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**INCENTIVE TO WORK AND PRODUCTIVITY THROUGH  
EMPLOYEE TRAINING AND DEVELOPMENT: A CASE  
STUDY OF ANAMBRA STATE CIVIL SERVICE  
COMMISSION.**

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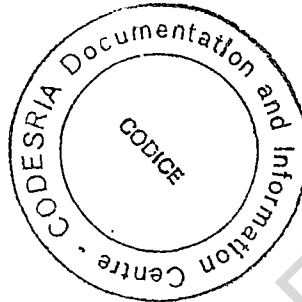
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INCENTIVE TO WORK AND PRODUCTIVITY THROUGH EMPLOYEE  
TRAINING AND DEVELOPMENT: A CASE STUDY OF ANAMBRA  
STATE CIVIL SERVICE COMMISSION.



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BY

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DEDICATION

To my Uncle, Mr. John I. Ede  
and to every Civil Servant in  
Nigeria.

ACKNOWLEDGEMENT

"No man is an island", says John Donne. By the same token, I can never claim to be the sole architect of this project. This is because, many people and many factors contributed in various ways to its success.

In the first place, I am most grateful to the Almighty God for His manifold blessings and assistance. I am in no way ungrateful to my parents without whom I would never have been.

The Council for the Development of Economic and Social Research in Africa, CODESRIA, sponsored this project financially. I am grateful to them for their award and for their promotion of economic and social research in Africa. Their endeavour is laudable.

My supervisor, Dr.C.O.Ejimofofor, who is also the Head of Department is really a father in deed. He sacrificed a lot in order to read and bring this work to an acceptable standard. I am sincerely grateful to him and my former supervisor, Dr.N.N.Elekwa who was also very helpful and very understanding until he was called up for national assignment.

I equally thank all the other lecturers in the department from whom I gained a modicum of administrative knowledge. To my brother, Joseph, I owe a lot of gratitude for his financial support. I thank all my colleagues with whom I shared ideas. To all I remain grateful.

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ABSTRACT.

In recent years, the poor performance, inefficiency and bureaucratic red-tapism of civil servants in Nigeria have become a matter for utmost concern and debate among meaningful Nigerians. The crux of the problem plaguing the civil service lies in the negative attitude to work, lack of dedication to duty, taking government work as nobody's business, apathy and indolence among civil servants. The result is a waste of precious manpower and material resources, and a towering monument of inefficiency and low productivity.

In the light of the foregoing exposition, this research study undertakes an indepth study as well as a critical analysis of the factors that have over the years led to this low productivity and the negative ethics displayed by these civil servants. The work explores the degree to which such negative orientations and lack of dedication to duty and poor performance are due to inadequate training and proper motivations of civil servants.

The research study was carried out by means of the following methods: The case study approach was adopted using the Anambra State Civil Service. A descriptive analysis of the conditions of service, training programmes and developmental schemes were made. The interview method was employed together with questionnaire. These constituted the principal data collection tools. The data collected were analysed by means of simple frequency tables and the relative frequency method.

The result of the research was revealing as it was evident that the low productivity of civil servants was due to inadequate training and motivation. The research study showed that there is a positive corelation between training, motivation and productivity. When a worker is well trained, it is discovered, he will know what to do and how to do it and thus, his output will be substantial. Should a trained worker be motivated adequately, then, heaven is the limit of his productivity.



CHAPTER ONE  
INTRODUCTION

1.1 STATEMENT OF PROBLEM:

In recent years, the poor performance, inefficiency and bureaucratic red-tapism of civil servants not only in developing countries but also in developed countries of the world have become a matter for utmost concern and debate among meaningful government officials, the civil servants themselves as well as responsible members of the public. According to Bayo Okunade in "Three Decades of the Nigerian Civil Service", "the civil service is being seen as an institution that has become unnecessarily bureaucratic, powerful and influential, thereby a stumbling block for the government and in some cases as an instrument in the hands of the opposition. On the whole, it is accused of having abdicated its primary responsibility and its task as a 'machinery for governance and development'".<sup>1</sup>

To buttress the general nature of this problem, Robert Sherrill with others wrote of the American civil bureaucracy thus: "it has come to stand for government in its most derogatory sense. It has become the symbol of ... governmental indifference to citizen need, the symbol of governmental waste".<sup>2</sup> In France also, it has been observed that, "the discourtesy of the ... civil service in direct contact with the people is frequently complained of. The result is a total lack of respect for the civil service and an attempt to evade contact with the executive branch of the government unless compelled by necessity".<sup>3</sup>

The situation of the civil service was so horrible and disturbing in America in the later part of the century that its amelioration became a strategy for political campaign. Candidate Jimmy Carter who later became President owed much of his popularity (as a Presidential candidate in 1976) to the repeated promise that he would do something about the "horrible bureaucratic mess in Washington".<sup>4</sup>

If the picture of the civil service in advanced countries like America and France is as ugly as this, that of Nigeria is better left to your imagination. To General Obasanjo, a former head of State, "it is becoming apparent that the functions of the civil service do not command public respect or receive due recognition".<sup>5</sup> President Ibrahim Babangida put his own more pungently when he expressed the view that, "the state of affairs in the federal civil service today is one of turmoil ... the Nigerian public perception of the civil service has shifted over the years from that of an object of respect and trust to one of dissatisfaction, suspicion and sometimes, even contempt".<sup>6</sup>

The crux of the problem plaguing the civil service lies in the negative attitude to work, lack of dedication to duty, taking government work as nobody's work, apathy, and indolence. In the civil service everything remains stagnant and things go wrong at random and nobody cares a hoot because it is nobody's business. Nobody gets what he wants at the right time and in the right mood. There is a general lack of initiative and things remain perpetually the same. Anachronism therefore reigns supreme while dynamism is thrown overboard. The result is a waste of manpower and material

resources and a towering monument of inefficiency and low productivity.

The reasons for this trend of event, as well as the appropriate avenues for the apportionment of blame has formed the basis for an on-going controversy. As usual, there have been accusations and counter accusations between government and civil servants as to who should take a greater position of the blame for the disgraceful performance of civil servants. This verbal tussle notwithstanding, it is increasingly being realised that "all have sinned and fallen short of the glory of God". In as much as the civil servants could be said to be the cause for this inefficiency in most cases, the government cannot go scot-free for it is also a major contributory factor. It does not motivate the civil servants enough. In other words, the level of incentives it gives to its workers does not entice them enough to be dedicated to their duty.

In the light of the foregoing exposition, the aim of this research study is to undertake an indepth study as well as a critical analysis of the factors that have led to this low productivity among civil servants and the negative ethics displayed by these workers in the civil service. The purpose of this analysis is to explore the degree to which such negative orientations and lack of dedication to duty and poor performance are due to inadequate training and proper motivations of the civil servants.

In most developed countries, psychologists and managerial personnel have stressed the causal relationship that exists between training as a motivator and productivity; training being viewed as an incentive and also as a process that leads to efficient performance and motivation as a process

that leads to job-satisfaction and greater self fulfilment among workers, and hence, increased productivity. In the Nigerian case, the question of incentive to work is very acute and important than in developed countries. This is because of the level of individual development coupled with the lack of patriotism exhibited by most Nigerians. The country's severe economic predicament which has aggravated hard condition of living is a more serious reason for motivating workers to work.

The focus of this research therefore is to discuss the key factors that have over the years acted as stumbling blocks to increased productivity among civil servants as well as the cumulative effects of such factors on the improvement of the political, social and economic life of Nigerians and of course with the sole and ultimate aim of making Nigeria a paradise on earth.

## 1.2 SIGNIFICANCE OF STUDY:

Peter du Santoy's position in his book, "the civil service", is instructive on the significance of the civil service to the effective and efficient administration of a state. To him, "an efficient civil service trained in the specialist task of carrying out the broad decision of the government is a necessity if the government is to fulfil the functions the public expects from it".<sup>7</sup> He also noted that no modern state is able to exist without a highly complex and professional civil service organisation".<sup>8</sup>

It can therefore be seen that the civil service occupies a front seat in the task of nation building, hence, in the realisation of our national objectives. The level of dedication to duty, efficiency and

competence of the civil servants, more than any other factor, determines the effectiveness of all governments. The civil service is the government and the government is the civil service so to say. This is because, apart from its basic function of policy initiation and implementation, the civil service is the custodian or the reservoir of the knowledge of government decisions and procedures. The politicians are mere figure heads. It is the civil servants who actually and really perform the functions of government.

Actually, it is a recognised fact and it has been expressed that "the effectiveness of the government is to a large extent determined by the efficiency and competence of the civil service".<sup>9</sup> And recently, the Chairman of the Federal Civil Service Review Panel opined that "there is a strong sense in which a country is a close reflection of the effectiveness and sensitivity of the civil service".<sup>10</sup>

Every responsible Nigerian is crying for a result oriented public service. Members of the Udoji Public Service Review Commission echoed this cry when in paragraph 25 (I) of their report they stated, "there is need for a new conception of management, providing a more productive or result oriented approach to public service, concentrating attention and resources on the purpose for which public institutions are created as servants of society".<sup>11</sup>

If behaviour is deficient a diagnosis must be made before a remedy is sought. An employee may be ineffective because he lacks essential aptitude, because he has not been adequately trained, because his motivation

is low, or because he has a poor job attitude due to personal or social maladjustment. This research is significant for it is going to diagnose the illness of the civil service and point out which of the above anomalies is the problem and also prescribe a curative drug. According to Norman Maier, "anyone of these deficiencies ~~can~~ could account for limited merit on the part of the employee, but the remedy would differ depending on the location of the deficiency. The remedy for deficient aptitude is good selection and placement; for inadequate training, better or additional training; for low motivation, finding additional ways to motivate; and for poor aptitude, the search for factors that are at the root of the negative job and social adjustment".<sup>12</sup> This study aims at finding out the problems and proffering solutions.

For the optimum realisation of our developmental programmes, a high degree of incentives through the training and development of civil servants is an imperative since it is unrealistic to expect a bunch of ignorantly dissatisfied, frustrated and disgruntled workers to epitomize the high ideals of selfless service, integrity, loyalty and dedication to duty essential for the civil service.

Ipsa facto, the significance of a research cannot be more noble than one which aims at eliciting the best out of those people responsible for the running of the government and hence for national development.

### 1.3 LITERATURE REVIEW:

A proper consideration of the human factor in any organisation has come to be recognised as being essential for organisational prosperity. More and more firms are giving to the human resources of their organisation the care and attention which was once given to the

financial and material resources. In a study made by Patricia Hall and H. W. Locke in a British factory, it was noted among other things that, "the human problem of a business may be, and often are, more difficult to solve than those associated with equipment or finance, but the lack of full cooperation between "capital" and "Labour" is a formidable obstacle to industrial progress and prosperity that every effort should be made to understand the causes of misunderstanding and then to remove them".<sup>13</sup>

It is in recognition of the message of this observation that a lot of premium is today placed on the establishment of a conducive atmosphere in which individual goals of workers will synchronize with the aims and objectives of most organisations. This led to the Human Relations and behavioural movements of management in the 1940s and 50s. According to Argyris, a staunch advocate of this school, the effectiveness of any organisation in terms of productivity is dependent on the successful harmonization and integration of employee goals and objectives with those of the organisation. This involves the creation of an environment within the organisation which would encourage commitment to organisational objectives and would also provide opportunities for the maximum exercise of initiatives, ingenuity and self direction among employees and thus lead to organisational and employee development.

The only factor that can lead to the realisation of this dual objective of organisational and employee development is employee training and development coupled with motivation packages.

#### EMPLOYEE TRAINING AND DEVELOPMENT:

From the foregoing, it has to be noted that there is a dearth of intellectual and practical literature on personnel training in Nigeria as

an incentive. Where such literature is available, it is usually not written with the third world in mind but rather is concentrated with the experiences, practices and ecological circumstances of the 'developed' world, particularly the industrialized Western countries, and worse still contains a high degree of bias in favour of the private sector.

Commenting on this problem Balogun noted that literature on employee training came only later in the history of public personnel management in Nigeria. Earlier preoccupation of the colonial administrators in the pre-independence era was with looking into such personnel problems as grading, salary administration, review of wages and the amelioration of conditions of service as well as institutional transfer via nigerianisation of the service than on training and staff development.<sup>14</sup>

However, there is a modicum of available general stock of literature on human resource development in organisations and a brief review of a couple of such existing literature would suffice for the purpose of illuminating the importance of the topic under investigation.

Derek Torrington and John Chapman in their book "Personnel Management", rightly observed that "after the process of matching the needs of the employee with the needs of the organisation through the employment process, the next stage of the contract for work is training: developing the employee's capacity to perform. By this means he is enabled to carry out the task assigned to him and to realise his personal aspiration in the organisational context".<sup>15</sup>



At any rate, it could be argued that before an employee is employed, the employer has to make sure that he has the basic training for the job for which he is being employed. In this regard, Pigors and Myres in their own book, observe that all new employees regardless of their previous training, education and experience need to be introduced to their new employer's work-environment and be taught how to perform specific tasks. They also observed that "specific occasions for retraining arise when employees are transferred or posted, or when jobs change and new skills must be learned, perhaps because of changes introduced by advancing automation. Even when responsibilities for orientation, induction and retraining are not regarded by managers as calling for planned procedures, they will be met in some way or other, by someone in the work situation".<sup>16</sup> This type of training described here could be called induction and orientation as well as on-the-job-training that take place in the work situation itself and in a continuous manner.

