will assist all Ministries to establish a modern administrative structure and staffing that would redress the present deplorable records management. An improved records keeping should enhance the management of the huge information processed in government offices.

The Supreme Headquarters is not shown in the Figure because its personnel functions relate to military personnel as public servants. In the unlikely event of military take-over of government, it is expected that the existing organisational set up for the Civil Service should be respected and a purge or an indiscriminate dismissal of civil servants without adequate personnel processes will be avoided.

The structures recommended is intended to facilitate the placement of civil servants in jobs that would enhance their utilization. While the Office of the Head of Civil Service of the Federation should be abolished, and the Cabinet Office renamed, their functions have been restructured to remove ambiguities and enhance coordination of functions. However the post of the Head of the Civil Service as well as Secretary to the Federal Government should be maintained within the Executive Office of the President.

Within this structure training of staff and post-training placement will be facilitated. This is because the services to be restructured are largely personnel management functions and would provide the federal civil service an opportunity to establish career status in this field as well as in its other functional fields. This would represent a movement away from a generalist approach to the placement of staff towards professionalism as a means of better utilizing the skills of civil servants. Within the new structure training of all categories of civil servants especially those in general administration would be undertaken to suit the programmes of particular ministries. The training will fall into five main fields corresponding to the functions of ministries. These are project management, commercial, trade and financial management, social and welfare management, personnel and records management including productivity management and general management and policy analysis. Such categorisation of functions will bring about a well defined training objectives which in turn will help the evaluation of training, measure its impact on the trainee, evaluate the responsibilities of the job the trainee is expected to perform and finally make a decision on his placement.

Post training misplacement will be drastically reduced since training objective has been narrowed down to the specific professions as indicated. Staff trained in project management will be found suitable for placement in Ministries of Agriculture, Works, Housing, Industries, Communication, Mines and Power, Health, Economic Development, Finance and Finance Departments of large Ministries; Ministries of Education, Labour, Internal Affairs, Social Development, Youth, Sports and Culture, Public Complaints Commission, National Population Bureau, Parliament Buildings, Judiciary and Federal Electoral Commission; those trained in personnel and records management will be placed in the Ministries of Personnel and Establishment, Federal

Civil Service Commission, Defence, Police Service Commission, Public Service Department (within EOP) and in the Administration Department of all Ministries, and other federal agencies; those trained in general management and policy analysis will be placed in the Executive Office of the President (EOP) where general policies for the civil and public services are coordinated. Officers with this training are also eligible for appointment and promotion as Secretaries for Finance and Administration in various Ministries.

These training categorisations are broad and could point to specific other training that can be identified to suit the particular functions of certain Ministries. In this manner, training then becomes the process of professionalising the civil service and a means of better placing and utilizing staff. The training categorisations recommended would result in the identification of three new areas of job specialisation under the unified salary structure. These are Personnel Management, General Management and Economics and Financial Management. The existing ones are:

- (i) Accounting & Auditing
- (ii) Legal
- (iii) Engineering
- (iv) Architectural & Draughtmanship
- (v) Customs
- (vi) Immigration
- (vii) Police
- (viii) Prisons

The three administrative functions identified in this study when compared with the other eight professions could also be professionalised. Specifically in personnel and general management, a long training leading to Associate Membership in Public Administration has been advocated<sup>5</sup>. This training would build upon the basic entry qualification of staff in social science discipline - economics, political science or sociology, for a total period of four years. The first two years will concentrate on various areas of public administration and management combining both theory and practice. Another one year will be an internship spread between the public and the private sector, the last one year would be devoted to specialisation in personnel, planning, financial management and

budgeting. Completion of the four year training will lead to a candidate being registered as a professional administrator/manager by a legally recognised National Society for Public Administration and Management<sup>6</sup>.

