



Journal of Policy and Development Studies



Research Article

Homepage: www.arabianjbmr.com

Arabian Group of Journals

Postmortem of the 1988 Civil Service Reform and Employees Service Delivery in the Enugu State Civil Service Commission

Dennis S.C. Amobi, (PhD)

*Department of Public Administration,
Nnamdi Azikiwe University Awka*

Corresponding Email: successamobi27@gmail.com

Ngozika Geraldine Akpudo

*Department of Public Administration,
Nnamdi Azikiwe University Awka*

Abstract

The work examined the effect of the 1988 Civil Service Reform on employees' service delivery in the Enugu state civil service Commission. The researcher adopted survey research design. Research questions and hypotheses were formulated to guide the study. Data for the study were collected from both primary and secondary sources. A 40– item questionnaire with open-ended questions was designed for the study in accordance with the research objectives, research questions and hypotheses. Ninety-three questionnaires were distributed while seventy four respondents successfully complied. The data generated were analyzed using descriptive and inferential statistics. Pearson correlation analysis (with the aid of Statistical Package for Social Sciences (SPSS) version 20) was adopted in the test of hypotheses at 0.05 level of significance. The findings of the study revealed that Civil Service reforms have effect on motivation of employees in the Enugu state civil service commission, Corruptions among employees has significant effect on service delivery in the Enugu state civil service commission and Civil Service reforms enhance training of employees in the Enugu state civil service commission. Important recommendations that will address these challenges for enhanced performance of the civil service system in Enugu State were therefore made.

Keywords: 1988 Civil Service Reforms, Corruption, Training, Service Delivery

Introduction

The civil service is an important arm of the government and performs important roles. Its roles are however subject to the full control of the state especially in liberal democracies where they operate as machinery primarily responsible for policy advice and for the implementation of the will of the state as determined by legitimate political institutions to which the service must be both subordinate and subservient. According to Amobi (2015), Nigeria was colonized by Britain and ordinarily the civil service system organized for the country was patterned along the British experiences in terms of structure for the purposes of administration. After the amalgamation of the two protectorates of the Northern and Southern Nigeria in 1914 into a single administrative unit called the Colony and Protectorate of Nigeria, Britain imposed a unified alien civil service on its newly integrated territories without much thought to its impact on the Nigerian traditional communities with their conflicting values, interest, norms and authority structure.

From the period of inception of the civil service in Nigeria to the present, dissatisfaction with the poor performance of the service has precipitated a number of reform exercises. According to Abonyi (2006), the civil service reforms in Nigeria could be seen as a deliberate attempt to change the structure and the procedure of the public bureaucracies in order to promote organizational effectiveness and attain national development goals. There have been at least eleven reports of commissions, committees and panels. Some of which gave rise to the major reforms in the Nigeria colonial and post-colonial civil service. These reforms exercises are:

- Sir Walter Harragin salaries review commission (1945)
- The Gorsuch commission of 1954
- The New commission of 1959
- The Mbanefo commission of 1959

At independence, the series of structural and operational defects suffered in the colonial civil service still persisted. Therefore, this gave rise to the series of post-independent civil service reforms which had their root in the Morgan commission of 1963. They are:

- The Elwood grading team of 1964.
- The Adebo commission of 1970-71.
- The Udoji commission of 1972-74
- The Babangida civil service reform of 1988.
- The Abacha civil service reform of 1997.
- Shehu Musa reform of 2001.
- Obasanjo introduction of the monetization policy in 2002.
- Musa Ahmed reform of 2003.

These reforms exercises were traditionally motivated by the need to address the issue of poor service delivery by the civil service mechanism. They looked variously, at the structure and authority relationship and responsibilities as the main cause of concern of the civil service. However the dominant issues in each case have always been the review of salaries. The reforms undertaken can therefore be said to be attempts to deal with domestic source of problems while simultaneously responding to the challenges of the external environment. For example, while Ayida Panel of 1994/95 could be said to be directed at domestic problems and was therefore internally generated by the Government of General Sani Abacha 1993 – 1997 which reacted to failures and problems generated by the 1988 reforms, the Udoji Reform of 1972 – 1974 and the 1988 reforms are typical of reforms responding to the challenges of the external environment such as the activities of International Organizations like the World Bank (WB), International Monetary Fund (IMF), United Nations Organizations such as UNESCO, WHO etc.

Reforms, where carefully embarked upon, targets sources of entropy in a system and strives to remedy such challenges. And the civil service system in Nigeria has experienced a large dose of it. Indeed the 1988 civil service reform was described as revolutionary yet the capacity of the civil service machinery in Nigeria to effectively and efficiently address the problems of nation building and development is very much in doubt. To this end, the broad objective of this research endeavor is to ascertain the effect of 1988 civil service reforms on employees' service delivery. Specifically the study seeks:

- to examine the effect of 1988 civil service reform on motivation of employee in the Enugu state civil service commission.
- to determine the extent to which 1988 reform tackled the problem of corruption among employees in the Enugu state civil service commission.
- to determine the extent to which civil service reforms enhanced training of employee in the Enugu state civil service commission.

