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STAFF MOTIVATION AND PRODUCTIVITY IN THE
NIGERIAN CIVIL SERVICE: A CASE STUDY OF
NATIONAL POPULATION COMMISSION, ENUGU.

AUGUST, 1993



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STAFF MOTIVATION AND PRODUCTIVITY IN THE
NIGERIAN CIVIL SERVICE: A CASE STUDY OF
NATIONAL POPULATION COMMISSION, ENUGU.

A RESEARCH PROJECT

BY

OME, CORDELIA CHINELO (MRS.)

PG/MPA/90/9237

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THESIS ABSTRACT

This research work concerns itself with the relationships between staff motivation and productivity in the Nigerian civil service, using the National Population Commission, Enugu as a case study.

Structured questionnaires, administered on 100% basis, served as the principal data collecting tools. Oral interview technique was also employed. The data so collected were analysed using percentages.

The study discovered that:

1. Nigerian civil servants can be motivated to higher productivity and this is best achieved through a judicious combination of both positive and negative motivational strategies with a greater emphasis on the negative;
2. higher ranking officers work harder than their junior counterparts and so are more productive;
3. professionalism increases productivity in the Nigerian civil service system;
4. decentralisation of offices provides a degree of individual freedom, increases personal responsibility, accountability and creates positive avenues for expressing ego needs;

5. job enlargement enhances personal worth and provides greater challenges to individuals; and
6. participative and consultative managerial styles aid social and self realisation needs of employees.

Based on the findings, some recommendations were then made.

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TITLE PAGE

STAFF MOTIVATION AND PRODUCTIVITY IN THE
NIGERIAN CIVIL SERVICE: A CASE STUDY OF
NATIONAL POPULATION COMMISSION, ENUGU.

A RESEARCH PROJECT
PRESENTED TO THE DEPARTMENT OF PUBLIC
ADMINISTRATION AND LOCAL GOVERNMENT
UNIVERSITY OF NIGERIA, NSUKKA

IN PARTIAL FULFILMENT OF THE REQUIREMENT
FOR THE AWARD OF A MASTER DEGREE IN
PUBLIC ADMINISTRATION (M.P.A.)

BY

OME, CORDELIA CHINELO (MRS.)

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AUGUST, 1993.

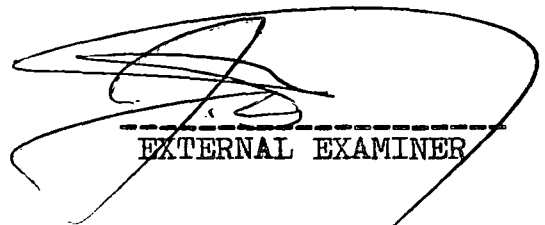
APPROVAL PAGE

THIS RESEARCH PROJECT HAS BEEN APPROVED
FOR THE DEPARTMENT OF PUBLIC ADMINISTRATION
AND LOCAL GOVERNMENT, UNIVERSITY OF NIGERIA,
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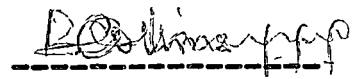
CERTIFICATION

CORDELIA CHINELO OME, a postgraduate student in the Sub-Department of Public Administration and Local Government and with the Reg. No. PG/MPA/90/9237 has satisfactorily completed the requirements for course and research work for the award of a master degree in Public Administration.

The work embodied in this project report is original and has not been submitted in part or full for any other diploma or degree of this or any other University.



Co-ordinator of Sub-
Department of Public
Administration and
Local Government.



Supervisor

DEDICATION

This work is dedicated to all
relations of mine, and especially
to the memories of my parents.

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ACKNOWLEDGEMENT

The Council for the Development of Economic and Social Research in Africa (CODESRIA) based at Dakar-Senegal, is hereby acknowledged for her financial assistance. This assistance has gone a long way to making this research work a success and I will ever remain grateful to CODESRIA. Thanks and God bless.

My profound gratitude also goes to certain individuals who made out their valuable time to help me during the course of carrying out this research work.

Top on the list of such individuals is my easy-going supervisor, Dr. C.O. Ejimofor, who really did his best to see me through this research work. His eagerness to complete the supervision process before travelling is highly appreciated.

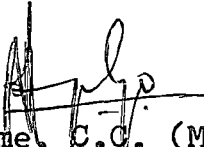
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Others include all the lecturers who imparted administrative knowledge to me through the course work, such as Dr. C.A.C. Umezurike, Dr. C. Ebo, Dr. N.N. Nwosu and especially Dr. B.C. Nwankwo who, in addition, endorsed the finished work on behalf of the supervisor.

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Ome, C.C. (Mrs.)

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CHAPTER ONE

GENERAL INTRODUCTION

1.1 BACKGROUND TO THE STUDY

Peter du Santoy's position in his book, "The Civil Service"¹, is instructive on the significance of the civil service to the efficient and effective administration of a State. He maintained that the civil service, trained in the specialist task of carrying out the broad decisions of the government, is a necessity if the government is to fulfil the functions the public expects from it. For a civil service to be termed efficient therefore, it must be in a position to determine the set objectives and goals and also be able to make use of the human resource available to achieve those objectives and goals. To do this effectively, the management must recognise among other things, the workers' needs as opposed to the factory machines, and this was the hallmark of the Human Relations Movement that began in the early 1930's.

The realisation of the importance of the human resource to the success of the organization has confronted managers with the challenging task of getting the workers to put in their best efforts towards increasing the productivity. The issue of how to stimulate or

motivate employees to put forth the desired best efforts towards the realisation of the set objectives and goals has been the main focus of attention of management in both the private and public sectors of many countries.

Generally speaking, motivating workers to carry out or perform assigned tasks to meet predetermined goals is one of the major problems confronting management. Motivation is that energizing force that induces or compels, and maintains behaviour. This implies that individual behaviour arises from the driving force of needs which are directed towards some desired goals or ends. In this sense, motivation best explains why people do or refrain from doing certain things.

The subject of motivation is very complex, in that what motivates one person may not motivate another. Generally, motivated behaviour has three major characteristics viz: it is sustained, goal directed and results from a felt need. The motivation of an individual to work therefore, depends largely on the management's appreciation of the employee's motivational needs. Employees could be motivated by such things as increase in wages, desire for promotion, lively working

condition or environment, etc. Equally, they could be motivated by fear of dismissal (the stick) or by greed for lavish bonuses (the carrot).

There are two types of motivation viz: positive and negative motivation. In positive motivation, a superior officer influences another officer (his subordinate) to do his will by making the subordinate realise that he stands to gain or profit or get a reward like money, status, promotion, etc. (the carrot), as a result of his action. In a negative motivation, a superior officer influences his subordinate to do his will by making the subordinate realise that he stands to lose, for instance, recognition, status, money or even face dismissal (the stick) by his refusal to act in accordance with the superior's will. Negative motivation, therefore, involves the use of threats. According to Flipppo, fear could be used to advantage if it is not made the predominant approach to get things done in an organization.

Positive motivation on the other hand, could be secured by praising employees when they have done well in a task. Motivation is enhanced when employees perceive that management has sincere interest in them as individuals.

The motivational process begins with the presence of a felt need in an individual which builds up tension within him. This tension in turn moves him in a certain direction in the bid to achieve the desired objective.² On the realisation of the objective, tension relaxes. When a need is satisfied, it ceases to motivate, but an unsatisfied need motivates until satisfied. This process is diagrammatically illustrated as follows:-

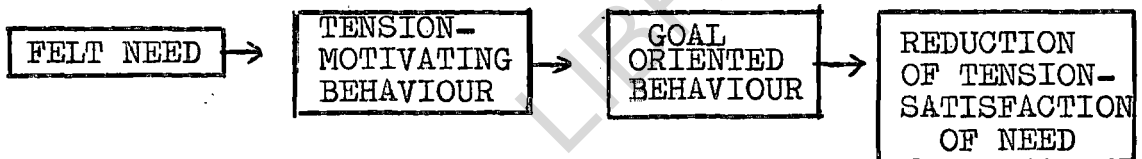


Fig. 1: The Motivational Process.

Source: "Management: Theory and Practice" by C.C. Nwachukwu (1988).

To motivate an employee, management must create a real or imagined need for the employee to aspire to. A real need could be a desire to achieve promotion or increase in wages. Imagined needs on the other hand, could be an aspiration to have coffee at a particular time, which is the entitlement of successful executives.

Nevertheless, it is the task of management to understand these differences and adapt their leadership strategies accordingly.

This study therefore, strives to ascertain whether or not the Nigerian worker could be motivated and if yes, what motivates him best; using a federal government owned establishment, the National Population Commission, Enugu as a case study.

1.2 STATEMENT OF THE PROBLEM

The issue of apparent lack of motivation is a vexed question in the Nigerian society. When this exists in an organization, it brings about inefficiency and low productivity.

In Nigeria, various civilian and military governments have tried to bring about high level of productivity in the public service as a whole by employing both the negative as well as the positive motivational strategies. For instance, Murtala Mohammed carried out a purge in 1975 which flushed out about 10,000 public servants of various categories. In the Second Republic, Alhaji Shehu Shagari tried to propagate his Ethical Re-orientation programme to see if civil servants could effect a change in their attitude to their job which they looked upon as 'government work' and therefore, regarded it as nobody's business. Also, Buhari-Idiagbon's regime

which came into being in 1983 after Shagari's, came up with "War Against Indiscipline" (WAI) aimed at bringing about discipline in the society as a whole and foster serious mindedness in the civil service. The President Babangida administration also upheld WAI, though in a milder outlook which he believed would be more persuasive and therefore probably more effective.

All these reforms were aimed at a thorough and comprehensive diagnosis of the Nigerian society which is riddled with lack of serious mindedness of its citizens. The reforms were all geared towards giving a new and positive outlook to Nigerians with regards to national consciousness which could enhance productivity.

In spite of these efforts by the various governments, it is a well known fact that the level of productivity in the Nigerian civil service is still very low. Even where positive motivators such as fringe benefits and increase in wages exist, the productivity is still very low, moreso, when related to the amount of money the government spends in paying the civil servants, be it rated on daily, weekly, monthly or annual basis.

Fashina (1984)³ observed that the problem is not really more money and fringe benefits to workers, but

rather an appeal to wake them from their slumber. This study therefore, strives to find factors other than financial increases that will lead to motivating workers to higher productivity because, in spite of all the increases in wages, one finds out that in the government offices, workers exhibit unwillingness to carry out their duties and this manifests in many ways. For instance, the Nigerian civil servant could go on break as early as by 10.00 a.m.

This situation is very unfortunate as it militates seriously against the country's strive towards economic recovery and so, the crucial aspect of the problem to be investigated in the present study poses the following questions:

- (a) Is the Nigerian worker in any way motivated?
- (b) What kind of motivation suits the Nigerian civil servants?
- (c) Is there a direct relationship between differences in ranks and level of motivation of the Nigerian civil servants?
- (d) Does professionalism increase productivity in the Nigerian civil service?

1.3 OBJECTIVES OF THE STUDY

1. To determine whether the Nigerian civil servants are in any way motivated.
2. To determine whether the Nigerian civil servants are positively or negatively motivated.
3. To ascertain whether or not there is a direct relationship between differences in ranks and level of motivation of the Nigerian civil servants.
4. To find out whether professionalism increases productivity or not in the Nigerian civil service.

1.4 SIGNIFICANCE OF THE STUDY

Although, many researches seem to have been carried out on motivation and productivity, more work is still necessary as it is a well-known fact that the issue of motivating different individuals is very complex in that what motivates Mr. 'A' may not motivate Mr. 'B', and so on, and this may account for the continued predominant signs of lack of proper motivation and the consequent low productivity of the Nigerian civil servants.