An important outcome of professionalising the administrative cadre of the civil service will be its desirability and acceptability among other professions in the civil service. The claim by other professions that administrators are born not made would no longer hold true because as Professor Adediji has observed "a profession cannot be recognised unless it has a body of knowledge and expertise over which it claims exclusive jurisdiction"<sup>7</sup>. The type of training prescribed for the profession he said, will provide administrators with expertise to perform specific tasks, create a desirable and intangible qualities of leadership, creativity, quick decision, ability to plan, coordinate, review and evaluate. These qualities correspond to what Udoji had recommended as an appropriate staffing of a unit for research and policy analysis in the Cabinet Office. Such a unit it said, should be multi-disciplinary and should, in view of the overriding economic and social objectives of government, be headed by either an eminent economist or administrator<sup>8</sup>. It is recommended that this unit serve the three departments of the EOP, especially the Council Secretariat where memoranda from Ministries backed by detailed and sometimes technical information are processed and the Public Service Department where economic and social policies and programmes of government are coordinated as well as the key personnel recruitment and placement.

### Conclusion

The findings in the study have largely confirmed most of the hypotheses concerning manpower placement and utilization in the federal civil service. The most important has been the deficiency in the organisational structure of those agencies and departments concerned with human resources management and coordination functions in the civil service. It has therefore been demonstrated that a close correlation exists between manpower placement which depends on efficient organisation structure and utilization which depends on efficient manpower placement. The latter is concerned with how well jobs and functions have been described and what authority and power are given to supervisors occupying those positions to elicit



productivity from their collaborators. Through coordination, overall work responsibility for productivity of the civil servants in terms of manpower placement and utilization in the recommended structure rests with the Executive Office of the President. The hypothesis that failure of government agencies to perform efficiently is largely due to the inability to make the best use of skills, experience and knowledge of staff is also confirmed based on structural and coordination deficiencies in the service.

The hypothesis that a stable constitutional government can enhance efficient placement and utilization of civil servants has been confirmed by the fact that only during military regimes have civil servants been displaced without due regulatory process. The wastefulness and loss of experienced staff no doubt weakens overall performance in the service. This situation is worsened by the fact that admission of non-career competent staff from outside the Service to replace the losses is not practised in the existing system.

The hypothesis on the problem of post-training placement is also confirmed especially that this seems to minimise the investment made on training because modern management practises that support implementation of skills acquired during training are frequently not used in the Service. This situation is regarded as a behavioural resistance to change, a phenomenon recognised in most bureaucratic organisations particularly fostered by hierarchy and belief in the sacredness of tradition.<sup>9</sup>

The findings also reveal that on professional grounds certain occupations like the police, immigration, customs, prisons and other professionals like lawyers, engineers, architects and accountants are well placed in their jobs. It does not however mean that they are well utilized when other organisational and motivational factors affecting productivity are considered.

It is then the administrative and executive officers (3.5%) that needs to be professionalised in order to be appropriately placed and utilized in their jobs. The scope and variety of state functions require that better manpower placement and utilization in the civil service be given utmost importance.

REFERENCES TO CHAPTER 6

1. This opinion was expressed by senior civil servants during interview with them.
2. Udoji, Public Service Review Commission, Main Report, September 1974, p.36.
3. Ibid, p. 36
4. These are electronic devices that store information in small plastic plates and can be easily retrieved and reproduced when needed .
5. - Adediji, A., Professionalization of Public Administration and Management, the Tenth Inter-African Public Administration Seminar held at Freetown, Sierra Leone, 31st October - 6th November, 1971.
6. Ibid, p.
7. Ibid, p.
8. Udoji, J., Op. Cit. p.37.
9. Mouzelis, Nicos P., Organisation and Bureucracy - An Analysis of Modern Theories, Routledge & Kegan Paul, 1971, p. 40.

APPENDIX I

SECRETARIES TO THE NIGERIAN GOVERNMENT AND HEADS  
OF THE CIVIL SERVICE: COLONIAL AND POST-INDEPENDENCE

Colonial Chief Secretaries

1.	D.C. Cameron	1920 - 1935
2.	J.A. Maybin	1935 - 1937
3.	C.C. Wooley	1911 - 1942
4.	A.G. Grantham	1942 - 1948
5.	Beresford Stooke	1945 - 1947
6.	H.M. Foot	1948 - 1950
7.	A.E.T. Benson	1951 - 1954
8.	R.F.A. Grey	1955 - 1956
9.	A.F.P. Newns	1956 - 1960