In order to adequately broaden our knowledge on the background issues raised, the literature on the 1988 civil service reform and employee service delivery is thematically organized into the following sub-themes and reviewed: Meaning and nature of the civil service, The Civil service (Reorganization) Decree No.43 of 1988 in Nigeria,

Meaning and Nature of the Civil Service

The term civil service is used to describe two sets of ideas. First, it refers to the body of permanent officials appointed to assist the political executive in formulating and implementing government policies. Secondly, it refers to the ministries and departments within which specific aspects of governmental works are carried out. The civil service as a body or organ enjoys continuity of existence. When a civil servant relinquishes his or her office for whatever reason, his or her place is taken by another person who similarly enjoys security of employment.

The concept of civil service is ordinarily better appreciated within the context of national economy given the need to ensure the proper allocation of limited resources over wide range of competing interests. The professed interest of the government is to promote the optimum welfare of her citizens but the constraint of limited resources may hinder the attainment of this goal. The civil service as a system and organisation now takes the responsibility of initiating the proper ways of achieving the best intentions of the government for the people. The argument persists as to the proper distinction between the civil service and the public service as well as the limits of the civil service in any political economy.

First, it must be explained that a thin divide is given between the public service and the civil service to the extent that the public service includes officers of government in all capacities including those in the armed service, the judiciary, the police, government institutions, parastatals, government companies and statutory agencies while the civil service is limited to those officers who operate purely in civil capacity in government ministries and departments. However, it is important to stress that the categories of officials that come within the civil service category vary from country to country depending on the political system. For example, while judges and police in the Soviet Union are among others 'completely, subservient to the government' and are expected to take political factors into account in carrying out the functions and are therefore 'completely' civil servants, the reverse is the case in Britain where these officials are regarded according to Santoy (1957) as "Servants of the law rather than of the executive government". The situations in France and the United States follow the Soviet and British situations respectively. Opinions on the limits of the civil service in a political economy differ. Traditionally, a sharp distinction is placed between the civil service role and those of the political class in what is commonly known as politics cum administration dichotomy. For example, Woodrow Wilson (1887) stressed that "Administration lies outside the sphere of politics and that administrative questions are not political questions. Although politics sets the tasks of administration, it should not be suffered to manipulate it". Agreeing with this proposition, John Pfiffner (1935) states that "politics must be controlled and confined to its proper sphere, which is the determination, crystallization and declaration of the will of the community whereas administration is the carrying into effect of this once it has been made clear by the political process". Frank Goodnow (1914) was more emphatic in his assertion when he says, "Politics is the expression of the will of the state, and administration is the execution of that will".

From what we have seen so far, these writers are of the opinion that administration (the civil service) has responsibility only for implementing the decision(s) of their political masters. In other words, the civil service does not initiate policies or contribute to one but serves to implement decided policies. They are the "action" arm of the government. It is important to mention that these views were expressed against the backdrop of the American spoils politics and patronage system. Later events saw some reversals of opinions by some of these scholars. John Pfiffner in the revised edition of his book in 1946, for example, now suggested that "Politics and administration are so intermingled and confused that a clear distinction is difficult". On his part, Marshal Dimock (1937) could not agree less when he stated that "Politics and administration are coordinate rather than exclusive". Perhaps, the view of Norton Long brings out more clearly the depth of understanding and important role the civil service renders to the polity. After a careful study of the activities of the civil service, Norton Long (1949) was quick to discard the distinction contested by earlier writers on the relationship between politics and administration as misleading and which assumption undermines the role of the civil service. He contended that "Once the fact is faced that the bureaucracy is not and cannot be a mere instrument solely devoted to the unmotivated prosecution of facts to a docile execution of orders from the political executive, then and only then can its problems and potentials be had".

In effect, one can safely argue that the civil service is part and parcel of the government and governance. Though its role is more visible in the areas of policy implementation, the bureaucracy is as much involved in policy initiation. The civil service is not a creation of modern times. In AD 212, the ancient Chinese also had a system of classifying men into nine grades according to their ability, knowledge, experience and character. This system was officially adopted for the

selection of men for governmental service. The official appointed to administer the system is called Chung Chang that is impartial judge, a forerunner of our present day civil service commission.

The 1988 Civil Service Reform in Nigeria

The civil service reform of 1988 began with the setting up of a panel headed by Prof. Dotun Phillips to review the structure, staffing, operational modalities, efficiency and effectiveness of the Nigerian civil service. In other words, the Panel was to review everything about the civil service, except salaries as a departure from the previous nine panels since 1946 which have reviewed the civil service and which have tended to be rather preoccupied with salaries and general remunerations. Another important aspect of the reforms was the implementation committee. Following President Babangida's announcement of the reforms in January, 1988, a Task Force Committee headed by retired Admiral Patrick Koshoni, was set up by the government to implement the reforms. The activities of that task force were transferred to the Federal Ministry of Special Duties in August 1989. Then in October 1990 the responsibility for the implementation and monitoring of the reforms were transferred to the Office of the Secretary to the Government of the Federation.

Objectives and some major contents of the 1988 Reforms

The major objectives of the 1988 reforms have been presented in the Decree No. 43 and Volumes I and II of the explanatory notes for the reform. They are:

- Enhanced professionalism
- Significant decentralization and delegation
- Enhanced accountability
- General checks and balances
- Combination of responsibility with authority
- Alignment with executive presidentialism and
- Enhanced efficiency, effectiveness and speed of operation.

