

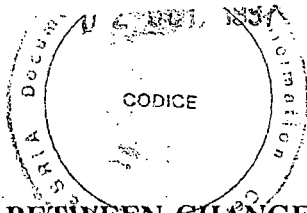


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Relationship between changes in political leadership and administrative instability in Nigeria : a case study of Enugu State public service from 1979 to 1994

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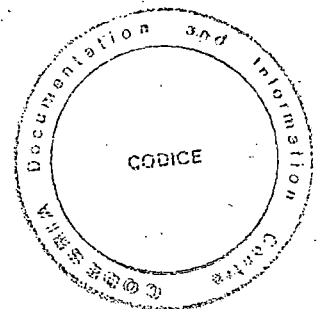
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**RELATIONSHIP BETWEEN CHANGES IN POLITICAL LEADERSHIP AND
ADMINISTRATIVE INSTABILITY IN NIGERIA : A CASE STUDY OF
ENUGU STATE PUBLIC SERVICE FROM 1979 TO 1994.**

A THESIS PRESENTED TO THE
DEPARTMENT OF POLITICAL SCIENCE,
UNIVERSITY OF NIGERIA, NSUKKA IN PARTIAL FULFILMENT OF
THE REQUIREMENTS FOR THE AWARD OF MASTER OF SCIENCE DEGREE IN
POLITICAL SCIENCE (PUBLIC ADMINISTRATION)

By
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April 1996

APPROVAL

This project report has been approved for the Department of Political Science, University of Nigeria, Nsukka.

By



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9/2000

EXTERNAL EXAMINER

CERTIFICATION

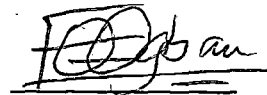
This is to certify that Odo, A.N. (Mrs.) with registration number PG/M.Sc/88/6940, has successfully completed all the necessary requirements for course work and research work for the award of Degree of Master's of Science (M.Sc.) in Political Science with Public Administration as her area of specialization.

The work embodied in this project is original and has not been submitted in part or full for any degree or certificate in this university or any other university or institution of higher learning.

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EXTERNAL EXAMINER

DEDICATION

To Almighty God for His ever sustaining grace and;

To my dear husband who was the instrument used to spur me to finish this programme.

CODESRIA-LIBRARY

ACKNOWLEDGEMENT

I am enormously grateful to my Project Supervisor, Dr. Ogban-Iyam whose sustained interest, tolerance, assistance and expert advice made this work possible. A glance at my writing table shows that I have almost moved his library down to my house! That notwithstanding, he would read and correct the work page by page and chapter by chapter. He is indeed my 'teacher'.

I am very grateful too to the Council for the Development of Social Science Research in Africa (CODESRIA) for financially sponsoring this research through the award of Small Grants Program for Thesis Writing Ref: No. 492/T94.

I must not fail to thank all the lecturers in Political Science Department who in one way or the other prepared me and helped me through this work.

My indebtedness goes to my nephews, Bar. V.C. Odo, Engr. V.C. Odo and Mr. Chibuzor Eze who laboriously helped me in data gathering through questionnaire and documentaries.

I am also thankful to the sample population who, contrary to popular opinion, were very interested and ready to help in diverse ways, like filling the questionnaire administered to them and giving suggestions regarding the subject matter. Some of these suggestions are embodied in this paper. Specifically among these is Chief C.N. Ejionueme, Director, Political, Local Government and Chieftaincy Affairs, Cabinet Office, Enugu State.

Finally, I thank my husband, Mr. O.C. Odo for providing conducive home atmosphere for such work as this.

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April, 1996.

ABSTRACT

The study examined the Relationship between changes in political leadership and Administrative instability in Nigeria - A case study of Enugu State Civil Service from 1979-1994.

To carry out the study, three problems were specifically selected and studied. These are: (1) The "personnel shifts" in administrative circle, (2) The issue of "Administrative Re-organisation" and (3) The issue of "Administrator's survivability", all in relation to political changes.

In investigating the above problems, we formulated three hypotheses, namely (i) That "There is a positive relationship between changes in political leadership and personnel shifts among career administrators" in Enugu State civil service. (ii) That "changes in political leadership lead to administrative re-organisation" in Enugu State civil service. (iii) That "changes in political leadership threaten the survivability of administrators" in Enugu State civil service.

These hypotheses were subjected to vigorous empirical test so as to prove or disprove them. Procedure used included content Analysis and Analysis of existing data; structured questionnaire and oral interview schedule; chi-square statistic, percentages and graphs were used in the testing.

Reliability and validity of data used was also ensured by first making sure that data collected from various sources were not only accurate but authentic and secondly by making sure that our question measures what it is set out to measure.

In the final analysis the study came out with the following findings:

1. That within the period of fifteen years (1979-1994) under-study, the civilian democratic rule had only lasted for six years. The remaining nine years had been under the military dictatorship.

Again it revealed that changes in political leadership contribute to shifts of personnel among career administrators in Enugu State civil service. Although these shifts can take any shape except inter-ministerial transfers. The two most popular methods of shifts discovered are (1) Reshuffling of Directors within the ministry and (2) Adhering to the principle of "duplication and overlapping" of agencies. Because of lack of the anticipated data, the stated hypothesis was not tested, but the fact of analysis was elucidated through oral interviews.

Furthermore, the study revealed a high rate of administrative re-organisation partly as a result of political changes. In fact it shows that virtually every new head of political leadership within the time perspective, re-organised one or more ministries. Hypothesis tested in this regard also proved a positive relationship between political changes and administrative re-organisation.

Finally the study revealed no significant relationship statistically between political changes and administrator's survival in Enugu State civil service. Yet oral interviews indicated the contrary.

Based on the findings of the study, the following recommendations were made:

1. That every effort be made to find a lasting solution to our social anomie which expresses itself through frequent political changes in Nigerian Government. This could help to stabilise administration in Enugu State civil service.

2. Where the solution is elusive, administrative machinery should be properly protected from the ever-changing current of politics through constitutional rules and regulations, where constitution itself will be held sacrosanct.
3. That rules by Decrees which would be effective "today" and "tomorrow" repealed be discouraged.
4. That recruitment into civil service be made strictly as stipulated by civil service rule and should be adhered to.
5. Finally that further studies be made especially in problem III, thus expanding the scope of investigation to include the political crew, i.e. in the relationship between political changes and threat to administrator's survival. Also that this topic under investigation be approached through Evaluation of governmental policies and programmes.

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CHAPTER I

THE RELATIONSHIP BETWEEN CHANGES IN POLITICAL LEADERSHIP AND ADMINISTRATIVE INSTABILITY IN NIGERIA - A CASE STUDY OF ENUGU STATE CIVIL SERVICE FROM 1983 - 1994.

1.1 RESEARCH PROBLEMS:

The responsibility of practically every administrative system has been to render service to people. This goal has to be so obvious that an average citizen can recognize it through administrative performance like the clarity of purpose and ability to deliver the goods. In trying to offer this service effectively and efficiently, there is need for continuity and stability, hence, the dictum, "Governments come and go, but the administration remains". No wonder according to Ladipo Adamolekun (1983) and Maud (1967) two major groups are recognized as being involved in the governmental administration; a changeable group consisting of the political functionaries whose tenure is subject to an ever-changing electoral will; and a body of permanent officials working under conditions standardized by law.

In fact, in Nigeria, the provision of the civil service law and Decree 43, of 1988 makes it illegal to nullify arbitrarily the appointments of officers who have served the state for more than one year; especially if all the conditions of offer and acceptance of the appointment were fulfilled and validly executed in good faith.

All these notwithstanding, the civil service has always been under pressure from the very kinds of political job-dealing for which it was to be an antidote. According to Daniel F. Stanley in

Adamolekun (1983), "many state and city jobs are not covered by merit systems and are filled on the basis of party reliability or some form of clearance". In 1977, according to Jerry Wurf (1978), the liberal governor of Pennsylvania, U.S.A. sought to replace thousands of low-paid state highway workers with new employees who happened, like the governor, to be democrats. It took the union time to convince the governor that workers' political preferences were a private matter and that the state has no right to intrude into them, nor to dilute the delivery of public services through political manipulation.

In Enugu State, there have been reported cases of such interferences but the most alarming one is the report in "The Guardian" newspaper Vol. 10 No. 6,086 of May 12, 1994 which says "depression has deepened among the over 3,000 public servants who were sacked in January in Enugu State...". Furthermore, in the same newspaper, "The Guardian" Vol. IV No. 6107 of Wednesday, June 1, 1994, another article titled "Administrators scrap ministries, take over council affairs" appeared. In the same article it was stated that the former ministry for local government and chieftaincy Affairs had been scrapped and now put as a department or directorate under state administrator's office. All these changes came just after a change had occurred in the government, hence my concern with the relationship between changes in political leadership and instability in civil service administration in Enugu State.

The task of this study is therefore to test empirically the validity of the assertion that political changes contribute to:-

- A. Shift in personnel administration.
- B. Frequent administrative re-organization of agencies.
- C. And threatens "the survival" of the principle of "permanence" of career administrators'

tenure.

The following questions shall form the core of the study:

1. How have changes in political leadership led to changes of career administrators in Enugu State of Nigeria?
2. How do changes in political leadership relate to "administrative re-organisation" in Enugu State civil service system?
3. What is the relationship between changes in political goals and the survivability of administrators in Enugu State?

1.2 CLARIFICATION AND DEFINITION OF TERMS:

Before I go on to define my concepts as they relate to this work, it is pertinent to briefly note the features of a stable administration as correctly pointed out by Ladipo Adamolekun (1983).

- i. A stable administration defends itself against job-filling through politics.
 - ii. It is a merit system under which people compete for jobs according to their skills.
 - iii. Once appointed, employees are promoted on the basis of merit.
 - iv. Trained to do their jobs efficiently.
 - v. Paid according to the difficulty of their duties.
 - vi. Assured of tenure if they do their work satisfactorily and behave decently.
1. Instability in Administration: the term as used in this study denotes a given administration which fails to measure up to items (i-vi) above. It is therefore such a system that keeps shifting away from the expected standard of operation in such a way that makes it highly

unpredictable.

2. **Politicians:** Here the concept means the changeable group in governmental administration whose entrance, tenure and exit is subject to an ever-changing electoral will or military dictatorship. Because of the limited time they usually operate, they lack deep knowledge of bureaucracy.
3. **Civil Service:** This is one of the arms of public service in Nigeria. In this study it denotes two sets of ideas - first, it refers to the body of permanent officials appointed to assist the political executive in formulating and implementing governmental policies. Secondly it refers to the ministries and departments within which specific aspects of government work are carried out.
4. **Political change:** In this work it means a change from one political leadership to another either elected or military.
5. **"Shift Personnel":** In this context of study, it means a situation whereby the customary recognition of career administrators are withdrawn. The chief executive puts his trusted men in the positions to manage directly key elements of the bureaucracy. Within their new agencies, the team can also redeploy career program managers, selecting the most co-operative, sympathetic and talented officials for top posts.
6. **Administrative Reorganization:** Here it means a case where new chief executive authorizes his men at the top of agencies to reorganise the whole activities of such agencies out of existence or to make significant changes in reporting relationships.
7. **"Administrative Survival":** The term here denotes a situation whereby an administrator's roles continue uninterrupted; being concerned with a fair and equitable distribution of

public goods and services.

1.3 OBJECTIVES OF THE STUDY:

1.1 The specific objectives of this study will be to show:

- a. That a change in political leadership leads to a change of personnel among the career administrators and thereby causes administrative instability in Enugu State civil service.
- b. That a change in political leadership introduces administrative re-organization in Enugu State civil service system and thereby introduces element of administrative instability.
- c. That a change in political leadership and goals threaten the survival of the career administrators by making their continuity in office and in the execution of their professional duties with fairness and equity difficult.