SECRETARY TO THE PRIME MINISTER  
September 1961 - January 16, 1966

S.O. Wey

SECRETARIES TO THE FEDERAL MILITARY GOVERNMENT  
AND HEAD OF SERVICE

1.	H.A. Ejueyitchie CFR	4th August 1966 - 20th December 1969
2.	A.A. Attah	21st December 1970 - 12th June 1972
3.	C.O. Lawson	16th August 1972 - 31st March 1975
4.	A.A. Ayida	23rd April, 1975 - 31st March 1977
5.	A.C. Ciroma CFR	1st April 1977 - 30th September 1979

SECRETARY TO THE GOVERNMENT  
1st October 1979 - 31st December 1983

Alhaji S.A. Musa CFR

HEAD OF THE CIVIL SERVICE OF THE FEDERATION

(1st October 1979 - 31st December 1983)

Mr. G.A.E. Longe

SECRETARY TO THE FEDERAL MILITARY GOVERNMENT AND

HEAD OF THE CIVIL SERVICE OF THE FEDERATION

(1st January 1984 - February 1986)

Mr. G.A.E. Longe

SECRETARY TO THE FEDERAL MILITARY GOVERNMENT

(1st February 1986 till present)

Chief S.A. Falae

HEAD OF THE FEDERAL CIVIL SERVICE

(February 1986 till present)

Alhaji Adamu Fika

Source: Press Secretary's Office, Cabinet Office  
Lagos, October 15, 1986.

APPENDIX II

JOB DESCRIPTION:  
WORKS AFFAIRS DIVISION

FEDERAL MINISTRY OF WORKS AND HOUSING

1.	Principal Secretary	(Works Affairs)
2.	Deputy Secretary	" "
3.	Principal Assistant Secretary	" "
4.	Senior Assistant Secretary I	" "
5.	Senior Assistant Secretary II	" "
6.	Assistant Secretary I	" "
7.	Assistant Secretary II	" "
8.	Assistant Secretary III	" "
9.	Senior Executive Officer I	" "
10.	Senior Executive Officer II	" "
11.	Senior Executive Officer III	" "

PRINCIPAL SECRETARY (WORKS AFFAIRS) - SCHEDULE OF DUTIES

- I. Liaison on policy matters related to the activities of the Executive Division in the Ministry.
- II. Relations with parastatals and professional bodies under the supervisions of the Ministry or related to the work of the Ministry (excluding the Housing Boards and Mortgage Bank.) In particular, carry out periodic management audit on parastatals and statutory bodies under the supervision of the Ministry.
- III. Co-ordination and implementation of policy matters relating to the Ministry's Field Headquarters in the States, National Council on Works and National Council on Lands and Surveys. Overseeing the organisation and functioning of the Field Headquarters organisation.

- IV. Co-ordination and Supervision of the work of the Staff in Works Affairs Division.
- V. Liaison with Federal Ministries and Departments, State Government functionaries and private sector organisations on matters relating to the affairs of Executive Divisions.
- VI. Other matters assigned by the Permanent Secretary or Secretary for Works.
- VII. Reports to Secretary for Works.

D.S.(W.A.)

SCHEDULE OF DUTIES

- I. National Council on Works:- Co-ordination of Secretariat, Coverage of Council Proceedings, Servicing of Council, Transport and Hotel Accommodation Arrangements.
- II. National Council on Lands and Surveys:- Co-ordination of Secretariat, Coverage of Council Proceedings, Servicing of Council - Transport and Hotel Accommodation, Accommodation Arrangements.
- III. Meeting - coverage of meetings relating to the Executive Division convened at the instance of the Honourable Minister or Permanent Secretary.
- IV. Parastatals - ARCON, COREN, Quantity Surveyors Registration Board (when established) and other bodies under the supervision of the Ministry, excluding the Housing Boards and Mortgage Bank. Administrative and Financial matters relating to these parastatals. Annual Reports and Audited Accounts of parastatals.
- V. General Matters related to Field Headquarters Organisation and Formations.

- VI. Any other duties assigned by the Head of Section.
- VII. Reports to Principal Secretary (W.A.).