It is, therefore, hoped that the findings and suggestions which will come out of this study will add to the other various findings and suggestions and these will all culminate into providing a wide array of the various alternatives which will help in effecting a change of attitude of the Nigerian civil servants and thereby achieving the desired high level of productivity.

1.5 LITERATURE REVIEW

The issue of how to motivate workers to put in their best to achieve high productivity has attracted many writers. This is not surprising as rightly observed by Ernesto Imbassahy de Mello⁴, that the human being is the centre and yardstick of everything.

Although, the different writers took different approaches to this issue, they all had one central aim, which is how to approach human beings as opposed to factory machines to achieve predetermined goals in an organization.

The traditional Human Relations Approach to motivation is based on the assumption that since external control will not motivate people to apply their intelligence and enthusiasm on behalf of

organizational goals, it is advisable to control workers by socio-psychological methods. This is an emphasis away from the "economic man" of the Classical Approach which urged that a worker's pay should be related to his productivity since effort to raise output can be increased by providing a financial incentive.⁵

This approach, therefore, sees people as being motivated primarily by social needs via relationships with others. In this sense, the approach approves of that form of organization which fosters collaboration on decisions, thereby maximizing organizational involvement and motivation from within. Hence, the emphasis is on considerate, non-authoritarian leadership style and group participation in decision making.

The Human Relations Approach to motivation gained ground following the Hawthorne studies of the Harvard Business school, under the leadership of Elton Mayo between 1927 and 1932.⁶

The school emphasizes people in contrast to positions. This is another way of saying that Human Relations Movement is deeply concerned with attitudes, values, and emotional responses, or more generally, the social-psychology of people and groups. Elton

Mayo's Human Relations school recognized the importance of social relationships and peer group pressure in the acquisition of identity vis-a-vis individual incentive scheme and managerial control. According to Raymond Mirtes, the Human Relations Approach to motivation is simply treating employees as human beings rather than as human appendages to machines in the production process.⁷

Acceptance of this view by managers means that more attention should be given to peoples' needs and less to task needs. It also means more attention to the role of groups within the organization, and a change in roles of managers from organizers and controllers to that of guides and supporters. Indeed, research studies have shown that productivity and morale could be improved when management deliberately fosters relationships in order to improve co-operation and team work.

This philosophy of management is somewhat based upon an optimistic view of the nature of man.

In the same vein, Douglas McGregor's Theory Y postulates that man as a being, is potentially creative, trustworthy and co-operative. He is not

predisposed by inheritance to be either bad or good, rather his behaviour reflects the character of his life experiences as he matures and interacts. He has potential for growth, achievement and constructive action with others. It is the job of management to nurture and tap man's productive drives. Douglas referred to this pattern of management as Theory Y.⁸

According to McGregor's Theory Y,

1. Employees can view work as being as natural as rest or play.
2. Man will exercise self-direction and self-control if he is committed to the objectives.
3. The average person can learn to accept and even seek responsibility.
4. Commitment to objectives comes as a result of the reward associated with achieving the objectives.

This view holds that people possess innate capacity of exercising initiative, accepting responsibility, and making worthwhile contributions. They do not inherently dislike work. According to this view, work is taken to be a meaningful and satisfying experience. Employees will actively work for the goals of the organization when such a behaviour is

compatible with their own goals. This calls for the integration of the goals of the organization with those of the individual. Commitment to organizational objective is therefore, a function of the rewards associated with their accomplishment.

Abraham Maslow's theory of motivation formulated in 1943 provides intriguing, persuasive and hierarchial conceptualization of people as being motivated to action in the process of seeking to satisfy their needs.

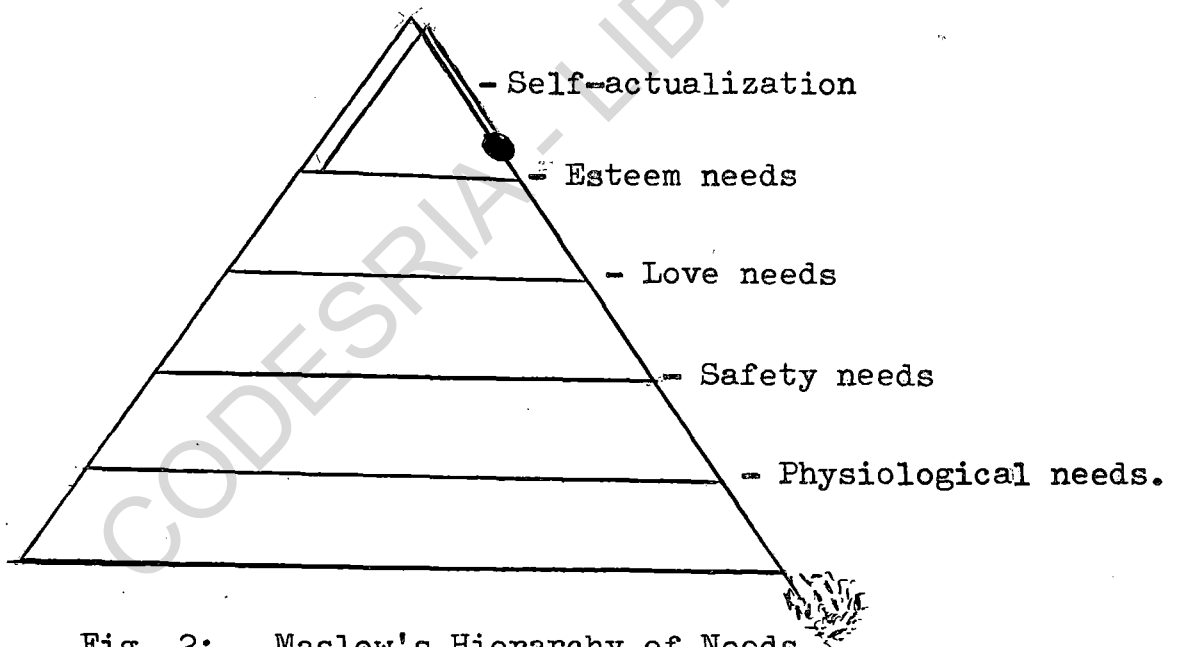


Fig. 2: Maslow's Hierarchy of Needs

Source: "A Theory of Human Motivation" by A.H. Maslow in Classics of Public Administration.

In Maslow's framework, motivation simply refers to seeking what is lacked or needed. Therefore, a need which has been satisfied cannot continue to serve as a motivator; it cannot induce individuals to act in the direction of fulfilling that need until the need is again unsatisfied. According to Maslow, these basic goals are related to each other, being arranged in a hierarchy of preponderance.⁹

Physiological needs are the basic needs of people and they include food, water, clothing, shelter, sleep, health, rest and body needs. The next in the hierarchy is safety needs after which preponderates love needs, then, esteem needs and finally, self-actualizing needs. The self-actualizing need is often regarded as the fulfilment need.

The managerial strategy which operates under Maslow's set of assumptions is to provide demanding and challenging work. It aims to maximize opportunities for real delegation of responsibility, or put differently, it aims for greater autonomy at work. Indeed, Maslow's theory has provided a useful framework for the discussion of the variety of needs that people may experience at work, and of course, the various

ways in which their motivation can be met by managers.

The idea of Chris Argyris as to what people want in their work place bears close resemblance to that of Abraham Maslow. However, Argyris approached his from the point of view that personality develops from an immature to a mature state through changes in the following aspects of the self:¹⁰

1. From passivity to activity;
2. From dependency to independence;
3. From inflexibility to flexible behaviour;
4. From shallow interest to deep interest;
5. From short-term perspective to long-term perspective;
6. From accepting subordination to desiring equality or superiority to peers;
7. From lack of control to self-control.

Because organizations are usually hierarchially ordered from top to bottom, Argyris maintains that they are authority-bound. In this sense, the structure of the organization always conflicts with the needs of mature personalities. According to Argyris, the solution to this conflict lies in the restriction of

authority and jobs in such a manner that mature personalities are available to man all organizational posts.

The lesson for motivation from Argyris' theory is that the more we can understand human needs, the more it will be possible to integrate them with the needs of the organization. If the goals of the organization and those of individuals are harmonious, the resulting behaviour is co-operation rather than antagonism. Argyris' ideas therefore, favour the self-actualizing man.

The theory propounded by Herzberg and his associates in the 1950's are variously referred to as motivation - hygiene theory; the motivation - maintenance theory; and the two-factor theory.

Herzberg assumes that employees' attitudes to their work range in continuum - from job dissatisfaction on one end, to job satisfaction on the other. The satisfaction variables he termed "motivators" and the dissatisfaction variables, "hygiene" factors.¹¹

From his research, Herzberg found:

- (a) Satisfaction with job content - the task itself, achievements, recognition, responsibility, advancement and acquisition of new skill.

- (b) Dissatisfaction with job environment - working condition, relationship with supervisors, relationship with peers, personal life, and compensation (money).

Whereas motivators (job content) brought about positive satisfaction, the hygiene factors (job environment) served to prevent dissatisfaction. Hygiene in other words, does not positively promote good health, but can act to prevent ill health.

Herzberg's theory has a serious managerial implications. For one thing, it has drawn the attention of managers to the concept of "job enrichment". This means the design of jobs so that they contain optimum number of motivators. For another, the theory has also brought in responsibility for planning and control.

In the views of Rensis Likert, there are high producing managers who achieve the highest productivity by using the lowest costs and giving a thorough attention to a range of motivational forces. Likert, however, distinguished between four separate styles of management viz: autocratic model; benevolent autocracy; consultative management; and participative management. Participative management, better known

as Likert system 4, like Herzberg's enriched jobs or even Argyris' restriction of authority emphasizes on individuals in the organization rather than positions. Hence managers should discover organizational designs to cope with the influence of environmental circumstances on the individual.

In his own view of motivation, D.C. McClelland isolated achievement as a key human motive which is influenced strongly by personality and environment.¹² He identified three types of basic motivational needs. He grouped these needs as need for power (n/Pwr), need for affiliation (n/Aff), and need for achievement (n/Ach). In the words of Koontz et al, "although all three drives: power, affiliation and achievement are of special relevance to management since all must be recognised to make an organization work; the need for achievement is of paramount importance."¹³ Achievers have certain characteristics and the need for achievement is developed more by childhood experiences and cultural background rather than by purely inherited factors.

McClelland's idea has implications for management and supervisory training. If the need for achievement is influenced primarily by environmental factors as he opined, then it is possible to develop training programmes designed to increase achievement motive in employees.

Another theory of motivation is that developed by Peter Drucker¹⁴, generally referred to as Management By Objectives (MBO). This management philosophy stresses joint participation in decision-making. Management by objectives aims at improving the performance of an organization by motivating, assessing and training its employees through integrating their personal goals with the objectives of the organization. MBO involves the periodic performance review of the work between the supervisor and the subordinate. The basic assumption here is that the more an individual is involved in the objectives of the organization, the more his contribution is instrumental to his reward.

Generally, theories of motivation tend to divide into two groups, namely:- process and content theories.

(i) The Process Theories of Motivation

Motivational theories with these labels:
behaviourism, exchange theory, expectancy theory,

instrumentality theory, instrumentality valence theory are termed process theories. Although advocates of the above perspectives present their ideas with differing terminologies, there is no doubt an underlying conceptual similarity.

In the process theories, people are viewed as seeking the rewards offered by organizations. An incentive (reward) in the perspective is offered in exchange for a specified level of work effort (performance). Here, the reward is tied to the performance or put differently, the reward is contingent upon adequate performance. Organizations are thus able to elicit behaviours which contribute towards achieving organizational goals by linking desirable rewards to performance.