In order to get a comprehensive information on the 1988 civil service reform under the then President Ibrahim Badamasi Babangida, one has to consider the civil service (reorganization) Decree No. 43 of 1988, and volumes I and II of explanatory notes for guidance on important elements of the civil service reforms. The last two promulgations were issued under section 9(2) of Decree No. 43 of 1988 and therefore have the force of law. This is necessary, so as to avoid the mistake of limiting the reform to the abolishing of the post of Permanent Secretary, the designation of the Minister/Commissioner as the Chief Executive and Accounting Officer of the ministry and the prescription that a Director General should leave office with the administration which appoints him.

The time for the gestation of the reform is also a very important element in discussing about the 1988 reforms and its overall (general) effects. It has been estimated that the reform would take about five years (1988 – 1993) to install the reform up to the point at which its expected benefits will begin to accrue significantly. It is against this background that the 1988 civil service reform should be assessed in order to see how it has affected, positively or negatively the operational performance of the civil service which all considered it to be significant in the achievement of the expected goals of the government. The main contents which highlighted the 1988 reforms are as follows: (this is done taking into consideration the Decree No. 43 and other documents of the reforms).

The main highlights of the reforms are:

Professionalization of the civil service

This was the major component of the reforms which emphasized that all civil servants were expected to perform specialized or professional functions in their respective organizations, where they were to spend their entire careers without moving from one ministry or extra ministerial department to another. To ensure success in this direction, the following changes were effected:

- The structure of the ministries in terms of the categories of workers was changed, whereby three categories were made i.e. assistant, officer and director cadres. The assistant cadre, belonged to all staff on GL 04 – 07, while the officer's cadres from GL 08 – 14 and the director cadre GL 15 – 17. These cadres could be recognized by their

designation, profession and functions. For example, GL 04 workers were referred to as X Assistant III, GL 05 as X Assistant II, GL 06 as X Assistant I and GL 07 as Senior X Assistant. The X refers to the officer's specialized function or profession. Hence GL 06 staff in the personnel department was personnel Assistant II. GL 07 Senior Personnel Assistant, GL 08 Personnel Officer II, GL 09 Personnel Officer I, GL 10 Senior Personnel Officer, GL 12 Principal Personnel Officer, GL 13 Assistant Chief Personnel Officer and GL 14 Chief Personnel Officer, GL 15 Assistant Director Personnel, GL 16 Deputy Director Personnel and GL 17 Director Personnel.

- Each ministry or extra ministerial department should have five operational departments, which represented the area of concern of the organization. For example, the Ministry of Agriculture and Water Resources should have departments of Forestry, Fisheries, Veterinary, Agriculture and Water Resources.
- Each ministry or extra ministerial department and agencies, in addition to the 5 operational departments, should have three management departments namely, personnel, finance and supplies and planning, research and statistics.
- Each department should be headed by a GL 17/16 officer, branches GL 15 officers and sections GL 14. Thus, each department was divided into divisions, branches and sections.
- That each ministry was given the powers to appoint, promote and discipline its officers. The Civil Service Commission was allowed to retain the authority to appoint officers on GL 07 – 10, which were regarded as points of entry into the service at the senior level. It was also to act as an appellate body; with authority to receive and attend to all petitions arising from appointment, promotion and disciplinary procedures. It was also expected to issue guidelines for appointment, promotion and discipline and other personnel matters.

Authority and responsibility

According to the decree “the Minister shall be the Chief Executive and Accounting Officer of the ministry over which he has responsibility and shall be responsible for the general and overall direction, supervision and execution of the policies, activities and programmes of the minister and accordingly, he shall have the power to make regulations for the administration of his ministry, including the recruitment, dismissal and other disciplinary control of its employees, the conduct of its employees, the distribution and performance of its business and the custody, use and preservation of its records, paper and property”. Thus, authority and responsibility of the ministry's structures rests on the minister. In order to enable the minister succeed in his activities several qualifications were made on his appointment. To further make him an institution with its powers and respect, some measures were also taken by the reform in order to check him against possible abuse of these powers.

Chuks (2006:70) identified 9 measures put in the documents of the reform with the aim of checking the Minister to avoid possible abuse and they are:

- That those who possess the relevant qualification and experience were appointed ministers or commissioners of respective ministries.
- That the minister or commissioner of each ministry should establish and maintain an internal audit unit to provide a complete and continuous auditing of the accounts and records of revenues.
- The internal auditor should be directly responsible to the accounting officer. He should submit to his accounting officer and the Auditor General a detailed audit programme. He should also report monthly to the accounting officer as well as the Auditor General on true progress of the audit.
- An audit alarm system was put in place where the Auditor General was given full powers to stop the payment of any money suspected to be irregularly authorized by the Minister/Commissioner. He was also allowed free access to the President/Governor.
- To prevent irregular payments before they were made, an Audit Alarm Committee should be established to comprise the Auditor General as chairman, Accountant General and one representative of the President/Governor as members in order to examine all cases of alarm, raised and brought before it.
- The existing rules and regulations for protection of government revenues and expenditures were still fully in force and were fully applicable to the Ministers/Commissioners.
- All instructions to expend government money should be made in writing.
- Monthly financial reports were mandatory.

- Minister/Commissioners' accountability did not end when he left office. He could still be invited long after he had left the service to defend any uncovered shady deals.

