

Chapter One

Introduction

1.1 Background of the Study

The civil service is generally known as the platform or machinery in which the government use to implement their different programs and policies. It is a set of connections of human relationships and associated activities extending from the government to the lowest paid individuals charged with the constant keeping in touch with all resources, natural and human, and every other aspects of life of the society with which the government is concerned¹.

The substance of the civil service is in the accomplishment of the performance of its functions to the populace at different levels. The civil services play an extremely important role in the administration, policy formulation and implementation, and in taking the country forward towards progress and development.

The government (especially the democratic ones), is an egalitarian principle in which the governed elect the people who govern over them. There are three pillars of modern democracy, which are: Legislature, Executive, and Judiciary².

The civil service forms a part of the executive. While the ministers, who are part of the executive, are temporary and are re-elected or replaced by the people by their will (through elections), the civil servants are the permanent part of the executive.

The civil servants are accountable to the political executive, the ministers. The civil services are thus, a subdivision under the government. The officers in the civil service form the permanent staff of the various governmental departments. They are basically

expert administrators. They are sometimes referred to as the bureaucracy or also the public service.

There are many functions that are being performed by the civil service and some of them are as follows:

- **Basis of Government:** There can be no government without administrative machinery.
- **Implementing Laws & Policies:** Civil service is responsible for implementing laws and executing policies formed by the government.
- **Policy Formulation:** The civil service is chiefly responsible for policy formulation as well. The civil service officers advise ministers in this regard and also provides them with facts and ideas.
- **Stabilising Force:** Amidst political instability, the civil service offers stability and permanence. While governments and ministers can come and go, the civil service is a permanent fixture giving the administrative set up a sense of stability and continuity.
- **Instruments of Social Change & Economic Development:** Successful policy implementation will lead to positive changes in the lives of ordinary people. It is only when the promised goods and services reach the intended beneficiaries, a government can call any scheme successful. The task of actualising schemes and policies fall with the officers of the civil service.
- **Welfare Services:** The services offer a variety of welfare schemes such as providing social security, the welfare of weaker and vulnerable sections of society, old-age pensions, poverty alleviation, etc.

- **Developmental Functions:** The civil service performs a variety of developmental functions like promoting modern techniques in agriculture, promoting the industry, trade, banking functions, bridging the digital divide, etc.
- **Administrative Adjudication:** The civil service also performs quasi-judicial services by settling disputes between the State and the citizens, in the form of tribunals, and so on.

In the performance of these functions mentioned above, the civil service should normally be functional, efficient, and productive, but in many cases, these functions are under performed, or inefficiently performed.

The Nigeria civil service is the most important sector of the nations' economic systems. And equally, when perceived from the state level, it is regarded as the most important sector of the state economic system. Particularly using Oyo state as an example of study, it can be viewed that the civil service of the state is performing below expectations.

Besides efficiency and productivity in the civil service lies a multiplier effect on the service and profit making activities of business enterprise. Productivity and profit are linked firmly with progress because progress requires growth of both to adequately meet the aspiration of the contemporary business³.

The state private sector is important on its own, but not as important as civil service which employs a large number of labour and spends a large percentage of its total revenue. The important of the state civil service is significant, not only because of the amount of capital it spends or amount of labour it employs, but also, the number and kind of services it renders to its people, such as health, education, agriculture, information rural development and general welfare.

In the actual sense, it is a centre of great substance because other activities of the state depend on the civil service, thus, its efficiency or otherwise will affect the general well-being of the people of the state. Consequently, if the productivity and efficiency of the civil service are not at a reasonable performing level, basic comforts such as education, health, physical amenities and others will be adversely affected.

The Oyo state government therefore, has a special role to play in order to improve the efficiency and productivity of the civil service.

1.2 Statement of the Problem

Generally, the Nigeria civil service as a whole has been having various issues especially incessant complaints from different quarters in the Nigerian community. It is usually criticised for inefficiency, poor management, unresponsiveness, bureaucracy and lack of commitment to work. The productivity of the civil service employee is recognised to be relatively low compared with that of other counterparts in the private sector⁴. Different ranks of positions and titles of employees in the civil service are impugned, no one is exempted, not even the management.

There are irrefutable facts that many employees in the Nigeria public sector have tend to produce results that are far less than what is feasible with the resources available to them⁵.

In Oyo state, the inefficiency, ineffectiveness and low productivity of the civil service has been attributed to some certain administrative shortcomings, such as fleeing duty posts during official hours, to attend to personal business or issues without permission, nepotism, lack of employee motivation, supervision, performance appraisal, among others. Various researchers have noted that, before this contemporary times, the civil service employees in the country were much committed with sets of values generally

characterised by the term “work ethnics”⁷. Work then was viewed with high regards, with different attributes such as, punctuality, honesty, diligence and faithfulness.

A work force with these sets of values will definitely be more effective and productive in the services to the state. However, in today’s work atmosphere, there is growing evidence that those work ethics and values have greatly declined as people are becoming less committed to work. Thus affecting the overall productivity and efficiency in the long run.

Hence, the study is looking into strategies that can help in enhancing the performance of the Oyo state civil service in order to be more efficient and productive.

1.3 Aim and Objectives of the Study

The general objective of this study is to find out the strategies that will help in promoting productivity in the civil service/public service using Oyo State Civil Service as the case study, the specific objectives are as follows:

- i. to examine the roles and functions of the civil service in the government at the state level
- ii. to examine the reasons why Oyo state civil service is not performing to its full potential
- iii. to explore the strategies that will help in promoting efficiency and productivity in the performance of Oyo state civil service

1.4 Research Questions

- i. What are the roles and functions of the civil service in the government at the state level?
- ii. What are the reasons why Oyo state civil service is not performing to its full potential?

- iii. What are the strategies that will help in promoting efficiency and productivity in the performance of Oyo state civil service?

1.5 Significance of the Study

The significance of the study is hinged on the assessment of the causes of low productivity and poor level of efficiency and performance in the Oyo state civil service.

The findings and recommendations to be drawn from this study, if implemented, will enhance the level of efficiency and productivity of the Oyo state civil service, which will automatically transform into better services for the citizens of the state.

This study will also convey to the government executives the strategies or approaches they need to employ in generally improving the civil service that will make a big difference in the lives of the employees in the civil service.

Moreover, it will also reveal to the government executives of the Oyo state government the need to carry out appraisal of their employees in order to identify deviations and for necessary corrections and modifications to be made.

It will also contribute to the existing knowledge and information about the strategies or approaches to be used in order to enhance the performance of the civil service. If productivity in the Oyo state civil service is high, immediate result shall not only be guaranteed, but additionally, goals shall be accomplished rapidly resulting in the saving of much finance which can be used for attaining some other goals.

1.6 Research Proposition

The research proposition is grounded on the investigation of the Oyo state civil service against its performance for more effectiveness and better productivity. This indicates that ineffectiveness and poor productivity will continually result to poor and slow

services to the people of the state, and wastage. The achievement of the civil service depends largely on the effectiveness of its performance towards better productivity.

The research proposition is that the civil service and its connection with the effectiveness of its performance intensely differ in relation to its productivity, and it is the consequence of ineffectiveness that leads to poor performance and low productivity in the civil service.

1.7 Scope of the Study

The research is mainly focusing on the strategies that will promote improved productivity in civil service with Oyo state civil service as the case study, particularly effectiveness in the performance of the employees of the Oyo state civil service. Moreover, the scope in terms of time is from year 2011 till 2021, and this is due to many issues that came up during the administrations of this period that made the Oyo state civil service to be less productive.

1.8 Limitation of the Study

The limitation of the study is backed up by some of factors which limited the study: the time frame allocated to the study does not enhance wider coverage, poor record keeping in some offices that restricted access to data. Accordingly, the validity and integrity of the research will in no way be affected by these limitations.

1.9 Operational Definition of Terms

Strategy

This is a plan or program designed to achieve or accomplish set goals, whether short-term, long-term or general objectives. It generally involves setting of goals and priorities, determining actions to achieve the goals and mobilising resources to execute the actions. It further involves critical and strategic planning and thinking.

Productivity

Productivity is the efficiency of production of goods and services expressed in form of measurement. It is the physical relationship or connection between what is produced and the resources used for the production. It is also the ratio between the quantity of output and quantity of input. It measures how efficiently production inputs, like capital and labour, are used to produce a given level of output.

Civil Service

The civil service or public service is a term that is used for government sector which comprises civil servants as employees hired based on professional merit rather than elected or appointed, whose institutional tenure typically survives different transitions of political leadership. It is the core, permanent administrative arm of government, including permanent and pensionable employees working in various ministries of the government. It could be at federal, state, or local government level, but for this study, it is at the state level.

Civil Servants

These are the officials employed at various ministries, departments, institutions, or agencies of the civil service. They are not elected or appointed, but hired on professional merit, and their institutional tenure typically survives different transitions of political leadership. They are permanent and pensionable employees working in various ministries of the government. They work for central, state, or local governments and are answerable to the government and not political parties.

Oyo State Civil Service

Oyo state civil service consists of employees in Oyo state government ministries, departments, institutions and agencies. Most of the employees are career civil servants

in the various ministries and departments, who are promoted based on qualifications and hierarchy. Oyo state civil service has three categories of employees: the junior staff, the senior staff and the administrative staff.

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Endnotes

1. Research Clue, “*Strategies of Promoting Productivity in Civil Service (A Case Study of Enugu State Civil Services Commission)*” Available online at <https://www.nairaproject.com/m/projects/2410.html>
2. UPSC Preparation Strategy, “*Roles of Civil Services in a Democracy – Indian Polity*” Available online at <https://www.byjus.com/free-ias-prep/role-of-civil-services-in-a-democracy/>
3. F. N. Walker “*Productivity Profit and Business Ethics: Advanced Management Journal*, vol. 38 Issue 3, 1973.
4. R.M. Ishaq “*Civil Service and Challenge of Productivity in Nigeria*” **Academic Journal of Interdisciplinary Studies, MCSER Publishing**, Italy, Rome. vol. 2, issue 7. 2016. 157 – 163
5. A. P. Akpan & A. B. Inyang “*Motivation and Employee Engagement in the Civil Service: The Nigerian Experience*” **Saudi Journal of Economics and Finance (SJEF)**, vo. 2, issue 3, 2018. Pp. 85 - 93

Chapter Two

Literature Review

This part of the study provides the literature available on the research topic. It includes the citation from the previous works and theories done by different researchers. This helps to assist the research process and gains insight and in-depth knowledge about the subject and problems that are considered critical to this whole work. The sources of literature, studies, information, surveys, and reports through articles have indeed enlightened and given the researcher proper direction to work and move into. By the help of the review, the most important fact that came to researcher's knowledge is that effective performance will bring about improved productivity.

2.1 Conceptual Review

2.1.1 Productivity

Productivity is simply defined as a way to measure efficiency. In the context of economics, productivity is how to measure the output that comes from units of input. Productivity is also defined as making certain choices in certain ways that moves people from being "merely busy" to "genuinely productive"¹. There is an approach to productivity that focuses on ways people can systematise and better manage their lives so they can have more time to do what they want. It is getting the results one wants with less time and effort. When one is trying to understand how to be productive, what can really be done is to seek a way to achieve one's goals while having time to spend on what matters.

Productivity is the efficiency of production of goods or services expressed by some measure. Measurements of productivity are often expressed as a ratio of an aggregate output to a single input or an aggregate input used in a production process, i.e. output

per unit of input, typically over a specific period of time. The most common example is the (aggregate) labour productivity measure, such as GDP per worker. There are many different definitions of productivity (including those that are not defined as ratios of output to input) and the choice among them depends on the purpose of the productivity measurement and/or data availability. The key source of difference between various productivity measures is also usually related (directly or indirectly) to how the outputs and the inputs are aggregated into scalars to obtain such a ratio-type measure of productivity. Productivity is a crucial factor in the production performance of firms and nations. Increasing national productivity can raise living standards because more real income improves people's ability to purchase goods and services, enjoy leisure, improve housing and education and contribute to social and environmental programs. Productivity growth can also help businesses to be more profitable².

The manager or leader of a department can significantly increase productivity in various ways. The outcome of this can produce the following benefits:

- Teams or individuals have positive reaction to a good manager, creating efficiencies for the team or individual.
- The individual or team will gain more confidence having a strong manager/leader and in turn be more productive.
- Individuals have trust in their manager/leader which creates a better overall work environment and promotes productivity.
- Positive moral in the work environment, promoting productivity.
- Having a good manager/leader reduces turnover. Creating a stronger and more knowledgeable workforce that moves the productivity face forward.

Technology has enabled massive personal productivity gains, such as computers, spreadsheets, email, and other advances which have made it possible for a knowledge worker to seemingly produce more in a day than was previously possible in a year. Environmental factors such as sleep and leisure play a significant role in work productivity and received wage. Drivers of productivity growth for creative and knowledge workers include improved or intensified exchange with peers or co-workers, as more productive peers have a stimulating effect on one's own productivity. Productivity is influenced by effective supervision and job satisfaction. An effective or knowledgeable supervisor (for example a supervisor who uses the Management by objectives method) has an easier time motivating their employees to produce more in quantity and quality. An employee who has an effective supervisor, motivating them to be more productive is likely to experience a new level of job satisfaction thereby becoming a driver of productivity itself⁸. There is also considerable evidence to support improved productivity through operant conditioning reinforcement (rewards and punishments for behaviour), successful gamification engagement, research-based recommendations on principles and implementation guidelines for using monetary rewards effectively, and recognition, based on social cognitive theory, which builds upon self-efficacy.

Productivity is one of the main concerns of business management. Many corporate organisations have formal programs for continuously improving productivity, such as a production assurance program. Whether they have a formal program or not, organisations are constantly looking for ways to improve quality, reduce downtime and inputs of labour, materials, energy and purchased services. Often simple changes to operating methods or processes increase productivity, but the biggest gains are normally from adopting new technologies, which may require capital expenditures for new

equipment, computers or software. Modern productivity science owes much to formal investigations that are associated with scientific management⁴. Although from an individual management perspective, employees may be doing their jobs well and with high levels of individual productivity, from an organisational perspective, their productivity may in fact be zero or effectively negative if they are dedicated to redundant or value destroying activities. In office buildings and service-centred organisations, productivity is largely influenced and affected by operational by-products meetings. The past few years have seen a positive uptick in the number of software solutions focused on improving office productivity. In truth, proper planning and procedures are more likely to help than anything else⁵.

In order to measure the productivity of a nation or an organisation, it is necessary to operationalise the same concept of productivity as in a production unit or a company, yet, the object of modelling is substantially wider and the information more aggregate. The calculations of productivity of a nation or an organisation are based on the time series of the System of National Accounts (SNA). National accounting is a system based on the recommendations of the United Nations (SNA 93) to measure the total production and total income of a nation and how they are used. International or national productivity growth stems from a complex interaction of factors. Some of the most important immediate factors include technological change, organisational change, industry restructuring and resource reallocation, as well as economies of scale and scope. A nation's average productivity level can also be affected by the movement of resources from low-productivity to high-productivity organisations and activities. Over time, other factors such as research and development and innovative effort, the development of human capital through education, and incentives from stronger competition promote the search for productivity improvements and the ability to achieve them. Ultimately, many

policy, institutional and cultural factors determine an organisation's success in improving productivity⁶.

At the national level, productivity growth raises living standards because more real income improves people's ability to purchase goods and services (whether they are necessities or luxuries), enjoy leisure, improve housing and education and contribute to social and environmental programs. Some have suggested that the UK's 'productivity puzzle' is an urgent issue for policy makers and businesses to address in order to sustain growth. Over long periods of time, small differences in rates of productivity growth compound, like interest in a bank account, and can make an enormous difference to a society's prosperity. Nothing contributes more to reduction of poverty, to increases in leisure, and to the country's ability to finance education, public health, environment and the arts⁷.

Productivity is considered as a basic statistical information for many international comparisons and country performance assessments and there is strong interest in comparing them internationally. The Organisation of Economic Cooperation and Development (OECD) publishes an annual Compendium of Productivity Indicators that includes both labour and multi-factor measures of productivity. Several statistical offices publish productivity accounting handbooks and manuals with detailed accounting instructions and definitions. Productivity is an objective concept. As an objective concept it can be measured, ideally against a universal standard. As such, organisations can monitor productivity for strategic reasons such as corporate planning, organisation improvement, or comparison to competitors. It can also be used for tactical reasons such as project control or controlling performance to budget⁸.