Before citing the expectancy theory by Lawler and Vroom as an illustration of the perspective, it is pertinent to observe that the process theories also incorporate the principle of least effort. This means that a person will choose that course of behaviour which attains a desired goal with the least expenditure of effort. In other words, if the consequences of high and low efforts are believed to be identical,

a person will choose the lesser of the two effort levels. For instance, if all the students offering the same course, know that they will receive identical grades, one would predict, according to the principle of least effort, that the hardworking participants would reduce their effort levels. This principle therefore, tells us that equality of outcomes (rewards or benefits) is self-defeating if everyone receives the same rewards.

Expectancy theory¹⁵ has received a great deal of attention in the recent literature on process models of motivation. Also referred to as instrumentality theory, the basic classes of variables are expectancies, valences, choices, outcomes and instrumentality. Expectancy is the likelihood that a particular act will be followed by a particular outcome. Valence refers to the strength of an individual's preference for a particular outcome. The basic assumption of the theory is that the motivational force or effort an individual exerts is a function of:

1. his expectancy that certain outcomes will result from his behaviour;
2. his preferences among the various outcomes that are potentially available to him;

3. his expectancies about the likelihood that his action (effort) will lead to intended behaviour or performance;
4. the actions he chooses to take are determined by the expectancies and the preferences that he has at the time.

In a nutshell, therefore, process theories are so-called because they describe the process of how behaviour is energized, directed, sustained and stripped. When they talk about rewards, needs and incentives for instance, they do so by specifying how various variables interact to produce certain kinds of behaviour.

(ii) The Content Theory of Motivation

The content theory of motivation is also referred to as the "need theory". Specific examples of content theory can be seen in the writings of Chris Argyris, Fredrick Herzberg, and even in the ideas of Douglas Mccgregor.

Content theories are concerned with the specific identity of what is it within an individual or his environment that energizes or sustains behaviour. That is, what specific things motivate

people. In the work place, the focus of content theory would be on the specific needs attributed to people, for example, security, recognition, autonomy, achievement, challenge, participation and so on. If the organization satisfies such needs, people will respond by contributing towards the achievement of organizational goals. In this regard, organizations should satisfy participants' needs in order to obtain their contributions. This is quite unlike the process theory where incentives or rewards are offered in exchange for a specified level of work effort or performance.

In content theory, the design of jobs - their content and structure - affects both productivity and employee motivation and morale. The work of Fredrick Herzberg¹⁶, has been very significant in providing a theoretical formulation for job enrichment. According to Herzberg, work becomes more satisfying and the employee, more productive as more motivators are introduced into the work content. He advocates enrichment of jobs. This implies delegating to employees certain functions of supervision so that they can also plan and control tasks. This gives the

subordinates a sense of belonging. In short, Donaldson summarized the features of a content theory in this way: "lack of boredom (because of the variation of work content); and the feeling of personal competence (as one is learning more); and the feeling of responsibility for the task (because one can see the whole or a greater part of it); are the outstanding features of job enlargement",¹⁷ and hence content theory of motivation.

The emphasis of the content theory is on internal rewards. Internal rewards are those subjective feelings about competence, achievement and importance.

Conclusion

Theories of motivation are of importance to personnel managers because they are immensely practical, and enable the mind of managers to come into workable terms with realities about human beings in relation to how to achieve the highest level of productivity for the organization.

A motivated employee has adult characteristics. He enjoys independence, has longer, deeper and more consistent interest in what he does, but a frustrated

worker is forced to act like a child, has dependency syndrome, is erratic and has shallow interest.

Therefore, it is important in managing men, to be aware of their multiple needs and loyalties and to motivate them so that their interests and those of the company are integrated in a balanced fashion.

It is expected that the present study will contribute in no small measure to finding factors other than financial increases that will lead to motivating workers to higher productivity.

1.6 THEORETICAL FRAMEWORK

Two behavioural science management theories - McGregor's Theories X and Y, and the instrumentality theory, form the primary bases upon which this study is based.

According to McGregor's theory X, the average human being has an inherent dislike for work and will avoid it if he can. Because of this, people must be controlled, directed, coerced and threatened with punishment to get them put forth adequate performance to achieve organizational goals.

Conversely, McGregor's theory Y, man as a being, is potentially creative, trustworthy and cooperative.

He is not predisposed by inheritance or instinct to be either bad or good, rather his behaviour reflects the character of his life experiences as he matures and interacts.

In spite of the advantages enshrined in McGregor's Theory Y, it has some shortcomings. For instance, total freedom leads to anarchy, overindulgence and irresponsibility in human and organizational relationships. Furthermore, work dissatisfaction is not the result of job simplification and job standardization, but reflects the conflict of person to person, person to society and person to work organizations. Thus, human alienation is not a phenomenon of the world of work, but reflects the human inability to maintain identity in an ever-changing socio-economic and political environment. In addition, increasing the availability of leisure time, has reduced the role of job in providing need satisfaction.

According to the instrumentality correlate, for an organization's reward to lead to increase in productivity, the reward must be tied closely in time and magnitude to the worker's performance and the worker must perceive that close relationship. Georgopolous, who first propounded the theory puts it that if a worker

sees high productivity as a part leading to the attainment of one or more of his personal goals, he tends to be a high producer. Conversely, if he sees low productivity as a path to the achievement of his goals, he tends to be a low producer.

The instrumentality correlate serves as one of the primary bases for this study because it attempts to identify relationships among variables in a dynamic state as they affect human behaviour.

Application of the Theoretical Framework in the Public Service.

The above theoretical framework can be applied in the public service. What is transparent in the framework is that the public service must relinquish some traditional management authority in use. It must accept certain blames for employees' attitudes toward work, because such attitudes must have been formed out of work experiences. Furthermore, employees should be handled as mature and responsible people. It must be stressed that when people are treated in this way, they develop mature and responsible attitudes towards their work.

Furthermore, when it becomes necessary to use certain controls in an organization, employees should

be given reasons why, and an opportunity to discuss such reasons and possibly, they may even come up with better alternatives. This participative management style is advantageous to the organization especially when it comes to matters relating to the individual's own job. In addition, Theory Y permits the call for inquiry into the capabilities and more importantly, the wants and needs of the individual worker. This implies finding out what the individual can do, what his aims in life are and how that person would like to be handled. However, this does not imply catering to whims.

Moreover, the use of Theory Y means that employees must be informed of the organizational objectives in clear terms, such that their personal goals must be determined, and that in consultation with them, ways must be found in which they can meet their personal goals while working towards the organizational objectives. It is necessary to emphasize here that when they are committed to the objectives of the organization, they exercise self-direction and self-control in the course of carrying out their duty, because such commitments help and meet the goals of the employees.

1.7 HYPOTHESES

- $H_0 : b_1 = 0$ - Null Hypothesis
 $H_0 : b_1 \neq 0$ - Alternative Hypothesis
1. $H_0 : b_1 = 0$ - Nigerian civil servants are not in any way motivated.
 $H_0 : b_1 \neq 0$ - Nigerian civil servants can be motivated.
 2. $H_0 : b_1 = 0$ - Nigerian civil servants are not negatively motivated.
 $H_0 : b_1 \neq 0$ - Nigerian civil servants are negatively motivated.
 3. $H_0 : b_1 = 0$ - There is no direct relationship between differences in ranks and level of motivation amongst the Nigerian civil servants.
 $H_0 : b_1 \neq 0$ - There is a direct relationship between differences in ranks and level of motivation amongst the Nigerian civil servants.
 4. $H_0 : b_1 = 0$ - Professionalism does not increase productivity in the Nigerian civil service.
 $H_0 : b_1 \neq 0$ - Professionalism increases productivity in the Nigerian civil service.

1.8 OPERATIONAL KEY WORDS

For the purpose of clarity, it is necessary to operationally define the following key words in the context of this research work:

Motivation

Motivation is that energizing force that induces or compels, and maintains behaviour. This implies that behaviour arises from the driving force of needs which are directed towards some desired goals or ends. In this sense, motivation best explains why people do or refrain from doing certain things. In a nutshell, motivation is a goal-directed behaviour.

Productivity

The output per unit of a factor of production is called the productivity of that factor. For example, if 10 labourers produce 100 units of a commodity, the average productivity of labour is 10. When the same amount of factor of production starts yielding more output, e.g. if the same 10 labourers produce 150 units of the same commodity, the average productivity of labour increases to 15. The situation will be described as one of increasing productivity for the particular factor of production.

Professionalism

Professionalism could be described as the acquisition of a special skill or training for the performance of a given task. This study views professionalism as a factor of motivation.

1.9 RESEARCH METHODOLOGY

This research study was conducted using the following procedures:

- (a) The case-study approach was employed using the staff of National Population Commission, Enugu. A brief survey of the development of National Population Commission comprising the history of census taking in Nigeria, the establishment, functions and powers as well as the organizational structure of the commission was made. The performance appraisal scheme of the Nigerian civil service system was also critically looked into with special attention to its effect on motivation. Information on these was obtained from documents and publications.
- (b) To obtain information on certain aspects of the study, the oral interview technique was

also employed. Efforts were made to sample the opinions of the high ranking officers of the commission on this issue.

- (c) The questionnaires served as the principal data collecting tools. They were administered on 100% basis. This means that every permanent member of staff of National Population Commission, Enugu which formed the sample size for this study completed a questionnaire each.
- (d) The data so collected were analysed using percentages which were later considered more suitable than an initially proposed Simple Regression Analysis.

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CHAPTER TWO

DEVELOPMENT OF NATIONAL POPULATION COMMISSION - BRIEF SURVEY

2.1 CENSUS TAKING IN NIGERIA

Pre-independence Censuses in Nigeria

Census taking in Nigeria predates the geopolitical entity of the country. The history of census taking in Nigeria can be traced to the year 1863, One year after the founding of the Colony of Lagos.¹ In that year, an Ordinance was passed providing for the taking of censuses in the Lagos colony every three years. Under this Ordinance, the censuses of 1866 and 1869 were taken in the colony. In 1871, another census of the Lagos colony was taken and from that year (1871) censuses were taken in the colony every ten years until 1901. Thus the year 1871 came to be recognised as the beginning of decennial censuses in Nigerian demographic history.

In 1906, just five years before the next decennial census in 1911, however, the Colony of Lagos was amalgamated with the Protectorate of Southern Nigeria. The 1911 census was, therefore, taken under the Ordinance which provided for the taking of censuses from time to time in the Protectorate.

The coverage of the 1911 census, like the previous ones, was accordingly limited to the areas under the Protectorate.

In like manner, the amalgamation of the Northern and Southern Protectorates in 1914 expanded the scope of the 1921 census in the country. The 1921 census therefore, constituted the first comprehensive national census taken in Nigeria.

The 1931 Population Census in Nigeria was limited in scope due to a number of factors, which included the world-wide economic depression, the locust invasion in the North and the Aba riots in the East. The decennial arrangement of the censuses was interrupted by the Second World War, hence there was no census in 1941.

The next census took place in 1952/53. Due to political and economic exigencies in the country at that time, the 1952/53 census was not conducted simultaneously throughout the country. The census of the Northern and Western Regions took place in 1952 while that of the Eastern Region took place in 1953.

By that time (1952 - 1953), the three regions which made up the country, namely Northern, Western and Eastern, were getting some degree of internal

self-government from the colonial administration. In preparation for elections into the Federal House of Representatives, the data from the 1952/53 census were used as the basis for allocating 50% representation to the North. This action by the colonial administrators was fiercely contested by politicians from the Southern regions (East and West). They argued that the colonial government had deliberately and falsely increased the number of people in the North in order to ensure that the political control in the country remained with the northern politicians who favoured the British colonialists.