1.4 SIGNIFICANCE OF STUDY

This study has theoretical relevance to students of public administration as well as practical relevance to the administrators in the field. To begin with the first, if the assumptions of the study are proved right, then it will certainly point out how far a particular administrative system has drifted away from the Weberian, classical theory of bureaucracy.

It will also indicate how the principle of "meritocracy" - the best man for each job - has been violated in the particular administrative system in question - Enugu State.

In the main, this study may contribute to the body of knowledge that recognizes Robert Merton's concept of "Role set" in demonstrating how career administrator's role expand or contract in relation to political change. It may also validate George Homan's theory of elementary social behaviour, where among other propositions; it postulates that when the

primary goals of a political system are changed by the key leaders, the number of functions performed by the career administrators in that political system will be expanded or restricted in relation to the degree to which their skills and knowledge are needed by the leaders for the achievement of these goals.

Practically, the study hopes to provide a basis to possibly advance administrative technique that can be geared towards restricting, as much as possible, the effects of constant political changes and political interferences in Enugu State civil service. The knowledge gained through the study of the relationships of our concern can be used to evolve administrative technique aimed towards "loyalty to the state through the interpretation and fair-handed application of law. Such a law can be legitimately enacted to express the will of the state. The state (nation) being sovereign, centralized and durable, and the bureaucracy serving the function of providing permanence and stability, and of expressing and preserving its will, despite changes of government and even systems of government" (Frederick C. Mosher in Frederick S. Lane ed. 1978).

In conclusion therefore, this study is really considered significant firstly because it hopes to test the validity of certain administrative constructs on the relationship between political change and administrative instability, namely "personnel shift", "administrative re-organization" and "Administrative survival". It is on the basis of the validity test of these constructs that some relevant details could be put across to practioners in the field of administration in Nigeria. Actually, the relevant lesson to be put across will be that since political change is one of the characteristics of developing countries, a professional immunity geared towards service to the people has to be built round career administrators to ensure a serene state of affairs in our state.

REVIEW OF LITERATURE

There is yet to emerge a study that has systematically examined the relationship between administrative instability and political change in Enugu State civil service. However, there exist works that have some bearing on the specific problem under investigation. This is because some of these studies have actually treated political frictions with administration in one way or the other mainly outside Nigeria. Even Richard L. Harris (1968) investigated the effect of political change on the role-set of the senior bureaucrats in Ghana and Nigeria. But he looked at it from a different point of view, a locus that saw the ever-increasing power of these bureaucrats due to their continued stay in the system on one hand, and on the other, due to incessant coup d'etat and the subsequent unorthodox change of governments in the countries concerned. This work, therefore, presents an almost opposite side of our interest, even though it examined the effects of political change in administration. This fact notwithstanding, a comprehensive review of existing studies has shown some close similarities to the case under study. For purposes of clarity, the review is broken down into three sections in accordance with the three research hypotheses or constructs as follows:-

1. The relationship between political changes and "shift in personnel" in administration.
2. The relationship between political changes and administrative re-organisation of agencies.
3. The relationship between political changes and the survivability of administrators.

The effect of political changes on personnel shift:

The work of F.C, Mosher titled "Public Administration" in F.S. Lane (1978ed) throws light into this issue, he says thus -

In the middle decades of the 19th century, the invasion by political parties of the administrative offices of governments under the patronage system - rewarding political service with public office effectively thwarted the development of stable administrative systems and made the career prospects of administrators uncertain, for with each change in political control, a new group of office holders would replace the old.

Although the above cited work talks of middle decades of the 19th century, "The Guardian" newspapers of May 12, 1994, Vol. 10 No. 6,086, which talks of sacked 3,000 public servants of Enugu State, and that of June 1, 1994, Vol. IV No. 6,107, which talks of re-organizing ministries are of the last decades of 20th century.

Even Richard E. Neustadt (1978ed) in his article "Politicians and Bureaucrats" describes how, in U.S. the congress invades civil service through "modern" patronage. A situation where top appointive posts and those sensitive sub-ordinate positions - so called schedule C positions which are in the civil service but not subject to its tenure rules are filled up by congressmen.

Bretton (1968) talking of Ghana under Nkrumah posits that all branches of government and administration were completely integrated and reduced to mere administrative instrumentalities of the president. This, he did in the bid to get firmer hold of bureaucracy through shifts of personnel.

According to Harold Stein (1978), administrator is under the control of the president and if he tries to go it his own way, his job may be at stake. There could be a curtailment of funds or transfers of functions to another agency. While Dunsire (1973) says that the extreme lefts see administrators as dedicated upholders of the existing order. This agrees with Stein's position

that the presidential control is highly upon the bureaucrats. In like manner Felix Nigro and Nigro (1977) posit that the legislators with their allies in the party organisations and their influence on the administration could prevent the professionalization of the public service, thus agreeing with both F.C. Mosher and Richard E. Neustadtf in different ways.

David F. Stanley in Adamolekun (1983) pointed out also that many state and city jobs are not covered by merit systems and are filled on the basis of party reliability or some form of clearance. Even in 1977 according to Jerry Wurf (1978ed), the Liberal governor of Pennsylvania, U.S.A. sought to replace thousands of low-paid state highway workers with new employees who happened, like the governor to be democrats. It took the union time to convince him that that line of action was wrong.

Talking on the concept of shifting personnel, Richard P. Nathan (1978ed) in his article, The 'Administrative Presidency' pointed out that President Nixon of America, towards the close of his first term, increasingly came to believe that the president should manage bureaucracy as the chief elected official of the nation, he had every right to adopt measures that would have the federal bureaucracy carry out his policy preferences. To do so, one of the courses chosen by the president was relying upon strong presidentially-appointed domestic programme managers assigned to various executive agencies. This, he implemented as his second term got underway in 1973. Therefore his plan involved putting his own trusted appointees in positions to manager directly key elements of the bureaucracy without elaborate white House or Executive office of machinery to encumber their efforts. New appointees for the Nixon's 2nd term would be arranged so that there would be clear lines of authority. The bureaucracy would report to them; they would be held accountable.

In Nixon's "New Team, New strategy" reports Nathan, he told his cabinet members and their chief subordinates, on the morning after his re-election, that they should submit their resignations immediately. It was clear that a new team would be named for the 2nd term. In this time the system of super-secretaries was established. The arrangement was such that other executive office personnel would be cut so that the trusted lieutenants appointed as agency heads could have frequent and direct access to the leadership. In this system of personnel shifts, the balanced cabinet, customary in U.S politics was dropped. A new cabinet and sub cabinet of lesser personalities was instituted. Commenting on this, New York Times reporter, John Herbers said "but now high posts, with rare exceptions are held by little known loyalists who can be dismissed or transferred at will without creating a ripple in public opinion (March 6, 1973). The personnel shifts involved not only cabinet and sub-cabinet officials and appointed agency heads, but many other top policy post as well. Within their new agencies, it was expected that Nixon's new team would also re-deploy career programme managers, selecting the most co-operative, sympathetic and talented officials for top posts.

In view of these cited works, the nagging question still remains of how far is bureaucracy free from the manipulations of politicians? Again, how applicable is this concept of "personnel shifts" to Enugu State civil service?

2. The relationship between political changes and administrative re-organization of agencies: Talking about re-organisation, Herbert Kaufman (1978ed) says that it involves the creation of new administrative organisations on a grand scale, the regrouping of old ones, the termination of out-moded units and the redistribution of their functions among others, changes in the degree of autonomy enjoyed by existing bodies, and other such transformations of structure. According

to him reorganisation is not self-evidently the most promising means to achieve efficiency, simplicity and reduced cost as re-organizers think. In fact the primary motive rests upon a prejudice or self interest, continued he.

Commenting on re-organisation, Harvey C. Mansfield (1978 in F.S. Lane ed.) concluded that "re-organization plans have proved a serviceable device for shifting bureaus, realigning jurisdictions, regrouping activities and upsetting some ties of influence". In U.S. the first Re-organisation Act was passed in 1939 and was superseded by the first war powers Act during world war II. Then it reappeared with some modifications in 1945, and was re-enacted regularly thereafter until it was allowed to lapse in 1973. Reinstating it was one of the first things president Carter requested of the congress.

President Carter's proposal for creation of a new cabinet-level Department of Energy was a case in point. In it most of the economic regulatory functions of the government with respect to energy, were to be consolidated. By this there was a call to abolish three independent agencies (The Federal Energy Administration, the Energy Research and Development Administration and the Federal Power Commission) and the vesting of their powers in the new secretary. It also provided for the termination of a co-ordinating body, the Energy Research Council. It placed under the command of the secretary units transferred from at least eight other departments and agencies with jurisdiction over parts of the energy field. This proposal was however abandoned.

In another development, Richard P. Nathan talking on re-organisation as the third element of "Administrative Presidency" said that the use of re-organisation powers gave the president's trusted lieutenants authority and leverage to act. In some cases, whole activities were re-

organised out of existence, and in others there were significant changes in reporting relationships. An example of the former was the attempt to abolish the office of Economic Opportunity in early 1973 by President Nixon. Although the office was established in the Executive office under Lyndon Johnson. This was done with disregard to the official procedure whereby the congress has 60 days to disapprove an organizational change.

Also the special offices in the white House for Consumer Affairs and Science and Technology were devolved to new agencies and eliminated as executive office units.

The establishment of the "super-secretaries also constituted an important use of re-organisation as a tool for the president to get firmer hold on the machinery of domestic government.

Richard E. Neustadt (1978) writing on re-organisation gave the National Security Council as a vivid illustration. The council got its statutory start in 1947, then as a product of reaction against Franklin Roosevelt "secretiveness" and "sloppiness" and "meddling" with the conduct of the war and its diplomacy. Eisenhower re-organised National Security Council into a formalized and "paperized" procedure. This produced a counter reaction. In 1961 Kennedy abolished Eisenhower's method to escape bureaucratization. He replaced them with a handful of personal aides enjoined to do no business but his own. By 1966 Lyndon Johnson restored the forms of regularised procedure resembling Eisenhower's. In 1969 Richard Nixon replaced Johnson's method by a still more formal system manned by a larger staff, avowedly intended to eliminate Johnsonian "disorder".

Rufus E. Miles Jr. (1978) made the point that the U.S. Presidents - L. Johnson, Richard Nixon and Carter - had convictions that the government's effectiveness could be improved

through re-organisation. All the study commissions appointed by them believed so too and recommended major re-groupings of Federal functions.

President Johnson was successful in 1965 and 1966 in gaining congressional approval of two new departments - Housing and Urban Development, and Transportation, but when he tried to combine the departments of Commerce and Labour into a single Department in 1967, he failed.

In 1971, Nixon tried to create Departments of Community Development, Human Resources, National Resources and Economic Affairs, replacing the Departments of Agriculture, Interior, Commerce, Labour, Housing and Urban Development and Health, Education and Welfare. He failed to get his proposal through the Congress. The inference was that it was much easier to gain congressional approval for the creation of new departments than for the consolidation and abolition of existing ones.

Miles warned that actually re-organisations have traumatic effects which should be carefully weighed. Its effect varies widely in the degree to which it disrupts the human relationships that are the communications and nerve networks of every organisation. Some though cause little disruption e.g. the creation of the Department of Health, Education and Welfare in 1953 out of what had been the Federal Security Agency. This was one of the easiest re-organisations ever performed in the U.S. Government. Only the name was changed, the administrator was made a cabinet secretary and three new positions were added. The cost in administrative disruption was zero. Other re-organisations have involved much reshuffling of people from one organisational and physical location to another, necessitating a whole new set of human relationships, superiors getting acquainted with new subordinates and vice versa, old

habits and trusted communications patterns terminated and new ones initiated. Such were the re-organisations of the office of Education in 1965 and the Public Health Service in 1968. Re-organisations of the latter type require much time for healing.

Also James G. March (1981) posits in his article titled "stable processes of change" that sometimes attempts at change through public policy implementation have been frustrated by organisational resistance. According to him well documented materials like (Gross, Giaquinta and Bernstein, 1971; Nelson and Yates, 1981) show occasions in which organisations have failed to respond to change initiatives or have changed in ways that were in the view of some, inappropriate.