Productivity is also a scientific concept, and hence can be logically defined and empirically observed. It can also be measured in quantitative terms, which qualifies it as a variable. Therefore, it can be defined and measured in absolute or relative terms. However, an absolute definition of productivity is not very useful; it is much more useful as a concept dealing with relative productivity or as a productivity factor. Productivity is useful as a relative measure of actual output of production compared to the actual input of resources, measured across time or against common entities. As output increases for a level of input, or as the amount of input decreases for a constant level of output, an increase in productivity occurs. Therefore, a "productivity measure" describes how well the resources of an organisation are being used to produce input. Productivity is often confused with efficiency. Efficiency is generally seen as the ratio of the time needed to perform a task to some predetermined standard time. However, doing unnecessary work efficiently is not exactly being productive. It would be more correct to interpret productivity as a measure of effectiveness (doing the right thing efficiently), which is outcome-oriented rather than output-oriented⁹.

Components of Productivity

Productivity has been generally defined as a ratio of a measure of output to a measure of some or all of the resources used to produce this output. Defined in this way, one or a number of input measures can be taken and compared with one or a number of output measures. When attempts are made to include all inputs and all outputs in a system the measure is called a total productivity measure (TPM). The inputs used in a process can be hours of labour, units of capital, and quantities of raw materials compared with the consequent output. Revisiting the Productivity Conceptual Model, the roots denote the inputs to the system, the trunk the conversion process and the branches, leaves and fruits the systems outputs¹⁰.

The model shows two fundamental problems:

1. Selecting different factor, inputs and outputs, can derive different measures of productivity.
2. The diversity of the sum of the factor inputs and outputs, many of which are of a qualitative nature.

Notwithstanding these, there is little debate about the need to be able to measure productivity, for without it comparisons of performance are not feasible and control action cannot be properly taken. The question is 'what is to be measured, and how is data collected and analysed?' What factors are chosen for measurement, how important are these, and how that measurement is made is probably best gained from an analysis of the specific reasons why companies should wish to measure productivity. The following are the main reasons why productivity is required to be measured.

- i. For strategic purposes in order to compare the global performance of the organisation with competitors or similar organisations.
- ii. For tactical purposes, to enable management to control the performance of the organisation via the performance of individual sectors of the organisation either by function or product.
- iii. For planning purposes, to compare the relative benefits from the use of differing inputs

Conceptual Issues of Productivity and Production

Productivity differs from production. Production refers to an increase in output over a given period of time; productivity is concerned with the ratio of output to an input. Many writers explain productivity in terms of this ratio with little further elaboration.

Productivity is the quantitative relationship between what is produced and the resources used¹¹. It is also the volume of output which is achieved in a given period in relationship to the sum of the direct and indirect effort expended in its production. Productivity ratios usually relate units of one single input. These ratios in themselves and the definitions given take no account of efficiency, a concept important in evaluating productivity.

Productivity Expressed in Forms

Productivity is usually expressed in one of three forms: partial factor productivity, multifactor productivity, and total productivity. Each one is discussed below¹²:

1. Partial-Factor Productivity

The standard definition of productivity is actually what is known as a partial factor measure of productivity, in the sense that it only considers a single input in the ratio. The formula then for partial-factor productivity would be the ratio of total output to a single input or: Managers generally utilise partial productivity measures because the data is readily available. Also, since the total of multifactor measures provides an aggregate perspective, partial factor productivity measures are easier to relate to specific processes. Labour-based hours (generally, readily available information) is a frequently used input variable in the equation. When this is the case, it would seem that productivity could be increased by substituting machinery for labour. However, that may not necessarily be a wise decision. Labour-based measures do not include mechanisation and automation in the input; thus when automation replaces labour, misinterpretation may occur. Other partial factor measure options could appear as output/labour, output/machine, output/capital, or output/energy. Terms applied to some other partial factor measures include capital productivity (using machine hours or

money invested), energy productivity (using kilowatt hours), and materials productivity (using inventory money).

2. **Multifactor Productivity**

A multifactor productivity measure utilises more than a single factor, for example, both labour and capital. Hence, multifactor productivity is the ratio of total output to a subset of inputs: A subset of inputs might consist of only labour and materials or it could include capital.

3. **Total Productivity**

A broader gauge of productivity, total factor productivity is measured by combining the effects of all the resources used in the production of goods and services (labour, capital, raw material, energy, etc.) and dividing it into the output. As such, the formula would appear as: a ratio computed by adding standard hours of labour actually produced, plus the standard machine hours actually produced in a given time period divided by the actual hours available for both labour and machines in the time period. Total output must be expressed in the same unit of measure and total input must be expressed in the same unit of measure. However, total output and total input need not be expressed in the same unit of measure. Resources are often converted to money or standard hours so that a single figure can be used as an aggregate measure of total input or output. For example, total output could be expressed as the number of units produced, and total input could be expressed in money, such as tons of steel produced per dollar input.

Other varieties of the measure may appear as dollar value of good or service produced per dollar of input, or standard hours of output per actual hours of input. Total productivity ratios reflect simultaneous changes in outputs and inputs. As such, total productivity ratios provide the most inclusive type of index for measuring productivity

and may be preferred in making comparisons of productivity. However, they do not show the interaction between each input and output separately and are thus too broad to be used as a tool for improving specific areas. Total Factor Productivity is a measure favoured by the Japanese, whereas labour productivity is the measure favoured by the United States. As such, the individual "productivity" of the American employee tends to be the best in the world, in that an American employee can purchase more eggs per one hour of work than anyone else in the world. But as a measure of national productivity, the Japanese have, in the past, tended to be better performers¹³.

Productivity Measures

It has been said that the challenge of productivity has become a challenge of measurement. Productivity is difficult to measure and can only be measured indirectly, that is, by measuring other variables and then calculating productivity from them. This difficulty in measurement stems from the fact that inputs and outputs are not only difficult to define but are also difficult to quantify. Any productivity measurement system should produce some sort of overall index of productivity. A smart measurement program combines productivity measurements into an overall rating of performance. This type of system should be flexible in order to accommodate changes in goals and policies over time. It should also have the ability to aggregate the measurement systems of different units into a single system and be able to compare productivity across different units.

The ways in which input and output are measured can provide different productivity measures. Disadvantages of productivity measures have been the distortion of the measure by fixed expenses and also the inability of productivity measures to consider quality changes (for instance, output per hour might increase, but it may cause the defect rate to skyrocket). It is easier to conceive of outputs as tangible units such as

number of items produced, but other factors such as quality should be considered. Experts have cited a need for a measurement program that gives an equal weight to quality as well as productivity. If quality is included in the ratio, output may have to be defined as something like the number of defect-free units of production or the number of units which meet customer expectations or requirements. The determination of when productivity measures are appropriate performance measures depends on two criteria. The first is the independence of the transformation process from other processes within the organisation. Second is the correspondence between the inputs and outputs in the productivity measurement process¹⁴.

Use of Productivity Measures

Productivity is a required tool in evaluating and monitoring the performance of an organisation, especially a business organisation. When directed at specific issues and problems, productivity measures can be very powerful. In essence, productivity measures are the yardsticks of effective resource use. Managers are concerned with productivity as it relates to making improvements in their organisation. Proper use of productivity measures can give the manager an indication of how to improve productivity: either increase the numerator of the measure, decrease the denominator, or both. Managers are also concerned with how productivity measures relate to competitiveness.

If two organisations have the same level of output, but one requires less input, thanks to a higher level of productivity, that organisation will be able to charge a lower price and increase its market share or charge the same price as the competitor and enjoy a larger profit margin. Within a time period, productivity measures can be used to compare the organisation's performance against industry-wide data, compare its performance with similar organisations and competitors, compare performance among different

departments within the organisation, or compare the performance of the organisation or individual departments within the organisation with the measures obtained at an earlier time (that is, performance improving or decreasing over time?). Productivity measures can also be used to evaluate the performance of an entire industry or the productivity of a country as a whole. These are aggregate measures determined by combining productivity measures of various companies, industries, or segments of the economy.

Factors Affecting Productivity

There is quite a variety of factors which can affect productivity, both positively and negatively. These include¹⁵:

1. Capital investments in production
2. Capital investments in technology
3. Capital investments in equipment
4. Capital investments in facilities
5. Economies of scale
6. Workforce knowledge and skill resulting from training and experience
7. Technological changes
8. Work methods
9. Procedures
10. Systems
11. Quality of products
12. Quality of processes
13. Quality of management
14. Legislative and regulatory environment
15. General levels of education
16. Social environment

17. Geographic factors

The first twelve (12) factors are highly controllable at the organisational or project level. Numbers thirteen (13) and fourteen (14) are marginally controllable, at best. Numbers fifteen (15) and sixteen (16) are controllable only at the national level, and seventeen (17) is uncontrollable.

2.1.2 Civil Service

It is a system of roles and role relationships that defines in as clear and practicable terms as possible and in as much details as possible the intentions and programmes of government; the means available internally and externally to accomplish them; and also, it is a system that causes these intentions and programs to be realised in real life. It is a pattern of routinized activities, involving decision – making, planning, advising, coordination, negotiation, conciliation, arbitration, command and data gathering, through which the government carries out its responsibilities¹⁶.

The civil service as is widely known as the government tool for the implementation of its policies and programmes. This remains the main function of the civil service. The question which continues to be asked by the leadership and the enlightened general public is how effective and committed the civil service is to its functions. This is notwithstanding the fact that there are some auxiliary factors like welfare and the prevailing societal conditions which may impact on the civil servant. It is an understatement to say that societal influence has been quite overwhelming in recent times. Quite a number of people in and outside government point to the good old days of the civil service. This gives the impression that they look forward to a return to those days, even though the circumstances have changed. There seem to be not only growing poverty, unemployment and an ever widening gap between the rich and poor, but also the palpable decay of public institutions.

Decades of Military authoritarian rule is one of the significant reason for this. But what also cannot be contested is the role/complicity of both the political office holders and the civil service. The emphasis here is the positive administrations for effectiveness and efficiency.

The Civil Service and its Role

The civil service is at the centre of governmental activity. It is the epitome of rationality. A German sociologist of repute, delineated a number of important elements critical to the success of an ideal type of bureaucracy. There are six of them mentioned here¹⁷:

- i. There is the principle of fixed and official jurisdictional areas, which are generally ordered by rules, that is by law or administrative regulations. In other words, workers have official duties, must stay within their jurisdictional areas and must carry out those duties according to rules.
- ii. The principles of office hierarchy and levels of graded authority. This means the presence of a strict chain of command or authority structure in which lower offices are supervised by the higher ones.
- iii. The management of the modern office is based on written documents (files), which are preserved in their original or draft form. Every decision or action (recruitment, promotion, purchases, disengagement, among others), is recorded in writing.
- iv. Hiring and promotion are based on individual's ability to do the job (or on merit). Nepotism is frowned at and relationships are impersonal.
- v. Official activity demands the full working capacity of the official. Administrative work is a full time commitment; and
- vi. The management of the office follows general rules or an established procedure covering just about everything.

The presence of rational elements in any service is a major guarantor against personal or arbitrary rule. To what extent is the above elements found today in Nigeria Civil Service could best be answered by Nigerians. There are a number of conditions that join the above to ensure that the civil service meets the challenges of effectiveness and efficiency¹⁸.

- i. The first is a proper understanding of the realities within which the beneficiaries of the service offered live;
 - Where are they?
 - How do they make a living?
 - What things matter the most to them?
 - What are the threats to their livelihood?
 - What is their perception of 'government' - local, state, federal?
- ii. A policy (intended for implementation by the civil service) must be clear, specific and thus unambiguous.
- iii. The presence of good organisation on ground with appropriate planning level is also a key requirement.
- iv. Also, effective implementation of policies requires that adequate resources are made available just as the environment within which work has to take place need also be made conducive.

An obvious implication of not attending to the above would result in policy implementation gap (PIG)¹⁹. In what ways, then, is the civil service central to governmental activities? Three major roles of the civil service are discernible.

- i. It has the major task of translating into concrete actions the policies of political bodies. The civil service is the main instrument which government uses to

regulate and manage all aspects of the economy of a society. It is the main medium through which all institutions obtain various types of approvals, licenses, permits, among others. Indeed, all institutions perform have to deal with the civil service at one point or the other in their existence and operations. The degree to which socio-economic and political progress is attained is largely dependent or linked to the performance of the public service.

- ii. It has the important role of assisting in the formulation of policies, a role directly arising from the knowledge, experience and information at the disposal of civil servants. The notion of a strict dichotomy between administration and politics, always in dispute, is now facing further threats. Indeed, the executive bureaucracy has become not only the centre of power but also the arena within which and in terms of which all conflicts of power are resolved or denied resolution²⁰.

The notion of a powerless, instrumental, value-free, neutral, competent public bureaucracy no longer holds. Administration and policies are intertwined, notwithstanding the qualification often advanced, to the effect that there is more “politics” in the formation of public policy and more “administration” in the execution of same. In the real world, where results are central and failure of policy has important consequences, policy formulation and implementation are merged. A “policy” formulated without due regard to real problems of implementation fails. It sends negative signals about the “stupidity” of government announcing important policies of no practical value. On the other hand, in no real world situation could one successfully administer policies knowing nothing about the rationale for its formulation.

The importance of especially top civil servants in public policy formulation is captured by a onetime Head of Service of the Federation that it is not true as it is sometimes alleged that most permanent secretaries have reduced their ministers or commissioners to mere 'rubber stamps', and what is of course true is that a permanent secretary who is worth his position is knowledgeable, experienced and so familiar with the civil service organisation which exists to advise the minister and implement approved policies and programmes that when he makes submission to the minister they are in such a form that they can be approved completely or with minor amendment²¹.

- iii. The civil service is critical to maintaining continuity of government policies and programmes. Governments change, often frequently through coups or periodic elections. A past secretary of the Federal Civil Service in Nigeria noted that as soon as there was a change of government, the Head of Service was rallied round and took over; and continued as if nothing had happened, until the new people were there and then handed it over to them.

In Nigeria, so many kinds of such a transition have been witnessed; from 1966 till date.

History of Civil Service

The origin of the modern meritocratic civil service can be traced back to Royal assessment founded in Imperial China. The Royal assessment based on merit was designed to select the best administrative officials for the state's bureaucracy. This system had a huge influence on both society and culture in Imperial China and was directly responsible for the creation of a class of scholar-bureaucrats irrespective of their family pedigree²².

Initially, appointments to the bureaucracy were based on the patronage of aristocrats; During Han dynasty, the Emperor established the xiaolian system of recommendation by superiors for appointments to office. In the areas of administration, especially the military, appointments were based solely on merit. This was an early form of the royal examinations, transitioning from inheritance and patronage to merit, in which local officials would select candidates to take part in an examination of the Confucian classics. After the fall of the Han dynasty, the Chinese bureaucracy regressed into a semi-merit system known as the nine-rank system²³.

This system was reversed during the short-lived Sui dynasty (581–618), which initiated a civil service bureaucracy recruited through written examinations and recommendation. The first civil service examination system was established by Emperor Wen of Sui. Emperor Yang of Sui established a new category of recommended candidates for the mandarin in AD 605. The following Tang dynasty (618–907) adopted the same measures for drafting officials, and decreasingly relied on aristocratic recommendations and more and more on promotion based on the results of written examinations. The structure of the examination system was extensively expanded during the reign of Wu Zetian. The system reached its apogee during the Song dynasty²³.

In theory, the Chinese civil service system provided one of the main avenues for social mobility in Chinese society, although in practice, due to the time-consuming nature of the study, the examination was generally only taken by sons of the landed gentry. The examination tested the candidate's memorisation of the Nine Classics of Confucianism and his ability to compose poetry using fixed and traditional forms and calligraphy. It was ideally suited to literary candidates. Thus, toward the end of the Ming Dynasty, the system attracted the candidature of Tang Xianzu (1550-1616). Tang at 14 passed the imperial examination at the county level; and at 21, he did so at the provincial level; but

not until he was 34 did he pass at the national level. However, he had already become a well-known poet at age 12, and among other things he went on to such distinction as a profound literati and dramatist that it would not be far-fetched to regard him as China's answer to William Shakespeare. In the late nineteenth (19th) century, however, the system increasingly engendered internal dissatisfaction, and was criticised as not reflecting candidates' ability to govern well, and for giving undue weight to style over content and originality of thought. Indeed, long before its abandonment, the notion of the imperial system as a route to social mobility was somewhat mythical. The system was finally abolished by the Qing government in 1905 as part of the New Policies reform package²⁴.

The Chinese system was often admired by European commentators from the sixteenth (16th) century onward. However, the Chinese imperial examination system was hardly universally regarded by Europeans who knew of it. In a debate in the unelected chamber of the UK parliament on March 13, 1854, John Browne 'pointed out clearly with some disdain that the only precedent for appointing civil servants by literary exams was that of the Chinese government'²⁴.