Gradually, from 1952 onwards, the people became aware that political power arising from the number of elected members of parliament or local councils as well as the allocation of government amenities, such as schools, hospitals, pipe-borne water and electricity depended largely on the size of the population.

Post-independence Censuses in Nigeria

The first post-independence census in Nigeria was taken in 1962. This census generated a lot of political controversies and the result was consequently cancelled. The need for a census figure on

which to base the delimitation of the country for the then impending federal elections due in 1964 resulted, among other things, in the conduct of another census in 1963. The Central Census Board, which conducted this census, was headed by the Prime Minister. A United Nations expert was engaged as Adviser and arrangements for inter-regional exchange of enumerators was made, with all the regional Premiers promising to co-operate to make the exercise successful and acceptable to all. When the census was conducted and the results were announced, they were found to be more unacceptable than the 1962 census results. A Regional Government even instituted a law suit against the Prime Minister on the controversial census figures. Recognition was, however, given to the 1963 census results when the Supreme Court ruled that it had no jurisdiction over the administrative functions of the Federal Government. Incidentally, the 1963 census results remained the officially accepted and recognized source of demographic data in Nigeria till after the 1991 provisional census results were released.

The 1973 Census

The second census after independence was conducted in 1973. The preparation, planning and conduct of the census proper were carefully executed following recognized African and other international recommendations. International assistance, mainly in the form of technical expertise, was obtained from the United Nations. Though the census was well planned from 1970, the delay by government in taking some vital decisions, particularly in issuing the Decree for the census, the ad-hoc nature of the Census Board and its composition, as well as the limited time available to identify and resolve some of the operational problems, made the task of the then National Census Board very difficult. The census was conducted from 25th November to 1st December, 1973. The provisional result of the census was, however, cancelled because, it was widely considered to be too high in relation to the projected figures based on the 1963 census figures.

The 1991 Population Census

The third and the most current census after independence, was that conducted in the last quarter

of 1991. Before the said conduct, a lot of preliminary activities were carried out in order to avoid as much as possible the pitfalls and problems associated with census taking which were already identifiable. These problems included the following:²

1. Inadequate time for planning and execution.
2. Taking census as an ad-hoc exercise (as can be shown by):
 - (a) Lack of national framework for proper demarcation and identification of enumeration areas.
 - (b) Absence of organized training for the large number of census officers.
 - (c) Lack of experienced professionals in census operation.
 - (d) Double allegiance on the part of workers employed.
 - (e) Incoherence in the membership of the census board.
 - (f) Ineffective supervision of field activities.
3. Non-availability of essential materials e.g maps for demarcation of enumeration areas.
4. Over-politicization (population had been tied to revenue sharing and membership of the legislatures).

5. Logistics problems - inaccessibility of certain parts of the country and communication difficulties.

To avoid the foregoing, as much as possible, the National Population Commission carried out a number of preliminary activities. Some of the major activities undertaken between 1988 and 1991 included:

(a) Enumeration Area Demarcation (EAD)

The enumeration area demarcation was designed to divide the entire country into a set of complimentary, mutually exclusive, and easily identifiable Enumeration Areas (EAs) such that each EA would be just enough for two enumerators to cover during the census enumeration period.

(b) Organization of Workshops

Workshops on the various aspects of the planning and execution of the census project were organized. Such workshops were organized in respect of the design of the census questionnaire and the methodology for the conduct of the census.

(c) Planning and Execution of the Census Pre-tests

Three pre-tests were carried out. The first pre-test for the draft questionnaire for the 1991 Population Census and the Post Enumeration Survey

(PES) was conducted nationwide between 11th and 13th December, 1989. It was carried out in 88 EAs nationwide. The second pre-test was successfully conducted in May, 1990. This pre-test was particularly elaborate, because, it was meant to take cognisance of the geographical terrain and climatic conditions in many parts of the country. In this regard, some enumeration areas in the riverine, hilly and sandy areas and in large cities of the country were selected and covered. Similarly, the logistic support was tested in the arid and difficult parts of the country. The third pre-test which was carried out between 6th and 8th November, 1990, was planned as a final test of the effectiveness and relevance of the infrastructural and logistic support that had been put in place in readiness for the Trial census that was scheduled for the first quarter of 1991, while the actual census was planned for the fourth quarter of the same year.

(d) Planning and Execution of the Trial Census

The trial census was conducted between 12th and 14th March, 1991. It was planned as a full-dress rehearsal and conducted in a proper census environment. It was carried out in one out of every

five EAs (i.e 20%) of the entire country. It was such that every local government area was included.

(e) Establishment of Zonal Data Processing Centres

For effective and efficient conduct of the census, the commission created Data Processing Centres (DPC) in seven zones of the Federation. Census data would be entered and edited at each zone while edited data from all the zones would be processed at the headquarters in Lagos, where the data were to be consolidated. The zonal centres and the States under them are:-

Zonal Data Processing Centre (DPC)	States
1. Kano	Borno, Jigawa, Kano, Katsina and Yobe
2. Yola	Adamawa, Bauchi, Benue and Taraba
3. Port-Harcourt	Abia, Akwa Ibom, Cross River, Imo and Rivers
4. Enugu	Anambra, Delta, Edo and Enugu
5. Ibadan	Kogi, Kwara, Osun and Oyo
6. Kaduna	Kaduna, Kebbi, Niger, Plateau, Sokoto and Abuja F.C.T.

Fig. 3: Zonal Data Processing Centres

Source: NPC Office, Enugu.

Data from Ondo, Lagos and Ogun States would be entered at the Headquarters and thereby not assigned a separate zonal centre.

(f) Publicity and Public Enlightenment

With the realization of the importance of public enlightenment and publicity in the successful conduct of a census, the President and Commander-in-Chief of the Armed Forces of Nigeria, General Ibrahim Badamosi Babangida, personally launched the census publicity programme of the N.P.C. on 10th May, 1990.³ Subsequent launchings were undertaken by State governors in State capitals and some also in the local government areas.

These preliminary activities all contributed to making the 1991 population census a success. The result of the census revealed, to a great deal, many features of the Nigerian nation which can aid developmental and planning activities. For instance, the census exercise brought the total population of the entire country to 88.5 million people with the male/female ratio of 50.32:49.68, and the population density estimated at 96 persons per square kilometre. Also, based on 1991 Gross Domestic Product of ₦94.3 billion, income per

head in Nigeria is ₦1,065 or 59 US dollars at the current exchange rate. In the same vein, if the nation's external debt estimated at 35 billion US dollars was to be shared among the population, each person would have to pay ₦7,118 to turn Nigeria into a debt-free nation.⁴ The census result was presented to the Armed Forces Ruling Council in March by the erstwhile Chairman of the Commission, Alhaji Shehu Musa, Makama Nupe, and the result was accepted by the council and consequently, congratulatory messages were sent to the office of the National Population Commission from many corners including the UNO. (For additional detail, see Appendix II).

2.2 THE ESTABLISHMENT OF THE NATIONAL POPULATION COMMISSION

It is on record that before the 1991 census, all the pre-and post-independence censuses in Nigeria failed to produce accurate and acceptable results due to several factors.⁵ These factors among others are:

1. Inadequate time for planning and execution;
2. Conducting censuses as an ad-hoc exercise;
3. Inadequate staff welfare and equipment;
4. Non availability of essential materials such as maps;

5. Politicization;
6. Lack of adequate public enlightenment and poor logistics.

As a result of the failure of the past censuses as earlier mentioned, Nigeria had no reliable information about its population size for any meaningful planning and development. In realization of this and in its honest desire to have an accurate and acceptable census figures, the Babangida Administration established the National Population Commission as a permanent corporate body on 23rd October, 1989 by enacting Decree No. 23 of 1989.

Essential Features of Decree No.23 of 1989

The National Population Commission Decree No.23 of 1989 consists of eight main parts as follows:

PART I - Establishment and Composition of the National Population Commission

Here, the commission was given a legal backing and the composition of the political appointees to be appointed by the President, Commander-in-Chief of the Armed Forces, and their qualifications for the appointment specified. Also specified here are their tenure of office and disqualifying factors of an appointee.

PART II - Functions and Powers of the Commission

In this section, the specific functions to be performed by the commission as well as the powers conferred on it are clearly spelt out.

PART III - Organization and Staff

The various offices to be established at the different levels of the government and the various categories of principal officers to man the affairs of the commission were hereby established.

PART IV - Financial Provisions and Reports

The commission shall establish and maintain a fund consisting of such moneys as may in each year, be appropriated by the Federal Military Government for the purposes of the commission, with the Chairman of the commission as the accounting officer for the purpose of controlling and disbursing moneys.

For the purpose of checks and balances, the accounts of the commission shall be audited annually by an auditor appointed by the commission.

PART V - Offences and Penalties

Here, there are a lot of prohibitions in order to avoid uncontrolled dissemination of information which would lead to unfounded dangerous rumours. In this section, the offences and their respective penalties both in the form of a fine or imprisonment, are cleared outlined. However, provision is also made to exonerate a person from being guilty of an offence if he can prove the offence was committed without his knowledge, consent or connivance and that having regard to all circumstances, he exercised all due care and diligence to prevent the commission of the offence.

Finally under this section, it is said that any offence under this decree shall be triable by the Federal High Court.

PART VI - Power of the Commission to Enter Premises

This section confers the commission with the power to enter premises or any dwelling place for any purpose connected with the taking of a census or any enumeration of persons and the consequent penalties in case of any obstruction of any person duly authorized by the commission in the execution of the powers conferred by this Decree.

PART VII - Report on Census by the Commission

Here, a systematic procedure on how to accept or reject, utilize or not utilize any report of the commission containing the population census after every census is adduced.

PART VIII - Transfer of Assets, Liabilities and Staff of National Population Bureau

Following the establishment of National Population Commission, the National Population Bureau has been dissolved and its assets, liabilities and staff automatically inherited by the commission.

(See Appendix III for details).

2.3 FUNCTIONS AND POWERS OF THE COMMISSION

Part II (section 6) of the National Population Commission Decree No.23 of 1989 enunciated the functions and powers of the commission in the following terms.

The Commission shall -

- (a) undertake the enumeration of the population of Nigeria periodically, through censuses, sample surveys or otherwise;
- (b) establish and maintain a machinery for continuous and universal registration of births and deaths throughout the Federation;

- (c) prepare and maintain a national framework for the delineation exercise for censuses and sample surveys;
- (d) collect, collate and publish data on migration statistics;
- (e) research and monitor the national population policy and set up a national population information data bank;
- (f) arrange for the appointment and training of enumerators and all other categories of staff of the commission;
- (g) provide information and data on population for purposes of facilitating national planning and economic development;
- (h) advise the Federal Government on any population and population-related programmes and problems;
- (i) disseminate information and educate the general public about the functions of the commission under this Decree;
- (j) do all such things as may be considered by the commission to be necessary, desirable, expedient, supplementary or incidental, to the performance of the functions or the

exercise of the powers conferred on the commission under this Decree.

The Commission shall be an independent and autonomous body and shall not be subject to the direction or control of any other authority or persons in the performance of its functions under this Decree and in particular in -

- (a) appointing, training or arranging for the training of enumerators or other staff of the Commission to assist it in the conduct of any population census;
- (b) deciding whether or not to accept or revise the return of any officer of the commission concerning the population census in any area or any part of Nigeria;
- (c) carrying out the operation of conducting the census; and
- (d) compiling its report of a national census for publication.

At this point, a definition of population census appears relevant.

Population census is a total process of collecting, compiling and publishing demographic, economic and social data pertaining at a specified time to all persons in a country or delimited territory.