Now in Enugu State of Nigeria, how has this process been managed? What form has it taken? Has it been as traumatic as the Departments of Education and Health mentioned above? Has re-organisation process in the state been always carefully weighed as Miles warned?

3. The relationship between political changes and the survivability of administrators:

Survivability becomes an issue when the language changes to the survival of the fittest. This issue arises in the face of Excess or superfluity or Duplication and overlap. According to Martin Landau in Lane (1978 ed) in his work entitled, "Redundancy, Rationality, and the Problem of Duplication and Overlap", he says that redundancy is said to exist wherever there is an excess of anything. This means that the "thing" is more than the normal, the required, the usual, the specified. Therefore it is useless, super-fluous and needless.

However, in Public Administration, Redundancy is a developing theory meant for safety purposes. Aimed also to increase reliability as in air craft, computer, etc. Its application depends upon the ability to construct a system so that it satisfies those conditions which permit

the laws of probability to apply, in this case, the multiplication theorem or the product rule for independent events. Alternatively the failure of parts must be random and statistically independent. In practical terms therefore, a system must be so arranged that when parts fail, they do so in such manner that they cannot, and do not impair other parts --- concluded Landau. Typical example of this principle is president Nixon's handling of his cabinet as commented by his chief domestic adviser, John P. Ehrlichman in 1972. His comment was that after cabinet and sub-cabinet officials were appointed, they were only seen at christmas parties, "they go off and marry the natives", meaning that the presidency go underway to recruit parallel un-recognised officials. In this way the administrator's survival on the job becomes difficult. It went to the extent that Nixon's officials would visit the office of a congressional committee to explain an administration legislative proposal, only to be told that the committee had already been briefed by career agency officials known to have reservations about the administrator's plan. This even led to the establishment in the department of Health, Education and Welfare of a system of chaperons to accompany career officials on visits to Capitol Hill, along with a clearance system for all such outings.

Yet Landau citing Von Neumann in the Principle of Overlap quotes him as saying that overlap takes care of system's errors or malfunctioning of the system; or still the system could be able to operate even when malfunctioning sets in. This is typified in the U.S. constitutional provisions of the term's "Checks/Balances", "Separation of Powers", "double legislatures" "overlapping terms of office" to mention but a few. Even Madison wrote that Experience has taught mankind the necessity for auxiliary precautions: talking of the U.S. constitution he said that the system has withstood the severest of shocks. Also that the system has exhibited both

the performance reliability and adaptability that any such systems should display, and this is because it is so arranged that where a part has failed, another has taken over. And even when duplicates were not there to be employed, the presence of equipotentiality, of overlapping functions, permitted the load to be assumed elsewhere however imperfectly. However, Landau was quick to say that duplication or overlaps, no matter how welcoming for the continued operations of the system, do not actually occur without sharp and often protracted conflict. This is because, continued he, in public administration, duplication and overlapping operations do not only breed conflict - it also introduces administrative sabotage as we saw in Nixon's operation cited above.

In the face of all these therefore, there is need to identify the difference between inefficient redundancy and constructive and reinforcing redundancy.

What attracts our curious attention in this matter is, how real is this situation in Enugu State? Have administrators been subjected to this kind of experience and to what degree?

Finally Martha Wagner Weinberg (1978 in F.S Lane ed.) throws a beautiful light for us to see some reasons or underlying factors behind the Chief Executives seeming more interested in some agencies than in others. In her work, "Managing the state" she narrated how in state of Massachusetts, America, during the time of Francis Sargent, he was in constant touch with Department of Public Welfare and Department of Corrections. According to her, agencies that demand constant scrutiny may vary from one state to another and from one governor to another, depending on the governor's priorities and his own personal style. These agencies are of two kinds, the first one is those in which a crisis would attract much public attention and that is why despite the limitations under which he operated in dealing with the bureaucracy, Sargent minded

welfare/correction departments. The second kind of agency could be one which involves such heavy commitment of state money or personnel or such well organised interest e.g. the Department of Public Works or that of Public Health in Massachusetts.

Again continued, she, some still receive attention because they may represent a substantive policy area in which the Chief Executive can capitalize, such as patronage jobs. Typical of this is Paul Dever, a one time Massachusetts Governor, who adopted Mental Health Department as his pet issue and chose to keep close track of it.

Nevertheless, there are yet those agencies the governor leaves alone either because of some calculated consideration on his part so to do, or because of the high technicality of the agencies themselves.

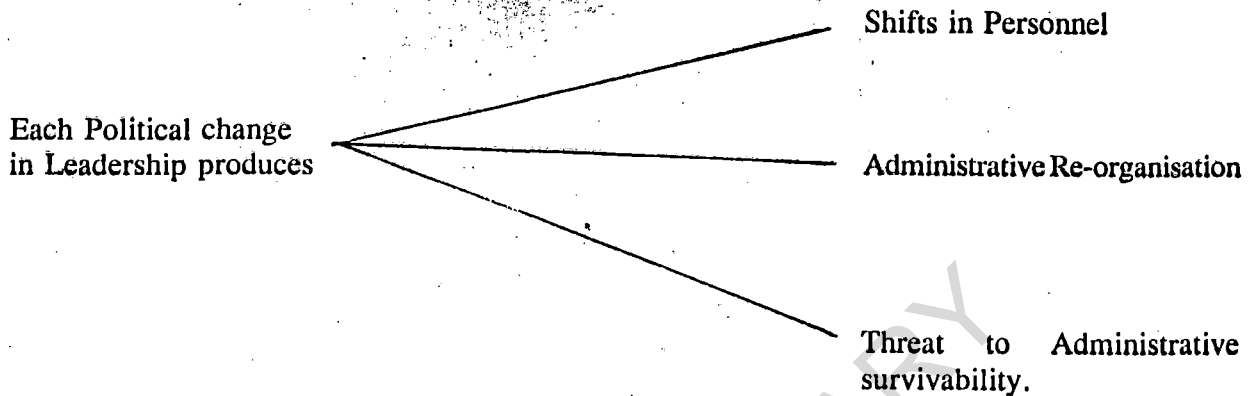
Our interest therefore is to find out in Enugu State Civil Service, if there are such agencies and why. Also to find out if there are such agencies that are usually left alone and so enjoy more periods of stability than others even in the face of political changes.

1.6 THEORETICAL FRAMEWORK OF ANALYSIS:

Since this research deals essentially with the issue of administrative instability in relationship with changes in political leadership, it is proper to review the theoretical background behind such relation.

Some generalised statements have been made in the existing literature on the impact of constant political changes on the stability of administration (see Richard L. Harris, 1968; Bretton, 1968; Richard E. Neustadt, 1978 in F.S Lane ed., Jerry Wurf, 1978 F.S Lane ed., etc.). From these studies, relationships have been known to exist between political changes and administrative instability.

These relationships appear as follows:



i. Shifts in Personnel:

The first relationship stated above is that each change in political leadership produces shift in personnel in administrative system. According to Jerry Wurf, 1978 ed, the chief executive puts his trusted men in the key positions to manage directly important elements of the bureaucracy. Within their new agencies, the team can also redeploy career programme managers, selecting the most co-operative, sympathetic and talented officials for top posts, and sacking the opposing, reluctant ones. The degree of shift may vary from one political change to the other. The main reasons for this shift, according to the reviewed literature, is to help the chief executive to maximise men, materials and time to achieve political goals and lift his party's banner in order, if possible, to be re-elected by the impressed citizens. The 'fixed' bureaucrats can really be a stumbling block to achieving this goal.

ii. Administrative Reorganisation:

Another generalised statement that has appeared in the literature on the relationship between political changes in leadership and administrative instability is that each political change produces administrative re-organisation. This is because each new chief executive would review the existing administrative system and would make some changes to suit his vision of leadership, his felt current social needs and to reflect a new national priority. The literature revealed that some agencies are usually scrapped out of existence, while others are merged together and some are promoted to the point of focus and more attention. According to Rufus E. Mile, Jr., (1978ed); "Reorganization is an important expression of social values, reflecting a new national priority". As he notes in his article, "Consideration for a president bent on Reorganisation", the fact that an agency is suitably placed in one decade may not mean that it is appropriately placed one or two decades latter. Conditions can change rapidly, and when they do, re-organization may become logical and desirable. However, when such reorganization comes in quick succession, the effect on the administration would simply be instability.

iii. Threat to administrative survival:

In the literature reviewed, it was seen that each change in political leadership threatens administrative survivability in the sense that, at the time of change, there is an immediate confusion. Administrator's role is slowed down or comes to a stand-still or even interrupted. In some cases he survives with casualties -- a situation where, though he occupies the seat, yet he is but a stooge, or a parallel agency in form of duplication is created. According to Martin Landau in F.S. Lane (1978 ed.), the principle of duplication and overlapping allows rules to be

broken and units to operate defectively but does not do critical injury to the agency as a whole. So according to him, it is far more constructive, even under conditions of scarcity, to create duplication for it lessens risks. Therefore while the administrator may survive on the seat, his course of action under this threat will be compromised to suit the new leadership or he is redeployed, faces boycott or even termination of his tenure.

1.6.2 APPLICATION OF THE FRAMEWORK:

In examining the relationship between changes in political leadership and administrative instability in Enugu state civil service, the first step to be taken is to categorise these changes from 1983 - 1994; including changes from elected political leadership to military rules and vice versa over the period of eleven years (1983-1994). The positions of the civil service system in each epoch will be noted. With this categorization, efforts will be made to determine how each of the categories (change) have related to the position of the civil service system in Enugu state.

The relationship between these changes in political leadership and shifts in personnel in Enugu state civil service system will first be determined. In doing so, the theoretical construct-personnel shift -- becomes the guiding principle. If there are changes in the personnel positions resulting from political changes, then, the relationship is said to be positive. But on the other hand, if personnel positions have remained stable, despite constant political changes, then we can deduce that Enugu state civil service has remained stable in the face of changes politically.

Secondly, administrative re-organization in Enugu state civil service system will be looked upon as being stimulated by constant changes in political leadership in the state. Thus it will be argued that each change in political leadership attracts a major administrative re-

organization in the state civil service system. In this way, the second theoretical construct is put to test; to confirm or nullify any relationship between the two.

Finally, administrative survivability will be put to test vis-a-vis each epoch of political change in Enugu state civil service. In doing this, attention will be focused on transfers, compulsory retirements and frustrations of the past and present administrators in the state civil service. If, as a result of constant political changes, administrators have been transferred etc, then we conclude that constant political changes in leadership threatens the survival of career administrators on their job in the state civil service.

If on the other hand, political changes have not yet interfered with the administrator,s role, we can then say that despite constant changes in political leadership, administrators are at no risk of either loosing their jobs or their faces.

HYPOTHESES:

1.7. The following hypotheses will be tested:

1. There is a positive relationship between changes in political leadership and personnel shifts among career administrators in Enugu state civil service.
2. Changes in political leadership lead to administrative re-organization in Enugu state civil service.
3. Changes in political leadership threaten the survivability of administrators in Enugu state civil service.

1.8.1. METHOD OF DATA COLLECTION AND ANALYSIS.

In line with the reasoning of Babbie (1979), there are two major aspects of research design. First, one must specify what one wants to do or find out and why. Second one must determine the most appropriate way to do it. The latter constitutes the methodology of research. It is this aspect of this study that this section is concerned with. For a clearer understanding of the method of data collection and analysis for the study, each of the hypotheses posed shall be treated separately.

Hypothesis I. There is a positive relationship between changes in political leadership and personnel shifts among career administrators in Enugu state civil service.

1.8.2 TYPE OF DATA REQUIRED:

The data required for the purpose of testing this hypothesis include:

- Information on the periods and, the chief executives of different political regimes from 1983 to 1994.
- Documented evidences of transfers of directors of the ministerial and non ministerial departments from 1983-1994.