Modern Civil Service

In the eighteenth (18th) century, in response to economic changes and the growth of the British Empire, the bureaucracy of institutions such as the Office of Works and the Navy Board greatly expanded. Each had its own system, but in general, staff were appointed through patronage or outright purchase. By the nineteenth (19th) century, it became increasingly clear that these arrangements were falling short. The origins of the British civil service are better known. During the eighteenth (18th) century, a number of Englishmen wrote in praise of the Chinese examination system, some of them went as far as to advocate the adoption for England of something similar. The first concrete step

in this direction was taken by the British East India Company in 1806²⁵. In the same year, the Honourable East India Company established a college, the East India Company College, near London to train and examine administrators of the Company's territories in India. The proposal for establishing this college came, significantly, from members of the East India Company's trading post in Canton, China. Examinations for the Indian "civil service" (a term coined by the Company) were introduced in 1829.

British efforts at reform were influenced by the imperial examinations system and meritocratic system of China. The long duration of the Chinese empire is solely and altogether owing to the good government which consists in the advancement of men of talent and merit only and there should be a reformation of the British civil service by making the institution meritocratic²⁶. On the other hand, it was also argued that elegant writing had become an end in itself, and the dampening effect of this on the Chinese civil service had contributed in no small measure to China's failure to develop its early lead over Western civilisations.

In 1853, the Chancellor of the Exchequer William Gladstone, commissioned Sir Stafford Northcote and Charles Trevelyan to look into the operation and organisation of the Civil Service. Influenced by the Chinese imperial examinations, the Northcote–Trevelyan Report of 1854 made four principal recommendations²⁶:

- i. that recruitment should be on the basis of merit determined through competitive examination
- ii. that candidates should have a solid general education to enable inter-departmental transfers
- iii. that recruits should be graded into a hierarchy and
- iv. that promotion should be through achievement, rather than "preferment, patronage or purchase".

It further recommended a clear division between staff responsible for routine (mechanical) work, and those engaged in policy formulation and implementation in an "administrative" class.

The report was timely, because bureaucratic commotion during the Crimean War was causing a clamour for a change. The report's conclusions were immediately implemented, and a permanent, unified and politically neutral civil service was introduced as Her Majesty's Civil Service. A Civil Service Commission was also set up in 1855 to oversee open recruitment and end patronage, and most of the other Northcote–Trevelyan recommendations were implemented over some years²⁷. Despite civil servants' many similarities, there also exists a great divide between the very small number of top mandarins and the very great number of more junior staff. The conventional wisdom is that this divide was the work of Sir Stafford Northcote and Sir Charles Trevelyan, but once one starts poking around in the archives, the story turns out to be rather more complicated. What is surprising is that, as originally drafted, the report contained only the most meagre proposals for establishing entry to the civil service through a competitive literary exam - one for intellectuals and one for mechanicals. There was such a proposal but it did not extend to departments subordinate to the Treasury. It was warmly supported by other aspects of the report but criticised its limited attack on patronage. The principle of competition sanctioned in its full breadth was required, and applied to the Treasury with unsparing vigour and when the amended report was published nearly a year later, it proposed to apply the competitive principle to all departments²⁸.

Early in 1854, the Prime Minister Russell wrote to Gladstone to say he hoped Gladstone was not thinking seriously of the plan of throwing open to competition the whole civil service of the country. The departmental heads, in their response to the report, also

criticised the thinking underlying the proposals for change. In the face of opposition from top civil servants, and a distinct lack of enthusiasm on the part of most ministers - particularly the Prime Minister - Gladstone was not inclined to push the matter too hard. The idea of a central competitive exam was dropped, along with most of the other proposals. Only one other proposal was put into effect. In 1854, the Cabinet agreed to the creation of a central examining board. A year later the Civil Service Commission was established²⁹.

The same model, the Imperial Civil Service, was implemented in British India from 1858, after the demise of the East India Company's rule in India through the Indian Rebellion of 1857 which came close to toppling British rule in the country. The Northcote-Trevelyan model remained essentially stable for about hundred years. This was a tribute to its success in removing corruption, delivering public services (even under the stress of two world wars), and responding effectively to political change. It also had a great international influence and was adapted by members of the Commonwealth³⁰. The Pendleton Civil Service Reform Act established a modern civil service in the United States, and by the turn of the twentieth (20th) century almost all Western governments had implemented similar reforms.

2.1.3 Civil Servant

The civil service is a collective term for a sector of government composed mainly of career civil servants hired on professional merit rather than appointed or elected, whose institutional tenure typically survives transitions of political leadership. A civil servant is a person employed in the public sector by a government department or agency or public sector undertakings. Civil servants work for central government, state governments, local governments and answer to the government, not a political party³¹. The extent of civil servants of a state as part of the "civil service" varies from country to

country. In the United Kingdom, for instance, only Crown (national government) employees are referred to as civil servants whereas employees of Local Authorities (counties, cities and similar administrations) are generally referred to as "local government civil service officers" who are public servants but not civil servants. A civil servant is a public servant but a public servant is not necessarily a civil servant.

The study of the civil service is a part of the field of public service. Staff members in non-departmental public bodies may also be classified as civil servants for the purpose of statistics and possibly for their terms and conditions. Collectively, a state's civil servants form its civil service or public service. The concept arose in China and modern civil service developed in Britain in the eighteenth (18th) century as earlier stated. Civil servants can be international civil servants or staff members which means they are civilian employees who are employed by intergovernmental organisations. These international civil servants do not resort under any national legislation (from which they have immunity of jurisdiction) but are governed by internal staff regulations. All disputes related to international civil service are brought before special tribunals created by these international organisations, for instance, the Administrative Tribunal of the International Labour Organisation (ILO)³². Specific referral can be made to the International Civil Service Commission (ICSC) of the United Nations, an independent expert body established by the United Nations General Assembly. Its mandate is to regulate and coordinate the conditions of service of staff in the United Nations common system, while promoting and maintaining high standards in the international civil service.

Accountability of Civil Servants

The civil servants are responsible to the ministers of the departments in which they serve. The ministers are accountable to the people through the Parliament or State

Legislatures, and the civil servants are accountable to the ministers. They should ideally serve the elected government of the day, as government policies are the functions of the civil services. However, an impartial civil servant is also accountable to the Constitution of state on which he has taken an oath of allegiance.

2.2 Review of Empirical Studies

2.2.1 Efficiency in Productivity

Efficiency takes this aspect of productivity into account and makes comparisons to some known potential. Traditional labour measures of productivity where standard hours are compared to productive hours give good examples of efficiency measures, as they give both an index of labour productivity as well as a concept of how well labour is working or being utilised. Such measures show whether organisations are 'doing things right', but they give no indication of whether an organisation is doing the 'right things'.

2.2.2 Effectiveness in Productivity

The criterion of efficiency is described as dictating "that choice of alternatives which produce the largest result for the given application of resources"³³. The conclusion to this approach has led to "the maximisation of efficiency as a value". In practice, it does not mean the greatest benefit for the cost, but instead the greatest measurable benefit for the measurable cost. As the word efficiency has no scientific fund ament, it has been assumed without question that to maximise efficiency is desirable if not indeed the chief purpose of industrial enterprise. The concepts discussed so far are completely more relevance and the effectiveness of the work done, since they measure only those inputs and outputs that can either be converted into a monetary sum or readily quantified in some other way. The normal systems of productivity and efficiency do not normally take account of the factors relating to the way people work. Elements such as the

initiative they use, flexibility, cooperation and adaptability are not incorporated in the measures of input.

Consider the value of a highly efficient production of a mountain of un-saleable goods, or an individual pursuing his own target and refusing to cooperate with colleagues who are falling behind. By such practices it is quite possible to maximise individual efficiency, but not that of the organisation. Effectiveness is highlighted as a vital dimension in improving performance. Consideration of effectiveness is therefore a vital dimension of productivity and failure to take it into account can produce a false assessment of true performance. Taking into account effectiveness brings a qualitative dimension to the measurement of productivity. The problem is that some components of productivity are easier to measure than others. Hours worked or materials consumed are more easily quantified than the level of customer satisfaction, the quality of the product or the extent to which an organisation has the right calibres of staff³³. For this reason, productivity can also be said to have a strategic dimension. But in taking effectiveness into consideration, new technologies or developments in the market should be taken into account.

2.2.3 Improving Productivity

Productivity improvement can be achieved in a number of ways. If the level of output is increased faster than that of input, productivity will increase. Conversely, productivity will be increased if the level of input is decreased faster than that of output. Also, an organisation may realise a productivity increase from producing more output with the same level of input. Finally, producing more output with a reduced level of input will result in increased productivity. Any of these scenarios may be realised through improved methods, investment in machinery and technology, improved quality, and improvement techniques and philosophies such as just-in-time, total quality

management, lean production, supply chain management principles, and theory of constraints. A firm or department may undertake a number of key steps toward improving productivity. These steps to productivity improvement are³⁴:

- Develop productivity measures for all operations; measurement is the first step in managing and controlling an organisation.
- Look at the system as a whole in deciding which operations are most critical, it is over-all productivity that is important.
- Develop methods for achieving productivity improvement, such as soliciting ideas from workers (perhaps organising teams of workers, engineers, and managers), studying how other organisations have increased productivity, and re-examining the way work is done.
- Establish reasonable goals for improvement.
- Make it clear that management supports and encourages productivity improvement. Consider incentives to reward workers for contributions.
- Measure improvements and publicise them.
- Productivity should not be confused with efficiency. Efficiency is a narrower concept that pertains to getting the most out of a given set of resources; productivity is a broader concept that pertains to use of overall resources. For example, an efficiency perspective on mowing the lawn given a hand mower would focus on the best way to use the hand mower; a productivity perspective would include the possibility of using a power mower.

As a cautionary word, organisations must be careful not to focus solely on productivity as the driver for the organisation. Organisations must consider overall competitive ability. Organisation success is categorised by quality, cycle time, reasonable lead time,

innovation, and a host of other factors directed at improving customer service and satisfaction.

2.2.4 Problems Affecting Civil Service

There are problems that affect the civil service and some of the are³⁵:

- Lack of professionalism and poor capacity building.
- An ineffective incentive system that does not reward the meritorious and upright civil servants.
- Rigid and outmoded rules and procedures that do not allow civil servants to exercise individual judgement and perform efficiently.
- Lack of accountability and transparency procedure, with no adequate protection for whistle-blowers.
- Political interference causing arbitrary transfers, and insecurity in tenures.
- An erosion in ethics and values, which has caused rampant corruption and nepotism.
- Patrimonialism (a form of governance in which all power flows directly from the leader).
- Resistance to change from the civil servants themselves.

2.2.5 Civil Service in Nigeria

The civil service in Nigeria is dated back to the colonial era and the first republic, it was organised along the pattern of the British Civil Service with four (4) main classes – the Administrative, the Executive, Clerical and Manipulative Classes³⁶. These four classes used to operate as if there were watertight compartments. It was difficult for a civil servant to move from one class to a higher one. The Administrative class was the highest and most prestigious and people used to call them the senior service. People in this class worked closely with the politicians in advisory capacity. The members of the

administrative class were university graduates with good degrees who in addition passed the entrance examinations and interviews. The entry qualifications for the other levels were lower, so are the salaries and benefits. These classes provide needed supporting services to the Administrative class.

The new civil service in Nigeria marked a departure of the old rigid system to a more flexible and result oriented system. For example, following the Udoji Commission Report of 1974, the Federal Government of Nigeria decided to abolish the four classes. In its place a unified grading system was introduced. Instead of having classes, the jobs in the public service were graded from level 1 to 17. The highest positions were 17, while the lowest were 1. All public officers and jobs were fitted into this unified system³⁷. The merit of this new system is that, a good officer who starts his/her career on level 1 can move up to any level his ability can carry him. This was an improvement over the old system under which it was impossible to move from the Clerical to the Administrative level. The new system enables everybody to be in the same unified structure and merit, and efficiency can carry one to the highest levels.

During the four years of the Second Republic, the country seemed to have adopted an amalgam of the American and the British Systems. Even though, it operated a presidential system of government, there were Permanent Secretaries whose positions were in fact recognised by the Constitution. Indeed, the Constitution described them as Chief Executives in the Ministries or Departments in addition to other departmental heads in a ministry. The fusion led to some degree of uncertainty, as to what the relative roles were between the Minister/ Commissioner and his Permanent Secretary and this in turn led to conflicts in the departments³⁸.

In some of the governments in the federation, there were sharp disagreements between Ministers/Commissioners and their Permanent Secretaries. The Ministers/Commissioners, on assuming office, approached their task with the assumption that since Nigeria had embraced the presidential system of government, there were the Chief Executives of the departments in every respect. It is a sound and reasonable assumption. The permanent secretaries, on the other hand were trained to operate on laid – down rules and regulations, and until these were changed or modified, the Permanent Secretaries went by such regulations. Thus, the existing Civil Service Commission Regulations delegated to Permanent Secretaries certain powers of appointment, promotion and discipline up to a certain level in the Civil Service.

The Financial Instructions and Public Administrative Law made the Permanent Secretary the Accounting officer of his Ministry and the General Orders gave the Permanent Secretary, as Head of Department, responsible over a great number of personnel matters, for example approval of vocation leave and matters relating to discipline, promotion and development of staff in the department.

Civil Service Reforms under Obasanjo 1999 to 2007

Obasanjo's reforms centred on the following aspects:

1. Anti – Corruption, Transparency and Accountability: Corruption remained an intractable problem that constrained development efforts in Nigeria. On assumption of office, Chief Olusegun Obasanjo, observed that the time – tested approach in conducting government business had degenerated to such an extent that the Public Service were abandoned either due to sheer ignorance or for selfish reasons³⁹. The President emphasised that transparency in Government Procedures was necessary to usher in a great and dynamic economy to ensure a just and egalitarian society. The reform program focuses on specific measures to

curb corruption, improve transparency and accountability in the conduct of government business.

2. Monetisation of Fringe Benefits: As part of its efforts to reduce the cost of governance and ensure efficiency in resource allocation, the Federal government decided to monetise the fringe benefits of public servants. The fringe benefits that were monetised are residential accommodation, furniture allowance, utility allowance, domestic servant allowance, motor vehicle loan, medical allowance and entertainment allowance.
3. The Pension Reform Act 2004: The Pension Reform Act came into existence in 2004, the main objectives of the Act were to⁴⁰:
 - a) Ensure that every pensioner who worked in either the Public Service of the Federation, Federal Capital Territory and the Private Sector receives his retirement benefits as and when due;
 - b) Assists improvident individuals by ensuring that they save in order to cater for their livelihood during old age and;
 - c) Establish a uniform set of rules/regulations and standards to the administration and payments of retirement benefits for the public service of the federation, Federal Capital Territory and the Private Sector.

2.2.6 Principles of Civil Service

Civil service has some guiding principles in discharging its duties, the following are the principles⁴¹:

- i. Political Neutrality: The first principle guiding the performance of the public service is political neutrality. This means that a public officer does not

become involved in partisan politics. He serves the government of the day with dedication. If that government is replaced by another one, he serves the new government with the same degree of loyalty and dedication. He does not allow his personal views to interfere with his performance of his functions.

- ii. **Impartiality:** Similar to political neutrality, the civil servant serves all members of the public to the best of his ability. He does not favour anyone. He does not belong to any political party or faction, at least, not openly.
- iii. **Anonymity:** In an effort to protect the neutrality and impartiality of civil servants, they are made to operate behind the glare of publicity. They advise their ministers and political executives but they do not make open or partisan speeches. The ministers and politicians make such public statements and defend programs. Anonymity extends to the actual operations of the service. Decisions taken are regarded as the decision of all. Everybody is responsible for it. This is the principle of collective responsibility which also ensures the neutrality of any particular individual.
- iv. **Permanency:** Governments come and go but the civil service remains. Public officers are not changed each time there is a change in government. As long as they do their work properly and do not commit any crime, their tenure of office is guaranteed.
- v. **Merit and Achievement:** Another principle of the civil service is that recruitment into the service is based on merit. This means that certain standards and educational qualifications are set, and only those who satisfy them are considered for employment. This is different from some traditional systems where sons succeed their fathers automatically. In addition, under

civil service rules, promotions are based on merit and achievement and not on patronage or favour by a godfather.