Pigors and Myre further stressed the continuous nature of training in organisations by quoting the view of Dooley that "training is not something that is done once to new employees. It is used continuously in every well-run establishment. Every time you get someone to do work the way you want it done, you are training. Every time you give direction or discusses a procedure, you are training".<sup>17</sup>

On the importance of employee training, Stahl has noted inter alia: "there is almost universal acceptance that getting away from pressures of the job and spending private and social hours in residence at an educational centre provides opportunities for the administrator to reflect on himself

and his role, and to acquire a different perspective on his current position and others with which it relates, to exchange experiences with executives who have comparable responsibilities and problems, and in general to develop fresh insights into the place of his job and his programme in today's world".<sup>18</sup> He concludes by stressing the need for employee training in the following words: "... We must remind ourselves that a staff grows and develops not just by use of formal training alone but by living in an environment with an attitude of management, permeating all operations that make growth and development natural, attractive and satisfying. It seems to be a fact of life that the very existence of complex bureaucratic structures fosters inertia, resistance to change and acceptance of the status quo. It has been said that "organisations resist intellect". The perpetual task of staff development is to help intellectual influences blow their fresh breezes through the dust that may accumulate in any bureaucracy".<sup>19</sup>

For Holget and Towle, the purpose of personnel training and development in organisation is to help employees acquire and maintain the necessary skills, capabilities and personal capacities to adequately contribute their services towards the fulfilment of organisational goals and objectives. They noted that employees try to maximise their accomplishments and job satisfactions; the result is that a basic conflict often arises between the objectives and needs of the organisation and those of the individual employee. The authors thus profer the role of organisational staff training and development as a panacea to this organisation employee conflict.<sup>20</sup>

This analysis implies that there is a correlation between training and motivation of the individual employee in an organisation. Thus the authors have observed that training is also related to employee motivation in the sense that "employees who know and understand their jobs and who feel that management values them enough to prepare them for future assignments are more likely to demonstrate higher morale and greater interest in job performance".<sup>21</sup>

Employee training and development according to C.C. Nwachukwu "are at the heart of employee utilization, productivity, commitment, motivation and growth".<sup>22</sup> On the importance of qualified manpower Kuznet observed that "the major capital stock of an industrially advanced country is not its physical equipment; it is the body of knowledge amassed from tested findings and discoveries of empirical science, and the capacity and training of its population to use this knowledge".<sup>23</sup> The essence of any manpower programme is to "enhance the welfare of workers by maximizing their skills and the quality and quantity of their employment opportunity and in so doing, add to the country's economic strength".<sup>24</sup>

Unfortunately, many employers in Nigeria including the government do not believe in the philosophy of employee training and development. They tend to think that training is redundant and money wasting. However, in the long run, such employers end up in the bargain of "penny wise, pound foolish", for such uncooked employees glory in inefficiency and low productivity.

Augustus Adebayo in his analysis of the causes of inefficiency in the Nigerian public service, identified thirteen causes and one of them is inadequate training. He noted that "the tempo and scale of training still

falls short of normal requirement for an efficient public service ... Among the lower cadres in the public service there is still much working by routine, apathy and a general lethargy to government work".<sup>25</sup>

Substantiating the importance of training Ubeku writes: "money spent on training and development of individual employees is money well invested. Employees who have not received adequate training before being assigned with responsibilities lack the necessary confidence with which to carry out the responsibilities of the job". He suggested that the employee should be helped to grow into more responsibility by systematic training and development so that he will be confident enough to carry out the responsibilities of the job. This according to Ubeku, is because training increases the employees' belief that he knows what is expected of him regarding the job, the knowledge of which helps him to originate ideas as to how best to carry out the task of his job.<sup>26</sup>

It has to be noted that "effective performance on the part of employees is essential for the success of the organisation. Such performance will to a great measure depend on their knowledge and skills. But, while the knowledge and skills possessed by the individual employee are important in determining his job performance, these factors alone are not sufficient. An understanding of what motivates the individual is needed to reveal how abilities and skills are activated and their potential released".<sup>27</sup> And, this leads us to the second part of our literature review - motivation.

#### MOTIVATION OF EMPLOYEES:

Most early psychological explanations of the motivation principle were rooted in the principle of hedonism which maintains that man naturally

seeks to maximize pleasure and minimize pain. This influenced managers in those days to use threats of sack or discharge as a motivating factor.

However, at the beginning of this century, Fredrick Taylor, the reputed father of scientific management x-rayed the worker and discovered that he was simple rather than complex and if properly oiled by money would serve as an efficient component in the organisation. Taylor therefore advocated the use of wages as a basis for the formulation of incentive plans and schemes within the organisation. Wage payment was therefore then used as the "carrot", while punishment and dismissal were used as the "stick".

Today, however, the acclaimed 'carrot' and 'stick' type of motivation has given way to the emphasis on the importance of human needs and goals as the fundamental sources of employee behaviour. Accordingly, for Riggs et al, "the key to the successful explanation of employee behaviour in the organisation lies in the study of human needs and goals as factors that reveal how the abilities and skills of the workers are activated and their potentials released".<sup>28</sup>

Management books are replete with numerous literature on theories of motivation. Let us highlight a few of them although not extensively.

Perhaps, the best motivation theories based on the nature of human needs are Abraham Maslow's Hierarchy of needs theory, Fredrick Herzberg's Two factor theory or motivation-Hygiene theory, McGregor's theories X and Y, David McClelland's Need to achieve (nAch) theory, B.F. Skinner's Behaviour modification theory and Victor Vroom, Edward E. Lawler and Hymon W. Porter's expectancy theory.

29

Maslow's theory centres around the various goals towards which men's behaviour is directed. He said that they come up in an ascending order of hierarchy from the physiological, safety, esteem to self-actualization needs respectively. An individual's needs at any level on the hierarchy emerge only when the lower needs are basically and reasonably well satisfied. The crux of Maslow's theory is his belief that the satisfaction of the needs of individuals is the only key to successful motivation and his hierarchical arrangement of needs to reflect their order of importance to the individual.

Even though Maslow's theory has been criticized on the grounds that it is culture-bound and not based strictly on experimental evidence, and as such lacks definitive proof, most scholars are agreed on its relevance, since no matter how human needs are categorized, they are important in understanding human behaviour within the organisation.

Herzberg<sup>30</sup> in his own theory established what he called "hygiene or maintenance factors" and 'motivators'. To him, in any organisation there are certain factors which by their presence do not increase the worker's satisfaction on the job, but their absence may lead to dissatisfaction. To him such factors are environmental factors over which the employee has limited influence. They include pay, interpersonal relationships, supervision, company policy, administration and working conditions, etc. These factors could not be used to motivate the worker towards improved performance. Rather, the worker's performance on the job could be improved by means of adjustments in such factors as "the work itself, recognition, achievement, possibility of advancement, etc.

Most often, many organisations simply formulate so called motivational packages for their staff without a real understanding of the essential needs of their staff, and what incentives or benefits could be used to satisfy such needs. Herzberg's theory therefore proves useful in highlighting those factors which could serve as motivators in organisations whether private or public.

McGregor's theories X and Y<sup>31</sup> emphasises the important of management philosophies on the general climate prevailing in the organisation, which could exert positive or negative influences on worker's productivity. He postulated two different management styles which conform to the perception of the nature of human beings. He explains these assumptions in what he calls theory X and theory Y.

From the theory X assumptions, McGregor concludes that managers who belong to this school of thought believe that the workers can only be motivated to work like the proverbial "donkey with a carrot in front and a stick behind".<sup>32</sup> His theory Y places the onus on the administrative cadre of organisations to seek the collaboration of the workers (who according to McGregor are willing to work and have the capability and initiative) so as to tap their full potentialities, thereby leading to greater productivity on their part.

David McClelland's need to achieve theory (nAch)<sup>33</sup> is a concept of motivation based on the human need for achievement. He said that people with a high need for achievement have a compelling desire for success and an equally intense fear for failure. He suggested that a person with a high

nArch would possess certain characteristics which would make it easier for him to work in some situations than others. Such characteristics include: He prefers tasks which make him responsible for the outcome. He sets moderately difficult but achievable goals for himself. He takes 'calculated' risks, but is not likely to be a coin tosser. He likes specific and prompt feedback on how he is doing (whether successfully or unsuccessfully). He tends to be restless, works long hours and does not worry unduly about failures if it occurs. He is his own man and tends to run his own show. He prefers competent co-workers in spite of his personal feelings about them".<sup>34</sup>

B. F. Skinner is the foremost exponent of yet another motivation theory - the behaviour modification or the positive reinforcement theory. The theory states that people can be motivated by properly designing their work environment and rewarding good performance. In his book, "Beyond Freedom and Dignity", Skinner contends that behaviour can be changed by changing the environment in which one functions.<sup>35</sup> This is called operant conditioning. By rewarding desired behaviour and ignoring undesirable behaviour, an individual or a group can influence others in a desired direction. Over the time, the reinforced behaviour will tend to be repeated while the unrewarded behaviour will tend to disappear and be extinguished.

Another theory of motivation is the expectancy theory which was treated by Vroom and also Porter and Lawler. The theory states that people will be motivated to do things to achieve some goal to the extent that they expect that certain actions on their part will help them achieve the goal. Vroom's



model of the theory is the outcome of his attack on Herzberg's Two-factor theory. Vroom says that a person's motivation towards an action is determined by his anticipated values of all the positive and negative outcomes of the action multiplied by the strength of the person's expectancy that the outcome would yield the desired goal.<sup>36</sup>

The Porter and Lawler model of expectancy theory contends that "effort (strength of motivation) depends on the sum of the perceived value of a reward, the energy required to do the job and the probability of actually receiving the award".<sup>37</sup>

#### IMPROVING PERFORMANCE THROUGH IMPROVED JOB INCENTIVES:

Having examined motivation theories at length, we cannot but ask, what relevance or consequences have they on the performance of the Anambra State civil servants. The main importance of these theories lies in the fact that they not only provide explanations for WHY civil servants are not performing but they also provide insight into HOW these states of affairs can be remedied through the use of WHAT incentives.

Although there were divergent views as to the factors that motivate the worker, most theorists agree on the fact that the aim of all motivation process is increasing the worker's satisfaction on the job by satisfying his needs, both physiological and otherwise.

Abel Ubeku, the renowned Nigerian personnel management scholar in his analysis of the various motivation theories of Western scholars noted that they were not of immediate relevance towards improving the productivity of the Nigerian worker in both the private and public sector of the economy.

This is not true. Many of the principles of the theories can be applied to the Nigerian Worker. Also many of the principles cannot be relevant to the motivation of the Nigerian worker. For instance, descending on Maslow's hierarchy of needs theory, Ubeku stressed that "while one is aware of the social science findings in Europe and America which tend to play down the importance of wages and salaries as a motivating factor, there is no doubt that in the Nigerian context, it has a large motivating element".<sup>38</sup>

He also pointed out that although in Maslow's theory and Herzberg's theory, the worker's pay was regarded as a lower level need and a "maintenance factor" and not a motivator, that the reverse is the case in Nigeria because the worker's pay especially to those employees whose jobs have no promotion prospects and cannot be improved in any way, was a potent motivator for improved productivity.

Ubeku's assertion was buttressed by Eze, who noted that most workers in Nigeria including both the management and work force, are still in the first-level of human needs hierarchy, struggling to satisfy the basic lower needs for food, shelter, clean water, safety, etc. As such, since money is the quickest means of satisfying these needs, almost every Nigerian is today ruled by a "rapacious and inordinate quest for money at all cost."<sup>39</sup>

In fact, it is not only in Nigeria that money act as a positive motivator. It does so in other developed countries of the world for unlike Maslow and Herzberg, Opsahl and Dunnette viewed money as a conditioned reinforcer. They maintained that money acts as both an incentive, a goal and a reward after the act has been performed.<sup>40</sup>

From these expositions, there is no doubt that the productivity of Anambra State civil servants can be improved through greater incentives especially monetary rewards that would enable them to meet to a greater extent their basic needs. The only language Nigerians hear and understand is the language of money. If you can only give them a reasonable amount of money, whether they like the job in itself or not, they are sure to do whatever you ask them to do, provided you have given them the training they need for the job.

#### SUMMARY:

The review of literature has focussed on the role of training as an incentive to increased productivity. Our focus on the motivation theories was based on the belief of the researcher that the main stumbling blocks to the improved performance of the civil servants are: lack of adequate training, poor conditions of service and inadequate incentives.

The review of literature therefore proceeded to examine the effect of such motivational processes as employee training and development, monetary rewards and incentives on productivity. With most Nigerian scholars emphasising the importance of monetary rewards as motivators and with the new discovery of this work, that in addition to monetary rewards, the worker needs to be trained adequately and developed properly, there appears to be prospect for improving the performance of the civil servants through such incentives. These issues are examined more deeply in subsequent chapters of the work.

#### 1.4 THEORETICAL FRAMEWORK:

Theories are a useful set of logically related concepts for explaining the occurrence of any phenomenon. In both the physical and social sciences,

theories are indispensable tools at the beck and call of the researcher in shedding more light on the possible relationships that exist between various variables that apparently appear to have no logical connection between them. Theories therefore provide spring-boards for the researcher's critical analysis of a phenomenon as well as for data collection. A theoretical framework will therefore aid our research in its relevant perspective thereby directing us on what to look for and the standard against which to analyse the data collected.

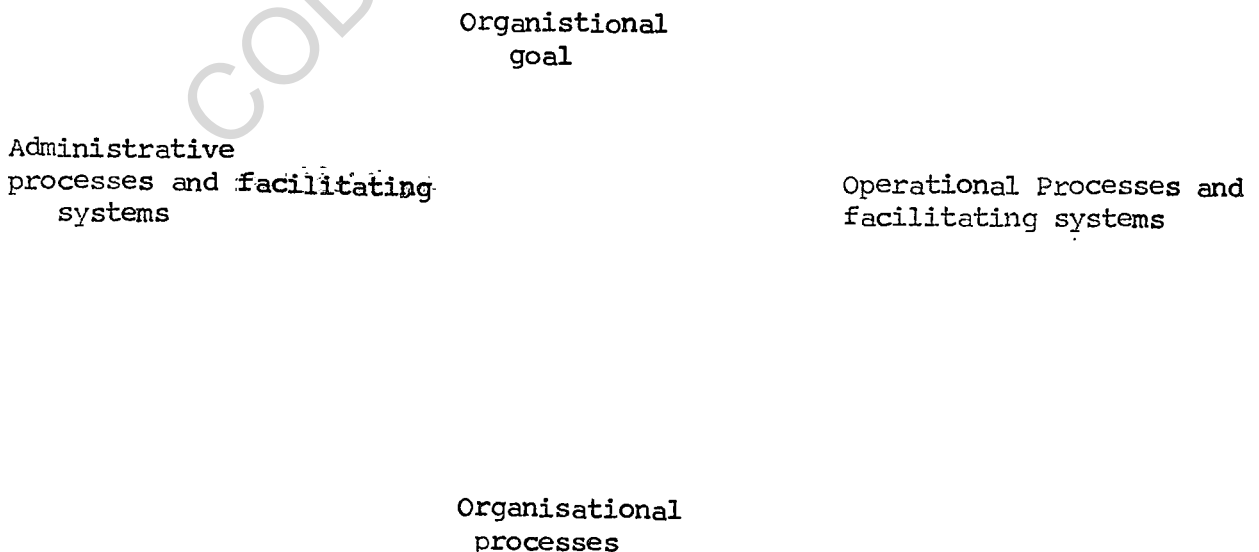
In this study, our analysis will be anchored on the process-system model as postulated by Wendell French. The process-system model represents a somewhat refined variety of the system approach to the study of organisational management in that it stresses the processes that characterize the dynamic operation of a system.