From the state archive or any other authentic source, information on periods, and names of chief executives of different political regimes from 1983 to 1994 at Enugu will be made available. Also from the state cabinet office, under the secretary to the state government, and from the director of personnel, information on the shifts or transfers of directors of the ministerial and non ministerial departments from 1983 to 1994 will be seen. Conventionally such transfers are documented.

1.8.3 Population of study, units of observation and analysis:

Seeing population of study as the theoretically specified aggregation of survey elements, the population upon which the testing of this hypothesis is based include:

1. The documented evidences of different political leadership in Enugu from 1983-1994 (both civilian and military).
2. Directors from both ministerial and non ministerial departments in Enugu from 1983-1994.

Units of Observation/Analysis:

In the testing of this hypothesis, both units of observation and analysis are the same. Both units are the individual unit about which or whom descriptive and explanatory statements are to be made. Here they include:

1. Political changes from 1983 - 1994.
2. Personnel shift of directors from 1983 - 1994.

1.8.1.3 Sampling Design, Procedure and selection

The aspect of this data that will be subjected to sampling is that of the secondary data - the administrators from both ministerial and non ministerial departments. For the purpose of this work, only ministerial departments will be our focus of interest, and even within that scope, six ministries are targeted. These are:-

- Agriculture
- Education
- Justice

- Health
- Works
- Finance

It is assumed that in each of these ministries there are not less than four directors, so in the main, the movement of about twenty-four directors in each period will be considered.

1.8.1.4 Method of Data Collection

The principal instrument going to be used for data gathering for the testing of this hypothesis is content analysis and analysis of existing data. However, a little use will be made of survey research in the form of interview where necessary. More often, content analysis is limited to the examination of recorded information. Such information may be oral, written or graphic, but they must be recorded in some fashion to permit analysis. In some more related practices, it is possible or necessary to undertake social scientific enquiry through the use of official or quasi-official statistics. This method is called analysis of existing data.

The suitability of content analysis and analysis of existing data for testing this hypothesis is informed by three major reasons.

1. The hypothesis deals with a time series information. It involves the collection of data covering period from 1983 to 1994. According to Umezurike (1991) an important and nearly unique strength of content analysis has to do with historical research. As long as historical records exist, content analysis easily may study past periods of history and make comparisons over-time.
2. Another reason why content analysis forms the core of data gathering technique

here is the peculiarity of the unit of analysis. The units of analysis are at the governmental level and not reliably at the individual level. Given the situation it becomes necessary to study past records of these two issues - political change over time (1983-1994) and shift in personnel among administrators within the time scope. Key government officials can at best be interviewed to confirm the information they have knowledge of.

3. The third point is that since some office holders may have left their seats, it would be quite difficult to get certain past information except through content analysis and analysis of existing data. Through this technique, the relevant data shall be collected from the sources already specified under units of observation.

1.8.1.5 Reliability and Validity

To ensure reliability, studies must insist that the data collected are accurate and would remain same if the collection is repeated again and again. Since our data gathering technique is based mainly on content analysis and analysis of existing data, we shall establish the reliability of the study by cross-checking our information against many sources. This also entails cross-checking our data with highly placed officials of the government.

Validity on the other hand has to do with the extent to which an empirical measure adequately reflects the real meaning of the concept under consideration. A measure is valid if it actually measures what it purports to measure. That is, if there is in principle a relationship of equivalence between a measure and its concepts. Here, we shall be concerned with how far our empirical referents really portray the real meaning of the concepts used. In this regard,

constant political changes in leadership have been used to portray administrative instability in form of personnel shifts. For further clarity, directors, who are the highest bureaucrats are used as instruments of shifts. The results of the various instruments of data gathering (e.g. content analysis and oral interview) will be compared with the existing knowledge about the phenomenon under investigation.

TEST OF HYPOTHESES/DATA ANALYSIS

1.8.1.6 Data Analysis

The data generated in this hypothesis will be analyzed through the use of simple percentages, tabular and graphical presentation of data where necessary. In particular, the degree of correlation between the independent variable, Y, which in this case, is the change in political leadership between 1983 - 1994 on the one hand, and the dependent variable x which is the personnel shifts among career administrators will be determined through the use of chi square (χ^2). This is a measure of association appropriate for normal data. The (χ^2) is very simple and has a dual use:

- (1) As a measure of association.
- (2) As a test for the level of significance.

It uses nominal data, and univariable and contingency tables. It makes use of random sample. As a measure of association, the existence of association between two variables shows that they are somehow dependent. It is also used as a test for independence - a measure of departure from dependence. Therefore, it is a measure of existence or non existence of association.

The (χ^2) showing the relationship between independent variable Y in this case, being changes in political leadership, and dependent variable x, being personnel shifts among civil service in Enugu State (1983 - '94) could be given as follows:

$$\sum \frac{(O-E)^2}{E}$$

or $\sum \left(\frac{O}{E} \right) - N.$

where O = Observed frequency

E = expected frequency

if the $\chi^2 > 1$

we test the level of significance with degree of freedom (df) = 1; $p < .05$.

Again if the calculated $\chi^2 >$ tabulated χ^2 , there is established relationship between the independent/dependent variables Y and X.

1.8.1.7 Expected Results

The study expects to prove that there is a strong positive relationship between changes in political leadership and personnel shifts among career administrators in Enugu State Civil Service from 1983 - 1994.

This expected result is based on the assumption that political leadership use civil service seats to patronize their trusted men at the detriment of the career administrators.

1.8.2 Hypothesis 2: Changes in Political Leadership
lead to administrative re-organization in Enugu State Civil Service.

1.8.2.1 Type of data required

For the purpose of testing this second hypothesis, data needed includes:

- a. Information on the periods, and the particular chief executives of different political regimes from 1983 - 1994, as in the first hypothesis, are needed.
- b. Evidences of re-organisations (merging, separating, increasing in number by duplication, or reducing by scrapping, etc.) of the administrative agencies from 1983 - 1994 are also required.

1.8.2.2 Population of study, Units of Observation/analysis

The population will include:

1. The documented evidences of different political leadership from 1983 - '94.
2. Statement or evidences of re-organization showing by fluctuated numbers of ministries over the years in question.

This latter data can be collected from cabinet office from the director of planning and research or any other relevant source available.

Units of Observation/Analysis:

In testing of this hypothesis, both units of observation and analysis are the same.

These are made up of:

1. As in the first hypothesis, political changes from 1983 - 1994.

2. Re-organizations of agencies or ministries from 1983 - 1994.

1.8.2.3 Method of Data Collection

The principal instrument going to be used for data gathering for the testing of this hypothesis is content analysis and analysis of existing data, as in the first hypothesis. Recorded information shall be examined on the fluctuating numbers of ministries over the period in question. (This method has been sufficiently explained in the first hypothesis).

Again oral interviews will be used to strengthen the recorded information. Such interviews may be with key personnels, as in this case, the person in charge of chieftaincy affairs, (a ministry that has just been scrapped and brought under the Military Director's office,) may be of use, if available.

As in hypothesis I, data concerning political changes will be from the same source.

1.8.2.4 Reliability and Validity

As was done in the first hypothesis, the issue of reliability will be addressed by cross-checking same information from different sources. Thus a diversification of sources of information is imperative here.

Also with regard to validity, oral interviews will be used to validate the existing knowledge about the phenomenon under investigation.

1.8.2.5 Data Analysis

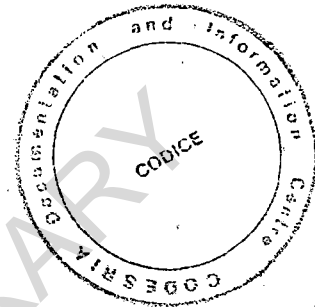
The data generated in this hypothesis will be analyzed with the same analytical technique

adopted for the first hypothesis. It is however necessary to state here that the political changes still constitute the independent variable Y while Administrative re-organization forms the dependent variable X.

To calculate the correlation of Y and X, Chi Square used in analyzing the first hypothesis will be used here.

The formula remains:

$$\sum \frac{(O-E)^2}{E}$$



where O = Observed frequency

E = Expected frequency

Using the tabulated X^2 , we will be able to establish relationship or no relationship between Y variable and X (dependent) variable.

1.8.2.6 Expected Results.

The study expects to prove that changes in political leadership lead to administrative re-organization in Enugu State civil service.

This expected result is based on the assumption that new political leadership tries to practicalize its visions or objectives, and also it tries to interpret real or felt needs of the society, and rules as such.

1.8.3 Hypothesis 3: Changes in Political Leadership threaten the survivability of administrators in Enugu State civil service.

1.8.3.1 Types of data required:

For the purpose of testing this third hypothesis data needed include:

- a. As in the previous hypotheses 1 and 2, information on the periods and the particular chief executives of different regimes from 1983 - 1994 are needed.
- b. Information on retired administrators, (here directors) - eg. on their time of retirement are also needed.
- c. Opinions of the serving directors on the issue of interest are required.
- d. Opinion survey of the retired directors (between 1983 - '94) concerning the issue is imperative.

1.8.3.2 Population of Study, Units of Observation/Analysis

Directors, both serving and retired constitute the population. However, the same sampled ministries as in hypothesis I will be used when contacting the present directors. This is primarily to save time by combining the purpose of visitation, etc. But for the past or retired directors, depending on accessibility, several of the past directors from 1983 to 1994 will be needed as the sample population. Specifically, if possible, not less than twenty (20) of them shall be needed.

Units of Observation/Analysis

Our observational units include:

1. Information on the changes of political regime from 1983 to 1994.

2. Information from the state cabinet office on the movements of directors from 1983 to 1994.
3. Serving directors in the six aforementioned ministries in the state.
4. Retired directors from any other existing ministries of their time from 1983 to 1994.

1.8.3.3 Method of data Collection

There are two methods of data collection for the purpose of testing this hypothesis. The first is content analysis and analysis of existing data. The second is survey method.

The former method had been exhaustively dealt with in the first two hypotheses. Here it will be used for the collection of data pertaining to items 1 and 2 in the units of observation/analysis above.

Survey research will be utilized mainly for the collection of data pertaining to items 3 and 4 above in units of observation/analysis. This entails the use of both oral interviews and the administration of structured questionnaire. Public officials who are to be interviewed and also expected to respond to the structured questions have been listed under items 3-4 in the units of observation.

The use of both oral interviews and structured questionnaire derives from the peculiarity of our subjects. This group of people are known to be reluctant in responding to research questions. To take care of this particular problem, structured questionnaire will be issued first and in the event of non-return, direct contacts will be made with whoever is concerned.

Essentially our questions will be based on the items 3-4 as stated in the units of observation. Specifically, the questions will be structured in such a way that it will enable us

to show that constant changes in political leadership, do, or do not threaten the administrators survivability in Enugu State.

1.8.3.4 Reliability and Validity

As was done in the previous hypotheses, both issues of reliability and validity will be addressed by cross-checking the same information from different sources. Especially in the use of questionnaire, reliability shall be established through the inclusion of certain test-re-test questions meant to determine how consistent the respondents are in relation to earlier questions.

1.8.3.5 Data Analysis

The analytical technique adopted for the first two hypotheses will be used here. It is however necessary to state here that the political changes remain the independent variable Y. While the survivability of the administrators constitute the dependent variable X.

Like other hypotheses, to calculate the relationship between Y and X, chi square will still be used.

The formula remains:

$$\sum \frac{(O-E)^2}{E}$$

where O = observed frequency

E. = Expected frequency

Using the tabulated χ^2 , we will be able to establish relationship or no relationship between Y and

x variables.

1.8.3.6 Expected Results

The study expects to prove that changes in political leadership threaten the survivability of administrators in Enugu State civil service.

This expected result is also being informed by the fact that with each change in political leadership, career administrators' roles may expand or contract according to Robert Merton's concept of "Role set", depending again on the need the new leadership has of their services.