2.2.7 Control of the Civil Service

Any organisation where people operate without laws controlling their actions will be vulnerable to anarchy. To avoid this, an elaborate network of rules and regulations govern the behaviour of civil servants. These are divisible into internal and external controls⁴²:

The internal control includes:

- i. The general orders: These are the body of regulations which outline the conditions of service and responsibilities of public officers. Closely related to this is the Financial Instructions which prescribes the procedures for the collection of spending of public funds. It is important to note that civil servants are expected to pass examinations on the General Orders as part of their knowledge and experience
- ii. Control by the Ministry of Establishments: This Ministry deals largely with all matters affecting the conditions of service of public officers. Its regulations affect all other ministries, and thus it can guarantee uniform standard in matters such as grading incremental credits and so on.
- iii. Control within the Hierarchy: Each Ministry is hierarchically structured with the Permanent Secretary being the overall supervisor of the ministry. He can discipline those under him in many ways. For minor offences, the officer may be cautioned. In more serious cases, a query may be issued and in the most serious cases, a disciplinary committee may be set up, or the matter

may be sent to the Public Service Commission for investigation and necessary punishment.

The external control of civil service:

There are other mechanisms outside the civil service which exercise some control on the service:

- i. Control by Parliament: The Legislature authorises funds for various ministries and departments. Through this power of the purse, it could review the performance of the officers to see whether or not they have carried out government policies. If a department has failed to perform satisfactorily, the budget for it may be cut.
- ii. Control by Administrative Courts: These can be called Tribunals or Public Complaints Commission. They are institutions set up to ensure that public officers are above board in the performance of their duties. Citizens who feel that an officer has not performed well can approach a tribunal or complaints commission for redress. Such complaints are investigated and recommendations made. As the public becomes more aware, the kind of control exercise by tribunals and public complaints commission will become more important.
- iii. Control by the Court of law: In case of gross abuse of office, an officer will be handed over to the court for necessary disciplinary action.

2.2.8 Problems of Civil Service in Nigeria

The civil service in Nigeria has its challenges and has been criticised for having so many characteristics of nepotism, tribalism, political interference and many other issues.

Some of the problems of civil service are as follows⁴³:

- i. **Bureaucracy:** In Nigerian civil service, precedents are followed and official rules and regulations are strictly adhered to in carrying out decisions and policies of government. Though, they are meant to observe impartiality and uniformity, but they slow down lots of work and issues that should be attended to within a short time normally.
- ii. **Tribalism:** This concept has another interesting name in developed countries – nepotism. But in the Nigerian society, it is more about tribes than relatives. It is still imperative for a lot of Nigerians to help their relatives, friends, colleagues first, other people should stay on the line and wait for their turn. When it comes to new employees within the civil service, people still hire relatives or members of their own tribe. This problem significantly reduces quality of service. One cannot expect good services if the only criteria for employees are blood relations.
- iii. **Over-staffing:** This is another problems of Nigerian Civil Service. Nigeria is a country with a high rate of unemployment and this leads to the problem of over-staffing especially when staff insist that their children or relatives must join their workplace. At the end of the day, there are too many workers with little to do. Over-staffing is a real problem on the lowest ladder of the civil service. This leads to wastage of financial and manpower resources and retaining unproductive workers. A lot of job positions can be combined into one and be done by one person, but it will leave people without jobs and they do not want that.
- iv. **Poor Service Condition:** Another problem is the working condition in the civil service. If people are not motivated to work through adequate salaries,

bonuses and other incentives, they are not very likely to take their jobs seriously. This ends up leading to a regression in the civil service process because there would be negative attitude to work.

- v. **Political Interference and Instability:** Nigeria cannot be called a country with a perfect political, economic and social stability. There are problems of Boko Haram in the North-East, Biafra in the East, various internal problems between various layers of society. It is almost impossible to maintain good quality services in a country with constant political problems. The problems of Nigerian Civil Service will only become bigger if the political situation remains unstable. Moreover, the continuous change of government brings about a change of political appointees such as the commissioners, ministers, and top civil servants like directors-general, head of service who typically emerge with their own policies and agendas, thereby disrupting those previously implemented in the civil service. Also resulting to the civil servants not having the necessary freedom to carry out government policies effectively due to the interference and change of policies and programs from time to time.
- vi. **Unqualified Workers:** A lot of workers in the Nigerian Civil service are not qualified to work there. As noted earlier, one of the main criteria to work in the civil services is to know people there. The condition of skills does not attract the employers. Therefore, the qualified workers are left alone without a job while “family, friends and tribe people” get jobs. Another side to this is the mass movement of competent and experienced professional workers to private sector or abroad, where they will be better remunerated.

- vii. **Lack of Training:** The Nigerian Civil Servants do not get an opportunity to receive adequate training. Therefore, they cannot maintain good quality services. For instance, in the Great Britain, Civil Servants undergo constant training. They have special courses which they have to attend to stay at their job position. Nigeria cannot achieve much without well-trained civil servants.
- viii. **Bribery and Corruption:** The biggest problem in the contemporary Nigeria is corruption. It has eaten deep and can be seen in every aspect of the society. Nigerians seem to acknowledge corruption as a second nature. As a result, the institution of the civil service is also very corrupted. Many of the civil servants demand for monetary rewards and all kinds of gratifications before they do the job they are being paid for.

2.2.9 The Civil Service and the Challenges of Productivity and Efficient Service Delivery

The civil service is well placed to carry out its assigned tasks and responsibilities because, in analytic terms, its rational characteristics represent a shield from arbitrariness and undue interference. However, the performance of the civil service is significantly influenced by three broad relations forged with⁴⁴:

- i. political office holders,
- ii. the larger public who are the object of government policy and
- iii. the dialectics of relations within the service itself.

The role of political office holders or those who occupy elective or appointive political posts at all levels of government is clearly defined by the constitution. The executive arm of government has the main task of determining the policies and programmes of government at the relevant level. It sees to the general direction of the polity. In a

democratic setting, such as what is being built under the current dispensation, the legislature is also critical. It not only performs oversight functions, but also plays the major role of law making. In making policies, and in deciding on the day-to-day matters of the state, both the executive and the legislature are clearly required to adhere to the rule of law and due process. Public expenditure must be within what is appropriated. The bureaucracy must not also be interfered with, not only in regard to the principles guiding its conduct, but also in the discharge of its duties. However, major frictions often do occur. Some are open but most remain hidden between political and administrative functionaries with serious implications for development. The principal cause of manifest and latent conflict is the non-adherence to powers and responsibilities granted each body by the law. It is no longer news to hear of interference by especially the executive arm of government in a purely administrative sphere of the state. This is typical in matters related to recruitment, placement, promotion and discipline of staff, award of contracts and so on⁴⁵.

The question can validly be raised as to how far has any of the above been based purely on merit and in accord with the provisions of the civil services rules and financial regulations. Undue politicisation of the civil service, contrary to established guidelines and procedures, is also a source of conflict. There is also the strangling of the civil service of the needed resources especially funds with which to carry out its assignments. The norm that relevant bureaucratic agencies can incur expenditure once budget have been passed has continued to be eroded. Other issues of contention are the apparent lack of conducive work environment and poor condition of service. The wages of a fresh graduate employee of the civil service can hardly guarantee the satisfaction of his basic needs. Many cases of sharp practices can be linked to this basic problem. Yet, meeting workers' basic needs is a prerequisite for efficient performance⁴⁶.

This has also been well-recognised in the charter for civil service in Africa. Differences also arise over the propriety or otherwise of the actions or inactions of particularly political office holders. This often results in the undermining of the position of the other. The above are substantive issues at the centre of the relationships of civil servants and political office holders. The relation of the civil service and political office holders, on the one hand, and the public or civil society on the other, seem to be one of distrust. There is the growing expectation of the public to the key bodies of government. Poverty is deep rooted, with some seventy percent (70%) of the population affected. Basic infrastructure and requirements of life, such as clean potable water, primary health care, roads, electricity and so on are either inadequate or non-existent for the bulk of the citizenry. Even security of life and property has become a major challenge. Public confidence on the capacity and will of political office holders and civil servants to attend to the above seem to be waning. Today, an average citizen sees the political and key civil servant as appropriating more than their due share of public resources. They are seen as corrupt and inefficient in the task of service delivery to the people. Little wonder there is the emerging dangerous trend of key public functionaries besieged everywhere by weak elements of the society to collect from them their “share” of the state resources⁴⁷.

The pattern of interpersonal relations within the civil service also involves disagreement. This is obvious; it is a social setting where people differ in terms of values and interests though bound by the common bond of work relationships. Conflicts within the hierarchical nature of the civil service cannot be wished away. But the commonest source of conflict is over condition of service, work environment and the conduct of work. Where there is a sense of “colleagues” being unfairly treated in order to favour chosen ones, unconnected to merit and seniority; civility which should guide the

relations of colleagues, whether junior or senior is eroded. Yet successful group work depends to a large extent on the interpersonal relations among the members of an organisation. In essence, conflicts do occur over a number of issues and may take several forms. Regardless of their nature and intensity, they have serious implications for the productivity process. Development programmes are not implemented as a result or bureaucratic bottlenecks are allowed to thwart such policies. What is therefore the way forward for improving human relations and making the civil service a more productive and efficient way.

The civil service is a unique body that is well placed to play a major role in the effective functioning of any government. It is the “action” part of government and its shield in times of crises. It is not in contest that development, in all its multifaceted nature, can hardly occur without this important organ of government. Cooperation among all stakeholders has become more imperative in the contemporary times than perhaps at any period before. This cooperation is necessary in order to arrest the disruption and confusion engendered by the sustained military dominance of the policies and management of the country as well as undue interference from especially political office holders. Harmonious working relations are also a prerequisite for lessening the incidence of conflict and stemming the tide of the collapse of public institutions⁴⁸.

For the people, workers inclusive, they expect fulfilment of promises of motorable roads, potable water, good hospitals, better housing, and support for agriculture. While on the one hand the modern state today requires for its functioning an efficient and effective service, the civil service on the other hand need the active support, respect and cooperation of government for it to perform. A number of fundamental things need to be given due attention: equity, social justice and so on from the two sets of civil

servants. They would neither be supported nor respected if they are seen to build empires for themselves and ignore the basic needs of others.

2.3 Theoretical Framework

Civil service activities are essential in serving the public and also being an interface between the citizens and the state. The civil service needs to be more productive and efficient in their service delivery to the public and this is based on a number of strategies that will have to be put in place. Motivation happens to be one of such strategies, since it is very crucial to the issue of productivity. Also, the civil service is a kind of system that has many parts and depend on the public and vice versa for sustenance. Furthermore, Goal attainment is very essential in the civil service because no organisation is without goals and these goals have to be met and attained from time to time (whether short or long term). Thus, systems, goal attainment and motivational theories are the theories that this study is anchored on.

2.3.1 System Theory

Systems theory regards all components and assess the organisation as comprising of many parts, additionally, system theorist views an organisation and its surroundings as inter-dependent, that is, each depending on the other for sustenance. A system is a set of elements of units which interact in some way and are supported from their environment by some land of boundaries⁴⁹. Scholars of system see it as the most popular concept that applies to systems regulation and maintenance, system equilibrium or homeostasis which is the ability of system to maintain its internal balance even while undergoing a process of change.

The development of the systems theory as a method of political analysis seed was sewn when the view originated that in the study of a given social and political system, it was not so important to try to find out how a pattern of behaviour had originated as to find

out the part it played in maintaining the system as a whole. The system theory is a derivative of behaviourism, based on the assumption that everything must be just as it is for the total society to be just as it is. Thus a person may be considered a system of organisations, a molecule may be thought of as a system of individuals, implicit in this concept is a degree of totality of wholeness that makes something different from another. The system theory of an organisation has been defined as a structured process in which there are individuals interest for objectives.

System and theory have been defined separately in order to elucidate the implication of their meaning. A system is an entity made up of a separate but inter-dependent part with set goals and functions while a theory on the other hand is an abstract generalised statement, summarising or linking together a number of propositions into a unified logical structure. Put together, system theory means how inter-related social entity is organised into testable propositions⁵⁰. The systems theory is an integrative theory that attempts to present an organisation as a unified purposeful system composed of inter-dependent parts. It also consists of inter-dependent parts with distinct boundaries which interacts with the environment by importing inputs, while it exports output in order to maintain itself in a permanent state of equilibrium.

A special feature of the system theory is the fact that arising from the outputs, some new inputs are generated, which are once again fed into the system for processing and conversion. The basic concept developed under the broad framework of the general systems theory can be divided into three (3) categories⁵¹;

- i. Concepts which are of a descriptive nature
- ii. Concepts which try to highlight the factors responsible for regulating and maintaining the system.

iii. Concepts which focus on dynamics of, or change in the system.

Entering into the first category, there are open and closed systems. Systems can also be defined under this category in terms of hierarchy of subsystems and their order of interactions. The working of the internal organisation of the system and the interaction of the system with its environment also come within this category and in this case, it can be found that some systems follow a pattern of development as determined by themselves and others have to depend upon external factors⁵². The systems interaction with the environment implies the concept of boundary, inputs and outputs. Under the second category, where one can seek to understand the factors responsible for the maintenance and regulation of the system, concepts such as stability, equilibrium and homeostasis are found to be connected to the issue of regulation and maintenance, so also are the concept of feedback, repair, reproduction, and so on.

The third category are concepts connected with dynamics and change, change which can be descriptive or non-descriptive. Non-descriptive change can be brought about through responses to attend environmental conditions. This brings into focus the concept of adaptation, learning and growth. Change can also be descriptive involving the distinction between the notions of description, dissolution and breakdown as well as the notion of systematic crisis, stress as strain and overload, and decay. The view of organisations as open social systems that must interact with their environments in order to survive is known as the systems theory approach. Organisations depend on their environments for several essential resources: customers who purchase the product or service, suppliers who provide materials, employees who provide labour or management, shareholders who invest, and governments that regulate. Public relations' essential role is to help organisations adjust and adapt to changes in an organisation's environment⁵³.

The open-systems approach identifies organisational behaviour by mapping the repeated cycles of input, throughput, output, and feedback between an organisation and its external environment. Systems receive input from the environment either as information or in the form of resources. The systems then process the input internally, which is called throughput, and release outputs into the environment in an attempt to restore equilibrium to the environment. The system then seeks feedback to determine if the output was effective in restoring equilibrium. As can be seen, the systems approach focuses on the means used to maintain organisational survival and emphasise long-term goals rather than the short-term goals of the goal-attainment approach. Theoretically, systems can be regarded as either open or closed. Open organisations exchange information, energy, or resources with their environments, whereas closed systems do not. In reality, because no social systems can be completely closed or open, they are usually identified as relatively closed or relatively open. The difference between open and closed systems is determined by the level of sensitivity to the external environment. Closed systems are insensitive to environmental deviations, whereas open systems are responsive to changes in the environment⁵⁴.

The systems approach is an external standard that measures effectiveness based on long-term growth or sustainability. Effective systems are characterised by a steady state that systems theorists call homeostasis in order to “avoid the static connotations of equilibrium and to bring out the dynamic, processual, potential-maintaining properties of basically unstable systems⁵⁵. If an organisation is able to maintain homeostasis, which includes not just survival but also growth, then it is effective. This perspective is broader and more comprehensive than the goal-attainment approach because it is not limited to measuring effectiveness as meeting goals determined by powerful internal coalitions that may or may not be propitious for the whole organisation. Effectiveness is

“how well an organisation is meeting the demands of the various groups and organisations that are concerned with its activities.

Most effective organisations, according to systems theory, adapt to their environments. The environment has been described as the events occurring in the world that have any effect on the activities and outcomes of an organisation. Environments range from “static” on one extreme to “dynamic” on the other. Static environments are relatively stable or predictable and do not have great variation, whereas dynamic environments are in a constant state of flux. Because environments cannot be completely static or constantly changing, organisations have varying levels of dynamic or static environments⁵⁶. Organisations that exist in dynamic environments must be open systems in order to maintain homeostasis. Because dynamic environments are constantly changing, they create a lot of uncertainty about what an organisation must do in order to survive and grow. The key to dealing with uncertainty is information. An open organisation monitors its environment and collects information about environmental deviations that is labelled as input. Input can also be thought of as a form of feedback. The most important information is negative input, according to systems theorists, because this information alerts the organisation to problems that need to be corrected. Negative input tells the organisation that it is doing something wrong and that it must make adjustments to correct the problem; positive input tells the organisation that, it is doing something right and that it should continue or increase that activity.

Organisations then categorise and process this information to formulate solutions or responses to these changes. As noted earlier, open systems use information to respond to environmental changes and adjust accordingly. The adjustments affect the structure or process of the organisation, or both. The structure is what the organisation is, whereas process is what the organisation does. Adjustments are intended to reduce,

maintain, or increase the deviations⁵⁷. For instance, an organisation can alter its structure by downsizing to remain in competition. Other organisations may change their processes in order to adhere to new environmental laws. Processing positive and negative input to adjust to environmental change is called throughput. In the throughput of information, the organisation analyses it and modifies it strategically to fit with the organisation's goals, values, and within the relationship context it holds with publics.