This involves the collection of data on the total number of persons, their composition (age, sex, marital status, etc), dynamics (fertility, mortality, migration) and their spatial distribution (location). Head count on the other hand, is applicable not only to human population but also to all units of population on which statistical investigation is to be carried out. Head count involves a simple count of specified elements such as animals, crops, trees, etc. Thus one will find that population census is wider in scope and complexity than the head count.

2.4 ORGANIZATIONAL STRUCTURE OF THE COMMISSION

The National Population Commission is made up of a Chairman, seven Commissioners, a Director-General, and a Secretary to the Commission. The incumbent Chairman, Chief Executive and Accounting Officer of the Commission is Lt. Col. Chris Ugokwe (Rtd), who succeeded Alhaji (Dr.) Shehu A. Musa, CFR (the Makama Nupe).

The Commission has been structured into three tiers of administrative/technical set-up, namely: the Headquarters (national), the State Offices and the Local Government Offices. At the Headquarters,

there are, along the lines of the Civil Service Reforms, eight Departments which have been assigned specific functions. The Chairman and each of the Commissioners are assigned the responsibility of supervising a specific Department in the Commission's Headquarters. There is a Deputy Director for each of the Departments at the Commission's Headquarters.

Offices of the Commission have been established in all the 30 States of the Federation and Abuja, the Federal Capital Territory. The State offices including Abuja are headed by State Directors. The Commission, having decided to make the Local Government Areas (L.G.As) the unit of operations, opened its offices in all the LGAs countrywide. The Local Government Area offices are headed by comptrollers.

To ensure adequate coverage and effective supervision of the work of the commission, the country has been divided into seven zones. Work in each zone is supervised by a commissioner. Supervision of zones rather than individual States is due to the fact that there are seven commissioners in the National Population Commission, a departure from the earlier concept of one commissioner per State. The supervisory arrangement is such that no commissioner supervises

the zone where his/her State of origin is located.

The arrangement is subject to change from time to time.

The zones and the supervising commissioners as of now are:

Zone	States	Commissioner
1	Borno, Jigawa, Kano, Katsina and Yobe	To be appointed (Formerly, Lt. Col. Chris Ugokwe) (Rtd)
2	Adamawa, Bauchi, Benue and Taraba	Prof. R.K. Udo
3	Abia, Akwa Ibom, Cross River, Imo and Rivers	Vice Admiral Husaini Abdullahi (Rtd), CFR
4	Anambra, Delta, Edo and Enugu	To be Appointed (Formerly Alhaji Dahiru Boboo).
5	Abuja FCT, Lagos, Ogun and Ondo	Mr. Bulus A. Gwani
6	Kogi, Kwara, Osun and Oyo	Hajia Toma Ibrahim
7	Kaduna, Kebbi, Niger, Plateau and Sokoto	Otunba V.A. Oduntan

Fig. 4: NPC Zonal Divisions

Source: Personnel Department, NPC Enugu.

At the Headquarters, there are eight Departments which are being supervised by the chairman and the

commissioners and other service units. This, departmental arrangement is also subject to change from time to time. The current arrangement is as follows:

Department	Supervising Commissioner
1 Cartography	Professor R.K. Udo
2 Computer	To be appointed (Formerly Alhaji Dahiru Boboo).
3 Finance and Supplies	Mr. Bulus A. Gwani
4 Personnel Management	Lt. Col. Chris Ugokwe (rtd) (the incumbent chairman).
5 Planning and Research	Vice Admiral H. Abdullahi (rtd), CFR
6 Population Statistics	Otunba V.A. Oduntan
7 Vital Registration	Hajia Toma Ibrahim
8 Public Affairs	To be appointed (Formerly, Alhaji Shehu A. Musa, the ex-chairman).

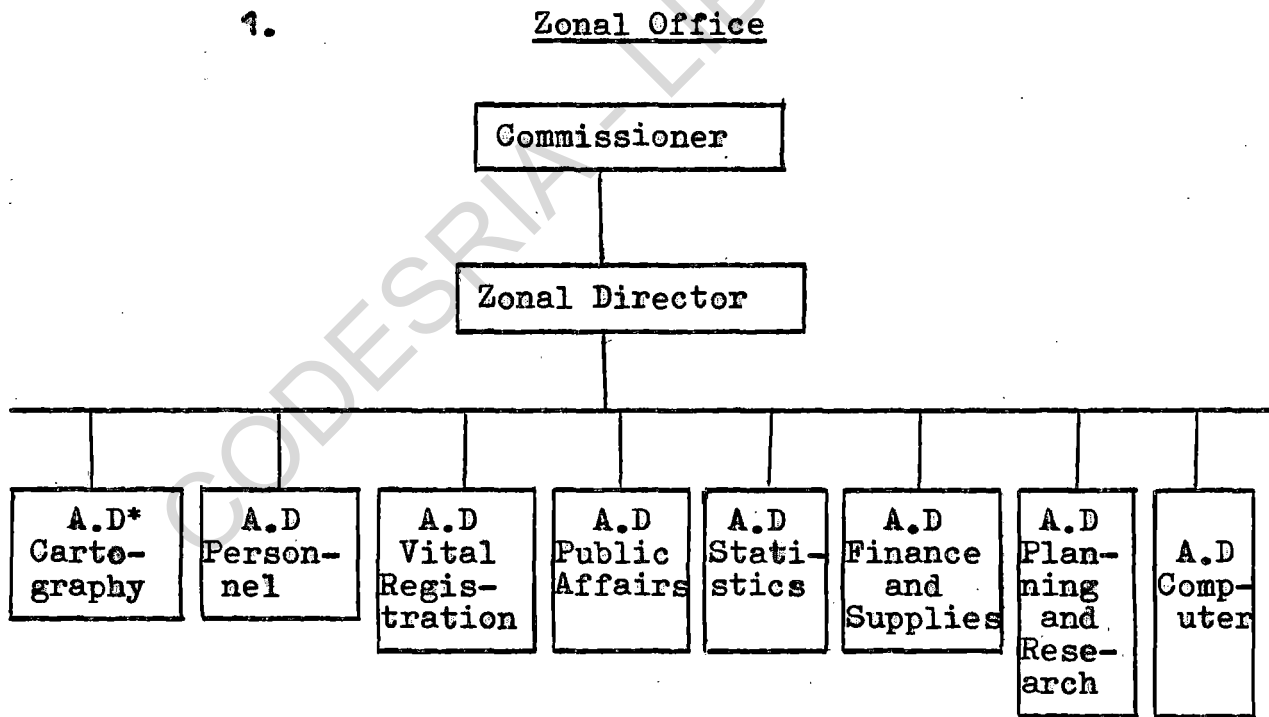
Fig. 5: NPC Departmental Divisions

Source: Personnel Department, NPC Enugu.

The service units are:

1. Office of the Secretary to the Commission,
2. Internal Audit, and
3. Transport Unit.

However, it is being proposed that with effect from October 1992, the Commission will be re-organized and zonal offices established in each of the seven zones with the zonal offices being headed by resident commissioners. The proposed organigrams will appear thus:



*A.D. = Assistant Director.

Fig. 6: NPC proposed Organigram - Zonal Office

Source: NPC Zonal Office - Enugu.

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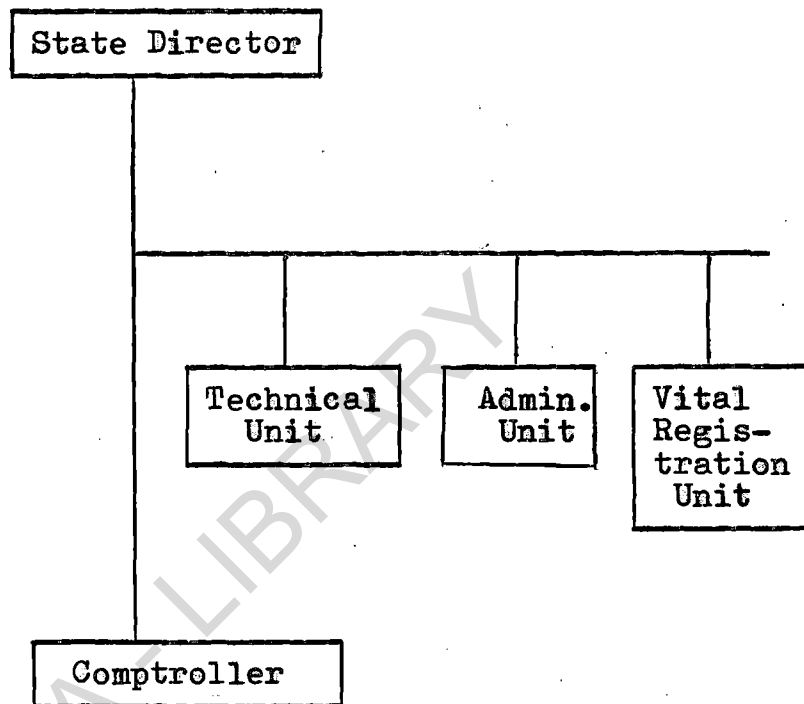
State Office

Fig. 7: NPC Proposed Organigram - State Office

Source: Personnel Department, NPC Enugu.

It is expected that the re-organization guideline will soon be circulated and as soon as this new arrangement takes effect, the Headquarters at Lagos will highly be decongested as many officers presently at Lagos Office will be called upon to take some posts in the zonal offices.

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CHAPTER THREE

MEASURES OF PRODUCTIVITY IN THE NIGERIAN CIVIL SERVICE

3.1 THE CONCEPT OF PRODUCTIVITY

Given the population of a country, its standard of living is determined by its capacity to produce goods and services for consumption over time. The capacity to produce goods and services depends upon two factors. First, it depends upon the availability of the productive resources in requisite proportions and secondly, it could depend upon how much output each unit of such resources can be made to yield. These two factors are not independent. In fact, one affects the other. In other words, the increase in the supply of factor X will have its effect on the per unit output of other factors which are employed along with X. For example, if the supply of capital increases in an economy, the per unit output of labour and other factors will definitely rise.

The output per unit of a factor of production is called the productivity of that factor.¹ If 10 labourers produce 100 units of a commodity, the average productivity of labour is 10. When the same amount of factor of production starts yielding more of

output, e.g. if the same 10 labourers produce 150 units of the same commodity, the average productivity of labour increases to 15. The situation will be described as one of increasing productivity for the particular factor of production.

3.2 PRODUCTIVITY MEASURES AND THEIR SIGNIFICANCE

Since productivity of an input (factor of production) has been defined as output per unit of that input, there will be as many productivity measures as there are inputs or factors of production. For example, output per unit of labour would be described as "labour productivity". In the same way, output per unit of capital and land will be termed "capital productivity" and "land productivity"² respectively.

Each of these productivity measures has its own significance depending upon the purpose of the study. A productivity measure in so far as it tells something about the per unit yield of a factor of production can be taken to be a measure of efficiency with which the particular factor is being used in the economy. If, for instance, a unit of labour is made to produce more than it was doing previously, one can say that labour

is being used more efficiently. Now, any country or firm would like to use its resources most efficiently and it would be specially interested in maximising the productivity of those resources which are relatively scarce. For example, a country which is in short of capital would be specially interested in maximising its capital productivity so that it can get the maximum yield out of the limited stock of that factor. Comparing the case of agriculture in our country with that of the U.S.A., we are in short of capital, while the supply of labour in our economy is abundant. Therefore, we would deploy increasing amounts of labour and other resources on the limited amount of capital in order to get the maximum out of each hectare of land. Our aim would naturally be to maximise land productivity. This, however, will not be the case with the U.S.A. That country is in short of labour and has plenty of capital and land. Therefore, they would like to get the maximum out of each unit of labour by equipping it with all kinds of mechanical devices and making each unit of labour work over as much of land as possible. Thus in their situation, the aim is to maximise labour productivity and not land

productivity. Therefore, depending upon the specific circumstances of the economy, one productivity measure may become more significant than another.