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CHAPTER II

ENUGU STATE CIVIL SERVICE

Discussing Enugu State civil service system will not be complete without making reference to Federal Government of Nigeria civil service, which in itself is also incomplete without the British Civil Service system. This is simply because, the British system of public administration was exported to British colonies in Asia, India and Africa, and several of its features including Nigeria. We should also recall that the terms 'Public Administration' and 'Civil Service' in this work are used synonymously.

Civil Service is an ancient activity which must have existed for so long as there have been organized societies. According to F.C. Mosher (1974), the earliest records of civilization in South Asia, China and Egypt contain references to what one would now call public administration. With the emergence of nation-states from the feudal societies of Europe, and with the growth and centralization of power and responsibility in Monarchical courts, came the need for a full-time, stable and qualified corps of public administration who became increasingly specialized in different fields of national activity. It went through different stages of development in different countries, for instance in Prussia and Austria of 17th and 18th centuries, it was known as cameralism.

The British had long entrusted the administrative responsibilities of its government to representatives drawn from its aristocracy of unspecialized, often well educated gentlemen. Until the Industrial Revolution of the late 18th and early 19th centuries, most of the aristocracy

came from rural estates. Following the reform of the Civil Service in the 19th century, most administrators came to be drawn from the growing mercantile and business classes of the cities. For the last century, they have been selected, primarily on the basis of "stiff competitive examination of university graduates mainly from Oxford and Cambridge"(Adamolekun, 1983).

Their method of recruitment was designed to produce generalists administrators - intelligent, broadgauged men, free of parochial professional perspectives; they would learn administration and the activities they were administering on the job.

Nevertheless, the birth of a modern system of civil service in Britain is generally traced to the Northcote-Trevelyan Report (entitled the Report on the organisation of the permanent civil service of 1854), (Adamolekun 1983; Dunsire 1978 ed).

Four key recommendations in the report have had a profound influence on the civil service in Britain.

i. The report recommended a clear separation between 'intellectual' work performed by graduates, and 'mechanical' duties allocated to a 'lower class' of lesser ability. This point was informed by Sir Henry Taylor's distinction between 'intellectual' and 'mechanical' functions. (Taylor 1836; 1958 in Dunsire (1978).

It was to be a distinction between kinds of work; but they saw the distinction carrying over into methods of recruitment, examination, posting and promotions, since the men who were able only for technical work (e.g clerks), would be transferable between offices, while the young men destined for 'intellectual' labour would, of course have to learn the 'skilled business' of their own particular 'branch of public administration' by continuous service in one department (Dunshire, 1978 ed). By the 1920s, the practical consequence of this recommendation was a

hierarchy of civil servants consisting of, the administrative, executive and clerical classes in descending order.

- ii. The report recommended that entry to the service for the 'intellectual' work should be at the university level and by open competition.
- iii. The report recommended that separate departments should be made part of a unified service in which transfers and promotions could be made between departments. This unification was fully achieved in 1919 when the Permanent Secretary at the Treasury (Ministry of Finance) assumed the title of the Head of the Civil Service and obtained the right to advise the Prime Minister on senior appointments throughout the service.
- iv. The report recommended that promotion should depend on merit, assessed by reports from superiors.

And such were the lot of the British colonial civil service systems including Nigeria, into which the British concepts of administration were conveyed, and they continued to have impact though with varying force, in the commonwealth.

2.2 Federal Civil Service of Nigeria

According to Civil Service (Re-organisation) Decree No. 43 of 1988:

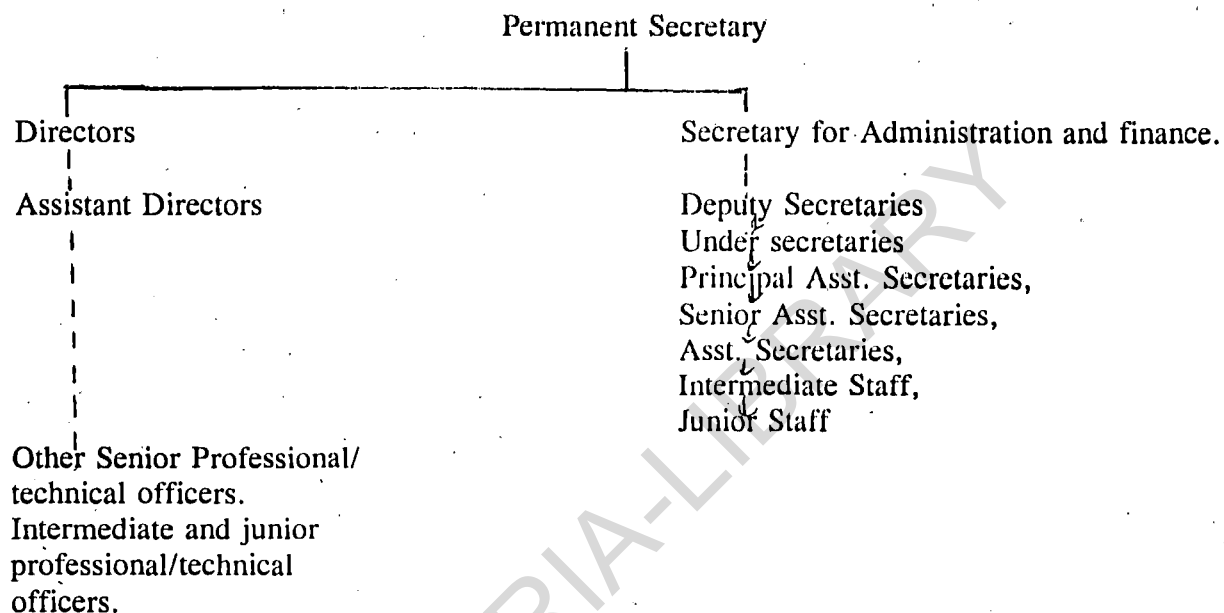
'Civil Service' means in relation to the federation, the civil service of the federation as provided for in the constitution of the Federal Republic of Nigeria 1979, as amended, and in relation to a state, the civil service of the state as provided for in the constitution of the Federal Republic of Nigeria, 1979, as amended, and civil servant 'person

employed in the service of a ministry"...

A brief review of the evolution of the ministries and ministerial departments of Nigerian governments links us up with the country's political relationship with Britain, as has been previously highlighted. At independence in 1960, Nigeria was a federation of three regions, which meant that there were four governments; the federal government and three regional governments. A fourth region was created in 1963 and this raised the number of governments to five. In 1967 the four regions were restructured into twelve states, giving rise to a total of thirteen governments. With the creation of six more states in 1976 and subsequent additional state creations, the number of governments keeps on increasing till now we have a total of thirty-one of them.

The structure of ministries and departments ever since has been significantly influenced at the level of political leadership, by the change from a parliamentary system of government in 1960 to a military regime in 1966 and the later change in 1979 to a presidential system and, yet, the current change back to military dictatorship in 1983.

TABLE I

Organisational Chart of a Ministry Under Parliamentary arrangement

(Courtesy of Adamolekun, 1983)

The chart describes structural arrangements that have persisted before the Decree 43 of 1988. The critical person was the permanent secretary of whom an official document issued in 1959 (Adamolekun 1983) observed as follows: 'a permanent secretary is, or should be, the civil service head of a ministry and looked upon in that light rather than as the permanent secretary to a minister. In the chart it is clearly shown that permanent secretary is at the apex of the administrative hierarchy. All other officials at different levels below are subordinate to him and

to one another in turn.

However, there were some ministries where the directors of professional/technical services were formerly recognised as having the same rank and status as the permanent secretary. In practice, this problem about the relative status of a permanent secretary and top professional officers has complicated the internal management of ministries.

In general, the size of ministries varied within each government administration but the federal government ministries are usually larger than those of the states. The determination of the number of ministries and departments and the allocation of functions among them have been borne out of the experience of successive governments in Nigeria since independence. The military rulers tried twice (following the creation of new states in 1967 and 1976) to regulate the number of ministries and departments at the state level, but it was a failure each time, for after just few years of compliance each state proceeded to increase the number of ministries and departments according to either real local needs or mere political convenience. But perhaps the current Decree 43 on re-organisation would be a success on curtailing the number of state ministries.

The Enugu State civil service system as mentioned above is borne out of the federal civil service. The system has undergone several changes due to several governments that have come and gone. But an important fact to note is the constitutional provision of state civil service commission. According to the constitution of the Federal Republic of Nigeria 1979, as amended, section 195; item (1) "A state civil service commission is to be set up. It shall comprise a chairman, and not less than two and not more than four other persons who shall, in the opinion of the state government, be persons of unquestionable integrity and sound political

judgement". The same constitutional provisions empowered the commission to do a lot more; but with the revocation of certain powers of the commission as was highlighted in Decree 43 of 1st April, 1988, and the transfer of such powers and functions of the commission in relation to the appointment, dismissal and disciplinary control of persons employed in the civil service to the respective ministries in the civil service, it is better for us to now turn to some important extracts from the said Decree 43 of 1988 to understand the current working of the civil service system in the state.

2.3 Extracts From Decree No. 43 of 1st April, 1988 known as the Civil Service (Re-organisation) Decree 1988:

The Decree opens up with the re-affirmation of the fact that "The Federal Military Government accepts, as a principle, the existence of a civil service, organised, structured and administered in the manner and with the objectives of ensuring:-

- a. The attainment of government objectives, aims and policy.
- b. The promotion of a better execution of the laws and programmes of the government.
- c. An efficient and expeditious administration of government business.
- d. The reduction of expenditure and improvement of economy to the fullest extent consistent with efficiency in the operation of government.
- e. Increased efficiency in the implementation of government policies and programmes to the fullest extent practicable through the encouragement of specialisation of personnel and through other measures".

By the authority of the Decree, each ministry or department of the government shall have the power to:-

- a. employ such number of persons to offices and posts in the services of the ministry or department as may be approved by the government, from time to time.
- b. Discuss and exercise disciplinary control over persons holding such offices or posts.

2.4 THE HEAD OF A MINISTRY/DEPARTMENTS:

The decree spelt out the powers of the head of a ministry as follows:-

"The minister (as in federation or commissioner as in the state government), rather than the permanent secretary, 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 policies, activities and programmes of the ministry 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 distribution and performance of its business, and the custody, use and preservation of its records, papers and property".

The Permanent Secretary's appointment is already political and its duration is at the pleasure of the president or state governor. Henceforth, holders of that position will retire with the government which appoints them, unless, of course, they are re-appointed by the current administration (section 9 1B).

The powers of the minister notwithstanding, the same decree makes provision for civil service commissions (federal or state to, from time to time, issue guidelines to ministries on the principles and procedures to be adopted in the recruitment, appointment, dismissal or disciplinary control of persons in civil service with a view to ensuring uniformity of standards

and practices.

For the purposes of improving economy, and efficiency in the operations of a ministry, the decree encourages training programmes to be established.

It also stipulates in section 8(1-2) that an employee serving in a ministry may elect to transfer on a permanent basis to another ministry in which he has specialist qualification, skill and ability to function.

(2) And that the appropriate authority, on the recommendation of the commission, may approve the deployment or transfer of an employee to a ministry of his election in accordance with the above, if it is in the overall interest of Nigeria and of the employee concerned that his qualification, skill or ability is best applied in the services of the ministry of his election.

Worthy of mention in this decree is the right of an aggrieved employee to apply to the commission for the review of any decision or determination of the ministry concerning him.

2.5 TENURE OF OFFICER - DIRECTOR GENERAL:

According to Section II of the schedule, Director-General is to be appointed by the President or State Governor. This office being synonymous with Permanent Secretary post goes with the government that appoints it. Again Directors-General and Directors shall be answerable to the Minister.

As for the duties of a Director-General - he is to deputize for the Minister or Commissioner.

Again the Minister/Commissioner shall delegate a substantial part of his administrative and financial functions and authority to the Director-General who should be fully involved in the

key decision-making process. There shall be further delegation of powers and functions down the line in each ministry.

Among other stipulated duties, each Minister/Commissioner shall exercise his powers in full consultation with his Director-General who should be seen as his deputy.