After an organisation adapts to environmental changes, its actions and messages represent its output. The automobile industry is constantly enticing car consumers to try the latest models, hoping that it has responded to changing expectations. Recently, many auto manufacturers have attempted to colour their products as 'green' or environmentally friendly. However, messages are not enough. If the cars are not really as friendly to the environment, then these messages eventually will fall on disbelieving ears and impugn the credibility of the organisation. An organisation measures the effectiveness of its output by seeking feedback. If its actions and messages were not effective, then the process is repeated until the suitable solution is found. If the organisation is not able to adapt to the environmental variation, then it will eventually cease to exist. The public relations professional engaged in an organisation that takes a systems approach is continually focusing on feedback as a way of measuring organisational success⁵⁸.

The public relations professional can use the academic concept of systems theory to implement protocols for regular feedback to the organisation, thereby aligning it with the desires of publics in its environment. This theory can also be useful in understanding the role of research and feedback in creating a thoroughly analysed and consistent strategy (the throughput stage of information in systems theory). The analysis of information and creation of strategy known as throughput helps to conceptualise and

justify not only the research budget of the public relations department but also the need for making decisions that strategically align the public communications of an organisation with the information needed by public. The practical implementation of this approach keeps public relations from being used as a simple publicity function, and places the function squarely in the strategic planning process⁵⁹.

Systems theory, however, is not without some shortcomings. The first shortcoming relates to measurement, and the second is the issue of whether the means by which an organisation survives really matter. It was noted that one criticism of this approach is that its focus is on the means necessary to achieve effectiveness, rather than on organisational effectiveness itself. Measuring the means, or process, of an organisation can be very difficult when compared to measuring specific end goals of the goal-attainment approach. The systems approach to the study of organisation focuses on the system as a whole, the environment of the system, the interdependent relationship between parts of the system and the dependency for the system to strive and survive by negotiating with its environment. The advantage of approaching any area of energy in any problem as a system is that it enables the view of the critical variable and constraint and their interactions with one another, it forces scholars and practitioners to be constantly aware that one single element, phenomenon or problem should not be treated without regard to its interacting consequences with other elements⁶⁰.

The major concept involved in the system theory can be summarised below:

- i. A system can be perceived as a whole with its part and their independent relationship.
- ii. A system has its boundary and can be viewed in terms of its relationship with other systems.

- iii. A system has sub-systems and is also a part of a super-system.
- iv. A system can be regarded as either open or closed. A system is regarded as open if it exchanges information, energy and material with its environment as it happens with biological or social systems, and considered as closed, if it does not have such interactions within the environment.

A system interacts with the environment in terms of processes that invites input conversion and output of energy, information and material. A system tends to re-energise or modify itself through the process of information and feedback from the environment. In order to survive, an open system moves to arm the entropic process by importing more energy from its environment than expected and by strong energy it can acquire negative entropy. The entropology process is a universal law of nature in which all form of organisation moves toward disorganisation or death. In applying the system theory to the study at hand, the civil service is seen as an open system which comprises of a whole entity with sub-systems that interact within itself and within the outside bodies, the larger society. Hence the various sub-systems (ministries or departments) are not autonomous within the guild structure, rather they are independent part of the unitary organisation⁶¹.

Accordingly, the civil service as an organisation receives inputs (men, skills, among others) in the form of demand and supply from the people. Demand could be regarded as positive and negative expression of individuals towards the activities occurring in the environment of a particular political system. The fundamental idea here is that the staffs are the life-blood and the success of the civil service ultimately depends on them. The individual staff therefore requires a planned development and training programme to improve their skills and knowledge in their various levels and areas of operation, so as to respond effectively to the demand of the people and also to achieve the objectives of

the civil service. To make for efficiency in human resource and achieve increased productivity, workers in the system are trained and developed in the best method so that productivity can be achieved at a very minimal time and reduced cost, if they fail to do this, the reverse will be the case which might lead to the total collapse of the civil service⁶².

Since the civil service is a system with various sub-system, both the senior and junior executives need development and training programmes that will prepare them to occupy positions especially for positions vertically higher than the ones that were occupied before. The demand and supply are critically analysed in the conversion process and are passed out as output in the form of authoritative allocation of values, laws, regulations and services, that will determine if the productive level of the civil service is enough to achieve their objectives. Human resources development and productivity in Oyo State civil service will lead to efficiency among the workers and effectiveness in reaching their stated goals.

2.3.2 Goal Attainment Theory

Conventionally, an organisation's effectiveness has been defined in terms of attainment of goals¹⁰⁰. In the earliest theories of organisational behaviour, organisations were viewed as rational institutions whose primary purpose is to accomplish objectives. The more efficiently and effectively an organisation can achieve its goals, the more successful it is according to this approach. Oftentimes, the basic goals of organisations are focused on profitability, which are financial goals⁶³:

- Financial Goals

In looking at one of the ways to assess the success of organisations, there should be assessment of their size in relations to those they are competing with. This type of assessment is typically done by looking first at annual revenues, the sum total of all products or services sold to customers. But this may not be the most meaningful assessment, since some very large organisations are not always successful. Financial analysts usually look at other ratios to determine financial health. They look at profitability in a number of ways to assess the return that the organisation is generating for its owners, the shareholders, for each of the investment in the business, there is a concept known as ROI or Return on Investment. In doing so, they consider the gross margins the organisation achieves, which are the revenues generated from the sale of its products minus the cost of those goods. They also consider the organisation's net earnings, which are the profits remaining after all interest, taxes, and other costs such as depreciation are factored in⁶⁴.

These net earnings are then divided by all the shares of stock outstanding to determine Earnings per Share, or EPS. This EPS number provides a good ratio for making comparisons to other organisations regardless of their size. Financial analysts eagerly await the earnings numbers, when publicly traded organisations release these results each quarter, as they are required to do by the Securities and Exchange Commission (SEC). Analysts estimate what they expect an organisation to earn, sometimes a year or more in advance of the actual results. When organisations exceed these estimates, their stock prices generally increase, sometimes dramatically, after the release of earnings. When they disappoint the analysts and underachieve on projected earnings, their share prices can plummet.

Another assessment of size is market capitalisation. This assessment is determined by multiplying the current price of a single share of an organisation's stock by all the

shares outstanding. In some cases, this market capitalisation number may be significantly higher than the annual revenues an organisation achieves. In such cases, the financial markets believe that the organisation has growth potential far in excess of its current sales. Organisations with market capitalisations far higher than revenues are more highly valued than organisations whose market capitalisations are similar to or much lower than annual revenues. Organisations work to achieve higher valuation by delivering consistent performance, meeting or exceeding earnings estimates, and providing a credible growth story that is supported by the facts.

There are countless other financial assessments. However, the most important thing to remember is that communicators have a special responsibility to educate themselves on the assessments that are deemed most important by their colleagues in other functions. That includes more than the numbers. They must also understand the business challenges that are most pressing to the organisation. For non-profit organisations, the most important assessments may relate to the donor community or to the volunteer network on which the organisation relies. For governmental public organisations, it may require an increase in knowledge of policies, legislative initiatives, sources of tax revenues, or judicial rulings that will have an impact on the department's operations⁶⁵.

Limitations of Goal Attainment Theory

One of the major limitation to the goal attainment theory to evaluate organisational effectiveness is that it does not take into consideration the very human nature of organisations, nor the outside influences that affect the efforts to reach these goals. Human beings are not cogs in a wheel, and a manager could become easily frustrated with the unrealistic expectation that organisations can run as smoothly as a piece of machinery. This makes engagement of employees a problem for the public relations

professional, and his or her focus is often more on goal attainment than maintaining positive relations with the public.

The goal-attainment theory has been criticised because it does not consider the political or power-control nature of organisations and how they choose goals¹⁰⁴. Most organisations are composed of coalitions, which push for goals that benefit them or their function in the organisation. The interests of decision makers and of their organisation have been argued that they are not always congruous and that the typical manager tries to increase the size and scope of his or her domain regardless of the effect on the organisation as a whole. It was contended that organisational interests are subordinated to the special self-interests of different groups within the organisation. The most powerful of these coalitions are successful in defining the organisation's goals, and meeting these goals adds power and influence to these coalitions. In addition, there is evidence that the goals of each coalition may not directly reflect the needs and purposes of the organisation⁶⁶.

Additional criticism directed towards the goal-attainment theory is that it viewed organisations as rational and mechanical systems that could control whether these goals were reached. As scholars noted, these management theories presumed that the organisations were closed systems that had autonomy from and control of their environments⁶⁷. However, organisations are interconnected with their external environments.

Stakeholder Management Approach

The stakeholder management approach adds focus to the systems approach by building strategic constituencies. An organisation should be concerned only with the strategic constituencies in the environment who can threaten the organization's survival. This approach recognises that an organisation must deal with external and internal public

who can constrain or enhance its behaviour. Although organisations would prefer to have complete autonomy, they are often confronted with constraints and controls. Constraints are often considered undesirable because they cost money, to comply with regulations or to make changes to accommodate pressure groups and they restrict creativity and adaptation⁶⁸. However, it is inevitable that an organisation meets with some constraints, especially in heavily regulated industries. Examples include labour strikes, government regulations, boycotts, and protests by special interest groups.

In order to be effective, an organisation must be aware of environmental public such as customers, suppliers, governmental agencies, and communities and interact successfully with them. They must also be aware of the internal public, such as employees and labour unions, who can affect or be affected by the organisation. The relationship between an organisation and its stakeholders is called interdependence in systems theory literature. Although these interdependent relationships limit autonomy, good relationships with stakeholders limit it less than bad relationships. When organisations collaborate with key stakeholders, the end result is often an increase of autonomy. Good relationships are developed when an organisation voluntarily interacts with its stakeholders to find mutually beneficial solutions. Poor relationships can result in forced compliance to restrictions and regulations. When organisations voluntarily establish relationships with stakeholders, they have more autonomy because they are not forced into these relationships⁶⁹.

The Stakeholder Management Process

Stakeholder management focuses on a six-step process as summarised in the list below. The process requires that the public relations function first identify key stakeholders, describe their stakes in the organisation, and determine if those stakes are significant. Once these steps have been accomplished, opportunities and challenges must be

evaluated, determine the organisation's responsibility to the stakeholder, and finally create relationship strategies.

Six (6) Steps in the Process of Stakeholder Management⁷⁰

- i. Identify stakeholders.
- ii. Describe the stakes.
- iii. Consider the significance of stakes/claims.
- iv. Evaluate opportunities.
- v. Consider responsibilities to stakeholders.
- vi. Consider relationship-enhancing strategies and actions.

Step 1: Identify the Stakeholders

The stakeholder management process begins by identifying the stakeholders. Establishing these relationships is often advantageous for both organisation and public, as the relationships can be genuinely developed before they are urgently needed in a crisis situation.

Step 2: Describe the Stakes

The next step is describing the stakes or claims these groups have in the organisation. A stake is an interest or a share in the performance or success of an organisation. Employees, shareholders, and other groups may have such a stake. A stakeholder group could also assert a claim on the organisation, if it believes the organisation owes them something. For instance, environmental groups believe that corporations have a responsibility to care for the environment. The legitimacy of the stakeholders' stake or claim must also be considered. The legitimacy of the stake or claim will be influenced by what the organisation values. When management gives profits highest priority, then the interests of the owners, including shareholders, is paramount. Other values, such as

concern for the environment, good working conditions, and customer satisfaction, would consider the needs of other stakeholders in an organisation holding these values in addition to a profit motive. Stakes or claims can also be in conflict with each other. For instance, the pressure to report profits may lead an organisation to lay off employees, which would conflict with the benefits of having greater employee morale. The difficult part of stakeholder management is being able to manage the potential conflicts of interests among the stakeholders, and it is often a challenging pursuit to achieve a balance of stakeholder interests.

Step 3: Consider the Significance

The third step is to consider the significance of the stakeholders' stake or claim. A comprehensive model was developed that included the stakeholder attributes of legitimacy, power, and urgency as a way to evaluate the priority of stakeholders. Legitimacy is determined by whether the stakeholder has a legal, moral, or presumed claim that can influence the organisation's behaviour, direction, process, or outcome. Stakeholders have power when they can influence other parties to make decisions the party would not have otherwise made. Urgency exists when the issue is immediately pressing (time sensitive) or when it is critical to the stakeholder. They used the combination of the three (3) attributes to develop a prioritisation strategy. Accordingly, latent stakeholders possess only one (1) of the attributes; expectant stakeholders possess two (2) attributes, and definitive stakeholders possess all three (3) attributes. The more attributes stakeholders possess, the more critical their claim.

Step 4: Evaluate Opportunities

The fourth step is evaluating the opportunities and challenges the stakeholders present to the organisation. Opportunities and challenges might be viewed as the potential for cooperation and the potential for threat. Opportunities are situations that advance the

goals of an organisation if they are seized, whereas challenges usually have to be overcome. Stakeholders can either help or hinder the efforts of an organisation, and each group should be analysed according to what it brings to the table in each situation.

Step 5: Consider Responsibilities to Stakeholders

The fifth step is to consider the responsibilities an organisation has to its stakeholders, meaning the ethical obligations that are held with regard to decision making, disclosure, and maintaining long-term relationships that engender trust. Beyond the assessment of opportunities and threats, what legal, moral, citizenship, community, and philanthropic responsibilities should be followed in order for the organisation to be considered a valuable member of society. These responsibilities include the financial, environmental, and social impact the organisation has on society as a whole, and consist of such areas as fiscal accountability to shareholders, safe work environments for employees, and reduced negative impact on the environment. Using a philosophical framework to rigorously analyse responsibilities is helpful in practicing effective public relations. Such a framework leads to more understandable, consistent, and defensible decisions than a more relativistic ethical approach that can be attacked as capricious, biased, or worse. Determining organisational values can help to articulate the various responsibilities that decisions should seek to fill.

Step 6: Consider Relationship Enhancement

The final step is to consider the strategies and actions an organisation should take to enhance its relationships with key stakeholders. Since that is the primary function of public relations, the responsibility for developing strategic plans should fall on its shoulders. Public relations professionals have been trained in a strategic process that focuses the organisation's communications and actions toward enhancing these relationships. Employing stakeholder management techniques in professional practice

means that the public relations professional holds the reins and responsibility for the relationships that are the very lifeline of an organisation. Using stakeholder management allows the professional to accurately assess the situation, prioritise resources, and make decisions that are the most strategic, helping to build long-term relationships with the most important publics and enhancing organisational effectiveness.

Specialists in stakeholder management and public relations have provided many different ways of identifying key stakeholders or public. At the heart of these attempts, is the question of how much attention does each stakeholder group deserve or require. It is impossible that all stakeholders will have the same interests in and demands on the organisation, it has been specified that stakeholder management is all about managing stakeholders' potentially conflicting interests. Once organisations have identified their stakeholders, there is a struggle for attention: who to give it to, who to give more to, and who to ignore. Sacrificing the needs of one stakeholder for the needs of the other is a dilemma with which many organisations face. When these conflicts arise, it is important to the success of the organisation that it has prioritised each stakeholder according to the situation.

A stakeholder is a group or individual who is affected by or can affect the success of an organization. The definition has been expanded to include groups who have interests in the organisation, regardless of the organisation's interest in them. Employees, customers, shareholders, communities, and suppliers are those most commonly classified as stakeholders within an organisation.

The terms "stakeholder" and "public" is differentiated in the following way: Organisations choose stakeholders by their marketing strategies, recruiting, and

investment plans, but public arises on their own and choose the organisation for attention. This classification relied on the definition of a public that says, a group of people who face a similar problem, recognise the problem, and organise themselves to do something about it. Therefore, the public organise from the ranks of stakeholders when they recognise an issue and act upon it.

Organisation should attempt to identify all stakeholders before narrowing them by their attributes. One way to do this is by considering how these groups are related to the organisation. A model has broken these links into four (4) groups by linkage: enabling, functional, diffused, and normative stakeholders. Enabling stakeholders have some control and authority over the organisation, such as stockholders, board of directors, elected officials, governmental legislators and regulators, and so on. These stakeholders provide an organisation with resources and necessary levels of autonomy to operate. When enabling relationships falter, the resources can be withdrawn and the autonomy of the organisation limited, restricted, or regulated.

Functional stakeholders are essential to the operations of the organisation and are divided between input, providing labour and resources to create products or services (such as employees and suppliers), and output, receiving the products or services (such as consumers and retailers). Normative stakeholders are associations or groups with which the organization has a common interest. These stakeholders share similar values, goals, or problems and often include competitors that belong to industrial or professional associations. Diffused stakeholders are the most difficult to identify because they include publics who have infrequent interaction with the organisation, and become involved based on the actions of the organisation. These are the publics that often arise in times of a crisis; linkages include the media, the community, activists, and other special interest groups.