However, amongst all the productivity measures, labour productivity has received the maximum attention. Labour, we know, is the most basic or fundamental factor of production. All other factors of production can become productive only in association with labour. Also, labour happens to be the ultimate consumer of what is produced in the economy. Keeping these two aspects in view, we can look upon labour productivity as an indicator of the efficiency with which the total productive resources in the system have been mobilized to provide for the society's needs. In this sense, productivity of labour signifies something more than the efficiency in the use of labour. Total output produced by labour which depends on amount of labour on the one hand and labour productivity on the other, becomes national income. Dividing this figure by total population in the country, we get an estimate of per capita income which is an important determinant of the capacity of an average man to procure various commodities required by him. Thus, the higher the

productivity of labour (given the amount of labour deployed), the higher the per capita income in an economy. Therefore, labour productivity is indicative of the standard of living of a particular community from macro-economic and management point of view.

3.3 DEFINITION AND MEASUREMENT DIFFICULTIES OF PRODUCTIVITY IN THE PUBLIC SERVICE

One of the most controversial concepts in many economies today is that of productivity. In both the public and private sectors of the economies of most countries in the world, the ultimate goal of all economic activity is improvement in productivity, and still the proper definition and measurement of the term has been a source of debate and confusion among scholars, governmental officials and members of the private sector.

This confusion arises out of the fact that productivity could be defined and measured in different ways depending on the perspective adopted and the nature of the organization in question. According to Steiss and Daneke,³ productivity in private sector organizations is more amenable to

definition as well as measurement, because of the quantitative nature of private sector goods. Looked at from the perspective of a private enterprise, therefore, productivity connotes the relationship between outputs and inputs, usually expressed as a ratio.

Productivity is then measured by means of the "minimal strategy", i.e. minimum inputs, maximum outputs, the excess of which represents profit. Profit is then used as a quantitative measurement of efficiency and productivity in the private sector due to the tangible and quantifiable nature of goods utilized in the process of production.

There are certain factors responsible for the said profit that accrues to private sector organizations. Such factors include:⁴

- (a) Process Factors - the use of capital equipment, automation work simplification, re-organization devices and procedures and workflow, and technical improvements.
- (b) Product Factors - large gains in volume making possible the use of economy of scale techniques, workload stability and product redesign and diversification.

- (c) Personnel Factors - flexible hours, job enrichment, career development programs and amenities in the work environment.

In the public sector on the other hand, where services, which are often unquantifiable are the outputs, it has proved to be a difficult task measuring as well as defining productivity. Due to the intangible nature of public sector outputs, definitions of productivity in the public sector have focused on two main areas:

- (a) From the instrumental perspective in which production is seen as the extent to which specific actions of public officials achieve or are instrumental in achieving the stated goals and the desired ends. An organization is then deemed "productive" as to the extent to which it has attained its goals.⁵
- (b) From this cost savings or cost reduction, public sector organizations are described as productive based on the efficiency with which resources are consumed in the effective delivery of social services.⁶ Their productivity is synonymous with 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 in the sector where public services are generally provided without direct charge, thereby making it impossible to measure the concept by using the prices associated with services provided as is the case with private sector organizations. This measurement problem has led to the establishment of two distinct categories of outputs in the public sector:-

- (i) Activity Measures - Involves direct service units or work units, e.g. the number of police patrols, number of nurses and doctors per 1,000 of the population, number of enumerators per E.A., etc.
- (ii) Result Measures - This involves indirect impacts assumed to be casually 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.

3.4 PERFORMANCE EVALUATION IN THE NIGERIAN CIVIL SERVICE

The Nigerian civil service is solely concerned with rendering services to the general populace. These services are not easily quantifiable and this makes it difficult to determine the most appropriate means or criteria by which employee productivity can be measured.

Due to this lack of quantifiable measures of productivity in the civil service, the management usually adopts performance appraisal systems based on 'proxy' measurements that emphasize the achievement of the desired objectives of the organization.

In order to evaluate the attainment of the desired objectives, such objectives are usually stated in behavioural terms - upon which they are measured by reference to observable behaviours. This emphasis on the attainment of objectives or results by employees, and the measurement of their productivity via reference to observable behaviours geared towards the achievement of such objectives has formed the basis for the adoption of the system of Management by Objective by the civil service. As a tool for performance measurement and

appraisal, Management by Objective in this sector is based on the assumption that well - stated behavioural objectives yield performance criteria. Such performance criteria form the basis for analysing decision alternatives in the decision-making process.

Appraising an employee's actions in a work situation involves systematic evaluation of the worker's job performance and potential for development. In the Nigerian civil service, the productivity of employees is usually measured by subjective means. The appraisal process involves a superior's estimation and judgement of the value, excellence, qualities or status of subordinates in the performance of assigned tasks based on established criteria. One of the most important objectives of performance appraisal is providing the opportunity for the superior and his subordinates to review the latter's work and performance in the light of the objectives set via reference to observable behaviour. Stating the objectives in this way enables the management to know through the performance appraisal forms the extent to which individual workers attain these objectives. This form is supposed to be completed on each worker at the end

of the year and is designed in the form of rating scales. These rating scales are the oldest and the most widely used systems for performance appraisal.⁷

Rating scales usually contain a selection of factors that are to be measured or appraised on the individual. These factors are usually of two main categories:⁸

- (a) Characteristics - such as the employee's initiative and dependability, job knowledge, co-operativeness, industry, leadership, creative ability, analytical ability, etc.
- (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 scale may be represented by and be broken down into three, five, seven, ten or more parts or points.

The performance appraisal form is of two categories. One is titled "CONFIDENTIAL ANNUAL PERFORMANCE EVALUATION REPORT Fed. Gen. 79". This form is specifically to be completed by officers on Grade Levels O3 and above. The second one is titled

"ANNUAL PERFORMANCE EVALUATION REPORT Fed. Gen. 79₂" and this is to be completed by officers in Grade Levels O1 and O2. Generally, the evaluation forms have four parts. Part one deals with the personal records of employees such as name, date of birth, qualifications, date of first appointments, etc and this part is completed by the officer being reported on. Part two is on the assessment of performance, which is in the form of a rating scale. Here, the officer is rated based on certain aspects of performance, such as foresight, judgement, relationship with colleagues, etc. This part and part three are completed by the reporting officer under whom the officer has been serving during the year. Part three talks about training needs, suitability on the job and promotability. Finally, part four is to be completed by a countersigning officer who is usually higher in rank than the others. He countersigns stressing whether or not the assessment or the rating has been appropriate. (See Appendices IV and V).

The forms so completed are very useful to the management. Any decisions to be taken on the officers apart from physical interviews are supposedly based

on the reports of the evaluation forms. However, at times the forms do not really depict the actual characteristics of the individuals due to such reasons as subjectivity on the part of the reporting officers, impromptu completion of the forms; for example, some forms are completed in arrears and most often the persons to sign such forms were not with the officer during the period in question and at times the higher officers report on junior officers whom they do not know very well or not even at all especially in big establishments; e.g. the local government where some junior officers such as revenue officers are posted to the villages and the counter-signing officer is usually in administration and as such may not know the officer at all, talk-less his characteristics.

3.5 PERFORMANCE-MOTIVATION LINKAGE

In most organizations in both public and private sectors, the performance appraisal mechanism, if well carried out, could serve as a motivating factor in the organization, because, such appraisals highlight needs and opportunities for personal growth and

development. Most employee appraisals aid decision-making for promotions, training needs, conversions, transfers, redeployment and the overall disciplinary process; and many organizations attempt to relate the size and frequency of pay increases to the rating assigned to the employee during the performance appraising process. The performance appraisal, therefore, if properly carried out, and combined with the formulation of incentive schemes and motivational packages (both positive and negative) based on the results of the appraisal, could lead to improved productivity in an organization. There is the need to combine a good performance appraisal system with the formulation of incentive plans to promote and reward hard-working employees and to encourage and spur those that have not been putting in their best efforts. However, the lack of this has been a handicap that faces most managements especially in the public sector.

In the Nigerian civil service, the performance appraisal system has not been taken serious and so does not aid proper motivation. In most cases, the appraisal forms are just required for formality sake.

They do not actually form the basis for the promotion of employees or formulation of incentives and supplementary benefits for civil servants. The forms are in most cases completed as an ad-hoc exercise or in arrears and most often than not, subjectively too, because, many would say it is 'government job' and as such there is no need creating any bad blood with anybody and so, the ratings are usually favourable. There is therefore, practically little or no link between performance appraisal or productivity of staff and their motivation on the job, which is what usually obtains in private sector organizations - where MBO oriented performance appraisal processes are used. Major motivational decisions are not usually based on the ratings of the performance appraisal scheme. There are other factors that seem to play more important role in this aspect in the civil service than the performance appraisal. For instance, to promote employees, decisions are usually tilted more to length of service and recommendations from 'big' men than to the annual evaluation reports. And what is more?; incremental dates to next steps are automatic irrespective of performance. From the foregoing,

therefore, it is clear that in the Nigerian civil service system, there is practically little or no link between performance appraisals or productivity of staff and their motivation on the job which is what usually obtains in the private sector organizations where MBO-oriented performance appraisal processes are used.

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CHAPTER FOUR

MOTIVATION FOR PRODUCTIVITY IN NATIONAL POPULATION COMMISSION, ENUGU

This study has strived to ascertain whether or not the Nigerian civil servants could be motivated, and if at all they could, what kind of motivation better suits this group of people. In the same vein, it strived to know whether differences in ranks and professionalism amongst the Nigerian civil servants have any effects on their productivity.

In a nutshell, the primary concern of this survey has been how the Nigerian civil service could utilize the human resource at its disposal in order to be able to fulfil the functions the public expects from it. The quest has been how to improve the civil service for it to meet up with the aims and objectives for which it has been set up.

People spend more than half of their waking hours in their work places, a fact that shows the need to study motivation and its relationship to the performance of individuals in organizations. Thus, in order to have effective organizations, we must seek to enhance productivity in the organizations. The complexity of motivation is reflected in individual

differences, but the size, shape, task and functions of diverse establishments increase the complexity of motivational tools and their implementation in the work place.

Lawler III, argues that a study of motivation assumes the presence of at least three traits in any organization. One of the traits is the financial ability to attract, retain and reward the organization's employees or members. This trait according to him implies the ability of the organization to use available financial assets effectively so as to achieve its broad objectives. The use of money influences employee motivation; this could be positive motivation, for example, promotion or negative motivation for example, to threaten dismissal. The second trait is the presence of hierarchy of relationships to carry out the goals of the organization. This trait implies a supervisor-subordinate relationship as well as varying degrees of status and power that influence motivation in work. A third trait is the assignment of individual task that is essential to the completion of various managerial functions. This trait implies the need to bring together a broad diversity of talents to achieve the objectives of the establishment.

Just as organizations differ in what they can do to influence motivation, people differ in what motivates them to work. Employees work hard because of companionship, money, and/or pay incentive system that reward their behaviour positively. The challenge facing management in any organization therefore, is to recognize and understand the impact of various motivational systems on individual and group behaviour within the organized work endeavour. The success or failure of motivation rests not on the technique itself but on the management's ability to match the needs of people with appropriate incentives.

This chapter shall present the findings on how motivation of workers affects productivity in the Nigerian civil service using the National Population Commission, Enugu as a case study.