P.A.S. (W.A.) - SCHEDULE OF DUTIES

- I. Collation and Appraisal of Quarterly and Annual Reports from Field Headquarters.
- II. Compilation of Statistics of on-going Federal projects.
- III. Inspection visits to project sites.
- IV. Appraisal of monthly returns of Senior Staff movement from Field Headquarters.
- V. Supervision and Co-ordination of the works of supporting staff.
- VI. Other matters referred by P.S. (W.A.).
- VII. Reports to Principal Secretary (W.A.).

S.A.S. I (W.A.) - SCHEDULE OF DUTIES

- I. Collation and Appraisal of Quarterly and Annual Reports from Field Headquarters in Sokoto, Kano, Kaduna and Niger States.
- II. Compilation of Statistics of Federal projects in Sokoto, Kano, Kaduna and Niger States.
- III. Inspection visits to project sites in the four States in (II) above.
- IV. General matters affecting the Field Headquarters in the four States.

- V. Other matters referred by P.S. (W.A.) or P.A.S. (W.A.).
- VI. Reports to P.A.S. (W.A.).

S.A.S. II (W.A.) - SCHEDULE OF WORK

- I. Relations with parastatals and other bodies under the supervision of the Ministry.
- II. Annual reports and Audited accounts of Parastatals and other bodies under the supervision of the Ministry, excluding the Federal Housing Boards and Mortgage Bank.
- III. Coverage of meetings relating to the activities of parastatals and other bodies having relations with the Ministry.
- IV. Matters relating to Highways and Building Divisions.
- V. Other matters referred by P.S. (W.A.) or D.S. (W.A.).
- VI. Reports to D.S. (W.A.).

ASSISTANT SECRETARY I (W.A.) - SCHEDULE OF DUTIES

- I. Matters relating to Lands, Surveys, Civil Engineering, Mechanical and Electrical Divisions.
- II. Coverage of meetings.
- III. Other matters referred by P.S. (W.A.) or P.A.S. (W.A.).
- IV. Reports to D.S. (W.A.).



ASSISTANT SECRETARY II (W.A.) - SCHEDULE OF DUTIES

- I. Collation and Appraisal of quarterly and annual reports from Field Headquarters in Anambra, Bendel, Cross River, Imo and Rivers States.
- II. Compilation of statistics of Federal projects in the five states in (I) above.
- III. Matters relating to the activities of the Field Headquarters in (I) above.
- IV. Other matters referred by P.S. (W.A.) or P.A.S. (W.A.).
- V. Reports to P.A.S. (W.A.).

ASSISTANT SECRETARY III (W.A.) - SCHEDULE OF DUTIES

- I. Collation and Appraisal of quarterly and annual reports from Field Headquarters in Borno, Bauchi, Gongola and Benue States.
- II. Compilation of statistics of Federal projects in the states mentioned in (I) above.
- III. Matters relating to the activities of the Field Headquarters in (I) above.
- IV. Other matters referred by P.S. (W.A.) or P.A.S. (W.A.).
- V. Reports to P.A.S. (W.A.).

SENIOR EXECUTIVE OFFICER I (W.A.) - SCHEDULE OF DUTIES

- I. Collation of Progress Report on Projects on both divisional and state basis (approval format).
- II. Financial audit to compare Plan and Annual Estimates figures with contract sums for projects.
- III. Collation of Annual Estimates for executive Divisions.
- IV. Preparation of National Development Plan and Progress Reports thereon.
- V. Reports to Deputy Secretary (Works Affairs).

SENIOR EXECUTIVE OFFICER II (W.A.) - SCHEDULE OF DUTIES

- I. Compilation of Staff List of Field Headquarters staff.
- II. Petitions and complaints arising from the activities - Field Headquarters Organisation.
- III. Collation of Annual Estimates for Field Headquarter Organisation.
- IV. Other matters referred by Principal Secretary (W.A.) or Deputy Secretary (W.A.)
- V. Reports to Deputy Secretary (Works Affairs).

SENIOR EXECUTIVE OFFICER III (W.A.) - SCHEDULE OF DUTIES

- I. Compilation of Statistics of on-going Federal Government projects in Lagos State (Approved format to be used).
- II. Collection and Collation of returns of contacts awarded in pursuance of the execution of the Development Plan and comparing with Plan provision.
- III. Other matters assigned by Principal Secretary (W.A.) or Deputy Secretary (W.A.).
- IV. Coverage of bi-monthly meetings of the sub-division.
- V. Reports to P.A.S. (W.A.).