Going through the linkage model should help an organisation identify all its stakeholders. The diffused linkage stakeholders would be different according to situation, but the enabling, functional, and normative linkage stakeholders are likely to be constant. Situational theory of publics was developed to explain and predict why some publics are active and others are passive. Within the stakeholder categories, situational theory can identify which publics will “communicate actively, passively, or not at all about organisational decisions that affect them”⁷¹.

Those publics who do not face a problem are non-publics, those who face the problem but do not recognise it as a problem are latent publics, those who recognise the problem are aware publics, and those who do something about the problem are active publics. Three variables were further identified and explain why certain people become active in certain situations: level of involvement, problem recognition, and constraint recognition⁷². Level of involvement is measured by the extent to which people connect themselves personally with the situation. However, people do not seek or process information unless they recognise the connection between them and a problem, which is the level of problem recognition. Whether people move beyond information processing to the information seeking behaviour of active publics often depends on whether they think they can do something about the problem. Constraint recognition is the level of personal efficacy a person believes that he or she holds, and the extent to which he or she is having an impact on the issue is possible. Those who think that nothing can be done have high constraint recognition and are less compelled to become active in the resolution of the problem. Another consideration, referent criteria, is the guideline that people apply to new situations based on previous experiences with the issue or the organisation involved.

Active publics are likely to have high levels of involvement and problem recognition, and lower levels of constraint recognition. Because they recognise how the problem affects them and they think they can do something about it, this has been theorised as this public will actively seek information and act on that information. Aware publics will process information and might act, but are limited by lower levels of involvement and problem recognition, or higher levels of constraint recognition. Latent publics are not cognisant of how an issue involves them or do not see it as a problem. They are simply not active on the issue. This public could become active or aware as information changes its cognitions about the issue⁷³. The theory had been tested using problems that would create active and passive publics and four kinds of publics were found:

- i. All-issue publics, which are active on all issues.
- ii. Apathetic publics, which are inattentive to all issues.
- iii. Single-issue publics, which are active on a small subset of the issue that only concerns them.
- iv. Hot-issue publics, which are active on a single issue that involves nearly everyone and which has received a lot of media attention.

To summarise this step, active publics will have more priority over aware and inactive publics because their urgency is greater. Whether stakeholders will become active publics can be predicted by whether the problem involves them, whether they recognise the problem, and whether they think they can do anything about it.

One dimension missing from this model is whether the public is supportive or not. Each of these groups could be supportive or threatening, and stakeholder strategies would be contingent on the level of support.

Communication Strategy with Stakeholders

Stakeholders who are also active publics become the obvious top priority publics. Although it would be convenient if active publics were always definitive stakeholders, human nature precludes this from happening in a constant and predictable way. Therefore, an organisation must develop strategies to help mediate issues with priority publics. These strategies will depend on whether the stakeholders are supportive or non-supportive and active or inactive. Therefore, strategies are developed based on four (4) groups, advocate stakeholders (active and supportive), dormant stakeholders (inactive and supportive), adversarial stakeholders (active and non-supportive), and apathetic stakeholders (inactive and non-supportive)⁷⁴.

- Advocate stakeholders: This is the group that should be involved in supportive actions such as third-party endorsements, letter-writing campaigns, donations, investments, and attendance at functions. Communication should be action and behaviour oriented.
- Dormant stakeholders: This is a group that is not ready to be involved. If inactivity is due to lack of knowledge, messages should focus on creating awareness and understanding of the issues that affect them. If the publics are aroused, but not active, then communication should address potential causes of apathy by reducing perceptions of constraints or using affective cues to increase emotional attachment.
- Adversarial stakeholders: The initial response to this group is to be defensive. However, defensive communication will not work on the organisation, it will only entrench them in their position. Defensive communication is better intended for aroused publics who have not decided whether they are supportive or not. Instead, organisations should use conflict resolution strategies that involve non-supportive stakeholders to seek collaborative solutions.

- Apathetic stakeholders: Over again, the gut reaction to this group is to ignore it. But if this group faces an issue but is not aware of it or does not see its resonance yet, it may still move to an aroused, then aware, and then active public. A better strategy is to increase awareness of the issue with an invitation to collaborate with the organisation on the issue before it becomes a problem or crisis. Since it would be difficult to get this group involved, most of the communication effort should be focused on increasing the salience of the issue and invitations for involvement.

Once strategies have been developed that address the stakeholders, there is one last prioritisation step. There are three (3) types of publics involved in communication strategies: key publics, intervening publics, and influential¹²⁸. Key publics are those whose participation and cooperation are required to accomplish organisational goals. In relation to the first two steps, they are the stakeholders who have the highest priority according to their power/dependency/influence attributes, the urgency of the issue, and their level of active involvement in the issue. The key publics are called priority publics in stakeholder model. To communicate effectively with these stakeholders, an organisation must understand them as much as possible. Priority publics can be profiled by their demographics, lifestyles and values, media preferences, cooperative networks, and self-interests. Effective strategies appeal to the self-interests of the priority publics and reach them through the most appropriate channels.

The intervening publics pass information on to the priority publics and act as opinion leaders. Sometimes these publics, such as the media, are erroneously identified as priority publics. If an organisation is satisfied when the message stops at a public, then it is a priority public. If the expectation is that the message will be disseminated to others, it is an intervening public. In most cases the media are intervening publics. Other

influentials can be important intervening publics, such as doctors who pass information on to patients, and teachers who pass information on to students. The success of many campaigns is determined by the strength of relationships with intervening publics⁷⁵.

Influentials can be intervening publics, but they also affect the success of public relations efforts in other ways. Influentials can either support an organisation's efforts or work against them. Members of some publics will turn to opinion leaders to verify or refute messages coming from organisations. The opinion of these personal sources is much more influential than the public relations messages alone. Therefore, successful campaigns must also consider how messages will be interpreted by influentials that act as either intervening or supporting publics.

In summing up, stakeholders that become active publics and that can influence the success of an organisation, or can appeal to the other stakeholders with that influence, should become priority publics for communication strategies. Publics that are critical to getting the information to the priority publics, such as the media, need to be recognised as intervening publics and critical to the success of the communication strategy. Influential groups or individuals may not be stakeholders in the organisation, but may be important in shaping or framing the way the message is interpreted by the priority public, and therefore must be a part of the public relations professional's communication strategy.

2.3.3 Motivational Theory

The word motivation was derived from the Latin word "mouvere" meaning to move. It indicates that motivation is how behaviour get started, energised, sustained, directed, stopped and other kind of subjective reactions present in the organism while all these are going on⁷⁶. Motivation is the set of processes that determine the choices people

make about their behaviours. Motivation is an intellectual term. It imparts incentives that require a response on part of someone else to achieve a defined goal. In business, motivation is synonymous with salaries. Money is a means for accommodating the economic needs of workforces. Motivation means an inner wholesome desire to exert effort without the external stimulus of money. Motivating is the ability of indoctrinating the personnel with a unity of purpose and maintaining a continuing, harmonious relationship among all people. It is an intensity which encourages and promotes a willingness of every worker to collaborate with every member of the team. To maintain is to create and preserve the climate which brings harmony and equilibrium into the entire work force for the benefit of all who are involved in the organisation as a whole⁷⁷. Since effective motivation comes from within, by motivating others, the manager can do more than create proper conditions that cause people to do their work willingly.

Motivating is the job (effort) managers perform to inspire, encourage and urge people to take action. To motivate the worker, the worker must be reached; to reach him/her, there must be a complete understanding of the complexity in his/her make-up⁷⁸. Motivation efforts must be directed towards improving organisational operations. To be effective, however, they must also be designed to show benefits to the employee. In fact, motivation can best be accomplished when employees are able to merge their personal ambitions with those of the organisation. Motivation is defined as, the willingness to exert high level of effort to reach organisational goals, conditioned by the effort's ability to satisfy some individual need. Motivation is further defined as a set of independent and dependant relationships that explains the direction, amplitude and persistence of an individual's behaviour holding constant the effects of aptitude, skills, understanding of a task and the constraints operating in the work environment. Also, it is the contemporary immediate influence on the direction, vigour, and persistence of action.

The relationship between the employer and employee must be one of understanding in order for the employee to identify himself with his work and with the business he is working for. Lack of motivation in return affects productivity. A number of symptoms may point to low morale, such as declining productivity, high employee turnover, increasing number of grievances, higher incidence of absenteeism and lateness, increasing number of defective products, higher number of accidents or a higher level of waste materials and scraps⁷⁹. A motivated worker is a loyal worker and to be loyal denotes that the worker supports the actions and objectives of the organisation. Motivation implies a process governing choice made by persons or lower organism among alternative forms of voluntary activities.

Motivation as a concept attracted psychologists' attention a long time ago. motivation in contemporary psychology encompasses three (3) main issues. These include drive, goal or purpose pleasure and pain of nature of re-enforcer. The first attempts to explain what stimulate man to action and why he engages in some activities at certain times. The second assert that the behaviour of man tends to be directed towards a particular end or goal seeking to discover how to make behaviour to be goal directed and whether this goal direction can be objectively described or measured. The third view the nature of re-enforcer and the properties that account for positive reinforcement (pleasure) in certain events and negative reinforcement (pain) in other men tend to repeat activities that lead to positive consequences (reward) and stop doing what leads to negative consequences, punishment⁸⁰.

Motivation is a complex concept widely used in every major field of enterprise such as industry, commerce, politics, and religion and so on. Hence, it has been defined differently by various industrial and behavioural psychologists as each tries to emphasise the aspect of the concept that appeal to him. All these definitions show that

motivation is a factor that triggers action and energises and directs such action towards a goal. These descriptions and definitions of motivation process which managers should take cognisance of the effective labour management. These include knowing⁸¹:

- a. What energises human behaviour?
- b. How this behaviour is directed or channelled?
- c. How the behaviour can be sustained?

In the same vein, motivation and satisfaction have been differentiated, in that motivation implies a drive towards outcome while satisfaction involves outcome already experienced. Explaining further, motivation refers to the drive and effort to satisfy a want or a goal while satisfaction refers to the commitment experienced when a want is satisfied. From what has been said so far, it is clear that motivation is an important tool for achieving organisation objectives. In view of this, a number of theories have been propounded to help managers have a better understanding of the subject. Some of the theories provide the basis for the design of reward systems which in turn are means by which an organisation attempt to influence and control the behaviour of its members.

Motivation can be referred to as those wishes, desires, and drives, and so on, that incite and activate man to do certain things. Man is said to be motivated if his latent energy is directed towards certain goal. It is also a perceived reward or incentive that sharpens the drive to satisfy needs. Why man behaves in a particular manner depends on his needs. Man is very rational, he does anything only to satisfy his needs and at a particular point of time he does that activity which satisfies his most important need. A man is motivated to do those things which satisfy his needs. The management is interested in

getting the activities of employees diverted in the fulfilment of those things which are helpful in the attainment of the goal of the organisation⁸².

Motivation towards better performance depends on the satisfaction of needs for responsibility, achievement, recognition and growth. Needs are felt, and their intensity varies from one person to another and from time to time, and so does the extent to which they are motivated. Behaviour is learned and reward encourages even better performance, thereby, reinforcing desired behaviour. It is what one does not have that one wants, one works to achieve that which one needs. Hence, if people know what they need and want, then, they will know what they will work for, and like working for, and so work well to achieve them.

Attaining goals lead to feelings of self-respect, strength and confidence. Few people are able to continue a pattern of achievement and success without the added encouragement provided by others that recognise their achievements. Continued failure, frustration and defeat can result in feelings of inadequacy and a withdrawal from competitive situations. Persistent lack of rewards leads to a view of society as being hostile and unrewarding⁸³. There are many theories of motivation that employers can use to improve their understanding of why people behave as they do. None provides a universally accepted explanation of human behaviour. People are far too complex. The two (2) most discussed groups of theories are content theories and process theories. Content theories are concerned with identifying what is within an individual or the work environment that energises and sustains behaviour. On the other hand, process theories try to explain and describe the process of how behaviour is energised, directed, sustained, and finally stopped. However, for the content theories, hierarchy of needs, two-factor theory, and achievement motivation theory will be examined below. While for the process theories, the carrot and the stick, expectancy theory and theory X and Y shall also be examined.

2.3.3.1 Hierarchy of Needs

A psychologist⁸⁵, developed theory of human motivation, and classified human needs into five (5) categories in a hierarchical manner, that is, movement from one to another after a need has been satisfied. Need hierarchy theory has enjoyed widespread acceptance, since it has been introduced around 1943. This theory of motivation stresses two (2) fundamental premises:

- i. Man is a wanting animal whose needs depend on what he already has, only needs not yet satisfied can influence behaviour. In other words, a satisfied need is not a motivator.
- ii. Man's needs are arranged in a hierarchy of importance. Once one need is satisfied, another emerges and demands satisfaction.

This hierarchy need theory postulated five (5) levels of needs. They are:

- Physiological Needs

This category consists of the human body's primary needs, such as food, water, and sex. "a person who is lacking food, safety, love and esteem probably would hunger for food more strongly than for anything else"⁸⁶.

- Safety Needs

When physiological needs are adequately met, the next higher level assumes importance. Safety needs include protection from physical harm, ill health, economic disaster, and the unexpected.

- Social Needs

These needs are related to social nature of people and their need for companionship. Here, the hierarchy departs from the physical or quasi-physical needs of the two (2)

previous levels. Non-satisfaction of this level may affect the mental health of the individual.

- Esteem Needs

The need for both awareness of importance to others (self-esteem) and actual esteem from others. Satisfaction of these needs lead to feeling of self-confidence and prestige.

- Self- Actualisation Needs

These have been defined as the “desire to become more and more, whatever one is to become, and everything one is capable of becoming. This means that the individual will realise fully the potentialities of talents and capabilities.

The need hierarchy theory is widely accepted and referred to by practising employers, although, it does not provide a complete understanding of human motivation or the means to motivate people. The hierarchy is easy to comprehend, as a great deal of common sense validity, and point out some of the factors that motivate people.

2.3.3.2 Herzberg’s Theory of Motivation

In the late 1950s, this was considered by many to be the pioneer in motivation theory, interview of a group of employees was conducted to find out what made them satisfied and dissatisfied on the job. The questions from the interview went to the extent of asking people to describe in detail the different situation which caused them high or low morale. People felt happy when they experience job satisfaction and also motivated and happy through recognition, achievement, responsibility, advancement and work itself⁸⁷.

All these are considered as intrinsic factor (built in) or job satisfier or motivator. On the other hand, people’s unhappiness about their work of experience, lack of job satisfaction is connected with pay, organisation policy, supervision, administration, and relationship with peers or subordinate. The conditions were referred to as extrinsic factor or dissatisfier. Dissatisfier reduces effort to work, their absence can result in acts

which are hostile to the organisation. Dissatisfier will also induce harder effort on the part of the employee but can result in more or less neutral reaction. The main causes of job dissatisfaction are deficiencies in the hygienic factors, whereas the main cause of job satisfaction are the provision of satisfier.

The implication of this theory is that the employer of labour should be concerned with two views of their employees:

- i. What makes the workers happy and motivate them?
- ii. What makes them unhappy and causes job dissatisfaction?

From the interviews mentioned earlier, the theory developed was categorised into two (2) dimensions of job satisfaction: motivation and hygiene. Hygiene issues, cannot motivate employees but can minimise dissatisfaction, if handled properly. In other words, they can only be dissatisfied if they are absent or mishandled. Hygiene topics include organisational policies, supervision, salary, interpersonal relations and working conditions. They are issues related to the employee's environment⁸⁸.

Motivators, on the other hand, create satisfaction by fulfilling individuals' needs for personal growth. They are issues such as achievement, recognition, work itself, responsibility and advancement. Once hygiene areas are addressed, motivators will promote job satisfaction and encourage production. Although hygiene issues are not the source of satisfaction, these issues must be dealt with first to create an environment in which employee's satisfaction and motivation are even possible.

Organisational and Administrative Policies

An organisation's policy can be a great source of frustration for employees, if the policies are unclear or unnecessary. Printed copies of the organisation's policies and procedures should be made accessible to all members of staff. If there is not a written

manual, one needs to be created, soliciting staff input along the way. If there is one, it should be updated from time to time⁸⁹.

Supervision

To decrease dissatisfaction in this area, the organisation must begin by making wise decisions when appointing someone to the role of supervisor. There should be awareness that good employees do not make good supervisors. The role of supervisor is extremely difficult. It requires leadership skills and the ability to treat all workers fairly. Supervisors should be taught to use positive feedback, whenever possible and should establish a set means of employee evaluation and feedback so that no one would feel left out⁹⁰.