2.6 ON PROFESSIONALISED CIVIL SERVICE:

The decree stipulates that each ministry/Extra-ministerial department shall be 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 organisational structure shall be such that each ministry or Extra-ministerial Department shall now have the following Departments:-

1. Department of Personnel Management.
2. Department of Finance and Supplies.
3. Department of Planning/Research/Statistics.
4. Not more than five "operations" departments reflecting the basic functions and areas of concern of the ministry.

Again that no ministry or Department shall be allowed to have more than eight departments in all. Therefore any expansion of the ministry shall be accommodated through the sub-divisions below the level of department, provided that in each case, the span of control does not exceed eight. Each department shall be sub-divided into divisions to reflect broad professional areas within a department. Each division shall be sub-divided into sections to reflect specialized

activities within a sub-professional area. In all cases the span of control shall not exceed eight.

The departments, divisions, branches and sections of a Ministry/Extra-ministerial Department shall be headed as follows:-

TABLE II

UNIT	HEADSHIP
Department	Director
Division	Deputy Director
Branch	Assistant Deputy Director
Section	Chief X Officer (where x stands for functional title of the personnel).

Again each officer shall bear a functional title reflecting his profession or specialization. In this regard, according to the decree, the use of titles such as Secretary for (x) (eg. Finance) or Assistant Secretary (x) or executive officer (x) shall cease. Civil servants currently in the clerical, Executive, Administrative and professional cadres shall bear functional titles according to the following scheme:- (see Table III)

TABLE III

MINISTERIAL STRUCTURE BY FUNCTION

Administrative Cadre	Former Executive Cadre	Secretarial Cadre
Director of X	Chief X Assistant	Chief Secretarial Assistant
Deputy Director of X	Principal X Assistant I	Principal Secretarial Asst. I
Asst. Deputy Director of X	Principal X Asst. II	Principal Sec. Asst. II
Chief X Officer	Principal X Assistant III	Principal Sec. Assistant III
Assistant Chief X Officer	Principal X Asst. IV	Principal Sect. Assistant IV
Principal X Officer	Senior X Asst.	Senior Sec. Asst.
Senior X Officer	X Assistant I	Secretarial Asst I.
X Officer I, etc.		

(Note: X refers to specialised functions or profession.)

In the current scheme, according to the decree, administrative officers in general administration shall now specialise in one area of management, eg. Personnel, Planning, Budgeting, Finance, Research, Statistics, etc, which will enhance their deployability into other relevant departments of the ministries.

Other civil servants e.g (drivers, Artisans, messengers, porters, cleaners etc) who are not covered above shall continue to use their current functional titles with the existing grade levels attached to them.

The decree also stipulates that every civil servant that satisfies the laid down criteria for advancement can rise to the topmost post in his ministry - that of the Director. Also that any

civil servant that possesses the relevant qualification, training and experience may cross from one Department of his ministry to another Department within the ministry, thus encouraging both vertical and horizontal mobility within a ministry as well as lateral transfer from one ministry to another in the civil service provided the requisite qualification, training, experience, good report and vacancy are there.

And this is the set-up of Enugu State civil service at the time of this study.

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CHAPTER III

DATA ANALYSES: Summary, Finding/Conclusion

This chapter deals exclusively with data presentation and data analyses, and thereafter, the conclusion.

3.1 Alterations:

The research problem stated, was set to investigate the problem from 1983 - 1994, but while in the field, we discovered that starting the investigation from 1979 would be more meaningful in answering our research questions, so the time perspective was re-set to include 1979. This is because the year 1979 is significant politically in the history of our country, being the beginning of our second Republic.

Again in the plan, we included Ministry of Justice in the six ministries of our interest. But while in the field, we discovered that Ministry of Commerce and Industries is in a better position to satisfy our curiosity, hence the former was dropped and the latter included.

Finally it was not possible for us to get up to twenty (20) retired Directors as set out in the plan. The reason being that, for whatever reason they retired, they would 'get lost' in the society and into private lives thus making it hard for them to be reached in such large number.

3.2 Hypothesis I

To investigate the relationship between changes in political leadership, and shifts (or

transfers) of personnel among career administrators in Enugu State civil service.

Below in Table IV is the information on the periods and the chief Executives of different political regimes from 1979 - 1994 as gathered from the state cabinet office, Enugu.

TABLE IV

S/N	Chief Executive	Type of Regime		Year Started	Year Ended
		Military	Civilian		
1.	Governor Jim Nwobodo		✓	1979	1983
2.	Governor C.C. Onoh		✓	1983	1983
3.	Mil. Ad. A. Madueke	✓		1983	1985
4.	Mil. Ad. E. Omeruah	✓		1985	1987
5.	Mil. Ad. Akonobi	✓		1987	1990
6.	Mil. Ad. H. Obi Eze	✓		1990	1991
7.	Governor O. Nwodo		✓	1991	1993
8.	Mil. Ad. Temi Ejoor	✓		1993	1994
	TOTAL = 8	5	3		15 years

In the above table, we can see number of changes that have occurred in political leadership of Enugu State between 1979 and 1994. The first Chief Executive of our interest, Governor Jim Nwobodo, under civilian regime, led the state for four years 1979 to 1983. Invariably looking at the data on the table, he stayed longest on the seat, being able to finish his first term of four years in the office which agreed with the presidential system of government then adopted. He was succeeded in 1983 by Governor C.C. Onoh who was almost immediately

succeeded in the same 1983 by Military Administrator A. Madueke. Thus 1983 alone saw three different Chief Executives in the State House. In 1985, Madueke was succeeded by Military Administrator E. Omeruah. Both men led the state for two years respectively (1983-1985) and (1985-1987). Then came Military Administrator Akonobi who was in the office for about three years (1987 - 1990), second in length of years to Governor Nwobodo. He was succeeded by Military Administrator Obi Eze who stayed one year (1990-1991). Then another civilian Governor, O. Nwodo was elected in 1991 and two years later, in 1993, his leadership was taken over by Military Administrator Temi Ejoor who led the state from 1983 to 1994.

In summary, in Enugu State from 1979 to 1994, there have been eight changes within the political leadership within a period of fifteen years interval; five of these are leadership under military dictatorship, while three are leadership under civilian democratic rule. From the above therefore, we can undoubtedly recognise a very high rate of frequent change in political leadership in Enugu State. With this background in focus, we shall view the administrative circle in terms of the stated problems of concern.

Evidence of shifts or transfers of directors of the six sampled ministries from 1979 to 1994 was not available in the office of the director of personnel in the cabinet office, Government House, Enugu. This was contrary to our earlier assumption of possible availability of such records. But further investigation through oral interviews revealed that personnel inter-ministerial transfers are no longer popular among the political leaders for two reasons:

1. It causes open confrontation and group agitation and so makes the leadership unpopular.
2. It is not easy to move around professionals or specialists from one ministry to another unless the area of specialization extends to such, which, too is rear. Nevertheless,

according to the popular opinion among the twenty (20) respondents of serving Directors, political leaders are constantly in the habit of recruiting their own men, through whom they can implement their visions and ideas. But rather than transfer the man on the seat to another ministry or on retirement, they now do one of these two things:-

- a. They can create a parallel agency, recruit their own men and put in such agency and shift responsibility to these men. This agrees with Jerry Wurf (1978 ed) that "the chief Executive put his trusted men in the key positions to manage directly important elements of the bureaucracy". Also Harold Stein (1988) who stated that "the administrator is under the control of the president and if he tries to go it his own way, his job may be at stake. There could be a curtailment of funds or transfers of function..."
- b. They can carry on internal transfers within the agency and sort out among the men available those that are most co-operative, sympathetic and talented officials who would agree to help them to achieve their own political goals (President Nixon's style). The main reason for this change continues Jerry Wurf, is to help the Chief Executive to maximise men, materials and time to achieve political goals and lift his party's banner, (whether military or civilian) - in order, if possible to impress the citizens. The 'fixed' bureaucrats can really be a stumbling block to achieving this goal. In either of the two highlighted ideas, the new leadership had almost always abandoned existing policies, ideas and even on-going projects. This therefore could be one of the reasons why uncompleted projects fill every part of Enugu State as can be seen on our roads, housing

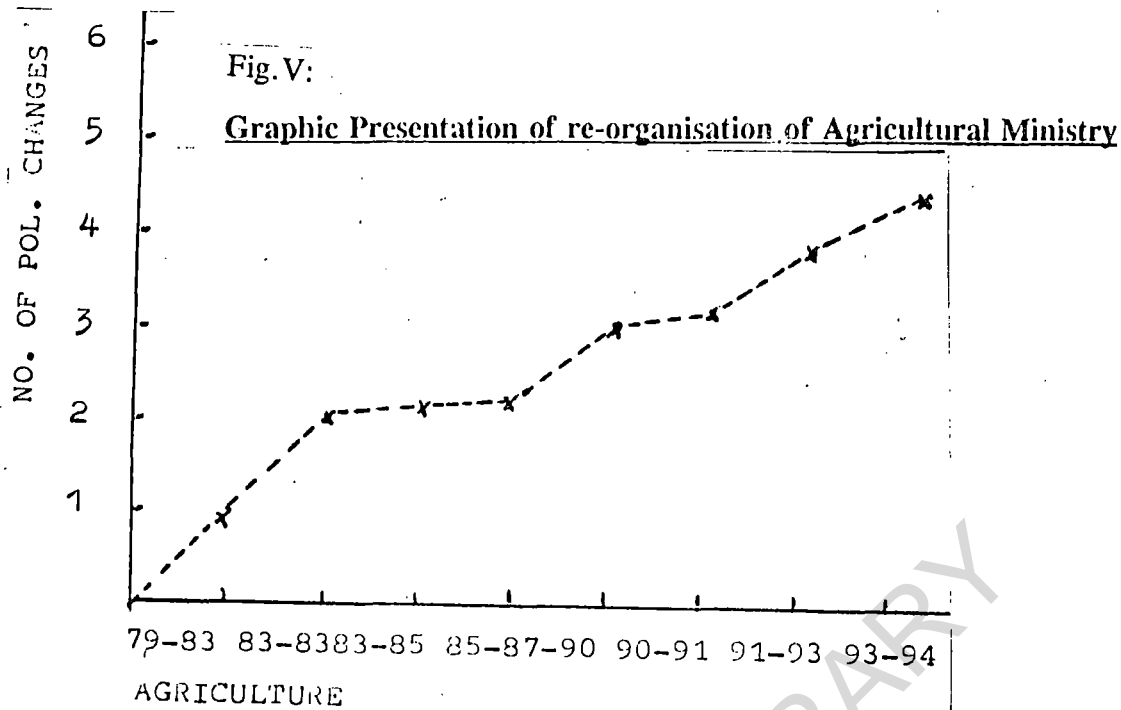
schemes, educational institutions, water projects, Rural Electrification programme and a lot more.

3.3 Hypothesis II

To investigate the relationship between changes in political leadership and administrative re-organisation in Enugu State civil service.

Having noted the rate of political changes on Table IV above, we shall now focus on administrative re-organisation within the scope of time stated. From the Director of Personnel in Cabinet Office, Government House, Enugu a comprehensive information concerning the six ministries of our interest is condensed in Table VII as attached.

Looking at the Table, we can see that from 1979 to 1983 during the reign of Governor Jim Nwobodo, Ministry of Agriculture was split into two having Ministry of Agriculture and Ministry of Food Production. All others after him had one Ministry of Agriculture either in combination of Natural Resources as is the case from Governor C.C. Onoh (1983) to Military Administrator E. Omeruah (1987), or Ministry of Agriculture and Rural Development as is the case with Military Administrator Akonobi (1987-1990) and Military Administrator Obi Eze (1990-91). Governor Nwodo (1991-93) just had it as Ministry of Agriculture but when Military Administrator Temi Ejoor (1993-94) came, he re-organised the ministry back to Ministry of Agriculture and Rural Development. Thus Ministry of Agriculture had suffered five re-organisational processes from eight different political leaders in Enugu State within a period of fifteen years.