The process-system theory discusses system at two levels. At the organisational level, it looks at the organisation as a system. At the personnel management level, it looks at the personnel function as a unit of analysis.

"A system" according to Micholas Henri, "is an entity in which everything relates to everything else".<sup>41</sup> This definition sees a system as made up of components or parts that work in complement for the objectives of the whole. However, Wendell on his own defines a system as "a particular linking or inter-related and inter-dependent components having a facilitating effect, or an intended facilitating effect on the carrying out of one or more processes".<sup>42</sup>

According to Wendell, using the concepts of process system, administrative processes and operational processes, an organisation may be defined as an essentially person directed and multiple-goal-oriented network of operational process and corresponding facilitating system and is immersed in a broader network of processes and systems with which it interacts.<sup>43</sup>

The characteristics of an organisation can be identified from the above definition. They include administrative processes of planning, organising, co-ordinating, and controlling; organisational goals which are multiple and changing; operational processes which are facilitating systems consisting of several aspects of management - personnel, financial, material; and production, marketing, research and development, engineering, and finally, organisational resources as comprising human, material, financial, machines and scientific knowledge. These various aspects are interdependent and in constant interaction with one another and also with the environment. This is shown in the following diagram.



Planning, organising, co-ordinating, controlling.

Human, financial, materials, machines, markets and scientific

Personnel Management, Financial Mgt., material and production management, marketing management, research and development engineering.

Multiple and changing.

#### Major Aspects of Organisation:

Source: Wendell French, "The Personnel Management Processes  
4th edition, Houghton Mifflin Co., Boston, 1978, p. 39.

The process-system also sees an organisation as an "open system" and hence, subject to the external environment or ecological influences. The way the organisation (as a system) responds to the positive and negative influences coming from the environment determines its chances of survival and persistence.

A pertinent question that needs to be answered is; what has this framework got to do with the study at hand? It relates and aids the study at hand in its acknowledgement of the human effort or factor as one if not the most important aspect of an organisation, for according to Wendell, "an organisation is essentially person - directed in that human planning and direction, whether efficient or not, are its major characteristics".<sup>44</sup>

When applied to the study at hand, Incentive to Work and Productivity through Employee Training and Development in Anambra State Civil Service", the intertwining and intersubjective relationships between the variables become apparent. Also, the model which views an organisation as a process involving "a complex amalgamation of many sub-processes aimed at increasing

the capability of individuals and groups to contribute to organisational goal attainment" provides a convenient and useful framework for investigating the place of employee training and utilization as a result of incentive packages in the organisational goal attainment of the state civil service.

Furthermore, the model adequately furnishes the research work with the theoretical assumption that the quality and quantity of staff available in an organisation at any point in time when viewed side by side with organisational objectives determines staff training and development, and that when employees are trained, they are motivated in a way and when given incentives to work, bring out their best and this directly affects organisation and employee development.

#### 1.5 HYPOTHESES:

The following hypotheses were used to test the research.

1. Lack of adequate training in Anambra State civil service contributes to the problem of inefficiency among civil servants.
2. Training in the civil service tends to promote employee development.
3. Training in the civil service acts as a serious incentive to civil servants and hence contributes to greater performance and increased productivity.

#### 1.6 RESEARCH METHODOLOGY:

The research study was carried out by means of the following procedure/method:

- a. The case study approach was adopted using the Anambra State Civil Service. A descriptive analysis of the history, organisational structure, training programmes and general operations at the State Civil Service were undertaken, and references were made to official civil service records, documents and statistics referring to conditions of service, training programmes and development schemes, etc.

- b. The interview technique was also used by the researcher. Efforts were made to sample the opinions of the senior and junior staff of the State civil service.
- c. The questionnaire was also used as one of the principal data collection tools alongside with the personal interview technique. About 700 questionnaire were distributed to civil servants in various ministries. Respondents were allowed to take home these questionnaires so as to provide a more congenial and convenient atmosphere for their completion. Out of this 700 questionnaires issued, 500 were filled and returned amounting to a total response rate of 80%.
- d. The data obtained from the questionnaire was analysed with a means of simple frequency tables and the relative frequency method so as to find out whether any causal relationship existed between employee training and development coupled with incentive/motivation schemes and the performance of civil servants in the State civil service.

#### 1.7 LIMITATION AND SCOPE OF STUDY:

The scope of this study was restricted to civil servants in Anambra State so as to make for a more empirical analysis. The above civil service was selected because it was felt that information gathered would provide a clear and typical picture of the conditions of service of civil servants in the federation as well as the reactions and impact of incentive schemes on civil servants' productivity.

Despite these facts, the research faced certain limitations. Firstly, civil servants are catholic in number and so it was highly impossible to sample the opinions of a majority of them. Again, the operations and conditions of service vary slightly from state to state and as such it may not be possible to generalise correctly from the results of this research for all civil servants in Nigeria.



Apart from this, the fact that respondents were permitted to take home the questionnaire raises the question of whether the responses were those of some people else. Moreover, the attitude of government officials to hoard information for fear of punishment; or even for others to give half information or to exaggerate information is well known. This makes it difficult to actually rely on the findings of the research to be definitive for all people and for all times.

It is within these limitations and scope that this research findings must be evaluated.

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CHAPTER TWOTHE ANAMBRA STATE CIVIL SERVICE2.1 HISTORICAL BACKGROUND:

The Anambra State civil service was born when the East Central State was divided into Anambra and Imo States, as a result of the creation of the federation into nineteen states in 1975 by the then Head of State, Late General Murutala Mohammed. The East Central State civil service on its own part was a derivative of the former Eastern Nigerian Civil Service which in turn was derived from the British colonial civil service. Thus the historical development of the Anambra State Civil Service should start with the British colonial civil service which came into being on 1st January, 1914 when the protectorates of Northern and Southern Nigeria and the colony of Lagos were amalgamated by Lord Lugard.

Later between 1919-1925 a Nigerian secretariat was created by Sir Hugh Clifford and so there emerged a more centralized and unified civil service management in Nigeria. This period marked the beginning of what Nicolson in his book, "The Administration of Nigeria", described as "eracism".<sup>1</sup> The era of racism nurtured a phenomenon that could be properly described as civil service "partheid". This is because there was rampant racial segregation in the colonial civil service. This was apparently reflected in the structure of the then entire civil service. Thus, there were two patterns of service, namely, European and African services. The

European civil servants were given preferential treatment. They enjoyed better condition of service - higher pay, super standard of residential quarters (G.R.A.), dignified offices, etc than their Nigerian counterparts. Moreover, most of the qualified Nigerians were not given employment in the civil service. This discriminatory attitude might account for the reason why there was no effort on the part of the colonial government to educate Nigerians so as to help the over-worked and over-strained whites in the civil service.

However, the year 1948 was a turning point in the history of the country's civil service. It was the year when this racism was dismantled and thus became the starting point of the process of transforming the service into an apparatus of modern parliamentary government and indigenous civil service career. The justification for using this year 1948 to mark a point of departure is that it was in that year that the process of planned Nigerianisation of the civil service commenced. Meanwhile, there was still an acute shortage of trained Nigerian personnel which could manage the public affairs of the nation. This could be substantiated by the fact that despite the increasing rate of Nigerianisation and accelerated efforts by the crown agents in the recruitment of indigenous personnel, the senior civil service strength remained hopelessly at only a quarter of the whole establishment. Thus in 1948 there were a 1,500 expatriates and only a handful of 200 non-expatriate senior civil servants left to administer the whole country.<sup>2</sup> The Nigerianisation policy was not yielding commendable results, hence, between 1949 and 1952, only 121 Nigerians were appointed or promoted to senior civil service posts. However, in 1948, a central civil service

commission was created.

At any rate, the Eastern civil service from which Anambra State civil service originated came into existence when the wind of regionalisation was blowing across Nigeria. In the interim, the Eastern Nigerian Civil Public Service Commission was also established in 1954 and charged with the responsibility of advising the regional governor on appointment, promotion and discipline of public officers of the region. The Eastern Nigerian legislature was given controlling powers over the Eastern Nigerian civil service. The legislature discussed and decided provision for new posts, salaries, allowances and conditions of service for the civil service, while recruitment, transfer and discipline were in the exclusive control of the regional governor, advised by the Eastern Nigerian Public Service.

During this period of rapid changes in the evolution of both the federal and regional civil services, Mr. L. N. Gorsuch was appointed in 1955 to review the structure, organisation and remuneration of the civil service. The Gorsuch commission known as the commission on the public service of government in the federation of Nigeria" abolished the old structure of the civil service which divided the civil service into the senior and junior services and replaced it with a structure of five grades, namely, super scale, administrative, executive, clerical and sub-clerical with corresponding classes of technical and professional branch of the civil service. The key note of the Gorsuch Report was superior intellect which it regarded as an insurance for efficiency and effectiveness and thus recommended that "to be appointed an administrator, a person must possess a good honours degree but one who exhibits a special ability might be promoted to the ranks".<sup>3</sup>

The new Eastern Nigerian civil service was restructured in accordance with the Gorsuch Report. The government of Eastern Nigeria had initial set-backs in the first few years of its existence as a result of shortage of funds which made it to be hesistant in the implementation of the Gorsuch salary awards. But with the development of the oil fields in the Eastern region in the subsequent years, the financial position of the region improved tremendously. The government then tackled very vigorously the problems of the organisation, expansion and Nigerianisation of the new civil service in the region. There was an influx of trained Easterners to the region after their scholarship and training courses, Some civil servants displaced in Northern Nigeria as a result of the Northernisation policy also returned to the region.

In the south there was a mutual exchange of public servants between East and West. During the time of the Eastern Nigerian self-government (1957-1960), the region had relatively large numbers of qualified Easterners in the Nigerian civil service. With the attainment of national independence in 1960, the Eastern Nigerian civil service took a very dynamic and elegant posture. In 1964, the strength of the Eastern Nigerian civil service rose to 15,965 of which 15,696 were Nigerians while only 269 were expatriates.<sup>4</sup>

The Eastern government did not adopt the Western Nigerian policy of displacing expatriate permanent secretaries and professional heads immediately after independence, but rather used them to give intensified training to Eastern Nigeria staff. In the administrative class, young administrative officers were as a matter of policy first sent out to the field for training and experience before they were sent to the headquarters at Enugu.

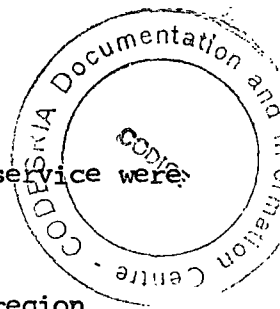


The distinctive characteristics of the Eastern Nigerian civil service were experimentation and innovation.

The quantity and quality of manpower available in the region continued to increase tremendously. There were at the disposal of the public service commission of the region many graduates from the United Kingdom, U.S.A. and from the Nigerian Universities. The supply of qualified candidates tended to exceed the number of vacancies with the result that the public service commission adopted open competitive examination as a mode of selection. The administrative class was restricted to the applicants holding good honours degree while third class honours and ordinary pass degree candidates were selected for admission into executive class. The Eastern Nigerian civil service had a relatively reputable standard of political control which made the management of public affairs in the region one of the best in the federation.

The rapid progress made by the Eastern Nigerian civil service was put to a halt by the military coup of 15th January 1966 which precipitated a chain of disastrous events of unprecedented dimensions and led to the famous May massacre of the Easterners in the North popularly described as "the bloodbath of the Ibos". As a result, there was mass return of the Easterners from all over the federation to the Eastern region and they joined the Eastern Nigerian civil service. The program and its resultant effect on the Easterners compelled the Easterners to demand a separate and independent existence.

Consequently in May 1967, the former Eastern Region unilaterally declared itself an independent sovereign State of Biafra. This in turn,



precipitated the three year civil war. It was at the peak of the Nigerian political crisis, on May 27, 1967, that the federal military government created a 12 state political structure in Nigeria by Decree No. 14 of 1967. It was during this time that the former Eastern Nigeria was carved into three states, East, Central, South Eastern and River States.

Hence, May 27th 1967 saw the birth of the East Central State of Nigeria but the East Central state civil service started its real life in January 1970 with the strength of 22,675 civil servants and the new civil service continued to wax strong till 1975 when the new Head of State, Murtala Mohammed created more states and two states emerged out of East Central State namely, Anambra and Imo States. Each of them had a civil service. The Anambra State of Nigeria civil Law No. 4, 1980 dated 15th February 1980 and cited as the state civil service commission Law established the state civil service commission. By this enactment, the public Service Commission was changed to civil service commission.

## 2.2 ORGANISATIONAL STRUCTURE OF ANAMBRA STATE CIVIL SERVICE:

The only law that is constant in nature is the law of change. As a result, within the period 1975 to 1979, the Anambra State civil service has undergone a lot of metamorphosis structurally as a result of the dynamic nature of man. The state civil service was structured vertically into ministries and departments and horizontally into classes and grades which are patterned to those of the British civil service.

In fact, it was British-oriented class system. It was organised hierarchically into superior-subordinate relations. Duties were defined

and specialised for the various sub-units within the civil service:

Rules and regulations bind all the civil service activities. The rank and salary structure was referred to as a unified salary structure. This was because there was no variation in the rank and salary structure of the whole departments/ministries. All ministries had the same rank and salary administered by the State civil service commission.

The number of ministries and non-ministerial departments into which the civil service of Anambra State was organised varied from 1970 to 1988 as a result of very constant reorganisation of ministries in the state. Between 1974 and 1975, there were twelve ministries and eight non-ministerial departments,<sup>6</sup> while from 1977-78 there were fourteen ministries and the same eight non-ministerial departments. The increase was as a result of the creation of two more ministries - the ministries of Local Government and that of Science and Technology. The organisation of these ministries correspond basically to the distinct, functionally defined, management tasks in the civil service.