Office of the permanent secretary

The office of the permanent secretary was fully politicized and the nomenclature was changed to Director General. The Director General unlike the Permanent Secretary was a political appointee and like Minister should leave office with the government that appointed him. He may however be reappointed by an incoming administration. He was also regarded as the Deputy Minister. The position of the Director General was like that "of the Senior Management Group (SMG) in the civil service of the United States of America. It was both political and economic and meant to gear top people in government to action".

According to the civil service reorganization Decree No. 43 of 1988 (A. 792) the Director General should among other things perform the following duties:

- The Director General should deputize for the minister whenever he is away from office;
- He shall normally contribute to policy recommendation meant for the attention of the minister (whenever a director makes a direct policy submission to the minister, the Director General should be so informed...);
- The Director General should ensure compliance with performance and efficiency targets set for every department in the Ministry;
- The Director General should evaluate the annual performance of directors and the evaluation will be counter signed by the Minister as the chief executive;
- He shall be the chairman of the Personnel Management Board (senior staff committee);
- The Director General shall have the power of approval of expenditure not exceeding N100,000 subject to an annual limit of N1,200,000.00;
- The Minister should delegate additional functions as he deemed fit to the Director General". Despite the so called checks on the Minister and the Director General the level of corruption increased in the service. Both the Ministers and the Director Generals were political appointees who should leave their services at the end of the government which appointed them. This made them to use all means of enriching themselves, to loot the public treasure, to accept and give bribes and to give favours even at the expense of rules and regulations.

Employees Training

In an attempt to improve the quality of the service and the civil servants, the 1988 civil service reform canvassed that training of staff should be mandatory and on continuous basis. Training was considered a prerequisite for crossing over of staff to Directorate Cadre. It was also considered as criteria for promotion. It should also be designed and mounted based on identified training needs of the employees concerned. The main purpose of this according to the reform was to ensure that at the end of the training the identified needs or problems would be solved. As such, each employee who attended a training course should be properly assessed in order to measure whether the training had made him more efficient, effective and professional or not. This was to help in appraising the performance of the employees.

Performance Evaluation

To professionalize the civil servants, the 1988 reform, was very emphatic on evaluation and monitoring of the performance of employees in order to avoid redundancy, overstaffing and to ensure that civil servants were capable of executing their schedules of duties. All in an attempt to ensure that the identified targets of individual employees and that of the organization were achieved and realized in good time and with little cost. Thus, making cost effectiveness a priority in the service.

In discussing performance evaluation under the 1988 reforms Chuks (2006:423) says that "in performing this function, target setting was made obligatory. The implication of this is that, every officer was expected to set targets for his subordinates both in outputs, quality, cost and/or time. Directors, who were career heads in the ministry, were annually evaluated unlike in the past when the then career heads – the Permanent Secretaries were never evaluated. Each Minister/Commissioner was expected to submit a report of his ministry's performance to the President/Governor every year. Performance evaluation in the ministry was based on four criteria via: actual performance vis-à-vis standard set,

character traits, attendance and punctuality at work, and leadership performance”. Though this sounded good, the performance of the civil servants were not evaluated based on their performance rather they were evaluated based on relationship between the affected officer and the evaluating officer. In addition there was either poor implementation of the procedure or non-implementation at all in most ministries and extra ministerial departments.

Promotion scheme

Promotion according to the 1988 reforms should be considered as a motivator in order to build employees career and also boost workers performance. Therefore, new criteria were adopted for promotion and scoring employees by their management boards. The maturity for promotion criteria was as follows:

- Grade Level 01 – 06 a minimum of two years
- Grade Level 07 – 14 a minimum of three years
- Grade Level 15 – 17 a minimum of four years 75

While the criteria for scoring employee eligibility for promotion and general appraisal of his performance in order to qualify him for promotion was as follows:

- Performance as assessed by APER form 50 marks
- Promotion interview 30 marks
- Additional qualification/examination 15 marks
- Seniority 5 marks

It was made mandatory for civil servants to be interviewed before promotion. Where promotion interview or additional qualification/ examination was not relevant for a particular type of promotion, the weight for performance as indicated in the APER should be increased correspondingly. It can be noticed that the procedure for promotion identified above sounds very good but unfortunately it was punctured by the Open Reporting System (ORS) which empowered civil servants to accept or reject the assessment made on them.

Another aspect of the reforms, changed the time for promotion by making it mandatory for ministries and extra ministerial departments to carry the promotion exercise twice in a year, with effective dates to be 1st January, of the year and 1st July of the year. Another aspect of the 1988 reform was that, if an employee spent 8 years on one Grade Level without prospects of moving forward should be relieved of his post. This aspect of the reform was not implemented until 2009 by the then new Head of Service of the Federation, Dr. Orosanya and it affected only the Directors and Permanent Secretaries. This further indicated that most of the important aspects of the reforms were not implemented up to 1996.

Dotun Phillips (1990) pointed out that “it is now clear that staff promotion would reflect mainly performance, whilst the element of automatic promotion (after fulfilling the prescribed minimum number of years in the present post) has been removed”, but this has not been the case since the 1988 reforms.