This graphic presentation of re-organisation of ministry of agriculture over 15 years (1979-1994), shows a very high trend indeed. There seems to be an attempted stability between 1983 of governor C.C. Onoh and military administrator E. Omeruah of 1985-87. Then re-organisation occurred from 1987-90 of military administrator Akonobi through 1990-91 of military administrator Obi Eze. The governor Nwodo and administrator Ejor that subsequently came, each re-organised differently.

Ministry of education on the other hand maintained its status quo during governor Nwobodo, but in 1983 of governor C.C. Onoh, there were two ministries -ministry of education and the ministry of higher education created out of ministry of education. However from 1983 to 1990 comprising the periods of military administrators A. Madueke; E. Omeruah and Akonobi, it was re-organised into a single ministry of education, youth and culture. Then military administrator Obi Eze (1990-91) had it as ministry of education, youth, information and culture. Nwodo inherited it in this way until 1992 when he re-organised it back to ministry of education which also continued even to the period of military administrator Ejor of 1993-94.

TABLE VIII

Ministerial Re-organisations - Like expanding, scrapping or contraction from 1979-94.

	Ministries	Gov. Jim Nwobodo 1979-1983	Gov. C.C. Onoh 1983-1983	Mil. Ad. A. Madueke 1983-1985	Mil. Ad. E. Omeruah 1985-1987	Mil. Ad. Akonobi 1987-1990	Mil. Ad. Obi Eze 1990-1991	Gov. Okwy Nwodo 1991-1993	Mil. Ad. Tenii Ejoor 1993-1994	
1.	Agriculture	i. Min. of Agriculture ii. Min. of Food Production	Min. of Agric and Nat. Resources	Min. of Agric and Natural Resources	Min. of Agric & Nat. Resources	Min. of Agric & Rural Development	Min. of Agric & Rural Dev.	Min. of Agric.	Min. of Agric & Rural Development	
2.	Education	Min. of Education	i. Min of Education ii. Min of Higher Education.	Min. of Ed. Youth/Culture	Min. of Edu. Youth/Culture	Min. of Edu. Youth/Culture.	Min. of Edu. Youth, Information and Culture	Min. of Edu. (1992-1994)	Min. of Edu.	
3	Health	Min. of Health.	Min. of Health	Min. of Health	Min. of Health	Min. of Health	Min. of Health and Social-welfare Devt.	Min. of Health & Social Welfare Devt.	Min. of Health & Social Welfare Devt.	
4	Works	i. Min. of Works, Lands, Housing and Transport.	1. Min. of Works & Housing 2. Min. of Lands	Min. of Works, Lands, Housing and Transport.	Min. of Works, Lands, Housing and Transport.	Min. of Works, Lands, Housing and Transport	Min. of Works, Lands, Housing and Transport.	Min. of Works, Housing & Transport	Min. of Works, Housing and Transport.	
5	Finance	i. Min. of Finance ii. Min. of Econ. Planning	Min. of Finance and Econ. Planning	Min. of Finance & Econ. Planning.	Min. of Finance & Econ. Planning	Min. of Finance & Econ. Planning	Min. of Finance	Min. of Finance	Min. of Finance	
6	Commerce	i. Min. of Commerce ii. Min. of Industries iii. Min. of Science/Technology. iv. Min. of Trade and Co-operatives	i. Min. of Commerce and Industries ii. Min. of Trade and Co-operatives	Min. of Commerce and Industries	Min. of Commerce and Industries	Min. of Commerce and Industries	Min. of Commerce and Industries.	Min. of Commerce and Technology	Min. of Commerce, Industries and technology	
		<ul style="list-style-type: none"> • asterisk a. • asterisk b. • asterisk c. 	Lands was separated and taken to governor's office. Budget was separated and taken to Govt. House under Governor's office. Economic planning and Budgeting were together taken to Governor's office.							

In this way it became obvious that for that period (from 1979-94) ministry of education has been re-organised four times (see fig vii).

Ministry of health of all the ministries of our interest, has suffered least in re-organisational processes. In other words it has remained comparatively stable. From the table it maintained stability throughout governor Nwobodo (1979-1983); governor C.C. Onoh (1983-83); military administrator Madueke (1983-85); Omeruah (1985-87) and Akonobi (1987-90) about a good period of 11 years. Then came military administrator Obi Eze (1990-91) who re-organised it to include social welfare development and ever since then even now it maintains ministry of health and social welfare development. So the ministry has only been re-organised twice (see fig vii) below.

Ministry of works however has suffered re-organisations of expansion and contraction and even scrapping off within the time perspective. From 1979-83 (Nwobodo era) we had one ministry of works, lands, housing and transport. Governor C.C Onoh's regime of (1983) split the ministry into two, thus having ministry of works/housing and ministry of lands.

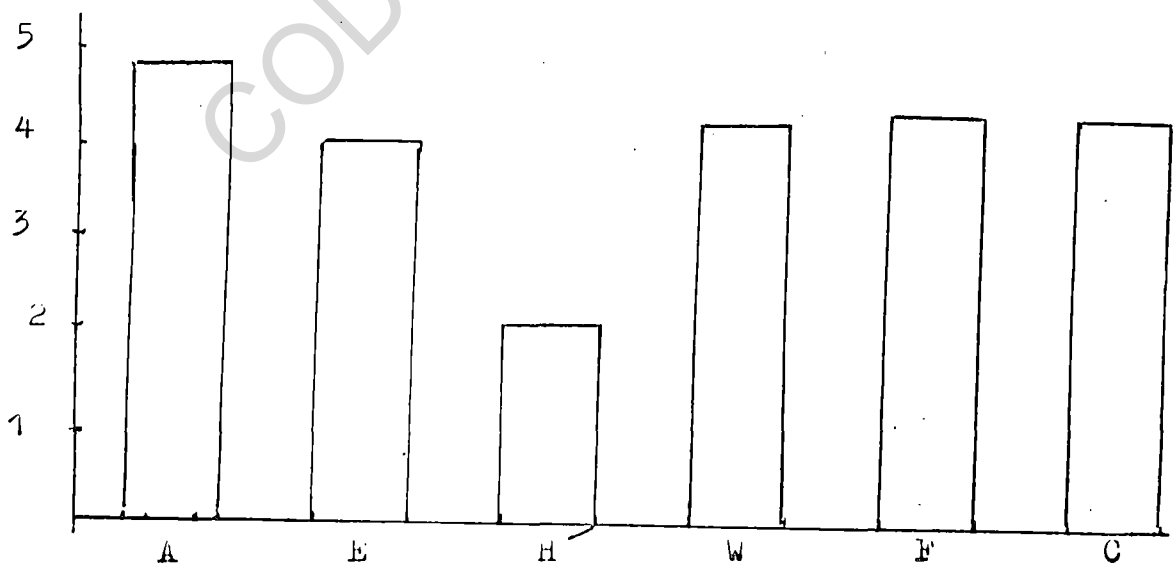
Military Administrators Madueke (1983-85); Omeruah (1985-87); Akonobi (1987-90) and Obi Eze (1990-91) reorganised the ministry back to a single agency as in Governor Nwobodo - Ministry of Works, Lands, Housing and Transport. But both Governor Nwodo and Military Administrator Ejoor (1991-1994) had Lands removed entirely and transferred to Governor's office thereby having Ministry of Works, Housing and Transport (See both the fig and the table).

Ministry of Finance likewise after being split into two by Governor Nwobodo (1979-83) to create Ministries of Finance and Economic Planning, remained one single Ministry of Finance and Economic Planning from Governor C.C. Onoh (1983-85) to Akonobi (1987-90). Then

during the reign of Military Administrator Obi Eze (1990-91), it was only Ministry of Finance. Budget was separated and transferred to Governor's office. In like manner during Nwodo's era, it retained Ministry of Finance but this time, as with Ejoor, Economic Planning and Budget were transferred to Governor's office (see fig. vii). So like Ministries of Education and Works, Finance has been reorganised four times from 1979 - 1994.

Finally according to the table, the Ministry of Commerce was very important to Governor Nwobodo's Administration for out of it he got four independent ministries:- Ministries of Commerce, of Industries, of Science and Technology and of Trade and Co-operatives. When Governor C.C. Onoh came in 1983, he compressed the four into two ministries of Commerce/Industries and of Trade/co-operatives. Other administrations after C.C. Onoh, up to Obi Eze of 1990-91 had one Ministry of Commerce and Industries until Governor Nwodo's administration of 1991-93, including his successor, Temi Ejoor of 1993-94 when it became Ministry of Commerce and Technology.

Fig. VII: Graphic presentation of Ministerial Re-organisation:



For clarity of this analysis, see graphic presentation of the facts in fig. VII in form of Histogram. The chart above is a form of frequency polygon which shows the frequent re-organisations in the six selected Ministries. Along Y axis, numbered 1-8 show the number of changes that have occurred in the political leadership from 1979-1994. While letters along X axis represent the ministries of interest eg; A = Agriculture; E = Education; H=Health; W = Works; F = Finance and C = Commerce.

Summarising the information in the chart above, we can see that within fifteen years of eight different political leadership in Enugu State, Ministry of Agriculture alone has been re-organised five times as follows: (1979-83); (1983-1987); (1987-1991); (1991-1993) and (1993-94). Ministry of Education also has been re-organised four times - (1983-1983); (1983-1990); (1990-91) and (1991-94). Ministry of Health has been re-organised two times - (1979-1990) and (1990-1994). Also Ministry of Works has gone through four re-organisational changes - (1979-83); (1983-83); (1983-1991) and (1991-1994). Ministry of Finance again has gone through four different re-organisations - (1979-1983); (1983-1990); (1990-91) and (1991-1994). And finally Ministry of Commerce has been re-organised four times - (1979-83); (1983-83); (1983-91); and (1991-94).

Perhaps Ministry of Health has suffered less re-organisations than others because of high technicality of the Ministry which makes it hard even to move personnels within the ministry, for instance, it is difficult to re-assign a pharmacist to the seat of a physician or other areas of Health. From the chart too, Education, Works, Finance and Commerce have been re-organised equal number of times, but not at regular intervals. - The assumption of this research that "each Chief Executive would review the existing administrative system and would make some changes

to suit both his vision and style of leadership ..." has been proved true because out of eight different political leadership from 1979 -1994 as observed in Table IV above, only one person, Military Administrator E. Omeruah (1985-1987) did not do any re-organization in any of the sampled ministries. All others did one kind of re-organisation or the other. It is also noted that the civilian political leaders did more of expansion re-organisations than their military counterparts, e.g., Governor J. Nwobodo could create two ministries out of Agriculture and Finance and four ministries out of Ministry of Commerce. While Military Administrators did more of contraction re-organisations than their civilian counterparts, hence Military Administrator A. Madueke could immediately revert Ministry of Commerce back to a single Ministry even when Governor C.C. Onoh had two Ministries out of it. This agrees with Robert Merton's concept of 'Role Set' in demonstrating how career administrator's role expand or contract in relation to political change. Also George Homan's theory of Elementary social behaviour is validated, where among other propositions, he postulates that when the primary goals of a political system are changed by the key leaders, the number of functions performed by the career administrators in that political system will be expanded or restricted in relation to the degree to which their skills and knowledge are needed by the leaders for the achievement of these goals. The direction of the Military re-organisation also confirms Edward Feit (1978) who saw soldiers in politics as reconstructing an administrative-Traditional order. Military life is programmed, concise and simplified and that also affects their behavioural aspect of life. Again since they do not rule by popular mandate, they seem not to owe anybody any allegiance to patronage. While the case is opposite with their civilian counterparts in government. Also unlike Carter's rejected proposal, military faces no democratic body of decision making for any

approval or disapproval.