During this period, the ministries in the state were functionally categorised into line, service, co-ordinating and controlling ministries.<sup>7</sup>

1. LINE MINISTRIES: This simply mean those ministries that combine the formulation of policy in a functional area with its execution, such as the ministries of Health and Education. By formulating policy in a functional area with its execution it simply mean that these ministries because of their specialised and technical form were given the right of power to formulate

policy guiding the affairs of their ministries. They equally engage in the execution of the policies.

2. **SERVICE MINISTRIES:** These are ministries concerned solely with rendering services to other ministries such as the ministries of Work and Justice.
3. **CO-ORDINATING MINISTRIES:** These are ministries that work in conjunction with others to achieve results such as the Ministry of Economic Development or Divisional Administration department.
4. **CONTROLLING MINISTRIES:** The responsibility of the ministries in this category is the control, supervision and assistance of other ministries in their work. They include such ministries as the Ministry of Finance and Establishment.

Having seen what the different ministries do, it is worthy to note that the functional organisation of the ministries was based on the responsibility and skills of specialisation of the civil servants. In the organisation, most civil servants of similar skills, training and occupational specialisation were grouped together in functional units. Thus, the engineers and architects are in the Ministry of Work; agronomists and Veterinarians are in Agriculture; Economists and Statisticians in Economic development, teachers in education and medical doctors and pharmacists in Health. Also, the administrative function were specifically for those in the social sciences and humanities like sociology, political science, etc. The functional organisation offered many advantages especially co-operation among groups and optimum utilization of skilled manpower and material resources.

On the aspect of the classification of the state civil service, the hierarchical structure of state civil service was probably its most prominent

characteristics as far as the ordinary citizen is concerned.<sup>8</sup> Chart 1 shows that before 1979, the Anambra State civil service was split into two major classes known as the generalist group and the specialist group. The state civil service at that period was horizontally structured on the basis of class. The generalist group was sub-divided into four categories - the administrative class, the executive, clerical and messengerial class. The function of the generalist class of the state civil service were patterned to correspond to these classes.

The administrative class was the strategic and key class in the entire classification structure of the civil service. This was the centre of governmental power and consisted of officials concerned with the formulation of public policies and managerial functions of the government. They advised the political heads on policy alternatives. These set of officers were highly qualified and mentally disciplined and are recruited from the universities with good honours degree or promoted from the executive class.

The administrative class was split into cadres such as Assistant Secretary, Senior Assistant Secretary, Principal Assistant Secretary, Deputy Permanent Secretary and Permanent Secretary. It is important to note also that the secretary to the government, senior divisional officers, divisional officers and their assistants were all grouped under the administrative class.

To the executive class was assigned the implementation of clearly policy and carrying out of all routine work of government, whether clerical or accounting. They were responsible for the general organisation and smooth running of the work of those in the clerical class, leaving the immediate

day-to-day supervision of these grades to the senior staff officers. They were also required to undertake investigation of important matters and assist in the compilation of facts and figures required by the administrative class. As the government business grows in size and complexity, the functions of the executive class equally widens in scope and complexity. The duties of the executive officer require qualities of initiative, judgement and social skills. The executive class was divided into four cadres, namely Assistant Executive Officers, Senior Executive Officers, Higher executive officers and principal executive officers.

The clerical class was at the base of the administrative hierarchy of the state civil service. Their duty is to scrutinize returns, claims and other records and documents. They prepare materials for returns and statistics in prescribed forms, keep official records and collect materials, data and information on which judgement could be made. The clerical class was also responsible for the supervision of other junior staff. The sub-clerical class prepared documents, filed letters, kept records subject to check and in accordance to well-defined general instructions.

The messengerial class was responsible for all typing, stenographies and secreterial duties of government and other low-level government jobs.

The second major group was the specialist class which was split into the professional technical and anciliary class. The professional

class occupied grades parallel to the grades in the administrative class and they include the legal officers, engineers, accountants, medical doctors, architects etc. Their different functions reflect their specializations.

The technical class was responsible for the technical functions of the government. They assist the professionals in their work and supervise and direct, field operations.

The ancillary and minor technical class constitute the supporting staff for the technical and professional class who worked either in the field or in the laboratories.

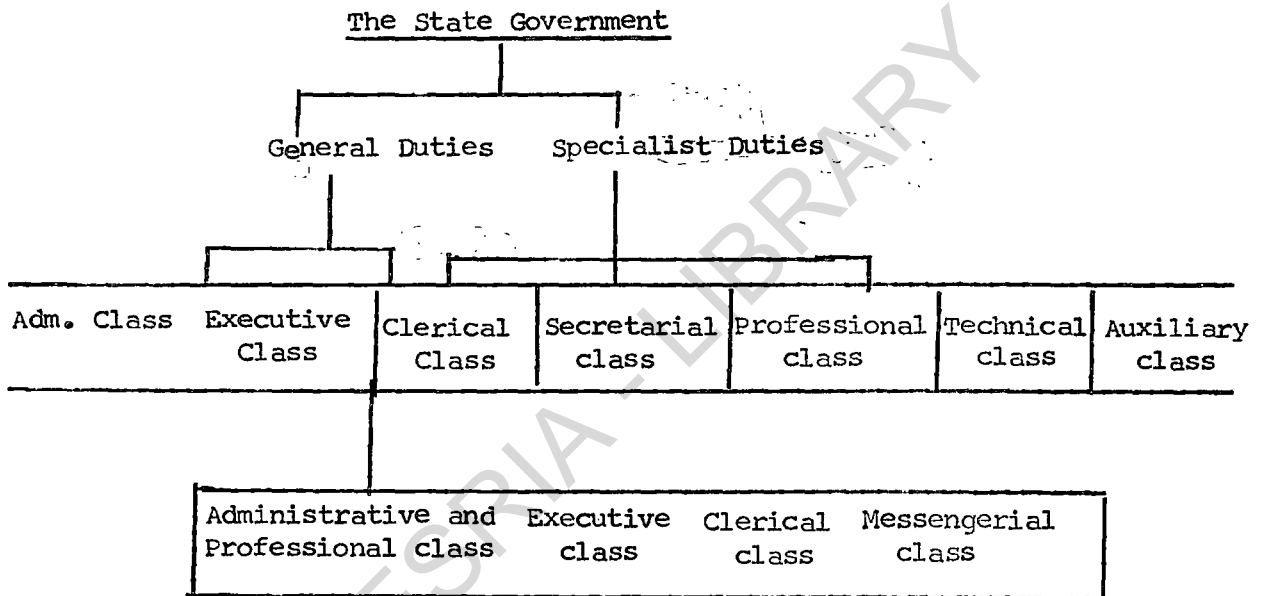
However, there was another reform in the civil service and from 1979 onwards, there were some changes in the state civil service. As it is reflected in Chart II, the civil service which was formerly classified into four classes was then grouped into three major classes namely, the senior management class (Grade level 11-16), the middle management class (GL. 07-10), and the junior class (GL. 06-01). At this period the idea of the clerical class being distinct from the messengerial class was abolished. Both the clerical and messengerial class then belonged to the same class. Also there was no difference between the administrative and executive class. With this new structure, one's salary grade level determines where one belongs instead of qualification or area of specialisation that was used before. Thus, some members of the executive class who were on level 08 and above were in the same middle management class with those in the administrative class. The idea that one must be a degree holder before one would belong to the middle management cadre no longer holds water, rather the moment one's salary scale moves up to GL. 07, one automatically belongs to the middle

management cadre. The implication of this structure is that it lowered the morale of those with higher educational qualification because the idea of having a special class for them was no longer emphasised.

At this period also there was the infiltration of the generalist group by the specialist group. An engineer can now be a Permanent Secretary. They are now recruited into the administrative cadre. Another important change was that the rigid division and definition of the state ministries into line, service, co-ordinating and controlling was no longer observed. Between 1980 and 1983 there was an overlap in their functions. Now this is a multipurpose and hybrid type of ministries.

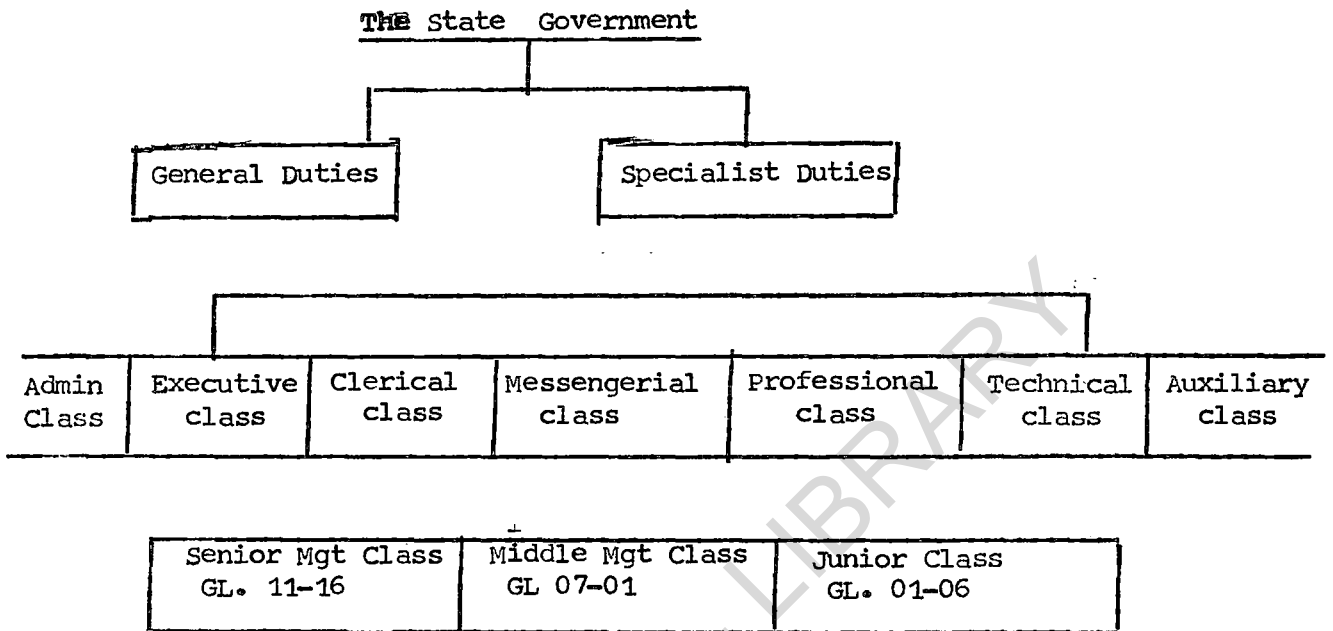
There was also the recent 1988 civil service reform which has also brought its own changes in the structure of the civil service. Now at the apex of the ladder is the commissioner followed by the Director General formerly known as the Permanent Secretary. Following closely behind the director general are the directors for specialist departments and administrative departments who are assisted by deputy directors and other assistant directors.



CHART IClassification of Anambra State Civil Service from 1970-1978.

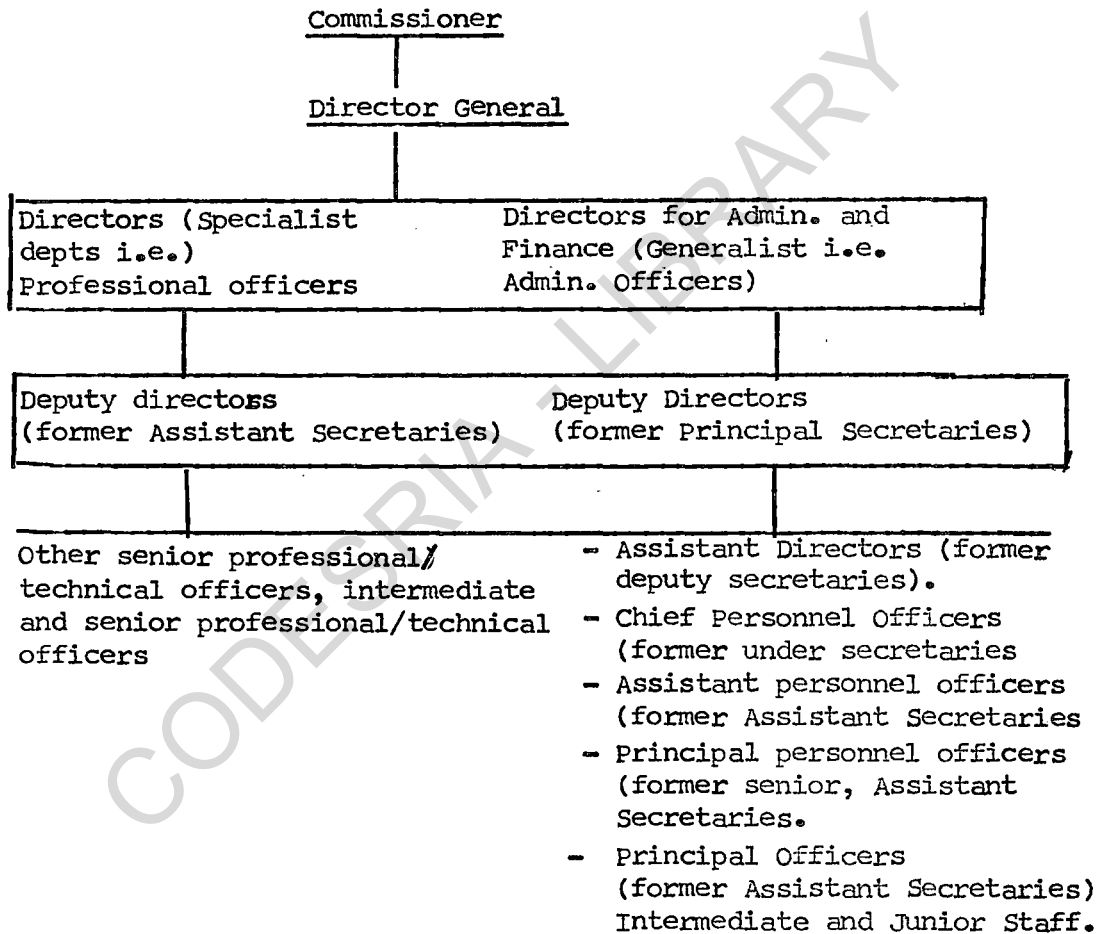
Source: East Central State Ministry of Establishment:  
 Civil Service Manpower and Staff Development  
 1974, Enugu, 1975, p. 5.