Accountability Portion of the Reform

Apart from the checks and balances put in the reform particularly on the minister/commissioner to enhance accountability in the operation of the civil service, there was general appreciation in all the ministry for enhanced accountability over the resources under their control. Thus, as a result of decentralization and delegation or responsibilities in the ministry and on individual civil servant, there was the need to enhance accountability all in order to minimize misuse and abuse of authority. In view of this, the reform viewed the issue from two points (a) accountability for performance and (b) accountability for money. With regards to (a) the minister/commissioner was enjoined by Para 24 at P.A796 of Decree No. 43 of 1988 to “render annual reports to the presidency on the performance and concrete achievement of his ministry during the year”. With regard to (b) it extended not only to the minister/commissioner but also to the civil servants under him. Thus the decentralized power of approval of expenditure described earlier in this chapter was subject to the stipulation that “each officer shall be held accountable for the expenditure approved by him”. Again, contrary to general impression, the Audit Alarm scheme at P.A798 and paragraph 8 at P.A806 of Decree No. 43 of 1988 was meant to control not only the minister/commissioner, but also all officials having expenditure approval powers.

In order to protect officials whose duty was to issue pre-payment audit queries, to minimize financial abuse, section (v) para. 2 at p. 21 of volume II of the Explanatory Notes for Guidance, stipulated that all pre-payment audit queries should be notified to the Accountant General and that of disciplinary action should be taken against any internal audit staff without first obtaining the views of the Accountant General. The inspectorate division of the Accountant General's office was also to maintain constant surveillance of the accounting practices in each ministry all in an attempt to curtail what Dotun Phillips (1990:10) called "financial rascality's" which was prevalent in the pre-1988 period.

The Federal Civil Service Commission under the 1988 Reform

The Federal Civil Service Commission, an institution that has a significant role in the operation of the civil service generally on appointment, promotion and disciplines of civil servant was also reformed, by reducing some of its powers and delegated them to individual ministries. According to the Decree No. 43 of 1988, the Federal Civil Service Commission should be responsible for recruitment of staff into Grade Level 07 – 10 of the service, in doing so, the principle of Federal Character should be adhered to at the point of entry. Thereafter from GL 11 and above all mechanism of criteria for promotion should be based on the usually accepted principle of experience, performance on the job, length of service, good conduct, relevant qualification, training, performance at interview and relevant examinations were appropriate.

The Federal Civil Service Commission should also assume new roles and functions as follows:

- To set up general and uniform guidelines for appointment, promotion and discipline.
- To monitor the activities of each ministry/extra ministerial department on appointment, discipline and promotion in order to ensure that the guideline were strictly and uniformly adhered to.
- To serve as an appellate body for all petitions from ministry/extra ministerial department in respect of appointments, promotions and discipline. The decision of the Federal civil service commission should be binding on all ministries/extra ministerial departments on appeal matters lodged on it, provided that the minister should have the right of appeal to the president.
- To maintain comprehensive and up to date personnel records for the civil service as a whole.
- In order to enhance the accuracy of personnel records for pension purposes, the pension office with its large depository of data, is transferred to the Federal Civil Service Commission pending the outcome of the panel to study the nature of and funding of a new pension scheme in the civil service.
- To restructure and strengthen the Management Service Department and thereafter to constantly review and propose modifications in the operational methods and organizational structure of the civil service.
- Staff welfare and training should be a shared responsibility between the ministries and the Federal Civil Service Commission. To boost the morale of civil servants each ministry should evolve appropriate staff welfare and training schemes.
- The compulsory retirement age for all grades in the civil service should be 60 years or 35 years of service, whichever is earlier.

Office of the Head of the Civil Service of the Federation

Despite the significance of this office which was created to decentralize the enormous responsibilities attached to the Secretary to the Government of the Federation who combined his schedule and that of the civil service was abolished by the 1988 civil service reforms, and distributed its duties across the offices of the Secretary to the Government of the Federation, and the Federal Civil Service Commission more particularly to the respective ministries.

To further professionalize the civil service, posting of officers from one ministry to another which was one of the duties of the Head of Service of the Federation (HOSOF) was abolished. Each officer, whether a specialist or generalist, would make his career entirely in the ministry or department of his choice. The professional officers some of which were pooled cadres, such as Accountants, Lawyers, Architects, and Quantity Surveyors etc. should operate within the ministries of their choice in accordance with the professional guidelines to be provided by the relevant professional ministry.

Each ministry should undertake the appointment, discipline and promotion of its staff under the general and uniform guidelines provided by the Federal Civil Service Commission. Each ministry according to the Decree No. 43 of 1988 was

restructured vertically and horizontally, to ensure overall management efficiency and effectiveness, high degree of specialization; job satisfaction; optimum span of control and clear lines of authority and responsibility. The organizational structure shall be such that each ministry or extra ministerial department should have the following departments:

- Department of Personnel Management
- Department of Finance and Supplies
- Department of Planning, Research and Statistics
- Not more than five
- operations department reflecting the basic functions and areas of concern of the ministry/extra ministerial department Thus, no ministry or extra ministerial department should have more than eight
- departments in all. Each department according to the Decree should be sub-divided into divisions to reflect broad professional areas within a department. Each division should be sub-divided into branches and branches should be sub-divided into sections to reflect specialized activities within a sub-professional area. Again, each Ministry/Extra Ministerial Department should have a Personnel Management Board (PMB). The PMB should have two committees, Junior Staff Committee (JSC) and Senior Staff Committee (SSC). The abolition of the office of the head of civil service has virtually been the base which impaired smooth operations of the civil service that was why it was re-introduced by the Ayida Panel of 1994 under General Sani Abacha.