From the investigations and findings, it was discovered that the workers of National Population Commission, Enugu enjoy going to their work place and on time too. This is evidenced by the fact that absenteeism is rarely observed in the commission. For instance, there was no witness of any absenteeism during the various visits made to the commission at Enugu. A closer study of the commission's attendance

register from January 1992 to May 1992 showed that out of 35 workers in the commission, only one person was absent for one day within the same period. On further investigation, it was discovered that this very person was absent with permission on the basis of ill-health. The investigations and findings supported with oral interviews show that the National Population Commission workers attend work regularly primarily because the commission makes provision for appropriate incentives for them. For example, work is delegated to junior members of staff of the commission in accordance with areas of interest. Further investigation and supported with oral interview show that workers of the commission are co-opted into planning and organizing such that they are always acquainted with the latest developments in the operations of the commission. Also discovered is that these junior officers are usually involved in organizing the programme of the commission and as much are not just assigned programmed or structured schedules. In 1990 for instance, junior officers of the commission were asked to suggest various procedures for ensuring proper census in Nigeria so that the results of the census would be termed acceptable by the

public especially as much as mutilation or unclear statistic was concerned. In doing this the workers felt committed to the objectives of the commission and then were in a position to measure and judge themselves. Thus in the commission, workers are motivated and so the hypothesis which states that Nigerian civil servants are not in any way motivated is rejected and its alternative accepted.

On the issue of the better type of motivation for higher productivity in the country's civil service system, data indicate that the use of stick goes a long way to making the Nigerians work hard. It is also true that Nigerian civil servants like good working conditions, but due to the influence of corruption the stick appears to be more effective these days. However, this study on investigation inferred that a judicious combination of both positive and negative motivational strategies with greater emphasis on the negative is necessary to achieve high performance in the system.

Also found out is that motivation of staff depends among other things on the rank of the officers. For instance, responsibilities are assigned according to

one's area of specialization. Further inquiry show that performance of a worker depends on his rank. It has been proved that members of the junior cadre will work harder when they attain the senior staff status. This according to the findings is because workers are motivated according to the levels at which they have attained in the commission. For example, the senior officers of the commission have higher salaries and other fringe benefits. In November, 1990 for instance, about forty senior officers of the commission in the then Anambra State went to Ota in Ogun State for a seminar course. Similarly, about forty senior officers (i.e GL. 08 and above) of the commission had another seminar organized for them at the University of Nigeria, Nsukka from April the 29th to May the 9th 1991. In all these seminars participants were usually paid allowances apart from their normal salaries and more knowledge acquired. Thus in the Nigerian civil service system, ranks of officers contribute in no small measure to their overall progress. Based on this, the null hypothesis which states that there is no direct relationship between differences in ranks and level of motivation amongst the Nigerian civil servants is rejected and its alternative which says that such a direct relationship exists is accepted.

On the issue of professionalism and productivity, it has been discovered from data collected that professionalism increases productivity in the National Population Commission and hence, the Nigerian civil service as a whole. Professionals in the commission are usually seen to be very confident in the execution of their duties. They have produced fine work for use in the commission. For example, the cartography department has been responsible for the selection and production into sketches the Enumeration and Supervisory Areas for use in the commission. Also discovered is that the commission instead of seeking cheap labour force, hires and employs professionals for both temporary and permanent jobs. It also seeks to train up professionals through on-the-job training, organization of workshops, seminars, etc. It has therefore been proved beyond reasonable doubt that the success of the commission so far could highly be attributed to the fact that it emphasizes professionalism in the execution of its aims and objectives. Here again, the alternative hypothesis which states that professionalism increases productivity in the Nigerian civil service is upheld.

In conclusion, it has been stated in this chapter, the need to study motivation and mention was also made of the three traits associated with motivation. Such traits include the financial ability to attract, train, retain and reward employee, hierarchy of relationships to carry out the goals of the enterprise and the division of labour among members of staff of the organization.

Result from the analysis of data collected indicate that the commission decentralizes its offices to provide a degree of individual freedom, increase personal responsibility and accountability for employees' actions and also provide positive avenues for expressing ego needs.

Furthermore, it has also been discovered that job enlargement is used to enhance personal worth by providing greater challenges to individuals.

Also discovered is that the commission uses participative and consultative managerial styles. Thus the social and self realization needs of its workers are usually met.

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CHAPTER FIVEDATA ANALYSISTesting Hypotheses

The following hypotheses formed the base upon which data were collected:

- $H_0 : b_1 = 0$ - Null Hypothesis
- $H_0 : b_1 \neq 0$ - Alternative Hypothesis
1. $H_0 : b_1 = 0$ - Nigerian civil servants are not in any way motivated.
 $H_0 : b_1 \neq 0$ - Nigerian civil servants can be motivated.
 2. $H_0 : b_1 = 0$ - Nigerian civil servants are not negatively motivated.
 $H_0 : b_1 \neq 0$ - Nigerian civil servants are negatively motivated.
 3. $H_0 : b_1 = 0$ - There is no direct relationship between differences in ranks and level of motivation amongst the Nigerian civil servants.
 $H_0 : b_1 \neq 0$ - There is a direct relationship between differences in ranks and level of motivation amongst the Nigerian civil servants.

4. $H_0 : b_1 = 0$ - Professionalism does not increase productivity in the Nigerian civil service.

$H_0 : b_1 \neq 0$ - Professionalism increases productivity in the Nigerian civil service.

Distributions of Responses Testing Hypothesis I

Hypothesis I

$H_0 : b_1 = 0$ - Nigerian civil servants are not in any way motivated.

$H_0 : b_1 \neq 0$ - Nigerian civil servants can be motivated.

To test this, the relevant data collected from the questionnaire shall be examined. Three questions in the questionnaire relate to this hypothesis; namely question 7 from section I which is for all categories of staff and questions 20 and 21 from section II meant for heads of departments/units only (see appendix I).

Question 7:

As a civil servant, do you feel like going to work at all?

Table 5.1

Type of Response	Number	Percentage (%)
Yes	60	100
No	-	-
Total	60	100

Responses as distributed in Table 5.1 show that 60 or 100% of the members of staff of the Commission who completed the questionnaires are convinced that they really feel like going to work, while none of them or 0% responded negatively.

Question 20:

From your observations as an experienced officer, do you think the Nigerian civil servants can be made to work?

Table 5.2

Type of Response	Number	Percentage (%)
Yes	7	100
No	-	-
Total	7	100

Question 21:

If yes, how do you achieve this, basing your answer on the type of motivational strategy which works to the greater performance of your staff.

Table 5.3

Type of Response	Number	Percentage (%)
(a) By persuasion and positive re-inforcement only.	1	20.00
(b) By using force and application of rules and regulations only.	2	40.00
(c) A judicious combination of both (a) and (b).	2	40.00
Total	5	100.00

These two questions were solely meant for heads of departments/units. Table 5.2 shows that all the heads of departments/units are of the opinion that the Nigerian civil servants can be made to work. Table 5.3 goes further to indicate that this can be achieved through a judicious combination of positive and negative motivational strategies in the system.

Distributions of Responses Testing Hypothesis IIHypothesis II

$H_0 : b_1 = 0$ - Nigerian civil servants are not negatively motivated.

$H_0 : b_1 \neq 0$ - Nigerian civil servants are negatively motivated.

To test this hypothesis, it is pertinent to determine whether or not the Nigerian civil servants can be motivated because, one can only try to find out the type of motivation only when one must have ascertained that the individuals concerned can be motivated. To do this, there is the need to refer to the distribution of responses in Tables 5.1 and 5.2 and in doing so, it becomes evident that the Nigerian civil servants can be motivated. Having done this, one can proceed to test hypothesis II.

To test hypothesis II, the questionnaire data so used came from questions 8, 10 and 15 of section I and question 21 of section II (see appendix I).

Question 2:

If your answer to question 7 above is yes, which of the following do you attribute your feeling to?

Table 5.4

Type of Response	Number	Percentage (%)
(a) You want to avoid disciplinary actions from your boss.	22	36.67
(b) The condition of service is satisfying to you, so you have job satisfaction which urges you to go to work.	10	16.67
(c) Both (a) and (b) above	28	46.67
Total	60	100.01

In the table of responses above, 22 respondents representing 36.67% of the total number of staff who completed the questionnaires indicated that they feel like going to work at all, because, they want to avoid disciplinary actions from their boss, while 10 or 16.67% of them indicated they do so solely, because, they have job satisfaction while 28 or 46.67% feel like going to work, because, they have job satisfaction and at the same time want to avoid disciplinary actions from their boss.

Question 10:

Which of the following do you think will make the civil servants work harder in the Nigerian environment?

Table 5.5

Type of Response	Number	Percentage (%)
(a) Good working conditions	10	16.67
(b) Stringent measures	19	31.67
(c) Both 'a' and 'b'	31	51.67
(d) None of the above	-	-
Total	60	100.01

As Table 5.5 indicates, 10 or 16.67% of the sample size felt that good working conditions would spur the civil servants to work harder to achieve organizational goals and objectives, while 19 or 31.67% were of the opinion that stringent measures would be more meaningful and then 31 or 51.67% which formed the majority felt that a combination of both should be most effective. Also, from the table, one can infer that more of the workers felt that stringent measures would make the Nigerian civil servants work harder than good working conditions.

Question 15:

The 1991 Population Census has been generally accepted to be successful. Which of the following should its success be mostly attributed to?

Table 5.6

Type of Response	Number	Percentage (%)
(a) Fear of Decree No.23 of 1989 made the census functionaries avoid fraudulent activities	14	23.33
(b) The remuneration was very attractive	10	16.67
(c) Both (a) and (b) contributed significantly	36	60.00
Total	60	100.00

Table 5.6 bearing the pattern of responses obtained from question 15 shows that 10 or 16.67% of the respondents feel that the 1991 population census was successful because the remuneration paid to the functionaries was very attractive, while 14 or 23.33% of them attributed its success solely to the fear of Decree No.23 of 1989 and the greatest number of 36 or

60% based its success on the significant contributions of both Decree No.23 of 1989 and the attractiveness of the remuneration. Again it is pertinent to note that when viewed separately that more of the workers feel that Decree No.23 of 1989 played a greater role than the remuneration.

Question 21:

If yes, how do you achieve this, basing your answer on the type of motivational strategy which works to the greater performance of your staff.

(This served as a follow-up question to question 20 of Section II of the questionnaire see appendix I).

Table 5.7

Type of Response	Number	Percentage (%)
(a) By persuasion and positive re-inforcement only.	1	20.00
(b) By using force and application of rules and regulations only.	2	40.00
(c) A judicious combination of both (a) and (b)	2	40.00
Total	5	100.00

From Table 5.7, 1 or 20% of the 5 heads of departments/units who are of the opinion that the Nigerian civil servants can be made to work as question 20 sought to ascertain, feel that it is only the application of positive motivational strategy that will make them work, while 2 or 40% of them feel that Nigerian civil servants deserve only the stick in order to put in their best efforts and the remaining 2 or 40% are of the opinion that a judicious combination of both positive and negative motivational strategies is necessary to achieve high performance in the system.

Distributions of Responses Testing Hypothesis III

Hypothesis III

$H_0 : b_1 = 0$ - There is no direct relationship between differences in ranks and level of motivation amongst the Nigerian civil servants.

$H_0 : b_1 \neq 0$ - There is a direct relationship between differences in ranks and level of motivation amongst the Nigerian civil servants.

To test this hypothesis, the questionnaire data so collected came from questions 12, 13 and 14 of Section I and questions 17 and 18 of Section II.

Question 12:

What cadre of staff are you?