Classification of Anambra State Civil Service, 1979-87.



Source: Anambra State Civil Service Commission, Annual Report, Official Document, No. 3 of 1981, p. 4.

## CHART III

Classification of Anambra State Civil Service 1988-

Source: Anambra State Civil Service Commission,  
Annual Report, 1988.

NOTES

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CHAPTER THREETRAINING POLICIES IN ANAMBRA STATE CIVIL SERVICE3.1 NATURE OF TRAINING POLICIES:

In the early days of the Anambra State civil service, there was no training policy nor any training programme until when the government became increasingly aware of the fact that effective staff development is the key to effective administration. The government saw that even if the educational preparation of a civil servant is adequate at the time of his placement in the service, training may still be required to induct and adapt him to his new job and upgrade his skill at different stages in his career to meet his changing task requirements. It has to be noted that this point was adequately reflected in the literature review.

Thus the government seemed to be awaking from their sleep to the realisation of what Pigors and Myers said with regard to the fact that "no organisation can choose whether or not to train employees. All employees regardless of their previous training, education and experience, need to be introduced to their new employer's work environment and to be shown how to perform specific tasks".<sup>1</sup>

However, attention was not really paid to the training of civil servants in the state until 1974 when the government established objectives of the training policies which are as follows:

1. To establish a modern approach to the management of public service business through the adoption of new concepts of management as well as programme and performance budgeting.
2. To produce corps of highly specialised and motivated officers for the state civil service.

3. To develop the academics or professional potentialities of officers in preparation for higher responsibilities in their chosen career.<sup>2</sup>

In order to achieve the foregoing objectives, the state government laid down the training policy set out below and continuously reviewed it as the need arises.<sup>3</sup>

#### INDUCTION COURSE:

It is mandatory for all new entrants into the civil service to attend an induction course. The course should be in two parts:

- a. Each ministry is to organise an induction course for all newly recruited officers to acquaint them with their immediate environment, their expected responsibilities as well as their roles in the implementation of the staff development programmes.
- b. The Manpower Development Division of the Cabinet Office would also undertake a subsequent induction course for the officers in (a) above which shall involve different cadres to give them a general view of the civil service.

#### FORMAL TRAINING, POSTGRADUATE AND RELATED COURSES:

Postgraduate and post qualification academic/professional training are designed for young officers in grade level 08-10 since it constitutes the basement of both the administrative and professional cadres in the civil service. As officers in these categories are essentially in the formative years in their career, they should be programmed for postgraduate courses in selected fields of study depending on the demonstrated talent/potentialities of individuals during their first years in the service as detected during the course in their various postings. These grades of officers will be allowed to pursue courses of study lasting up to three academic years leading to award of Diploma/Masters degree. For any course

to fall into this category, it should be able to satisfy two basic criteria, namely,

- a. It should be functional to the officer's profession and demands of the service.
- b. It should be capable of intellectually developing and increasing the intrinsic worth of the officer, and train him in his chosen career.

NAMAGEMENT AND SPECIALIST TRAINING FOR DOMINISTRATIVE  
AND PROFESSIONAL OFFICERS ON GRADE LEVEL 12-14:

The officers in this category constitute the senior management level of the service who have acquired adequate experience and in some cases distinguish themselves in certain areas of public service management. The main training objectives of this group of officers is to prepare them for their increasingly diverse and demanding managerial and professional responsibilities. Training Programmes in this category need not lead to award of academic certificates. The period of training may vary from three months to three academic years or over as in the case of some professional courses. It is also at this stage that the preparatory training for the post of chief executive, which is open to all cadres will commence. They are exposed to modern management techniques.

In recognition of the advancement rate and increasing complexity of political, economic and sociological development with its tendency towards specialisation, and the constant evolution of knowledge, the provision was made whereby ministries will keep under constant review the possible areas of specialisation for their staff. New fields of specialisation will be subject to the approval of the training division of the cabinet office.

ADVANCED AND TOP MANAGEMENT PROGRAMME FOR OFFICERS ON  
GRADE LEVEL 15 AND ABOVE:

This group of officers constitute the apex of the public service. It may be difficult at any moment in time to release them on in-service training or for any other type of training for a period longer than 3-6 months. In any case, this category of officers are expected to have acquired high level administrative/professional competence to hold their tread up any where.

At any rate, in spite of this, they still need to update their knowledge for the following reasons:

- a. With the rapid growth and change in management techniques, expansion and complexity of government business, they need to updates their management knowledge and skills.
- b. As a change agent, they need to obtain an overview and have appreciation of the various developmental programmes being given to their subordinate officers at all levels in the service.
- c. Once in a while, top level officers should leave their desks to interract with their colleagues at home and abroad in order to have an appreciation of the wide spectrum of management services which are available with a modern development - oriented service. It is also good for both their physical and mental health as a means of improving their productivity.

The training programme for this category of officers can be sub-divided into three; firstly, the management courses taken at ASCON (Administrative Staff College of Nigeria). Secondly, seminars/symposia, whether local or international should be attended when subjects relevant to their profession and need of the service are treated. Thirdly, internal seminars/symposia organised by the training division in collobaration with any willing university on issues relevant to the service.



### 3.2 TYPES OF TRAINING AVAILABLE IN THE STATE CIVIL SERVICE:

In recognition of the importance of training and staff development as an instrument of achieving efficiency in the expanding civil service, the following types of training have been approved to cover various training courses.<sup>4</sup>

#### 1. IN-SERVICE TRAINING:

This is a form of training in which the recipient of the award is given full government scholarship which include the following;

- a. Monthly salary at prevailing rate.
- b. Tuition fees.
- c. Examination fees.
- d. Professional/registration fees where applicable.
- e. Cost of approved trips undertaken on field/research work.
- f. Local course allowance or subsistence allowance in case of overseas courses.

For an award of a full in-service training to any serving officer, the following conditions apply:

1. The course must be in the list of courses approved for ministry/department by a committee on training.
2. The course is a condition of service e.g. attendance is compulsory or a condition for the promotion of the trainee.
3. The officer must be confirmed in his/her appointment.

4. The officer must be nominated for such a course by a well constituted departmental selection board which will ensure that the best candidate is selected. The departmental selection board is made up of a senior officer from the cabinet office, the civil service commission and the ministry of finance. There are also in attendance, senior staff of the ministry for which candidates are being considered.
5. The officer has not benefited from in-service training award within the last three years.
6. The officer must be bound to serve the government on the successful completion of the his/her course.

## II TECHNICAL ASSISTANCE:

These are training awards given to Nigeria by foreign governments or organisations as a form of technical co-operation/aid. These awards may be fully or partially sponsored by the donor. The conditions for these awards are virtually the same as the in-service training award only that in this case, the government's financial involvement is limited to the payment of the beneficiary's salary.

## III STUDY LEAVE WITH PAY:

This is a training programme organised for the development of skilled manpower with the state civil service. All courses run here are mainly the same as the one obtained before the in-service training. As the name implies, the beneficiaries are entitled only to payment of the salary for the period of their study.

## IV STUDY LEAVE WITHOUT PAY:

This is an arrangement whereby an officer who wishes to further his studies in any field is granted study leave without pay. Such officers need not be confirmed in their appointment but they must show evidence of

admission to a recognised institution. The course must be relevant to the study to facilitate the reinstatement of the worker on completion of the course. The period of the course lasts for three to six years.

V INDUCTION COURSE:

This is a type of training given to new entrants in any management organisation to introduce him to the organisation, their norms and dues; his official duties within the organisation and his relationships to other members of the organisation. This course helps to adjust the school leavers to the new environment and acquaint them with the requirements of such environments.

The Anambra State government had no policy or programme for such training until later in its development. Most civil servants were recruited and pushed into the service raw. They were haphazardly introduced into the civil service organisation by their immediate superiors and members of their peer groups from whom they were informed of their roles and the civil service regulations.

The first attempt to organise an induction course in the state civil service was in 1974 which was specifically arranged for secretaries of community council at the Community Development Centre, Awgu. The course which lasted for three weeks was organised by the Divisional Administrative department. This course was made imperative because the divisional administrative system was entirely new and moreover, these secretaries of community councils were fresh school leavers from secondary schools who had no previous knowledge of its

civil service duties.

However, from 1975 when the state government realised that the absence of induction training for its civil servants was partly responsible for indiscipline, low morale and low productivity, it tended to fill this gap by making use of local management consultants like the Walton Solomon Associates which gave haphazard training course to some categories of civil servants. It was observed that in most cases these courses were not relevant and suited to the immediate needs and problems of the service. These problems led to the government establishing a training centre for the civil servants.

### 3.3 AVAILABLE TRAINING FACILITIES IN THE STATE CIVIL SERVICE:

The first civil service training school in the former Eastern Nigeria started in 1964 as Institute of Administration at Enugu. This school was the major training centre that run appropriate courses mainly for clerical and secretarial staff. It was later changed to Institute of Management and Technology during the reign of Governor Jim Nwobodo in 1979. With this the state civil service was left with no training centre and the Walton Solomon Management consultants took up the training of civil servants in Anambra States civil service. Also few civil servants obtained their training at ASCON. (Administrative Staff College of Nigeria) and others at the Royal Institute of Public Administration, London until 1979 when the staff Development Centre was found to take up the training of civil servants on secretarial and management grade.

Before embarking on a training programme, there is a need for the organisation to equip itself with facilities that will aid the trainees. Training equipments make training, learning and understanding easy. When there are adequate facilities, the trainee will be anxious to learn any new skill in addition to his existing knowledge. The staff Development Centre where civil servants in the state obtain their training is suffering from dearth of training equipment. As a result, supervisory training and senior management training are undertaken in various local institutions of learning and overseas.

Currently, the staff Development Centre, Enugu occupies part of the building of City Girls Secondary School, Enugu. It has only three classrooms and each accommodates about 35 trainees. The instructors are 20 in number, 13 are permanent instructors while 7 are guest instructors who come occasionally to lecture.<sup>5</sup> For one to qualify as an instructor, he must have obtained a university degree or its equivalent and must have received supervisory or management training from the civil service. Below are the available training facilities at the training centre.

Types of Facility	Number Available
Video Set	1
Overhead Projector with Slides	7
Fannel Board	9
Cassette Tape	20
Radio Sets	5
Typing desks and chairs	210
Typewriters	200
Steadtler	30
Stopwatches	15
Projector film	1
Photocopying Machines	3

Source: Memorandum on Training facilities of Staff Development Centre, Enugu.

The table above shows that the training facilities at the centre are not adequate to allow for the training of a large number of trainees. There are inadequate facilities for yield work which would invariably expose the trainees to other relevant areas which will help them improve on their experience in the office. Also the trainees are not given adequate practical exposure. For instance, those in the agricultural sector are not sent to the farms where they will have experience of practical farming.

As to the suitability of the centre for meaningful training, a trainee interviewed revealed that the facilities available and the environment where training takes place are not conducive for learning.

#### 3.4 THE IMPACT OF TRAINING ON THE PRODUCTIVITY OF CIVIL SERVANTS:

When an employee is newly recruited, he should be furnished with additional information in order to have a lucid understanding of the modus operandi of his job before assuming any responsibility in the civil service. The nature of the instructions and the amount of time required for training will vary considerably with the type of job the employee's previous experience, his capacity for learning and efficiency of the trainer. The training programme that meets the objective of ensuring that personnel are adequately trained contributes not only to increased productivity but also to safety and job satisfaction. It has been demonstrated that training does not cost as such, rather it increases output. Therefore, training is a sine qua non for any effective personnel management function.

The impact of training on the productivity of civil servants cannot be over emphasised. It helps to improve on efficiency and morale of employees by imparting information concerning the philosophies and traditions of the civil service. It also leads to the teaching of new job that the employee is expected to know. By so doing, opinions of the employee that are harmful to the organisation may be modified in part by a more adequate dissemination of information.

In its broadest sense, training "... encompasses activities ranging from the acquisition of a single motor skill up to the development of a complex technical knowledge; inculcation of elaborate administrative skills, and the development of attitudes towards intricate and controversial social issues".<sup>6</sup> Training improves productivity and efficiency of the service through the improvement of the skills and consequently the improvement of the job performance of the trainees.

Furthermore, training introduces new techniques and dimensions to the civil servants. Through training old talents may be restored and new ones acquired. The primary motive of job training is to bring the knowledge and skills of employees up to a satisfactory standard. Because the employee has been trained, he becomes efficient in his job and may qualify for jobs at a higher level.

Moreover, training provides for succession, enabling qualified replacement to be available. The training centre for the Anambra State Civil Service help provide the civil service with manpower. This makes for

smooth running of the organisation as there are always qualified, well-trained personnel available for replacement of any loss through transfer, promotions, retirements, accidents and death. Training has reduced shortage of manpower and has helped in quick implementation of projects.

The standard of unskilled personnel has been raised, thus helping overcome labour, shortages. The new entrant is inducted into his job by going for an induction course. As a result of the orientation course, his skills, knowledge and attitudes are developed and he can then perform his task effectively. He becomes an expert in his job. He is thus developed.

Good executives look to the future and prepare for it. One important way is to develop and train supervisors and managers so that they are able to cope with new demands, new problems and new challenges and those that may arise in the future. Supervisory training has encouraged supervisors to develop a respect for others, to be more sensitive to the feeling of others, accept individual differences and treat personnel problems with a clinical approach. Thus, making the quality of supervisors in the service to be average and decrease the amount of supervision needed.

Again, training eliminates costly mistakes and has led to the improvement of machine utilization. Trainees are familiar with the sophisticated facilities available to them. The application and operation of the machineries effectively will often prove that learning was accomplished.



Finally, the relationship between adequate training and productivity has to be emphasized. If a worker is trained properly, all things being equal, he will perform his job properly. He will feel that the organisation has interest in his welfare and that is why they want to develop him. This will motivate him to pay back the organisation with excellence and by so doing, he will try to prove that the money spent on him is not a waste but money well invested and which will yield greater dividends.

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CHAPTER FOURASPECTS OF JOB INCENTIVES IN THE STATE CIVIL SERVICE4.1 INCENTIVE TO WORK AND PRODUCTIVITY: THE ROLE OF CONDITIONS OF SERVICE:

Naturally, the contract of labour entails an agreement between the employer and the employee in which the employee agrees to be rendering services to the employer which has to be paid for in terms of wages. In most part of the world, it has become universally recognised that an employee whether in the private or public sector of the economy, should be rewarded commensurately, usually on the basis of some established criteria. Financial rewards have come to be regarded as the most effective means of compensation to employees in return for their services.