Remuneration

There is an old adage that says “you get what you pay for”, this tends to be true when it comes to staff members. Salary is not a motivator for employees, but they do want to be paid fairly. If individuals believe they are not compensated well, they will be unhappy doing their work. Organisations should make sure there is a clear policy related to salaries, raises and bonuses⁹¹.

Interpersonal Relations

Part of the satisfaction of being employed is the social contact it brings, thus, employees should be allowed to a reasonable extent to socialise, especially among themselves. This will help them develop a sense of team work. At the same time, inappropriate behaviour, offensive comments and rudeness should be cracked down on. If an individual continues to be disruptive, the situation should be taken care of, perhaps by dismissing him or her from the practice⁹².

Working Conditions

The environment in which people work has a tremendous effect on their level of pride for themselves and for the work they are doing. Everything should be done in order to keep the equipment and facilities of the organisation up to date. Even a nice chair can make a world of difference to an individual's psyche. Also, if possible, overcrowding should be avoided and each employee should be allowed his or her own personal space, whether it is desk, or even a drawer.

Work Itself

What is most important to employee motivation is helping individuals believe that the work they are doing is important and that their tasks are meaningful. Organisations should emphasise their employees' contributions to the organisation, which will result in positive outcomes and make provision for good health care for their employees. Stories of success about how an employee's action made a real difference in the organisation should be shared, or how employees have made a process better. Certain tasks might be found that are truly unnecessary and can be eliminated or streamlined, resulting in greater efficiency and satisfaction.

Achievement

One premise inherent in this theory is that most individuals sincerely want to do a good job. In order to help them, the organisation should make sure that they are placed in positions that their talents will be in use and would not be set up for failure. In clear terms, achievable goals and standards for each position, and employees should be made to know what those goals and standards are, individuals should also receive regular, timely feedback on how they are doing, and should feel they are being adequately

challenged in their jobs. Individuals should not be overloaded with challenges that are too difficult or impossible, as it can be paralysing.

Recognition

Individuals at all levels of the organisation want to be recognised for their achievements on the job. Their successes do not have to be monumental before they deserve recognition, but they desire a sincere praise. If the employees that are doing something well are noticed, time should be taken to acknowledge their good work immediately, publicly thanking them for handling a situation particularly well. Note of praise should be written, or given to them and a bonus, if necessary. A formal recognition program could be established such as “employee of the year or month”.

Responsibility

Employees will be more motivated to do their jobs well if they have ownership of their work. This requires giving employees enough freedom and power to carry out their tasks so that they feel they “own” the result. As individuals mature in their jobs, opportunities should be provided for added responsibility. Care should be taken, however, not to simply add more work, instead, ways should be devised to add challenging and meaningful work, perhaps giving the employee greater freedom and authority as well¹⁵⁴.

Advancement

Loyalty and performance should be rewarded with advancement. If an open position to which to promote a valuable employee is not available, a new title that reflects the level of work he or she has achieved should be considered for him or her. When feasible, employees should be supported by allowing them to pursue further education, which will make them more valuable to the organisation practice and more fulfilled professionally.

2.3.3.3 McClelland Theory of Motivation

This theory has contributed to the understanding of motivation by identifying three (3) types of basic motivating needs. They have been classified as the need for power (n/PWR), need for affiliation (n/AFF), and need for achievement (n/ACH)⁹³.

Need for Power

Many scholars and researchers have found that people with a high need for power have a great concern for exercising influence and control. Such individuals generally are seeking positions of leadership; they are frequently good conversationalists, though often argumentative; they are forceful, outspoken, hard-headed, and demanding; and they enjoy teaching and public speaking.

Need for Affiliation

People with a high need for affiliation usually derive pleasure from being loved and tend to avoid the pain of being rejected by a social group. As individuals, they are likely to be concerned with maintaining pleasant social relationships, to enjoy a sense of intimacy and understanding, to be ready to console and help others in trouble, and to enjoy friendly interaction with others.

Need for Achievement

People with a high need for achievement have an intense desire for success and an equally intense fear of failure. They want to be challenged, and they set moderately difficult (but not impossible) goals for themselves. They take a realistic approach to risk; they are not likely to be gamblers but, rather prefer to analyse and assess problems, assume personal responsibility for getting the job done, and like specific and prompt

feedback on how they are doing. They tend to be restless, like to work long hours, do not worry unduly about failure if it does occur, and tend to like to run their own shows.

2.3.3.4 Public Service Motivation

Public Service Motivation reflects a desire to serve the public. Public Service Motivation is described as an individual's predisposition to respond to motives grounded primarily or uniquely in public institutions and organisations. It has also been described as the motivational force that induces individuals to perform meaningful public service. Furthermore, it is a general altruistic motivation to serve the interests of a community of people, a state, a nation or mankind. Public Service Motivation is thought of as an individual's orientation to delivering services to people with a purpose to do good for others and society. It is an individual's predisposition to perform meaningful service for the country and the public, in pursuit of public values and the public interest rather than self-interest. Public Service Motivation is an individual, not a sector-specific, concept. It is not just a public sector phenomenon but pertains to all work sectors.

Public Service Motivation is a multidimensional construct with an all-encompassing meaning. It was proposed that Public Service Motivation has rational, norm-based, and affective motives. Rational motives are grounded in individual utility maximisation. Norm-based motives relate to a desire to pursue the common good and further the public interest. Affective motives are rooted in human emotion. Rational motives include participation in the policymaking process, commitment to a public program because of personal identification, and special or private interest advocacy. Norm-based motives include a desire to serve the public interest, a sense of duty and loyalty to the government, and social equity. Affective motives include patriotism of benevolence and commitment to a program based on a genuine conviction about its social importance⁹⁴.

International commonalities were assessed in the content of Public Service Motivation and modestly changed its concept. It was suggested that Public Service Motivation is fundamentally grounded in self-sacrifice, which underpins three (3) distinct categories of motives: instrumental, value-based, and identification. Value-based motives concern the ultimate public values that individuals want to achieve through their behaviours and actions. Identification motives relate to people, groups, or objects that individuals want to serve. Instrumental motives consist of the means to perform meaningful public service. Value-based motives are related to values and ethics, identification motives to attitude, and instrumental motives to behaviour¹⁶⁵. This reconceptualisation highlights self-sacrifice's centrality to the construct as a whole and increases the distinctiveness of the component theoretical dimensions.

Scholars have devoted themselves to finding and explaining the antecedents, correlates, and outcomes of Public Service Motivation⁹⁵. Public Service Motivation is a result of not only individual socio-historical backgrounds but also the organisational environment in which employees find themselves. There was a report about the main positive relationships between Public Service Motivation and age, job grade, left-of-centre political ideology, religiosity, volunteering, parental/organisational socialisation, organisational commitment, employee-leader relations (for example, being fair and considerate of employees), certain job attributes (for example, autonomy and task variety), and employee perception of the organisation (for example, whether ethical and customer-focused). Researchers have also confirmed relationships between Public Service Motivation and positive outcomes. Public Service Motivation is positively associated with job satisfaction, public sector job choice, organisational and job commitment, individual and organisational performance, and low turnover.

Job Characteristics and Public Service Motivation

What a person does at work can influence work motivation. The process theory of Public Service Motivation emphasises that Public Service Motivation can be fostered through institutions and that different job characteristics shape different bases of motivation. However, few studies have purposefully targeted this relationship. No relationship was found between the job characteristics public employees experience in their jobs and their intrinsic work motivation⁹⁶. It was found that work context variables (that is, procedural constraints, organisational goal specificity, and organisational goal conflict) are relevant to work motivation. The Public Service Motivation of public employees is mainly the result of the organisational environment surrounding them. The analysis indicates a generally positive correlation between job characteristics and the Public Service Motivation dimensions.

Job design involves the structuring of various aspects of the job content. The job characteristics model focuses on five (5) core elements of the job: skill variety, task identity, task significance, autonomy, and feedback. The fundamental premise behind this model is that objective characteristics of the work influence outcomes such as job satisfaction or job performance. The five (5) core job dimensions are seen as prompting three (3) psychological states, which, in turn, lead to a number of beneficial personal and work outcomes. The job characteristics theory posits that an individual must experience all three (3) of the psychological states if desirable outcomes are to emerge: the person must experience the work as meaningful; he or she must experience personal responsibility for work outcomes; and he or she must have knowledge of the results of his or her work. High internal work motivation, high-quality work performance, high satisfaction with the work, and low absenteeism and turnover are several outcome variables that are predicted to result when the psychological states are present.

Skill variety means the degree to which a job requires a variety of activities in carrying out the work, involving the use of a number of personal skills and talents⁹⁷. Because the job requires civil servants to use multiple skills in various activities, skill variety may satisfy basic needs such as the need for competence and relatedness and, therefore, make them enthusiastic about their work. Skill variety has a significant positive impact on the motivation of some civil servants. In contrast, lack of skill variety undermines prosocial motivation of government employees. Skill variety will foster employees' Public Service Motivation and make a positive contribution to job performance.

Task identity is the degree to which a job requires completion of a "whole" and identifiable piece of work, that is, doing a job from beginning to end with a visible outcome. When civil servants are doing a whole job, they care about their work more. When they are responsible for dealing with the procedures of work as a whole and providing a complete result, they will be motivated by employees' understanding that their work is worthwhile. In the context of the public sector, task identity produces intrinsic rewards, and public employees' perception of these intrinsic rewards can influence their Public Service Motivation⁹⁸.

Task significance means the degree to which the job has a substantial impact on the lives of other people, whether those people are in the immediate organisation or in the world at large⁹⁹. When employees perceive a high degree of task significance, they gain opportunities to fulfil their higher-order needs, such as self-actualisation and self-esteem. Employees are particularly motivated by the extent to which their jobs affect the well-being of others and society. Autonomy is the degree to which the job provides substantial freedom, interdependence, and discretion to the individual in scheduling the work and in determining the procedures to be used in carrying it out. Autonomy in the workplace enhances employees' Public Service Motivation by allowing employees to

internalise organisational regulations and integrate rules with their own values. On the other hand, centralised structures of decision making may limit employees' participation in decisions that directly affect their ability to perform their jobs, reducing their Public Service Motivation. As employees lose their autonomy over their work, they also lose the ability to consider how their decisions affect the public interest, weakening public service behaviours. Therefore, autonomy in the workplace enhances employees' Public Service Monitor.

Job feedback means the degree to which carrying out the work activities required by the job provides the individual with direct and clear information about the effectiveness of his or her performance. Based on the job feedback, employees would be highly involved in their work and continuously exert efforts to improve their job performance. Feedback enables employees to measure their progress toward goal attainment. In addition, connecting employees to the prosocial impact of their jobs may play a significant role in increasing employees' motivation⁹⁹. The motivation of public employees may be enhanced by gaining knowledge of the results derived from the work activities themselves.

It has been taken for granted that public employees joining the public sector with high Public Service Motivation bring positive behavioural and organisational outcomes. However, it is also possible that employees are attracted to public service professions with different motives. It is usually expected that in public organisations, Public Service Motivation is positively related to work performance because public jobs would be intrinsically motivating for individuals with high Public Service Motivation. It is also expected that employees who are satisfied with job security perform better than those who are not satisfied with job security. Job security means the extent to which an organisation provides stable employment. There is relatively a positive significant

correlation between satisfaction with job security and performance in a multicultural non-Western environment. This has indicated that job insecurity has an adverse effect on organisational commitment and perceived performance. When public employees are satisfied with stable employment, they will exert more effort to achieve organisational goals.

Moreover, employees who are satisfied with economic compensation will be expected to perform better. Remuneration can be used to create consequences for desired behaviours such as high performance that will reinforce the behaviours. Merited remuneration plans can result in positive outcomes, particularly in terms of individual job performance. Remuneration satisfaction is positively related to organisational-level performance outcomes.

2.4 Summary of Literature Review

The civil service or public service is a term that is used for government sector which comprises civil servants as employees hired based on professional merit rather than elected or appointed, whose institutional tenure typically survives different transitions of political leadership. It is the core, permanent administrative arm of government, including permanent and pensionable employees working in various ministries of the government. Civil service is an essential medium through which government execute its policies and programs.

Productivity is the efficiency of production of goods and services expressed in form of measurement. It is the physical relationship or connection between what is produced and the resources used for the production. It is also the ratio between the quantity of output and quantity of input. It measures how efficiently production inputs, like capital and labour, are used to produce a given level of output. Promoting productivity in the civil service is an effort that needs the employees to improve on quite a number of

challenging issues. Even though, there are several means of improving productivity, but employees have important roles to play in achieving them.

The concepts in this study such as civil service, productivity and others were reviewed in this chapter and the related works on promoting productivity in the civil service were also reviewed. The various theories that the study is anchored on were also assessed.

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Chapter Three

Methodology

This chapter is about the research methodology used to gather and analyse the data which answered the research questions for this study. Research methodology considers the methods to be employed in conducting a successful research. It uncovers the specific procedures or techniques to employ in order to classify, select, process, and analyse data that are gathered concerning the subject under study.

It involves the description of existing information gathered and the processes for analysing the information gathered from both primary and secondary sources. This research is for the purpose of scholarship. The study area of the research and the research design used is revealed. The type of data, the population of the study, the sample size and sampling techniques, likewise, the research instrument and method of data analysis that is used in the study is discussed in this chapter.

3.1 Research Design

Research design is a form of blueprint describing how problems under investigation are solved. It is an outline or a scheme that serves as a guide to the study in generating data for the study. It is also concerned with the conditions of collecting and analysing data in a way that would aim at connecting importance to research. This study adopted exploratory research design. The approach was considered because it helps to have a better understanding of the phenomenon and factors that are relevant to the purpose of the research. It is also a thorough and in-depth study of a subject or group of subjects, describing their characteristics in the given situation. Its major objective is to discover ideas and thoughts of the research respondents. Furthermore, the data and insights give the research specific direction and comprehension for more precise investigation. Interviews, which are part of the most popular primary data collection methods with exploratory research design was used. The researcher gathered information through interviews and secondary sources such as relevant books, scholarly works and reports, journals, magazines, newspapers, and internet materials.

3.2 Sampling Techniques and Population

Population is the entire group of people, events, or things of interest that the researcher wants to investigate. The population of this study is the employees in Oyo state civil service at the state secretariat, Ibadan. It can also be defined as the process of selecting a

sufficient number of elements from the population, so that results from analysing the sample are generalisation to the population. Purposive sampling was used for this study due to its premise strategies on samples that are chosen to meet some particular definitions of the study. The researcher, with specific perspectives in mind, examined and then sought research participants who are workers of the Oyo state civil service and the selection of respondents was purposeful.

3.3 Methods of Data Collection and Instruments

In an attempt to justify the purpose and significance of this research, the two basic sources of data which are the primary and secondary sources were consulted. This is essential because no single source of data collection can provide and guarantee the completeness and accuracy, or the much-needed information that is required.

3.3.1 Primary Data

The data that was generated from this source used structured and unstructured interviews. Various interrogations techniques were used to elicit primary data from interviewees. Open ended questions were asked which allowed the respondents to give unrestricted answers. This provided an objective based for comparative analysis. The open-ended questions gave respondents the freedom to express their views in an unconstrained manner.

3.3.2 Secondary Data (Desk Study)

These are information or data already collected by other researchers or institutions usually for different purposes. Secondary data enables the researcher to place the study in the context of existing knowledge as well as broaden the researcher's understanding to the research and study of some of the following:

- Unpublished reports/ records
- Published Materials

- Newspaper articles, other media coverage
- Information accessed through the Internet

3.4 Reliability of Research Instrument

The consistency of the findings of the study is founded on the Significant of the information gathered.

3.5 Validity of Research Instrument

The interview will be used to gather reliable information. It will also be used as a measuring instrument in this research was to ascertain it's validity and reliability. The researcher consulted experts and practitioners by giving them the instrument to review the relevance of the questions in the subject matter to ensure that it will test what it is designed for.

3.6 Method of Data Presentation and Analysis

Data analysis is the examination of all raw data collected from the research area and presented. It is from this presentation that various responses could be analysed leading to a state, or the revelation of the problem sought. The data that were generated for this study are from the interviews; notes and recordings from the interviews. The data were presented and analysed using content analysis technique. Content analysis is usually used to analyse responses from interviewees. The study made use of this method due to the nature of the research.

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Chapter Four

Results and Discussion of Findings

This chapter focuses on the research questions and answers to them through the data collected from the field. These include data gathered from interviews that were conducted and the ones gathered from secondary sources.