Table 5.8

Type of Response	Number	Percentage (%)
(a) Junior	48	80.00
(b) Senior	12	20.00
Total	60	100.00

From the table, the composition of the respondents was 12 senior (GL. 07 and above) and 48 junior (GL. 01 to 06) members of staff.

Question 13

If your answer to question 5 above is (a), which of the following do you think is most likely to apply to you when you attain the senior staff status?

Table 5.9

Type of Response	Number	Percentage (%)
(a) You will work harder	26	54.17
(b) You will not work as hard as you do now	3	6.25
(c) Your working pace will remain the same	12	25.00
(d) Don't know	7	14.58
Total	48	100.00

From the pattern of response, out of the 48 junior members of staff, 26 or 54.17% of them strongly believe they will definitely work harder when they attain the senior staff level while 12 or 25% are of the opinion that they are contented with their present level of performance and as such believe their working pace will ever remain the same no matter their status, while 3 or 6.25% of them will not even work as hard as they do now and finally, 7 or 14.58% have no formed idea about their performance when they must have gone higher in the service.

Question 14:

If your answer to question 12 above is (b), which of the following applies to you when viewed in relation to when you were a junior staff?

Table 5.10

Type of Response	Number	Percentage (%)
(a) You used to work harder than you do now	-	-
(b) You work harder now	11	91.67
(c) Your pace remains the same	1	8.33
Total	12	100.00

From the table, a total number of 11 or 91.67% senior members of staff feel they work harder now than when they were junior members, while only one person forming 8.33% feels there is no change in his pace and nobody accepted having worked harder as a junior staff.

Question 17:

Is there any significant difference between the performances of senior and junior staff of your department/unit?

(This question and its follow-up question, question number 18, were exclusively meant for heads of departments/units).

Table 5.11

Type of Response	Number	Percentage (%)
Yes	6	85.71
No	1	14.29
Total	7	100.00

Table 5.11 indicates that 6 or 85.71% of the 7 heads of departments/units believe there is a significant difference between the performances of senior and junior staff under them, while only 1 or 14.29 of them feels there is no significant difference between their performances.

Question 18:

If yes, which group generally performs better?

Table 5.12

Type of Response	Number	Percentage (%)
(a) Senior	3	50
(b) Junior	3	50
Total	6	100

The frequency of responses as contained in table 5.12 shows that 3 or 50% of the 6 heads of departments/units who accepted that there is a significant difference between the performances of senior and junior staff under them feel the senior members of staff generally perform better than their junior counterparts, while the other 3 heads of departments/units representing 50% also, feel that the junior staff members are more industrious.

Distributions of Responses Testing Hypothesis IV

Hypothesis IV

$H_0 : b_1 = 0$ - Professionalism does not increase productivity in the Nigerian civil service.

$H_0 : b_1 \neq 0$ - Professionalism increases productivity in the Nigerian civil service.

Data collected by the questionnaires which tried to test this hypothesis came from questions 5, 6 and 11 of Section I (general questions) and question 19 from heads of departments/units section.

Question 5:

Do you have any professional qualification(s)?

Table 5.13

Type of Response	Number	Percentage (%)
(a) Yes	24	40.00
(b) No	36	60.00
Total	60	100.00

From Table 5.13, 24 respondents possess professional qualifications while 36 have no professional qualifications.

Question 6:

If No, would you like to have one?

Table 5.14

Type of Response	Number	Percentage (%)
(a) Yes	36	100
(b) No	-	-
Total	36	100

From Table 5.14, it is clear that those who are not yet professionals in the Commission would want to become professionals and 36 or 100% of the non-professionals would want this.

Question 11:

Do you think that being a professional makes one more confident in the performance of one's duty and consequently makes for higher productivity?

Table 5.15

Type of Response	Number	Percentage (%)
(a) Yes	56	93.33
(b) No	4	6.67
Total	60	100.00

From Table 5.15, 56 persons representing 93.33% of the total number of respondents believe that professionalism makes one more confident in the performance of one's duty and as such leads to higher productivity, while the remaining 4 persons representing 6.67% feel it does not necessarily follow.

Question 19:

Do you think that without the use of professionals and specialists to work as both permanent and temporary staff for your Commission, the 1991 Population Census would not have been as successful?

Table 5.16

Type of Response	Number	Percentage (%)
(a) Yes	7	100
(b) No	-	-
Total	7	100

From the distribution of responses in the table, 7 or 100% of the heads of departments/units feel that without the use of professionals and specialists to work for the National Population Commission, the 1991 population census would not have been as successful.

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

5.1 CONCLUSION

In the course of this research work every effort was made at all its different stages to be as objective as possible so that the conclusion to be drawn at last would really depict the state of affairs in the Nigerian civil service as far as the relationships so desired between motivation and productivity were concerned.

The work now having come to an end, it is proper to make some general remarks in the form of conclusion. All in all, the Nigerian civil service like any other, has been designed to carry out the broad decisions of the government. For greater efficiency and effectiveness, it has to improve on the already recognized workers' needs such as improving on the manpower training, financial incentives and judicious applications of both positive and negative motivational strategies. Also to be taken more serious, is the issue of performance evaluations which will help in fostering more serious-mindedness into the civil servants.

It is also believed that more work on how to motivate different individuals covering different aspects be carried out in order to establish the various alternatives on how to effect proper motivation, and consequently its by-product - high productivity in the Nigerian civil service system.

5.2 RECOMMENDATIONS

1. No organization, whether privately or publicly owned is ever able to recruit staff that are tailor-made for the task at hand. Despite the possession of basic qualifications for entry into the organization, all employees after being recruited are supposed to be developed to fit the job and the organization. Employees are rarely perfectly fit at the time of hiring and so some training and development should take place. Formal, together with on-the-job training, should be encouraged by organizations. Manpower training and development are very important for the purposes of productivity, quality, human resource planning, moral, indirect compensation and the personal growth of the worker.

Training is a short-term educational process utilizing a systematic and organized procedure by which non-managerial personnel learn technical knowledge and skills for a definite purpose.

Development on the other hand, with no reference to staffing and personnel matters, is a long-term educational process utilizing a systematic and organized procedure by which managerial personnel learn conceptual and theoretical knowledge for general purpose. Development therefore, includes both training to increase skill in performing a specific job and education to increase general knowledge and understanding of the worker's total environment.

Proper training and manpower development also aid in improving both the quality as well as the quantity of output, leading to increased employee performance and effectiveness. They also help organizations fulfil their future personnel needs and requirement and so when the need arises, organizational vacancies can more easily be staffed from internal sources. In terms of employee moral, the general organizational climate and atmosphere are usually improved when proper educational programmes have been

established, moreover, when such training is reflected in the manning of the affairs of the civil service.

2. The government should strive to improve on the already existing condition of service of the civil servants especially in the area of financial incentives. It has been an established fact that Nigerian civil servants do appreciate monetary incentives and the clear differences in salaries and fringe benefits of the staff of Federal and State Government is demoralizing because these workers whether a Federal or State employee belong to the same nation and buy from the same market. The Federal Government should use the power bestowed on it to minimize the difference to a tolerable extent. These financial incentives should be combined along side with stringent measures such as binding rules and regulations which must be enforced.
3. Promotions in the Nigerian civil service are unnecessarily delayed. Promotions should be effected as and at when due and should be strictly based on performance rather than on seniority as

is the case with private organizations. This in turn demands that the annual performance evaluation reports be properly carried out. The annual performance evaluation procedure should be properly reviewed and the modus operandi clearly established with emphasis on how best to ensure objectivity.

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APPENDIX IA RESEARCH QUESTIONNAIRE

Department of Public Administration
and Local Government (PALG)
Faculty of the Social Sciences,
University of Nigeria,
Nsukka.

5th July, 1992.

Dear Respondent,

Research Topic: STAFF MOTIVATION AND PRODUCTIVITY
IN THE NIGERIAN CIVIL SERVICE:
A Case Study of National
Population Commission, Enugu.

This study is a partial requirement for the award of a Master Degree in Public Administration (MPA).

Your help will be highly appreciated in completing the attached questionnaire. Your name is not required and the answers supplied by you will solely be used for academic purposes. Your co-operation is sincerely solicited.

The questionnaire has two sections - Section I is for all categories of NPC staff while Section II is for heads of departments/units only.

I shall remain very grateful for your valued assistance.

Yours sincerely,

(Sgd.)
Cordelia C. Ome (Mrs.)
PALG - U.N.N.

"CONFIDENTIAL"

Please, read each question carefully, then indicate your answers by making a tick (/) in the appropriate boxes as provided.

SECTION I

1. Sex:
- (a) Male
- (b) Female
2. Age Range:
- (a) Under 20 years
- (b) 20 - 29 years
- (c) 40 - 49 years
- (d) 50 and above
3. Marital Status:
- (a) Single
- (b) Married
- (c) Divorced
- (d) Widowed
4. Highest educational qualification:
- (a) WASC/G.C.E O/L
- (b) O.N.D.
- (c) H.N.D.
- (d) Degree
- (e) Others Specify _____
5. Do you have any professional qualification(s)?
- (a) Yes
- (b) No

6(a) If No, would you like to have any?

(a) Yes

(b) No

(b) Give reasons for your answer to question No 6.

7. As a civil servant, are you enthusiastic going to work?

(a) Yes

(b) No

8. If your answer to question 7 is yes, which of the following do you attribute your feeling to?

(a) You want to avoid any disciplinary action from your boss

(b) The condition of service is satisfying to you so you have job satisfaction which urges you to go to work

(c) Both (a) and (b) above

9. If your answer to question 7 above is no, which of the following is responsible for your action?

(a) Your boss seems to be understanding and as such you have no fear of any disciplinary action

(b) The incentive e.g. salary is the same no matter your performance

10. Which of the following do you think will make the civil servants work harder in the Nigerian environment?

- (a) Good working conditions
- (b) Stringent measures
- (c) Both of the above
- (d) None of the above
11. Do you think that being a professional makes one more confident in the performance of one's duty, and consequently makes for higher productivity?
- (a) Yes
- (b) No
12. What cadre of staff are you?
- (a) Junior
- (b) Senior
13. If your answer in 12 above is (a), which of the following do you think is most likely to apply to you when you attain the senior staff status?
- (a) You will work harder
- (b) You will not work as hard as you do now
- (c) Your working pace will remain the same
- (d) Don't know
14. If your answer in 12 above is (b), which of the following applies to you when viewed in relation to when you were a junior staff?
- (a) You used to work harder than you do now
- (b) You work harder now
- (c) Your pace remains the same
15. The 1991 population census has been judged to be successful. Which of the following should its success be mostly attributed to?
- (a) Fear of Decree No 23 of 1989 made the census functionaries avoid fraudulent activities

- (b) The remuneration was very attractive
- (c) Both (a) and (b) contributed significantly

16. Suggest ways by which productivity can be improved in the Nigerian civil service as a whole.

SECTION II

For Heads of Departments/Units only

17. Is there any significant difference between the performances of senior and junior staff of your department/unit?
- (a) Yes
- (b) No
18. If yes, which group generally performs better?
- (a) Senior
- (b) Junior
19. Do you think that without the use of professionals and specialists to work as both permanent and temporary staff for your Commission, the 1991 population census would not have been as successful?
- (a) Yes
- (b) No

20. From your observations as an experienced officer, do you think the Nigerian civil servants can be made to work?
- (a) Yes
- (b) No
21. If yes, how do you achieve this, basing your answer on the type of motivational strategy which works to the greater performance of your staff?
- (a) By persuasion and positive reinforcement only
- (b) By using force and the application of rules and regulations only
- (c) A judicious combination of both (ab) and (b).

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