However, apart from these agreed upon financial rewards, most employers have recognised, especially since the human relations movement in management that other indirect means of reward, some of which may be financial or non-financial are very necessary in order to motivate, incite and ginger the worker to contribute his full potentials towards the realisation of organisational goals and objectives. The totality of the motivational packages offered to the employee, both in terms of salary, as well as other supplementary, often non-financial rewards and incentives constitute the worker's conditions of services. The organisational environment within which the employee operates is also inclusive in the condition of service.

The roles of condition of service to staff motivation and productivity is significant. In fact, it is second to none as far as increased productivity is concerned. As a result of this, in this chapter, attempts will be made to highlight the conditions of service of civil servants, laying more emphasis on

1. The system of incentives and rewards offered to civil servants.
2. The internal work environment of civil servants and the nature of its effects on their performance and
3. employee/management relations as a key factor in determining the output of civil servants in the performance of their official duties.

#### 4.2 INCENTIVE TO WORK AND EMPLOYEE COMPENSATION: ISSUES AND PROBLEMS IN PUBLIC SERVICE:

A major problem of all organisations with regard to compensation is ensuring that every employee is adequately or at least fairly paid for his services. From the employer's point of view, in the context in which we are using it, the government, the most important requirement of any payment system adopted is that it retains labour at an adequate standard and keeps it working at an acceptable effort and carrying whatever responsibilities are required of it, especially in the delivery of social services.<sup>1</sup>

On the other hand, from the perspective of the employee, compensation are judged or evaluated based on the degree to which the worker perceives the compensation offered as fair and equitable; that such payment scheme can act as motivating factors.<sup>2</sup>

Both the employer and employee agree on one thing, namely, that there is a need for fair and equitable employee compensation as an important tool for motivation. But in spite of this apparent convergence of opinion on this issue, there is still a marked divergence of opinion as to the manner in which this goal is to be achieved. The problem facing many public and private organisations according to Sikula, therefore, in their formulation of compensation schemes for their employees revolves around determining such issue as:

1. The pay level;
2. Pay structure;
3. Individual pay determination;
4. Payment method;
5. Incentives;
6. Indirect Compensation.<sup>3</sup>

The problem of pay level for instance, is concerned with whether the entire structure is high, average or low in comparison to the general labour market. If the pay is too low, the organisation will be unable to attract and maintain its employees, especially the highly skilled staff. In addition, low pay levels may cause union pressure or union activities which is very detrimental to the progress of any organisation. High pay levels usually solve some of the problems associated with low pay level, although it also has its own problems e.g. it results to high organisational costs and expenses and if care is not taken may lead to the fall of the organisation.

The problem is more compounded in government owned service oriented organisations like the civil service which has no "products" to sell in order

to recoup costs incurred on personnel emoluments. Here the problem becomes how to determine pay level of the civil servants since they do not produce tangible goods which can be sold to aid the government in paying them. The government therefore tries as much as possible to maintain organisational costs at a minimum. The government is in a cross-road because it is faced with the hydra headed problem of not incurring much costs and at the same time trying to improve the morale and loyalty of the civil servants. If it does not pay them fairly, it stands the risk of encouraging lower turnover and absenteeism as well as arousing union activities.

In order to avoid these compounded problems, the government has to handle the issue diplomatically it has to choose a pay level which is not only competitive with what obtains in the private sector, but would also keep employees working at an acceptable effort towards the achievement of governmental goals of efficient delivery of social services. It is within these two parameters of minimization of costs and the creation of conducive conditions for the achievement of societal goals that the government formulates the compensation scheme and conditions of services of civil servants.

The determination of pay structure is another problem often encountered by both the private and public sectors. The issue of pay structures concerns the hierarchy of pay rates, pay grades and job classifications existing within the organisation. The relationship of internal jobs must be determined in terms of pay and salary rates.<sup>4</sup> The pay structure question concerns the matter of determining exactly what the relationships are among the internal positions in the organisation. To do this, a procedure known as job evaluation is employed. Job evaluation involves an analysis of job duties

expressed in standard terminology as well as arranging the jobs in order of importance or payment.<sup>5</sup>

Jobs are compared in terms of their required degree of intelligence, expertise, efforts, safety, stamina and other human qualities needed to successfully perform the involved job duties and responsibilities. Justice must always be done and therefore proper pay structure is very essential to any organisation so as to eliminate inequities from arising which may lead to high labour turnover especially if highly skilled staff perceive that an inequitable pay differential exists between them and other unskilled staff.

In the civil service, the pay structure is based on experience and years of service at the detriment of merit. This is not always encouraging to the young intellectuals fresh from school who are not well read but who have stayed long in the job.

Another key problem faced by many organisations especially public sectors revolves around the issue of individual pay determination. The issue centres around the question of how much should a particular individual receive in wage or salary for the performance of his required job. Should two persons performing the same job get equal pay? This issue boils down to determining adequate measure of individual employee productivity and trying salary and wage compensation schemes to that measure. The government does not take into consideration the level of productivity or even the time spent on the job per se but base the salary scheme on qualification and years of experience. This is equally detrimental to productivity since the measure does not seem to be just.

#### 4.3 CONDITIONS OF SERVICE AND INCENTIVE SCHEME OF CIVIL SERVANTS:

The foregoing discussion was aimed at highlighting some of the key issues associated with formulating salary structure and employee compensation scheme for workers especially civil servants. With these issues in mind, the question then arises as to what are the conditions of service of civil servants? Are any incentive offered to civil servants to motivate them towards improved performance. Is so, how these incentives as motivating factors? These issues are examined below.

##### CONDITIONS OF SERVICE:

The Udoji Public Service Review Commission of 1974 established the conditions of service of civil servants. One of its terms of reference was to; "undertake with the aid of appropriate grading terms, the regrading of all posts in the public services, establish scales of salaries corresponding to such grades, and as a result of a job evaluation of such posts recommend salary scales to be applicable to each post in the service".<sup>6</sup>

The commission in its report established a salary structure based on sixteen grade levels, and a super-scale of grade level 17 for specific cadres of government officers. The commission in its overall recommendation of the conditions of service to be attached to each of these grade levels laid heavy emphasis on the motivation side of employee behaviour. The commission stressed the need for government to manage its human resources in such a way as to motivate them to achieve deigned goals. The major way recommended for the government



to achieve this objective was through improved conditions of service.<sup>7</sup>

#### 4.4 INCENTIVES AND FRINGE BENEFITS:

For there to be any action, one has to have a kind of spark in him which will spur him into action. An incentive does this kind of job. It may be seen as something that incites or has a tendency to induce action. Incentives are motives and inducements designed to enhance or improve productivity.<sup>8</sup>

Usually, incentive come in the form of wage payment plans which tie wages directly or indirectly to productivity standards. Some incentive plans, especially in the private sector, tie wage to the productivity of the individual, other to the productivity of groups, or to the productivity and profitability of the total organisation.<sup>9</sup>

In advanced countries where the output of each employee can be determined adequately, incentives are given according to putputs. This is the best arrangement for incentive determination unlike what obtains in developing countries where one is paid according to one's educational qualification and not necessarily according to what one produces. However, by and large, incentives are used in most organisations as motivating factors - the assumption being that employees who enjoy good incentive schemes, which in the main are monetary would put in more efforts at work.

With regard to the Anambra State civil servants, the issue of incentive is problematic. Their conditions of service is hopeless. They are not adequately motivated. Their salaries from the director general to the cleaners is nothing to write home about. They have relatively nothing that motivates them to work hard except for the fact that they rest most

of the time in the office. Their work environment is full of outmoded furniture and never conducive for work. When I went to the cabinet office, Enugu, I could not believe my eyes. Realising that there was located the seat of government of the state, I was baffled to see the shabby environment where most government decisions are taken. No wonder then most of such decisions are shabby decisions.

According to one senior civil servant in the office who begged to remain anonymous, "there is practically nothing like incentives given to civil servants. We are only here because we cannot do otherwise"at least for the moment". The worst aspect of the problem is that the civil servants lack tools for work and when there is nothing to work with, even paper and pen, one wonders how one can be happy working and what one can achieve in this situation.

#### FRINGE BENEFITS:

Fringe benefits are usually regarded as indirect forms of compensation or employee benefits. They usually take the form of reimbursements received by employees in forms other than direct wages or salaries.

The primary effect of fringe benefit type of compensation is to retain the employee in the organisation on a long term basis. For the employees, fringe benefits represents an extra income, additional security or more desirable working conditions that require no additional effort. It is not a part of the employee's salary; in short, it is a bonus. Although the returns from them may not be readily apparent to the employer, such benefits

often satisfy employee needs and wants that are not satisfied by wages and thus have considerable value in promoting employee morale.

Over the years, fringe benefits in many countries have increased astronomically to the extent that in countries like America, they constitute almost 30% of the total salary package of the worker, and so according to Sikula, "the term fringe may not actually be the correct description for these benefits".<sup>10</sup>

Actually, the introduction of fringe benefits in most cases was informed by a sincere belief on the part of the employer that employees were instrumental to the realisation of the organisation's goals and justly were entitled to share in the prosperity of the organisation.

In Nigeria for instance, fringe benefits such as free quarters or housing allowances, vehicle loans, transport allowances, food subsidies and free medical services to both employees and their families are given to civil servants. Other fringe benefits are pension and gratuities given to workers on their retirement. These fringe benefits used to be the joy of civil servants in the good old days. Today, some of them are still given but they are nothing to off set the high cost of things generally.

Fringe benefits in Nigeria are therefore motivating factors especially within our own environment where salaries paid to most workers cannot maintain them adequately. According to Ubeku, "in a country like ours where the government has not been able to undertake its duty towards the welfare of its citizens, fringe benefits have been a means by which many organisations both

both public and private identify themselves seriously with the problems of the community".<sup>11</sup> Fringe benefit therefore, represents an economic gain on the part of the employee, and without such services, the employee would have had to pay for them themselves.

The question then arises: what have been the role of fringe benefits in motivating the civil servants? Have these supplementary benefits been paid on a regular basis to civil servants? If not, why not?

From the information gathered through personnel interview with civil servants as well as an analysis of the responses to questionnaire, it was revealed that civil servants only enjoy a few fringe benefits out of the catalogue of incentive packages usually available to workers in similar profession in the private sector.

Civil servants are not paid or given any food subsidies in terms of free canteen services. They have to make their own personal arrangements for feeding on duty. This situation has affected their morale and dedication to duty as many of them in pretence of going to eat take french leave out of their jobs.

An analysis of the questionnaire revealed that out of the few fringe benefits granted to civil servants, leave allowance and housing followed by transport allowances proved to be most satisfying to them. Even though they are not much, civil servants appreciate the gesture. It was discovered that these allowances by their very nature impinge on the general day to day and "compulsory expenditure" which most of them incur and so, the payment of such allowances help in the satisfaction of basic lower level needs as enunciated by Abraham Maslow.

Again, vehicle loan used to be a satisfier and morale booster but according to many civil servants, this has become a luxury and nobody talks of it today. These days no vehicle loans are given to civil servants and of course, the economic predicament of the nation has made the prices of vehicles even the so called "poor man's car" - Volkswagen, climb the iroko tree and so out of the reach of even the very senior civil servants. Therefore, even when vehicle loans are given, they have no effect in solving the transport problem of civil servants.

Leave allowance proved to be a source of hope to many civil servants and they normally look up to the time of their leave. However, the advantages that accrue from this in terms of adequate motivation has fettered out due to the fact that they are not paid promptly. According to those interviewed, they are paid in arrears, and not when they are mostly desired.

#### 4.5 THE INTERNAL WORK ENVIRONMENT AT THE CIVIL SERVICE AS A MOTIVATING FACTOR:

A healthy environment is very essential for a healthy mind and a healthy work. The work environment within which an employee operates therefore has a significant role to play on the productivity of the worker and can serve either as a hindrance to improved performance or as a motivating factor depending on the organisational climate prevailing in the organisation.

According to Sikula, it has long been observed that the general climate existing within an organisation therefore, has some bearing on the

efficiency with which employees perform assigned tasks. The concept of organisational climate refers to the sum total of the worker's attitudes within an institution, especially in reference to general employee health and comfort.<sup>12</sup>

An employee's organisational climate or internal work environment refers to the system of relationships that exist between fellow employees and between employees and managerial staff. The importance of the work environment is self evident. At least, if one is happy with his fellow workers, he will be happy and do well to co-operate with them and so work will be going on well. If the worker is also friendly with his supervisors, he will do well to do all they ask him to do willingly. But if one is unhappy, that is, when the environment is not conducive, when the workers do not co-operate with their supervisors and their fellow workers, where there is rancour and acrimony in the work place, one will tend not to be co-operating with other workers and work will not be going on smoothly and productivity will be hampered.

Frederick Herzberg's Two factor theory explains the effect of internal work environment on the workers' efficiency. He maintains that the type of organisational climate prevalent within an organisation can have devastating effects on worker's productivity either by lowering morale and feelings of job satisfaction or by boosting them. The nature of a worker's environment is therefore an important component of his over all condition of service.

That prevalent in the civil service is conducive to the workers. All those interviewed were of the view that the relationship existing between workers themselves and between themselves and the management is cordial except for the fact that the government does not seem to understand their plight, hence, it refuses to better their lot.

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CHAPTER FIVEPRODUCTIVITY MEASUREMENT AND PERFORMANCE APPRAISAL  
OF ANAMBRA STATE CIVIL SERVANTS.5.1 PRODUCTIVITY IN THE PUBLIC SECTOR: PROBLEMS OF  
DEFINITION AND MEASUREMENT:

The ultimate goal of any organisation whether private or public, whether in Nigeria or America, is optimum productivity. This is an agreed fact but a disputed fact is the proper definition and measurement of the term productivity and it has been a constant source of debate and confusion among scholars, government officials and members of the private sector.