One significant intention of the 1988 reforms was to improve the performance of the civil service and the civil servants. This could be seen in the reformation of the performance evaluation to give more emphasis on jobs performance. Although open reporting system brought about by the 1974 Udoji Reforms survived the changes, there was a shift of emphasis from subjective factors, or attitudinal traits to concrete and measurable factors such as actual work performance etc. with this arrangement. According to Chuks (2006:423) “the civil servants became more confident that their actual performances as against primordial factors were brought to bear on the performance evaluation process. Corollary to the above point was the new promotion scheme introduced by the reform into the civil service performance as a criterion for promotion was emphasized rather than seniority and the principle of federal character as in the past. This made the civil servant to be more forward looking and result oriented”. However, looking at the period before 1994 or from (1988 – 1993) the desired objectives of the reforms were not achieved, because these new innovation were not implemented or bypassed or disregarded by the more powerful political class. This class used primordial factors which further caused havoc in the life of the bureaucracy. It was made to be unable to use its inherent qualities that would make it more efficient, rational and professional.

Moreover, the frequent changing of ministers within the reform period undermined the civil servants morale and confidence to use the newly introduced changes that could make the service perform as expected. In 1993 alone some ministries had three or more ministers.

Empirical Review

Series of empirical works have been done by researchers in this area of study. For instance, on the problems of recruitment in the civil service, a study of the Nigerian Civil Service, Biobele (2007) identified the problems of recruitment in Nigerian federal Civil Service and also determined the extent of the utilization of job description and specification in the recruitment process. Using stratified random sampling method, a sample of 190 civil servants from five federal ministries was selected. They were grouped into four major categories of grade levels, description survey design was employed & descriptive statistics used for the analysis. The survey identified factors such as increasing pressures for employment, federal character principles, utilization of informed sources of recruitment, long military era. As a result of these problems, job description and standard, personnel recruitment were not adequately used in the recruitment process, especially at the lowest category of grade levels.

Pink (2010) researching on payment and motivation suggests that “the best use of money is to take the issue of money off the table” and that effective organizations compensate people in amounts and in ways that allow individuals to mostly forget about compensation and instead focus on the work itself. The study found out that a sufficiently high level of base pay would motivate workers more effectively than an attractive bonus structure.

Theoretical Framework

The incremental model and organizational change theory were adopted as theoretical framework for this study. The incremental model was popularized by Charles Lindblom (1970) in his book titled “a strategy of decision”. According to Lindblom, policies are “made and remade endlessly, a succession of incremental changes, building out from the current situations, step by step and in a small degree”. On the other hand, the organization change theory is essentially a description of how inputs from the external environment get transformed into out-puts which shape organizational performance and individual development. The Carnegie view of organizational change was developed in the late 1950s and early 1960s, it focused on studying of stabilization and change in an organization.

Methodology

The area of study covers Enugu State Civil Service Commission. Enugu State is in the South-east geographical zone of Nigeria. The researcher employed survey research design method in collecting and analyzing of data. A sample of 74 respondents was used. The main sources of data are questionnaire, personal interview and observation. A 40– item questionnaire with open-ended questions was designed for the study in accordance with the research objectives, research questions and hypotheses. A structured 5 Likert-scale questionnaire was designed based on; Strongly Agree (SA), Agree (A), Undecided (U), Disagreed (D) and Strongly Disagree (SD).

Method of Data Analysis

The data collected were analyzed using descriptive statistics; frequency counts, percentage, and mean scores to answer research questions while inferential statistics such as Pearson correlation analysis (with the aid of Statistical Package for Social Sciences (SPSS) version 20) was adopted in the test of hypotheses at 0.05 level of significance.

Presentation of core Data

Table 1: Civil Service Reforms and Employee Service Delivery

S/N	Items	$\sum fx$	\bar{X}	Remark
1.	The reform policies initiated are properly implemented	221	2.9	Disagreed
2.	The reform policies encourage better service delivery	226	3.0	Agreed
3.	Civil service performance improve effectiveness and efficiency when there is good incentive structure	279	3.7	Agreed
4.	Proper implementation of civil service reforms will enhance service delivery.	277	3.7	Agreed
5.	Previous reforms where only cosmetic in nature	247	3.3	Agreed
	Grand Mean		3.3	Agreed

Source Field Survey, 2016

Table 1. shows that 4 out of the 5 listed items have mean scores 3.0 and above. This shows that respondents agreed that, during the period under review, the civil service reform policies encourage better service delivery, Civil service performance improve effectiveness and efficiency when there is good incentive structure; that proper implementation of civil service reforms will enhance service delivery and that the previous reforms were not enough to address all the problems.

Table 2: Effect of civil service reform on motivation of employee in Enugu state civil service commission

S/N	Items	$\sum fx$	\bar{X}	Remark
6.	Benefits and allowances are not paid regularly since after the reform	275	3.9	Agreed
7.	Civil service still needs reform that will motivate the workers to improve their attitude to work and enhance their productivity.	266	3.5	Agreed
8.	Am not motivated by the current salary structure in the civil service	247	3.3	Agreed
9.	The reform benefits have better remuneration for civil servants	249	3.36	Agreed
10.	Was given employment through connection	226	3.0	Agreed
	Grand Mean		3.4	Agreed

Source: Field survey, 2016.