UNIVERSITY OF LAGOS  
DEPARTMENT OF POLITICAL SCIENCE  
STUDIES IN PUBLIC PERSONNEL MANAGEMENT

QUESTIONNAIRE DIRECTED TOWARDS  
FEDERAL CIVIL SERVICE EMPLOYEES

SECTION A - Personal Information

- (i) Ministry/Department at present:-----  
(ii) Job Title: -----  
(iii) Service Cadre (Clerical, Executive, Admin/Prof.-----  
(iv) Date of First Appointment: -----  
(v) Academic Qualification at time of appointment-----  
(vi) State of Origin -----  
(vii) Sex -----

SECTION B - Placement in Service

1. Which Ministry/Department were you posted to following your recruitment into Service?
2. Would you say that the first posting was related to or satisfied your qualification and experience? Yes/No<sup>\*</sup>
3. State below your subsequent transfers and postings since first appointment:

	<u>Date</u>	<u>Ministry/Department</u>	<u>Job Title</u>
(i)			
(ii)			
(iii)			
(iv)			
(v)			
(vi)			
(vii)			
(viii)			

\* Delete whichever is not applicable

4. Concerning each of the postings listed in (3) indicate below with 'X' mark how relevant they were to your qualification and training.

<u>Relevant</u>	<u>Not Relevant</u>	<u>Explanatory Notes</u>
(i)		
(ii)		
(iii)		
(iv)		
(v)		
(vi)		
(vii)		
(viii)		

5. During the postings and transfers in (3) which ones coincided with the following situations:

- (i) transfer to a job at a similar grade level
- (ii) transfer to a different job in the same grade level
- (iii) transfer to a job at a similar grade level in another occupational group

Write against items 5(i) - (iii) the relevant item numbers enumerated in (3).

SECTION C - Training and Staff Development

1. State in chronological order the various training you have undergone since joining Service.

<u>Date</u>	<u>Type of training on-the-job/Formal</u>	<u>Qualification obtained</u>
(i)		
(ii)		
(iii)		
(iv)		
(v)		

2. Mention the training courses which were identified by your employer by writing down the relevant item numbers listed in Section C.I.
3. If the training had improved your skills, underline any of the following measurements that explains the training impact more.
  - (i) a great deal
  - (ii) not much
  - (iii) too general
  - (iv) additional academic qualifications
4. Underline two of the following areas in which skills obtained from your training have helped you in your works:
  - (i) Planning of resources
  - (ii) controlling and monitoring goal implementation
  - (iii) managing and motivating people at work
  - (iv) being a leader through personal examples

SECTION D - Human Resource Development and Modivation

1. The following motivational factors are very important in choosing to work in the Civil Service. Please rank them.
  - (i) Salary
  - (ii) work content
  - (iii) subsidized accommodation
  - (iv) job satisfaction
  - (v) service anonimity (unpublicised contribution)
  - (vi) constant training opportunity
  - (vii) occasional postings and transfers
  - (viii) job security
  - (ix) free medical care

2. If you were asked to choose those Ministries where your services would best be utilized, give a list of such Ministries

- (i)
- (ii)
- (iii)
- (iv)
- (v)
- (vi)

3. Do you agree with the present generalist approach to utilizing the services of the non-professional cadres of the civil service staff?  
Yes/No.

If No, are you recommending specialisation based only on qualification and experience? Yes/No.

4. Utilization of the present man-power in the Civil Service at all levels could best be achieved through:-

- (i) frequent training and re-training
- (ii) relevant postings to match the right job with the right qualification.
- (iii) careful job description in all Ministries
- (iv) establishing management information system (i.e. easy access to the relevant personnel data) at the central personnel agencies of the Service.
- (v) an effective staffing of the Administrative Divisions in Ministries to carry out decentralised personnel functions.

If you agree, please arrange the factors in order of your priority and add your own factor, if any.

5. Were you presented a job description in the Ministry or Department to which you were posted? Yes/No.

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