The source of this confusion is traceable to the fact that the term productivity could be viewed from many angles and equally be defined and measured in different ways depending on the perspective adopted and the nature of the organisation being discussed. Productivity in the private sector according to Steiss and Duneke is anenable to definition as well as measurement as a result of its qualitative nature. From the perspective of the private enterprise, productivity connotes "the relationship between outputs and inputs, usually expressed as a ratio".<sup>1</sup>

Productivity is then measured by means of the minimal strategy, that is, maximum output minus minimum input; the excess of which represents profit. Profit is therefore used as a quantitative measurement of efficiency and productivity in the private sector due to the tangible and quantifiable nature of the goods utilized in the

process of production. The profit or gain ~~that~~ accrue to private sector organisations are usually brought about by the following factors:

- a. **Process Factors:-** The use of capital equipment, automation, work simplification, reorganisation devices and procedures and work flow and technical improvements.
- b. **Product Factors:-** Large gains in volume, making possible the use of economy of scale techniques, work load stability and product redesign and diversification.
- c. **Personnel Factors: -** Flexible hours, job enrichment, career development programmes and amenities in the work environment.<sup>2</sup>

However, the private sector is in many ways different from the public sector. A major point of departure between the two sectors lies in their output. While the private sector is out to produce tangible goods, the public sector is mainly concerned with the provision of intangible goods mainly in the form of services. This being the case, it has proved a difficult task measuring as well as defining these unquantifiable and intangible services they render. At any rate, the definition of productivity in the public sector have focussed on two main areas, namely:

- a. From the instrumental perspective in which production is seen as the extent to which specific actions of public officials achieves or are instrumental in achieving the stated goals and desired ends. An organization has been deemed "productive to the extent to which it has achieved its goals".<sup>3</sup>
- b. **Cost-Saving or Cost-Reduction: -** From this perspective, public sector organisations are defined as productive based on "the efficiency with which resources are consumed in the effective delivery of social services".<sup>4</sup> Their productivity i.e. synonymous with the cost effectiveness or money saving measures adopted by government agencies.

In terms of productivity measurement in the public sector, a dilemma is posed as to how productivity can be measured where public services are

provided generally without direct charge, thereby making it impossible to measure the concept by using the prices associated with services provided as is the case with the private sector.

This measurement problem has led to the establishment of two distinct categories of output in the public sector, namely,

- i. Activity Measures; - involving direct service units or work units, e.g. the number of police patrols, number of sanitary inspectors or number of nurses and doctors per 1,000 of the population, etc.
- ii. Result Measures; - This involves the direct impact assumed to be usually linked to activities identified as direct outputs, e.g. the increase or decrease in crime rate which may be used as an indicator of the productivity of the police force, or the number of graduates turned out from the universities which may be used as a result measure for the education commission.

In this chapter, we are concerned with productivity measurement and performance appraisal of Anambra State civil servants. How is the productivity of a civil servant measured? What criteria is used in determining the performance of civil servants on the job? In short, how is performance evaluated or appraised among civil servants in their different ministries? Answers to these questions are necessary because most psychologists have realised that for the management of any organisation to be able to formulate and put into practice effective incentive schemes and motivational packages, there must exist a means of measuring improvements or general changes in productivity so as to be able to determine the causal relationship (if any) between employee motivations and productivity, and the direction of such relationship. These issues are the focus of the discourse below.

## 5.2 MEASURING PRODUCTIVITY IN THE CIVIL SERVICE:

The civil service is concerned with rendering services to the general public. These services are not tangible and quantifiable and so falls into the problem of a yardstick for measurement of productivity. However, due to this problem, performance appraisal system based on proxy measurements that emphasise the achievement of the desired objectives and goals of the ministry is usually adopted in measuring the productivity of the civil servant.

In order to measure the attainment of the desired objectives of civil servants, such objectives are stated in behavioural terms in which these objectives are measured by observable behaviour.

## 5.3 PERFORMANCE APPRAISAL OF CIVIL SERVANTS:

Appraising an employee's actions in a work situation involves systematic evaluation of the worker's job performance and potential for development.<sup>5</sup> The appraisal process involves a director or Head of Departments estimation and judgement of the value, excellence, qualities or status of subordinates in their performance of their assigned tasks. Based on established objectives. The most important objective of performance appraisal is to provide an opportunity for the director and his subordinate to review his/her work and performance in the light of the objectives set.

At the ministries in Anambra State Civil Service, the appraisal of civil servants is done on a yearly basis. Thus appraisal is usually carried out by the Head of Department whose function is to oversee the smooth

operation of his department. In recent times, this appraisal has become very important as a result of the premium placed on it for promotion.

How is the appraisal done? There is a continuous assessment of the civil servant daily. Apart from this, there exists the formal performance Appraisal Form for civil servants. This form is usually filled at the end of the year. Its focus is on both subjective and relatively objective criteria.

This performance appraisal form is designed in the form of rating scales. These scales are the oldest and one of the most widely used system for performance appraisal. Rating scales usually contain a set of factors that are to be measured or appraised in the individual. These factors are usually of two main types.

- a. Characteristics such as the employee's initiative and dependability, job knowledge, co-operativeness, industry, leadership, creative and analytical ability etc.<sup>6</sup>
- b. The employee's contributions such as the quantity and quality of work. These traits are then evaluated on a continuous (a continuum) or a discontinuous (consisting of appropriate boxes or squares to check) scale, and the scales may be represented by, and broken down into three, five, seven, ten or more parts or points.<sup>7</sup>

The form contains about fourteen factors upon which the productivity of civil servants are evaluated. Some of these factors include:

1. Foresight: ability to detect problem and profer solutions in advance or grapple with problems as they arise.
2. Judgement: Ability to take a decision or make a proposal that is consistently sound.
3. Oral expression i.e. ability to put his points across convincingly and consistently.

4. **Relation with Colleagues and Clients:** This measures the degree to which the civil servant maintains cordial relationship with fellow workers in the department and other citizens requiring his services as well as to the management.
5. **Acceptance of Responsibility:** Checks on the civil servants ability to accept responsibility at all times; whether he dodges it and shoves it to others.
6. **Application of Professional/Technical Knowledge:** His proficiency in the application of his training is measured here.
7. **Leadership Qualities:** This measures the worker's ability to hold positions of responsibility as well as his potential for managing and leading subordinates towards attainment of goals.
8. **Quality of Work:** This measures and appraises the effectiveness of the worker, the way he performs his duty whether dedicatedly or haphazardly.
9. **Punctuality:** This checks the punctuality of the worker and shows whether he has regard for his work or not.

The above are some of the factors measured or appraised by means of the performance Appraisal Form. As can be seen, most of the factors are subjective, while a few are objective, this being the case, some of the reports can be highly prejudiced if not prevented. To do this the Open Report system has been introduced in recent years. This is a system whereby the worker being evaluated has to read through the report written about him and sign it before it is authentic. This prevents subjective and malicious reports.

#### 5.4 PERFORMANCE APPRAISAL AND THE PROBLEMS OF CIVIL SERVANTS' MOTIVATION:

In most organisations in the public and private sectors, the performance appraisal mechanism if well carried out, can serve as a motivating factor in the organisation because such appraisals highlight employee needs and opportunities for personal growth and development. Most employee appraisals aid decision making for promotions, transfers, and many organisations attempt to relate the size and frequency of pay increases to the rating assigned to the

employee during the performance appraisal process. This process therefore, if carried out properly and combined with the formulation of incentive packages based on the result of the appraisal could facilitate mutual understanding between the Head of Department and his subordinates and therefore lead to improved productivity.

The need to combine a good performance appraisal system with the formulation of incentive plans to promote and reward hard working employees and encourage and spur on those who have not been performing well is the essential handicap that has been facing the Anambra State Civil Service.

In the state civil service, the performance appraisal system has not been taken seriously and does not in any way form the basis for the promotion of staff or for the formulation of incentive and supplementary benefits for civil servants. There is therefore no link between appraising the performance or productivity of staff and their motivation on the job, which is usually what obtains in private sector organisations where MBO, (Management by objective) oriented performance appraisal process is used.

Because of this fact, most civil servants in the state civil service are not dedicated to their duty or attentive to the plight of the citizenry flocking to them for attention. They demand bribes from them in order to compensate themselves for their lack before they can solve their problems; problems; and if one is not ready to pay them, he is left unattended to. This attitude of the civil servants is due to lack of adequate motivation and incentive schemes for better performance. This problem became more evident to the research during the analysis of the data collected by means of the questionnaire and personal interview. Such analysis of the opinion

of civil servants as well as the management revealed that not only were incentives not granted but promotions were even forth coming. In most cases, civil servants spend up to 6-7 years in the service before promotion despite their qualification before entry into the service. Many do not get until they die. Many of the civil servants interviewed were not happy with the prospect of their promotion.

The importance of the performance appraisal is to evaluate a worker's performance and reward him accordingly but experience has shown that in recent years this device is serving no purpose and therefore workers are no longer paying any attention to it. It does not act as a check on them any longer since it is used for nothing. To them it is only a routine that is performed once yearly. This shows that the government is yet to realise the importance of incentives to workers.

There is no doubt that the lack of adequate incentive of civil servants has affected adversely their performance. The importance of fringe benefits and other incentives in improving the productivity of civil servants is attested to by the responses from the horse's mouth as revealed from the questionnaire issued where they were asked: By which proportion of present output can you increase your effort if you are given incentives like car loan, free quarters, leave allowances, work/health insurance, over time allowance etc? Over 70% of the respondents answered that they would increase their output by at least 60% if they were adequately motivated with such fringe benefits.

Many of them are not even interested in working in the civil service as a result of their poor condition of work. And it is a fact that when



somebody does not have an interest in what he/she is doing, he cannot do it well. From the questionnaire issued them, they were asked, "if you had another alternative, will you continue to work in the civil service?" Over 80% of them answered No. This means that they are only there in the civil service because they do not see a way out.

It does not mean that they are not willing to work in the civil service but their condition of service is not favourable hence the essence of their working is defeated. If they are adequately motivated, they will be ready and willing to work and put in their best for that matter.

5.5 THE PROSPECT OF PRODUCTIVITY IMPROVEMENT AMONG CIVIL SERVANTS IN ANAMBRA STATE CIVIL SERVICE: THE NEED FOR GOVERNMENT INTRODUCTION OF INCENTIVE PACKAGES BASED ON EQUITY AND POSITIVE REINFORCEMENT:

The government of Anambra State should read the handwriting on the wall. It is imperative for them to make sweeping changes in their stand with regard to the improvement of their conditions of service of their workers so as to get the best out of them. The seems to be the worst at this. Recently the federal government introduced the minimum wage package. It made the civil servants happy but not civil servants in Anambra State for the state government refused to pay them as due to them. This led to a show down before it was resolved.

There is no doubt that if civil servants are well motivated through training and development and also incentives that they will bring out their best and work for the government.

It has to be suggested that such incentive packages should be based on the concept of equity, that is, the principle that those civil servants who work harder and contribute more to the achievement of the objectives of the ministry should be rewarded higher than others who are not hardworking. Such rewards must be given as and when due so that all positive actions on the part of civil servants are adequately rewarded and reinforced while negative behaviour are discouraged.

It is believed that if the above is done that productivity will increase in the states civil service and hence the life of the citizens will also improve for the better.

NOTES

1. A. W. Steiss & G.A. Daneke, "Performance Administration and Improved Responsiveness and Effectiveness in the Public Sector. Toronto: Lexington Books Co., Ltd., 1980, pp. 219-220.
2. Ibid, p. 220.
3. H. N. Nwosu (ed) Problems of Nigerian Administration Enugu: Fourth Dimension Publishers Ltd. 1985, pp. 5-6.
4. A.W. Steiss et al., Op Cit., p. 202.
5. F. A. Sikula, Personnel Administration and Human Resources Management, New York: John Wiley & Sons Ltd., 1976, pp. 205-208.
6. E. Flippo, Personnel Management. London: McGraw-Hill Book Co., Students Edition, 1980, pp. 206-207.
7. Ibid., p. 207.

CHAPTER SIX  
TEST OF HYPOTHESES

6.1 RESTATING OF HYPOTHESES:

1. Lack of adequate training in Anambra State Civil Service contributes to the problem of inefficiency among the civil servants.
2. Adequate training in the civil service tends to promote employee development and also act as a serious incentive to civil servants and hence contribute to greater performance and increased productivity.
3. Training in the civil service acts as a serious incentive to civil servants, and hence contributes to greater performance and increased productivity.

6.2 TESTING THE HYPOTHESES:

The above hypotheses were tested by means of the questions in the questionnaire. Below each question is a table embodying the frequencies of the responses of civil servants in the light of the above hypotheses.

HYPOTHESIS 1:

To test this hypothesis, respondents comprising civil servants from various ministries were asked:

"Have you undergone any training since you entered the civil service?"

Table 1

Showing the number of civil servants who have/have not received training.

Alternative Responses	Frequency	Percentage
Yes	300	40
No	300	60
Total	500	100

From the information contained in table 1, we can discover that of all the 500 civil servants that filled and returned the questionnaire there is total of 200 received training while a majority of 300 did not receive any training. This shows that there is a general lack of training in the state civil service.

To further test this hypothesis, respondents were asked: "Where were you trained?"

Table 2

Showing the place where civil servants were trained

	Number	Percentage
Nigerian Higher Institutions	30	15
Oversea	2	1
Staff Development Centre, Enugu.	150	75
ASCON (Administrative Staff College of Nigeria)	18	9
Total	200	100

From the information obtained from the above table, we can see that a majority of the Anambra State civil servants who had undergone training had their training at the Staff Development Centre, Enugu and if we can recollect what we saw in chapter three while treating the training policies in Anambra State Civil Service, we will remember that this training centre is encumbered with a catalogue of problems ranging from lack of qualified instructors, unavailability of training aids to lack of conducive atmosphere for training. From this we can imagine the type of training they received

from, this centre.

To evaluate how adequate the training they received was, they were further asked:

"Was the training you received adequate for your job?"

Table 3

Showing the inadequacy of the training received.

Alternative Response	Frequency	Percentage
Adequate for the job	30	15
Inadequate for the job	160	80
Below standard for the job	10	05
Total	200	100

The table shows that while 15% of the respondents felt that the training they received were adequate, 5% felt that it was below standard, 80% were dissatisfied with their training hence, they felt it was inadequate. If this is the case, there is no doubt that they cannot be performing their jobs well.

Respondents were asked their views for the causes of this inadequate training.

Table 4

Showing reasons for inadequate training.