Data from table 2 shows that all the listed items have a mean score above 3.0 except one. This revealed that the 1988 civil service reforms have positive effects on motivation of employees in the Enugu state civil service commission. The respondents however stated that they are not motivated by the current salary structure in the civil service though they agreed that the reform offered better remuneration for civil servants.

Table 3: Effects of corruption on service delivery in Enugu state civil service commission

S/N	Items	$\sum fx$	\bar{X}	Remark
11.	Were given employment through one form of connection	293	3.9	Agreed
12.	Merit is no longer regarded during recruitment processes	229	2.9	Disagreed
13.	Fellow staff sometimes seek extra again to perform their duties	277	3.7	Agreed
14.	Citizens sometimes complain of illegal fees	242	3.2	Agreed
15.	Overhead funds are not properly utilized in the institution	277	3.7	Agreed
	Grand Mean		3.4	Agreed

Source: Field survey, 2016

From the analysis of data in table 3, four out of the five listed items showed means scores of 3.0 and above. Hence, the respondents affirmed that corruption effect service delivery in Enugu state civil service commission thus affirming that merit is no longer regarded during recruitment processes, and that staff sometimes seek extra gain to perform their duties, Citizens sometimes complain of illegal fees and lastly that overhead funds are not properly utilized in the institution.

Table 4: 1988 Civil service reform and its effects on employees Training

S/N	Items	$\sum fx$	\bar{X}	Remark
16.	I have attended one or two of the job training in the last two years	222	2.9	Disagreed
17.	The past job training was very helpful.	249	3.3	Agreed
18.	The past training helped in my promotion after the training	277	3.7	Agreed
19.	Previous training improved my performance at work	266	3.5	Agreed
20.	Will be glad to attend more training in the future	249	3.3	Agreed
	Grand Mean		3.3	Agreed

Source: Field survey, 2016.

From the analysis of table 4, four out of the listed items has an average mean of 3.0 and above. Hence, respondents acknowledged that to certain extent civil service reforms has a positive effect on employees training.

Test of Hypothesis

Test of Hypothesis One

Ho: 1988 Civil Service reform had no effect on motivation of employees in the Enugu state civil service commission.

Hi: 1988 Civil Service reform has effect on motivation of employees in the Enugu state civil service commission.

The hypothesis sought to know whether or not the 1988 Civil Service reforms had effect on motivation of employees in the Enugu state civil service commission.

Table 5: Test of Hypothesis One

Correlations			
		CIVIL SERVICE REFORMS	MOTIVATIO N
CIVIL REFORMS	Pearson Correlation	1	.620
	Sig. (2-tailed)		.026
	N	5	5
MOTIVATION	Pearson Correlation	.620	1
	Sig. (2-tailed)	.026	
	N	5	5

The result of the correlation coefficient for hypothesis one, as displayed using SPSS version 20 indicates that the Pearson Product Moment Correlation Coefficient is 0.620 showing that the 1988 civil service reform has a positive correlation with motivation of civil servants.

Decision Rule, From the computation above, the probability value at 0.026 is less than 0.05 significant level. Therefore, we reject the null hypothesis and accept the alternative hypothesis which states that the 1988 civil service reform have effect on motivation of employees in Enugu state civil service commission.

Test of Hypothesis Two

Ho: 1988 reform has no significant effect on Corruptions among employees service delivery in the Enugu state civil service commission.

Hi: 1988 reform has significant effect on Corruptions among employees service delivery in the Enugu state civil service commission.

This hypothesis sought to know whether 1988 civil service reform have significant effect on corruption among employees service delivery in the Enugu state civil service commission or not.

Table 6: Test of Hypothesis Two

Correlations			
		CORRRUPTION	SERVICE DELIVERY
CORRUPTION	Pearson Correlation	1	.029
	Sig. (2-tailed)		.036
	N	5	5
SERVICE DELIVERY	Pearson Correlation	.029	1
	Sig. (2-tailed)	.036	
	N	5	5

The result of the correlation coefficient for hypothesis two, as displayed using SPSS version 20 indicates that the Pearson Product Moment Correlation Coefficient is 0.029 showing that corruption has a weak correlation with service delivery of civil servants.

Decision Rule, From the computation above, the probability value at 0.036 is less than 0.05 significant level. Therefore, we reject the null hypothesis and accept the alternative hypothesis which states that corruptions among employees have significant effect on service delivery in the Enugu state civil service commission.

Test of Hypothesis Three

Ho: 1988 Civil Service Reform does not have significant effect on employees training in the Enugu state civil service commission.

Hi: 1988 Civil Service Reform has significant effect on employees training in the Enugu state civil service commission. The hypothesis sought to know whether or not 1988 Civil Service Reform enhance the training of employees in the Enugu state civil service commission.

Table 7: Test of Hypothesis Three

Correlations				
		CIVIL SERVICE REFORMS	TRAINING	
CIVIL REFORMS	SERVICE	Pearson Correlation	1	.886*
		Sig. (2-tailed)		.046
		N	5	5
TRAINING		Pearson Correlation	.886*	1
		Sig. (2-tailed)	.046	
		N	5	5
*. Correlation is significant at the 0.05 level (2-tailed).				