Furthermore, some ministries were broken and some aspects of them were taken into the office of the Governor/Military Administrator. This could be because of the priority given to them at the time (see table VII asterisks a, b, c). Take for instance, during Governor Nwodo's regime (1991-93), out of Ministry of Works, Lands was transferred to his office for his direct supervision. The same thing happened with Military Administrator Temi Ejoor (1993-94). Again Military Administrator Obi Eze transferred Budget to his office between (1990-1991). While Governor Nwodo and Ejoor transferred Economic Planning and Budgeting to their offices. This observation confirms Rufus E. Miles work on "Reorganisation is an important expression of social value ..." in his article "Consideration for a president bent on Re-organisation" (1978 ed). There, he posited that the fact that an agency is suitably placed in one decade may not mean that it is appropriately placed one or two decades latter. Conditions can change rapidly and when they do, re-organisation may become logical and desirable. However, when such re-organisation comes in quick succession, the effect on the administration would simply be instability. Miles was talking of change in terms of decades while our data talks of change annually, for instance the year 1983 alone saw three different political leaders - Governors Jim Nwobodo, C.C. Onoh and Military Administrator A. Madueke. Therefore looking back at the chart in fig VII, the reality is that Enugu State has presented a high rate of re-organisational trend that indicates administrative instability.

Test of Hypothesis II: "Relationship between Political changes and Administrative re-organisation in Enugu State. Measure of Association: Chi Square X².

Table VIII

Administra-tive organs	Observed changes	Expected changes	(O-E) ²	$\frac{(O-E)^2}{E}$
Agric.	5	8	6	.75
Education	4	8	16	2
Health	2	8	36	4.5
Works	4	8	16	2
Finance	4	8	16	2
Commerce	4	8	16	2

$$X^2 = \sum \frac{(O-E)^2}{E} = 13.25$$

This tells us that there is association between political changes and Administrative re-organisation, so we test the association using the table.

$$Df = N-1 = (6-1) = 5$$

$$P < = .05$$

$$\text{calculated } x^2 = 13.25$$

$$\text{Tabulated } X^2 = 11.070$$

Decision: . Since calculated $X^2 >$ Tabulated X^2 , the null hypothesis of no relationship between political changes and administrative re-organisation is rejected. There is therefore a significant relationship between the two in Enugu State.

3.4 Hypothesis 3:

To find out if changes in political leadership threaten the survivability of administrators in Enugu State civil service.

With the information on the periods and the Chief Executives of different political regimes from 1979-94 as in Table IV above, we used both structured questionnaire and oral interview to elucidate. (a) Information on retired Directors, and (b) opinions of both retired and serving Directors on the issue at hand.

Below is a table showing the distribution and recovery of questionnaire together with the ministries of recipient.

Table IX

S/N	Minis-tries (A)	No. of Questionnaire sent out & % (B)	No. Returned and % (C)	No. Lost and % (D)	Total (E)
1	Agricul-ture	4(9.09%)	3(75%)	1(25%)	4
2	Education	4(9.09%)	4(100%)	-	4
3	Commerce & Industry	4(9.09%)	4(100%)	-	4
4	Health	4(9.09%)	3(75%)	1(25%)	4
5	Works	4(9.09)	3(75%)	1(25%)	4
6	Finance	4(9.09%)	3(75%)	1(25%)	4
7	Retired Directors	20(9.09%)	16(80%)	4(20%)	20
	Total	44(100%)	33(81.8%)	8(18.2%)	

In the above table, in each of the six ministries, four Directors out of eight were sampled as in columns (A) and (B). In all forty-four questionnaire were distributed. Thirty six (81.8%) of them were returned (see column (C) above), eight were lost and the highest loss was sustained among the retired directors, (four of the sent-out questionnaire were lost), see column (D) row (7) above. The explanation for this could be that as soon as most of them retire by any reason, they go into private lives and become difficult to find out or locate. Out of the sixteen retired Directors seen, ten had worked for more than thirty (30) years while six had worked below twenty-five (25) years. Background information concerning the sixteen of them shows that nine (9) of them were appointed directors in 1992 which was a period after creation of Enugu/Anambra States. Three were appointed in 1990 while two others were appointed in 1987,

and one in 1985. All of them were retired almost at the same time (1994). Only five who were 58 years and above at the time of retirement, retired as a result of completion of thirty-five years of working life as stipulated by civil service Rule and upheld by Decree 43 of 1988 abrogated. The rest were retired as a result of Decree 43 of April 1988 abrogation.

On the opinion survey of these retired directors on the questionnaire item (2) which says "Do you think that changes in political leadership threaten administrative survival?" (Yes/No). (Note that administrative survival was made clearer in the follow-up questions (i) - (vii) which shows that the administrator:

- i. may not be allowed to accomplish what he had started.
- ii. such change may cause transfers.
- iii. cause early retirement.
- iv. cause retrenchment or termination of appointment.
- v. Make an officer redundant and
- vi. may make the officer just not needed.

In the light of this understanding, out of the sixteen retired directors, ten (62.56) said 'yes' that political change threatens their survival, while six (37.5%) said 'No'. At first glance, one may say that this category would naturally respond so because they were victims of the circumstance. It becomes therefore imperative to compare this response to the opinion survey of the serving directors on the issue. Out of 20 serving directors sampled. (15) of them said 'yes' to the fact that political changes threaten administrative survivability, (5) only said 'No' to the idea.

Test of Hypothesis 3: "Relationship between political change and threat to administrative survivability".

Table X

Opinions	YES	NO	Total
Retired Directors	10	6	16
Serving Directors	15	5	20
Total	25	11	36

Statistical Measurement = X^2

Df = 1

P < = .05

Calculated X^2 = .35

Tabulated X^2 = 3.841

Decision: Since calculated $X^2 <$ tabulated X^2 , we fail to reject the null hypothesis of no relationship between changes in political leadership and administrative survivability in Enugu State civil service.

However, reacting to an oral interview question which says "what are the things that could hinder the survival of an administrator on his seat? One of them said that rapid changes in political leadership frustrates them on the job since (1) it does not give them free hand to formulate ideas and policies and even if they do, there will never be opportunity to defend them because another change is at the door.

Mr. 'X' stated that as a result of planlessness and lack of direction from the powers-that-

be, Directors are always teleguided and so given no scope of freedom. According to Director 'Y', he retorted, "if you prove to them that you know your 'onions' the commissioners and Directors General together with other political appointees may allow you to have your say, but they will have their way". Director 'F' lamented that even already initiated policies die fast while decisions are taken at commissioner's level, according to him, because political officers are accounting officers, bureaucrats hardly get at funds to work with.

When asked, 'what are the ways you want some reformation so that administrators may 'survive' irrespective of changes in political leadership? Director 'F' said emphatically that the position of civil service be entrenched in the country's constitution otherwise decrees will always tamper with the rules easily. Meanwhile Director 'R' opined that what is needed to have a stable administration is a good articulated law stating areas that cannot be easily changed no matter the political climate, otherwise according to him, political leaders will continue manipulating offices and men to achieve their aims.

Director 'H' expressed a contrary view from others for he said that the problem starts from our school curriculum. According to him, there is nothing in the curriculum that encourages nationalism and patriotism. And so everybody, old and young, learns to fight for 'self' and all become 'selfish'. He said that if honest directors are recruited to direct the affairs of the state, and honest people are stationed at every corner, that our problem would be solved. But honest ones, he pointed out, would not lobby for such posts and will hardly be remembered. As immediate remedy, he said that there is bright hope for civil service since the unwanted Decree 43 of April 1988 (see chapter 2) has been abrogated. Among other things this decree made Director-General who also is a political figure, an accounting officer. This makes

accountability difficult since he is not under any rule or civil service code of conduct per se. But now continued him, there is hope for a change either to go back to permanent secretary system or find its equivalent. Permanent Secretary has his career at stake since he also is a career civil servant, who eventually, as an accounting officer, is under the rule and discipline of civil service code of conduct. This idea of bright hope through the abrogation of Decree 43 of April 1988 was also expressed by almost all the serving administrators met.

When we reminded them that one reason why permanent secretary system was abandoned was that bureaucracy was delaying matters dangerously, some of them said that what seemed like bureaucratic 'bottle-neck' delivers the goods better than the quick, irrational disbursement of good that obtains in the hands of the few appointees. Having noted all these things, what readily comes to mind is that each change in political leadership automatically creates a state of primary confusion in administrative circle. It is out of this confusion that according to Martin Landau in F.S. Lane (1978 ed) the principle of duplication and overlapping occurs which allows rules to be broken and units to operate defectively but avoids critical injury to the agency as a whole. At worst the Director so affected might just become a stooge, or compromise his stand to suit the new leadership or be redeployed or finished with.

3.5 SUMMARY

The cardinal objective of the study is to examine the relationship between changes in political leadership and administrative instability in Enugu State of Nigeria between 1979 and 1994. To carry out this study, three specific problems were selected and studied so as to evaluate empirically the real impact of frequent political changes on administration of the state

affairs. The problems were studied under the following headings:-

1. Personnel shifts in administration.
2. Frequent administrative re-organization of agencies.
3. 'Threat' to the survival of the principle of permanency of career administrator's tenure.

The study was purely an investigative work approached through historical perspective whereby content analyses and analyses of existing data was heavily used; also opinion surveys in the form of questionnaires and oral interviews were employed where necessary. From the appropriate quarters documentary evidences were gathered while random sampling method was used to select six ministries used. Stratified sampling method was also used to select both the serving and retired Directors whose opinions were sort.

3.6 Findings

The study revealed that within the period of fifteen years (1979-1994) under study, the civilian democratic rule had only lasted for six years (1979-1983 and 1991-1993). The remaining nine years had been under the military dictatorship.

Again it revealed that changes in political leadership contribute to shifts of personnel among career administrators in Enugu State civil service. Although this shifting can take any shape except inter-ministerial transfers. The two most popular methods of personnel shift discovered are:- (1) Reshuffling of Directors within the ministry and (2) Adhering to the principle of 'duplication and overlapping' of agency whereby responsibilities, not men, are shifted. Because of lack of the anticipated data, the stated hypothesis was not tested, but the fact of analysis was elucidated through oral interviews.

Thirdly, the study further revealed a high rate of administrative re-organisation partly as a result of political changes. In fact it shows that virtually every new head of political leadership, be it military or civilian, from 1979 - 1994 had re-organised one or more ministries (except one out of eight such heads within the time perspective).

Hypothesis tested in this regard also proved a positive association between political changes and administrative re-organisation.

Finally the study revealed no significant relationship, statistically, between political changes and administrator's survival in Enugu State civil service. Yet oral interviews as pointed out, indicated the contrary.

CONCLUSION

From the findings of the study, we can conclude that changes in political leadership of our state contribute to shifts of administrative personnel or assignments among Directors in the ministries. Furthermore, there is relationship between political changes and re-organisations of agencies, in administrative circles of the state. And finally that political changes do not threaten, to a significant level, the survivability of administrators on their seats.

3.8 RECOMMENDATIONS:

Based on the findings and conclusion made from the study, we hereby suggest that:-

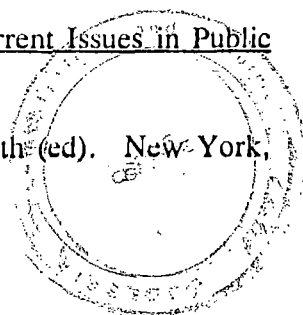
- a Every effort be made to find a lasting solution to our social anomie which expresses itself through frequent political changes in Nigerian Government. This could help the administrative circle to be stable.

2. Where the solution is elusive, administrative machinery should be properly protected from the ever-changing current of politics through constitutional rules and regulations where constitution itself will be held sacrosanct.
3. That rules by decrees which would be effective "today" and "tomorrow" repealed be discouraged.
4. That recruitment into civil service be made strictly as stipulated by civil service rule and should be adhered to.
5. Finally that further studies be made especially in problem III, thus expanding the scope of investigation to include political crew, i.e. in relationship between political change and threat to administrative survival.

Also that this very topic under investigation be approached through evaluation of governmental policies and programmes.

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