Alternative Responses	Frequency	Percentage
Lack of adequate training equipment	155	77.5
Lack of trained instructors	35	17.5
Civil Servants are unable to learn.	10	05
Total	200	100

From this table, it can be discovered that the primary cause of this inadequate training is the general lack of training facilities comprising of both the material and human resources. This can be understood well if we refer to chapter three where an inventory of the training equipments available in the staff Development Centre, Enugu was taken. Coupled with this problem is that of lack of training instructors who impart knowledge. The centre does not have enough personnel. Most of them come from outside after their normal day work. The centre does not even have a building of its own.

An analysis of all the data collected from the questionnaire as shown in the above tables shows that civil servants are not properly trained. A latin adage says: "Nemo dat quod non habet", (Nobody gives what he does not have). Since the workers are not adequately trained, they do not perform their various jobs adequately. To confirm the validity of this claim, respondents were asked: "What is the effect of inadequate training on the performance of civil servants?"

Table 5

Opinions of respondents on the effects of inadequate training.

Alternatives Responses	Frequency	Percentage
High Productivity	5	97.5
Low Productivity	195	2.5
Total	200	100

The consensus of opinion among respondents is that inadequate training leads to low productivity. Therefore, our first hypothesis is proved right.

## HYPOTHESIS 2

To test this hypothesis, respondents were asked: "What is the effect of adequate training on the performance of the worker?"

Table 6

Opinion of Respondents on the effect of adequate training or productivity:

Variables	Frequency	Percentage
It leads to increased productivity.	470	94
It does not increase productivity.	30	6
Total	500	100

From the above table, we can discover that it is not only civil servants who had received training that answered the question. Both those who are yet to receive training in the civil service believe in the efficacy of adequate training. 94% of the respondents believe that adequate training leads to increased productivity.

Table 7

Opinions of Respondents on the effect of adequate training on the morale of workers.

To test the effect of adequate training on the morale of civil servants they were asked: "Does adequate training of a worker boost his morale or not?"



Alternative answer	Frequency	Percentage
Yes	475	95
No	25	5
Total	500	100

From the above table, it is evident that adequate training boosts the morale of a worker for 95% of the respondents responded in the positive while only a fraction of 5% responded in the negative.

Civil servants also agreed to the fact that adequate training leads to employee development and also act as an incentive to work. To ascertain the validity of this, respondents were asked: "Does adequate training lead to employee development?"

Table 8

On whether adequate training leads to Employee development

Alternatives Responses	Frequency	Percentage
Yes	460	92
No	40	8
Total	500	100

Table 9

On whether employee training act as an incentive

Alternative Responses	Frequency	Percentage
Yes	470	93
No	30	7
Total	500	100

The analysis of the data obtained on the test of this hypothesis has shown that adequate training not only leads to increased productivity but also leads to employee development as well act as an incentive to work (Table 9). This is because, when an employee is trained adequately, he will know how to do his job. Apart from this, he must have acquired knowledge, thus he is developed. This shows him that his employer is interested in his well-being, hence he spent money to train him. He will therefore become incited and will try as much as possible to work for his employer.

### HYPOTHESIS 3

To test this hypothesis, respondents were asked, "Do you feel that productivity is high in the civil service?"

Table 10

Opinions of Respondents on the level of productivity

Alternative Responses	Frequency	Percentage
Yes	100	20
No	400	80
Total	500	100

From the information contained in the above table, it is evident that a greater number of civil servants themselves agree that the productivity of the state civil servants is low. 80% of the respondents attested to this fact while only 20% felt that productivity is high. However, to ascertain the reason for this, respondents were asked as a follow-up question, "if your answer is "No" what do you think is responsible?"

Table 11

Opinions of respondents on the causes of low productivity.

Alternative Responses	Frequency	Percentage
Inefficient workers	50	10
Lack of adequate training/ working equipments	100	20
Poor salary and other conditions of service	340	68
Employee productivity does not depend on training, good salary or promotion.	10	2
Total	500	100

Table 11 reveals that out of the 500 respondents that filled the questionnaire, 10% were of the view that the general inefficiency of civil servants was responsible for their low productivity while 20% attributed this to the lack of adequate training/working equipments. A prepondence of civil servants 68% felt that it was substantially due to the poor remuneration and poor conditions of service of civil servants while a token of 2% did not see any relationship between employee training, motivation and productivity.

In order to understand the extent of lack of dedication to duty, the respondents were asked, "How many of the normal eight hours for working day do you utilize for effective work?"

Table 12

Responses of respondents on the number of working hours civil servants utilize.

Alternative responses	Frequency	Percentage
1-3 hours	200	40
4-6 hours	250	50
More than six hours	50	10
Total	500	100

The data contained in the above table shows that 40% of the civil servants who filled the questionnaire put in between 1-3 hours out of the eight hours meant to be put into work daily. 50% worked between 4-6 hours. These two categories shows that extent of the apathy displayed by civil servants in their job since only 10% of the respondents put in more than six hours and hence could be said to be productive.

To ascertain the cause of this, respondents were asked, "what is the cause of this apathy and nonchalant attitude?"

Table 13

Opinions of respondents on the cause of their apathy.

Alternative Responses	Frequency	Percentage
Because I need to look for extra money	300	60
Because it does not pay to work as much.	200	40
Total	500	100

From the above table, we can see that the nonchalant attitude put up by the civil servants in their job is because the money they are paid is not enough for them and to survive, they have to do extra work. Moreover, since they are not adequately paid, they do not see the reason why they should do much work.

Furthermore, respondents were asked, "do you think that the motivation of civil servants through training, fringe benefits, promotions etc will increase their productivity?"

Table 14

Opinions of Respondents on the effect of motivation packages on productivity.

Alternative Responses	Frequency	Percentage
Yes	455	91
No	45	9
Total	500	100

This table clearly illustrates that the effect of training, fringe benefits and promotion on the productivity of workers is fantastic. A total of 455 civil servants expressed a desire to increase their output should they be trained, paid fat salaries and promoted accordingly. Also, respondents were asked what will give them the most incentive to work.

Table 15

Opinions of respondents on the most effective incentive.

Alternative Responses	Frequency	Percentage
Money	490	95
Allowed to contribute in decisions.	10	5
Total	500	100

This shows that what civil servants want most from the management is an increase in their pay packages. They want money that will help them solve their physiological needs.

Finally, to test how happy civil servants are in their job, they were asked: "If you had another alternative, will you continue to work in the civil service?"

Table 16

Opinions of respondents on their preparedness to continue to work in the state civil service.

Alternative Responses	Frequency	Percentage
Yes	100	20
No	400	80
Total	500	100

The data contained in the above table shows that majority of the civil servants are still working in the state civil service

because they have no other alternative for about 80% of them who filled the questionnaire should have left the service had they had another alternative. Only about 20% are prepared to continue in the service even if they have brighter prospects elsewhere.

To ascertain the reasons for this abject contempt for the state civil service, respondents were asked, "if you answer is No, give reasons.

The reason which many of them gave tallied with the fact that they are not adequately paid and that their conditions of service is very poor, thence they will look for greener pastures.

The information we have from the test of this last hypothesis is very revealing. There is no doubt that the lack of dedication to duty and its consequent low productivity of civil servants is due to inadequate incentives and other motivational factors, both in terms of poor salaries, fringe benefits and other incentives. Our third hypothesis is therefore proved and validated.

### 6.3 SUMMARY:

This study had extensively focussed on the problem of inefficiency in the Anambra State Civil Service. The study, aimed essentially at finding out the reasons for low productivity among civil servants generally and Anambra state civil servants in particular.

A survey was therefore carried out by the researcher consisting of 700 questionnaires distributed to civil servants in various ministries as well as personal interviews. The result of the survey was revealing.

It was evident that:

1. The low productivity of civil servants was due to inadequate training.
2. Where there was training, immediately after the training, the worker is not upgraded to his need and rightful grade. It takes donkey years before this is done. This tends to make the morale of the trained worker low, hence, he does not put in what he had learned from his training.
3. Coupled with these facts, civil servants are not adequately motivated to work. Not only are they paid poorly, they are not given other fringe benefits that can help them satisfy their basic human needs. For example, the Anambra State government refused to pay the civil servants the federal government recommended minimum wage.
4. The analysis of the data collected showed that there is a positive correlation between training, motivation and productivity. When a worker is well trained, he will know what to do and how to do it and thus, his output will be substantial. Productivity will even be higher if the trained worker is motivated to put in his best.
5. Finally, it was discovered that in terms of relevant incentive factors, monetary incentives and benefits were of greater importance to civil servants in Nigeria who are struggling to keep body and soul going by satisfying their basic physiological needs than any other incentives.

#### 6.4 RECOMMENDATIONS:

Against the background of this research, the researcher make the following recommendations:

1. In order to improve on the productivity of civil servants, the workers must be trained adequately.
2. The Staff Development Centre, Enugu which is the training centre of the civil service must be equipped with modern and sophisticated training instruments. Qualified and dedicated staff must also be recruited and the training of civil servants taken serious.



3. After workers might have been trained, they need to be accorded all the privileges due to them as a measure for sifting out the best out of them.
4. Above all, there is the need to recognise the importance of the civil service in the over all running of the state and reward civil servants accordingly by paying them well and giving them other incentives and fringe benefits.
5. To complement the introduction of incentive packages, the government should ensure that adequate behaviour modification techniques are adopted which will reward and positively reinforce all behaviour on the part of civil servants which is aimed at the efficient delivery of social services. This would mean overhauling the management system presently in vogue in the civil service (whereby promotion is based on years of experience and not on the performance of the worker) and adopting a management by objective oriented approach towards the administrations of the civil service. This would enable the management and the civil servants to come together and determine, in measurable terms, the key objectives of the civil service and modus operandi of reward schemes in the civil service, so that the action of all civil servants would be appraised from the point of view of results achieved, objective and goals attained, and rewarded accordingly.

## 6.5

CONCLUSION:

It is belief of the researcher that if the findings of this research is taken seriously and the recommendations implemented, the Anambra State civil service would be seen as a goose that lays golden eggs and so everybody would be attracted and would work to reap the rewards which it accords its workers. Every worker will be happy working in the state civil service and will be motivated to put in his or her best.

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Department of Public Administration and  
Local Government,  
Faculty of Social Sciences,  
University of Nigeria,  
Nsukka.

23rd June, 1991.

Dear Respondent,

I am a postgraduate student of the above named department currently conducting a research on the topic: "Incentive to Work and Productivity through Employee Training and Development in Anambra State Civil Service". This research is being carried out as a partial requirement for the award of a master of Public Administration degree.

Your help in completing the attached questionnaire will be highly appreciated. Information provided will be treated in the strictest confidence and used only for research purposes. Therefore, feel free to furnish me with any vital information.

I shall remain very grateful for your valued assistance.

Thanks for your co-operation.

Yours faithfully,

Odoziobodo Severus Ifeanyi.

Sex (a) Male  (b) Female

What age group do you belong to?

- a. 20-30  (b) 31-40 years  (c) 41-50 years   
 d. 50 and above

Indicate your ministry and present post \_\_\_\_\_

What is your educational qualification \_\_\_\_\_

How long have you worked in the state civil service? \_\_\_\_\_

Please tick  where applicable.

1. Have you undergone any training since you entered the state civil service.
  - a. Yes  (b) No
2. If Yes, how long did you work before going on training?
  - (a) 1-6 months  (b) 7 - 12 months  (c) 2-4 years
  - (d) 5 years and above
3. Where were you trained? (a) Nigerian higher institutions   
 (b) Oversea  (c) Staff Development Centre, Enugu   
 (d) Other places, specify \_\_\_\_\_.
4. How long did the training last? (a) Between 1 - 3 months   
 (b) 4 - 11 months  (c) 12 months and above
5. Was the training you received (a) Adequate for your job.  
 (b) Inadequate  (c) Below standard
6. If it was inadequate, in your opinion, what is the cause.
  - (a) Lack of adequate training equipment
  - (b) Lack of trained instructors  (c) Civil Servants are unable to learn
7. What is the effect of inadequate training?
  - (a) High productivity  (b) Low Productivity
  - (c) It has no effect .

8. What is the effect of adequate training on the performance of the worker? (a) It leads to increased productivity  (b) It does not increase productivity
9. Does adequate training increase workers morale?  
(a) Yes  (b) No
10. Does adequate training lead to employee development? (a) Yes  (b) No .
11. Does employee training act as an incentive?  
(a) Yes  (b) No
12. Do you feel that productivity is high in the civil service?  
(a) Yes  (b) No
13. If your answer is "No" what do you think is responsible?  
(a) Inefficient workers  (b) Lack of adequate training/working equipment  (c) Poor salary and other conditions of service  (d) Employee productivity does not depend on training, good salary or promotion
14. How many of the normal eight hour for a working day do you utilize for effective work?  
(a) 1-3 hours  (b) 4-6 hours   
(c) More than six hours
15. What is the cause of this apathy and non chalant attitude exhibited by civil servants?  
(a) Because I need to look for extra money   
(b) Because it does not pay to work as much
16. Do you think that the motivation of civil servants through training, fringe benefits, promotions etc will increase your productivity?  
(a) Yes  (b) No
17. On what salary grade were you employed?
18. Is your salary enough for you? (a) Yes  (b) No

19. Have you been promoted since you were employed?  
 (a) Yes  (b) No
20. In your opinion, has your promotion been delayed?  
 (a) Yes  (b) No
21. How would you assess your conditions of work in your place of work (a) Fair  (b) Unfavourable   
 (c) Favourable  (d) Others specify   
 Do you have adequate facilities for your work?  
 (a) Yes  (b) No
22. If no, does it affect your performance? (a) Yes (b) No
23. Which of the following fringe benefits gives you the most satisfaction? Rank them from the most satisfying 1, 2, 3, 4, 5, 6, 7  
 i. Free quarters/housing allowance (ii) Vehicle allowance  
 iii. Car allowance/transportation (iv) Leave allowance  
 v. Subsidized food (vi) Overtime allowance (ii) Others specify.
24. Which of the above benefits do you currently enjoy? List them.
25. By what proportion of present output can you increase your effort if all the above incentives are given you? 10%, 20%  
 25% 35% 50%
26. If you had another alternative, will you continue to work in the civil service?  
 (a) Yes  (b) No



27. If you answer is No, give reasons

- (a) Because my pay cannot satisfy even my basic need
- (b) Because I do not like working in the civil service
- (c) Because I am not getting job satisfaction as a  
result  (d) All of the above

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