The result of the correlation coefficient for hypothesis three, as displayed using SPSS version 20 indicates that the Pearson Product Moment Correlation Coefficient is 0.886 showing that civil service reforms have a positive correlation with training of civil servants

Decision Rule, From the computation above, the probability value at 0.046 is less than 0.05 significant level. Therefore, we reject the null hypothesis and accept the alternative hypothesis which states that the 1988 Civil Service reform have significant effect on employees training in Enugu state civil service commission.

Discussion of findings

From the test of hypothesis one, the null hypothesis was rejected while the alternative was accepted which state that the 1988 Civil Service Reform has effect on motivation of employees in Enugu state civil service commission. What this means is that majority of respondents agreed to that fact that motivation is a key factor in service delivery.

Frederick Winslow Taylor (1856 – 1917) put forward the idea that workers are motivated by pay and other benefits. A good pay package on its own has a way of making a worker to perform better especially when increment on an individual salary is based on his contribution to the organization and not an established salary scale. Enugu state civil service commission has not done enough when it comes to paying good salaries to its workers.

From hypothesis two, the null hypothesis was also rejected and the alternative was accepted which states that corruption among employees has significant effect on service delivery in the Enugu state civil service commission. The implication of this is that, some staff sometimes seeks extra gain to perform their duties; many were given employment through connection. Corruption in the governmental institutions is a complex and multifaceted phenomenon, which characterizes the Nigerian civil service and other sectors of the economy. The problem of corruption in the Nigerian civil service has persisted despite all the efforts geared towards resolving them due to some unsolved political and socio-cultural issues.

Finally, from hypothesis three, the null hypothesis was also rejected and the alternative was accepted which states that the 1988 civil service reform enhance training of employees in the Enugu state civil service commission. The implication of this is that, most developed and some developing countries in the world are migrating from personnel

administration to human resource management. Their aim of doing so is to enhance their ability to compete globally. Information revolution has necessitated global competition. Majority of the respondents to the research questions are strongly agreed that attending one or more training programme enhances their service delivery. This is actually amazing given the importance of what on the job or even off the job training could do for an organization.

Summary of findings

In the cause of this research work, the researchers discovered that reforms made by previous regimes are either not properly implemented or they are abandoned wholly in favor of a new one. With this, sustainability and adaptation to reforms becomes impossible. Other findings of the study are as follows:

- The 1988 Civil Service reform has positive effect on motivation of employees in the Enugu state civil service commission and this also has serious positive effect on service delivery.
- Corruption among employees has significant effect on service delivery in the Enugu state civil service commission. This has similarly breaded multiplier effects in forms of indiscipline, lack of strong logistic support facilities, favoritisms etc.
- Finally, Civil Service reforms provide opportunity for training of employees in the Enugu state civil service commission.

Conclusion

The 1988 civil service reforms have not solved the problems of poor motivation, corruption & inadequate training that have plagued the Enugu state civil service commission.

In substantial ways, frequent changes in governmental administration have led to policy inconsistencies. Such interruptions in government deprive a piece of reform the opportunity of running its full life cycle for the system to assess its full benefits. These tendencies also have the potentials of entrenching cynicism and citizens distrust for government. Finally, governments appear to lack the necessary political will to drive reforms in the civil service. There is therefore the need to embark on realistic, workable and practical reforms rather than the usual cosmetic approaches.

Recommendations

In view of the findings of this study, the following recommendations are made;

- Subsequent reforms in Nigeria should be geared at changing the orientation that most Nigerians have towards work in the civil service. Sensitization programmes together with strict disciplinary measure should be adopted in dealing with defaulters to the rules and regulations that guide the service.
- Civil service in Nigeria should adopt and embrace the concept and principles of human resource management. This is to ensure the civil service will have competitive advantage when it comes to the area of motivating their work force.
- For reforms to be meaningful there should be a committed political will to implement the reforms on the part of the political leadership and the cooperation of the civil servants who would implement the policies to the letter. Adequate resources should be provided to help with the necessary logistic support that is necessary to drive the reforms.
- There is the need to promote training and retraining of the civil servants for effective service delivery.

References

- Abba, U. (2008). *Modern public Administration: Theories & practice*. Onitsha: Abbot Book Limited
- Abonyi, N. (2006). *Political science: A Fundamental Approach*. Enugu: John Jacob's classic Publisher's Limited
- Adamolekun L. (2002). *Governance Context and Reorientation of Government, Main Issues and Selected Country Studies*. Ibadan: Spectrum Books Limited.
- Adebayo, A. (2011). *Principles and Practice of Public Administration in Nigeria*. Ibadan: Spectrum Books.
- Amobi, D.S.C. (2015) *The Nigerian Civil Service System* Nimo: Rex Charles & Patrick Ltd.
- Chukwuemeka (2006). *Research Methods and Thesis Writing: A multi-Disciplinary Approach*. Enugu: HRV publishers
- Dimock, M.E. (1937) *Modern Politics and Administration* New York: MacMillian
- Goodnow, F.J. (1914). *Politics and Administration* New York: MacMillian
- Long, N.E. (1949). "Power and Administration", *Public Administration Review* vol.9: 257-267
- Nicholas, H. (2010). *Public Administration and Public Affairs*. New Delhi: PHI learning private limited.
- Nwankwo B.C (2002). *Authority in Government: Nigeria and World Politics in Focus*. Onitsha: About Books Limited.
- Pfiffner, J.M. (1935). *Public Administration* New York: Ronald Press Company.