4.1 What are the Roles and Functions of the Civil Service in the Government at The State Level?

Before looking at the roles and functions of the civil service, there is need to understand the structure of the civil service under the state governments in Nigeria.

4.1.1 Structure of the Civil Service

- Executive class: This consist of the staff charged with the day to day execution or implementation of government policies and programmes. They are at the apex of the structure of the Nigerian Civil Service. Sometimes, the officers of The Nigerian Civil Service at this level can actually punish junior officers to deter them from abstaining from performing their functions.
- The professionals, technical or specialist class: This is a very important class in the structure of the Nigerian Civil Service. People in this level includes; professionals such as lawyers, medical doctors, architects, engineers, accountants and so forth. They perform their functions based on their specific areas of specialty.
- The clerical class: These are staff of the Nigerian civil services that take care of critical issues of the body. Staff in this category includes: The secretary, clerks, typist and so forth. Obviously, this class of workers needs to have attained some particular level of education to be employed into the civil service.
- Auxiliary class: This is the class of worker that perform auxiliary jobs in the Nigerian civil services. This set of workers includes messengers, drivers and cleaners. It is pertinent to note that these works may have little or no formal education but are trained to perform various menial or auxiliary services¹.

4.1.2 Functions of the Civil Service

- Absorbing the works of the government:

One of the identified functions of the civil service is its ability to absorb the work of governments. There is noticeable increase in the activities of government at state or national level. They deal with:

- Overseeing internal and external trade.
- The industrial and agricultural growth of the state; this involves embarking on measures that will create a conducive environment for both foreign and local investors.
- The health of the population by establishing specialists and general hospitals as well as clinics for tertiary, secondary and primary health care delivery and maintenance of facilities therein.
- Educational development through setting up of primary, secondary, and tertiary institutions across the state, most significant is also the servicing of these institutions.
- Provision of power: state governments across the country have a demanding task to support the national government on power generation which is the life wire of all the economic and social activities in the state.
- Defence: the task of ensuring both internal and external security remains one of the topmost activities of government, security challenges have increased over the years and the efforts of the national government on security should be corroborated by the state governments.
- Management of finance: aware of the vast needs of the public and the lean resources always at the disposal of state governments, governments have the responsibilities of employing effective measures for management of state resources.

- Encouragement of development in science and technology: governments embark on measures aimed at encouraging scientific and technological innovations.
- Promotion of sporting activities: Various sporting activities are encouraged by the government to keep her citizens healthy and entertain the populace.

It is not possible for some commissioners, the governor and his political advisers, the legislators and the judges and magistrates who make up the three arms of government to be able to do all these. Even if they have the competence, they do not have enough time and energy to take care of all these activities within the time necessary to satisfy the population. They need the additional hands found in the civil service.

- Meeting the Challenges of Government Activities:

Government activities have not only grown in size, but have also grown in complexity. And such a complexity demands different kinds of expertise for various activities. Therefore, even if individuals in government have the time and energy to carry out all their functions, they will not have among themselves alone the necessary expertise to go round their specialised activities. Thus, they need the variety of experts found in the civil service such as:

- Teachers for managing educational institutions and imparting knowledge into students and pupil in such institutions.
- Doctors whose responsibilities are to save lives through preventive and curative measures using the equipment in the hospitals and clinics established by the government.
- Industrialists for sustaining the industries established.

- Accountants, whose task is to keep proper records of financial dealings of governments in addition to working out strategies of generating revenue for financing the activities of government.
- Engineers that invent, operate and maintain equipment and machines procured to serve various purposes in all departments or ministries of government.
- Law enforcement agencies whose responsibilities are to maintain both internal and external security.

Members of government do not know everything; and they do not necessarily know more than everybody in their own area of expertise. They need the help of experts and better minds.

- Implementation of Government Decisions:

So many processes are involved in the making and implementation of government decisions that apart from the problem of high level expertise, there is the problem of an intricate division of labour that must be solved.

- There is the need for a clerk to file the letters,
- Others to gather information,
- Still others to ensure that the conditions of work are agreeable to the civil servants,
- Some to post letters, keep documents, write memoranda, gather statistics, negotiate with individuals and groups, and so on and so forth.

It is not efficient for one individual to perform many of these functions at the same time. Experience has shown that more is produced or achieved under conditions of a division of labour than under conditions where no such division of labour exists. Therefore, the

demands of increased productivity, performance or achievement require a complex division of labour in which many more people are involved than those in government.

- Detaching Political Activities From Administrative Work:

Those in government are usually politicians who have proved themselves as experts in the manipulation of political forces².

- Non response to political pressures in their effort to remain in power.
- To fend off the challenges of political rivals.
- They should not reward political friends.
- Desist from forming new alliances and consolidate existing ones.

Under these conditions they need to be assisted by others who will emphasise the management of natural and other non-political resources, and ensure that the government's management of the political resources does not severely damage the management of these other resources.

Civil service enables the government to manage its non-political resources and activities, an area in which the politician is in any case less technically qualified, leaving him/her free to attend to his/her expert profession of political manipulation and intrigue, and to be rest assured that his/her socio-economic programs that are often crucial for his political survival will not suffer.

- Negotiation, Conciliation, and Arbitration:

For a government to protect persons and property against violence, to collect taxes, and control traffic and health hazards, it must make regulations. In order to settle disputes between parties, it must conciliate and negotiate. In order to arrive at a just decision when faced with conflicting demands from opposing interests and functions in the community, a government must be continually engaged in balancing. This balancing

involves consultations, negotiation, and compromise. Then, of course, there is the equally important obligation on the part of a government to provide services. From the foregoing, one can see certain uses and process from the bedrock of the responsibilities of a government. These include regulating, conciliating, balancing, compromise, and service-providing. Regulatory functions involve the making of rules and regulations and the issuing of policy directives. For the rational and effective performance of these roles there must be prior planning, and gathering of information and data. It will also be necessary to hold consultations with representatives of sectional groups and to reconcile conflicting interests and points of view. All these tasks rest on civil servants. It is after these essential preliminaries have been carried out that rules and regulations, and directives are issued by government.

- Communication:

In civil service, administrative officials perform a considerable portion of their task through communication which could either be in oral or in written forms. One of the hallmarks of a civil servant is to develop the habit of communication by discussion; telephone discussion, meetings and conferences, interviews with members of the public and clients of the department. A good deal is achieved through face – to – face discussion.

In spite of the obvious advantages of oral communication and personal contact, it is inevitable that senior officials have to communicate frequently through the written word. They have to write minutes in files, prepare memoranda and draft speeches for their chief executives – the President, Governor, Ministers, State Commissioners, and Chairmen of statutory bodies and agencies.

- Minutes are views, opinions, advice, information, or directives expressed in writing during the course of day – to – day work in the office. They are usually

enclosed in paper jackets known as files. Each file bears a reference number by which it is easily identified. For the purpose of tidy arrangement and easy reference, each file is devoted to a single specific subject.

- The decision to prepare the memorandum in a department may originate directly from the Commissioners who are the political heads of departments or the permanent secretary. A matter may have been subject of consideration in the department and on which the Minister and his officials have exchanged minutes in the file, each one expressing his own views as a result of the data and information assembled on the issue. Matters may reach a stage at which the Minister is convinced that it is necessary to consult, inform or seek approval of the Executive Council. At this stage, the Minister/Commissioner will direct his permanent secretary to prepare a memo. Alternatively, the process may be the reverse. The Permanent Secretary and his subordinates may have been examining a particular issue through the exchange of minutes in the file. A point may be reached at which an important issue of policy calls for determination and as he may prepare a memo.
- Public officials in the civil service, in the universities, local government service, statutory corporations, and others, very often have to write speeches for their chief executives. The chief executive may be the President of the nation, the Governor of a state, the Vice Chancellor of a University, a Minister of State, a State Commissioner or the Chairman of a statutory corporation or any governmental agency³.
- Policy Formulation or Implementation of Government Policies:

The civil service in Nigeria also perform the function of formulation and implementation of government policies. This is a fundamental role given to them by the law. Whenever the government is about to make policy on any issue that concerns the country or states within the country, the Civil Service is the body responsible for formulating such policies.

Accordingly, the civil service is charged with the responsibility of implementation government policies. They ensure that the policies of the government are effective.

- **Advising the Government:**

Another important function of the civil service is to advise the government before decisions on matters that affect the state or country are made. The reason for this is because, civil servants are closer to the masses than the government itself. Thus, whenever decision on matters that concerns the masses is deliberated on by the government, the civil service advices and make recommendations to the government on what will be for the best for the citizens of the state/country.

- **Intermediary Role Between the Government and the General Public:**

Apparently, the Civil Service serves as an intermediary between the government and the general public. They help to bring the issue concerning the general public to the minds of the government so that the government will do something. Just like it was earlier mentioned, the Civil Service is actually closer to the general public than the government. Thus, they understand the pains and need of the masses very well. As an intermediary, the Civil Service usually advice the government on what the public needs and what the public does not need.

- **Making Delegated Legislation:**

As a body under the government, civil servants usually make delegated legislations on matters that concerns the state/country. This is apparently to reduce the workload of the government.

- Provision of Social Services and Infrastructure Facilities:

It is pertinent to note that the body responsible for the provision of infrastructures at every level of government is the Civil service. Since they are given the legal power to execute government policies, the civil service also performs the function of providing infrastructures. That is, the building of roads, hospitals, schools, among others. This function of the civil service is a very important because it help to generate businesses and employment opportunities for the masses. For instance, if more schools are built and hospitals are built, it apparently means that there will be more people working in the state/country.

- Assisting the Government in Preparing Budgets:

Before budgets are assigned, the Civil can help in the drafting or reviewing of the budget before they are made public. More so, the Civil Service is the body that can help in identifying the areas which the government is supposed to spend more money on, and the areas where the government is supposed to spend less money on. This will apparently help to ensure that there is no much budget deficit. Indeed, it is one of the essential functions of the Civil service in Nigeria.

- Educating and enlightening the masses:

Another essential function of the Civil Service is to educate the public. The civil service has the duty to educate the general public on issues that concerns the public which the government is handling. This is a very important function of the civil service because it is the only way to ensure accountability and transparency in government activities.

- Keeping of Government Records:

Usually, all the records of the government of every nation is usually kept for different purposes. Everything including; documents, enforcement of rules regulating various endeavours or sectors of life and of the state/country are kept by the civil service to ensure that the government is transparent and responsible when dealing with matters that concern citizens.

- Assisting the Ministry or Commissioner:

The Civil service is also charged with the responsibility of assisting a ministry or commissioner in meeting and responding to situations as he may direct, performing other routine functions the Civil service is charged with and so on⁴.

4.2 What are the Reasons Why Oyo State Civil Service is not Performing to its Full Potential?

There are various reasons why civil servants do not perform to their full potentials, from the interviews conducted in relations to the study, many of the already identified reasons were corroborated by the interviewees. The following are the reasons found out by the study:

- Politicisation of the Civil Service: The civil service in Nigeria is politicised, they are no longer doing their work rather they are influenced by the politicians. Ethics of the civil services professions are no longer followed. Civil servants in Nigeria (at federal, state, or local level) are mostly influenced and controlled by the politicians. The intervention of the government in the day to day administration of the civil service does not give the civil servants the necessary freedom to carry out government policies effectively.
- Issues of Representation: There is lack of meritocracy in today's civil service; it is now based on representation and selection. The decline in merit system causes

inefficiency in the civil service because people are selected based on favouritism and nepotism. Employment in Nigeria civil service lacks merit system, rather people are being employed based on their tribe and loyalty to a particular political party.

- **Poor Remuneration:** A hungry man is an angry man. The civil service is poorly remunerated which causes them to take bribe. The salary they receive is not even enough for them to pay their children's school fees. They are not well motivated.
- **Absence of Skilled Manpower:** Lack of skilled manpower in the civil service causes inefficiency in the civil service. Therefore, any organisation that lacks adequate skilled personnel in their organisation, will find it difficult carrying out their operations effectively and efficiently.
- **Poor Human Resources Management:** Human resources management recruits and train workers to work in the organisation. But when the organisation cannot manage their workers, the workers tend to leave the organisation. The civil service suffers from inadequate qualified personnel, due to the mass movement of competent and experienced professionals who move to the private sector or go abroad where there is better remuneration. Poor management of workers causes death of an organisation.
- **Use of Obsolete Equipment:** Obsolete equipment affects the general functionality of the civil service. Some offices in the civil service still use typewriter instead of new modern computers. For any civil service to function effectively, obsolete equipment should be gotten rid of. Modern system of administration should be adopted for easy and effective management.
- **Inadequate Materials or Insufficient Materials:** Lack of materials for work causes inefficiency in the operations of the civil service. Government failures to

provide those necessary materials that can facilitate work in offices contribute to the cause of ineffectiveness in civil service.

- **Inadequate Manpower Development/Training:** There is need for training in the civil service; training helps to develop workers' ability in order to carry out their work effectively. When a civil servant lacks the necessary training that will help them carry out their work well, it causes delay in the operations of the civil service.
- **Corruption:** This a major cause of ineffectiveness and inefficiency at all governmental levels in Nigeria. Corruption has eaten deep into the bones of the civil service, it is hard to find a civil servant without the intent to defraud. When corruption continues to thrive in the civil service, it affects the general operations of the civil service.
- **Inadequate Supervision:** When workers are not adequately supervised, they tend not to work effectively well because nobody is watching them. Lack of adequate supervision in the civil service makes civil servants to be nonchalant in carrying out their duties.

4.3 What are the Strategies that will Help in Promoting Efficiency and Productivity in the Performance of Oyo State Civil Service?

There are strategies that needs to be put in place in order for improvements that will promote efficiency and productivity in the civil service of Oyo state.

- **The Need for Succession Planning:** Succession planning serves as a means of grooming natural successors to senior officers who may be retiring in the near future. Identifying talents and high flyer in the system and prepare them ahead of time. Except this is done, the public will continue to suffer capacity gaps which ultimate have implication for civil sector performance.

- There is need to promote strategic thinking to drive reforms and change in the civil service. A better civil service requires well-trained civil servants with the time to work on long-term strategy. For the civil service, strategic thinking means thinking how the civil service will do its job beyond the next electoral cycle.
- Adoption of certain elements of New Public Management (NPM) against maintaining a status quo bureaucracy. The new public management denotes a shift in the principles of public sector management. It is about reinventing the role of government, its agencies, and the means by which services are delivered, and employment practices within public sector organisations. It is about importing those values that make the private sector “thick” into the management of public sector organisations.
- Need to adopt results and outcomes based management. Results and outcomes based management is a programme and project life-cycle management approach to management that integrates strategy, people, resources, processes and measurements to improve decision-making, transparency and accountability. The approach focuses on achieving outcomes, implementing performance measurement, learning and adapting as well as reporting performance.
- Dealing with capacity constraints that led to fear of delegating work. Most managers tend to believe that except they do the work themselves nobody can do it better. This is not always the case. The simple truth is that most of them do not know how to delegate, as such do not have confidence in their subordinates. Before one begins to delegate a piece of work to your subordinate, spends the next occasion to train him/her on the job.

- Accountability enhancement. Accountability is a relationship based on obligation to demonstrate, review, and take responsibility for performance, both the results achieved in light of agreed expectations and the means used.
- Need for a human resources development strategy. The government should take responsibility for planning and overseeing the development of the necessary human resources. The strategies chosen should realistically reflect the needs and capacity of the country, and an adequate budget should be allocated.
- Providing high impact, need-driven training interventions. The main reason for this is that most training provided to public servants is not need-driven. Any training interventions not borne out of a need are doomed to fail. Training should not be carried out just for the sake of it; it should aim to add value to the service delivery.

4.3.1 Work Experience and Productivity

Productivity is generally interpreted as a comparison between the work done and what has been done, it implies an examination between the outcomes accomplished (yield) with the entire asset utilised (input)⁵. In line with this opinion, productivity contains two main concepts, namely efficiency and effectiveness⁶. Efficiency measures the level of human, financial and natural resources needed to meet the desired level of service. While the effectiveness of measuring the results and nature of administration accomplished. So, it tends to be presumed that productivity is a correlation between the outcomes accomplished (yield) with all the assets utilised (inputs) related to effectiveness and efficiency. Output is related to results. Inputs related to the resources used.

Productivity is influenced by five factors: abilities, knowledge, skills, attitudes and behaviours⁷. Motivation and inspiration are progression of perspectives and qualities

that impact people to accomplish explicit things as per singular objectives. Measurements and pointers of work inspiration can be gathered into inner and outer inspiration. Interior inspiration remembers obligation regarding completing undertakings, doing errands with clear targets, having clear and testing objectives, having criticism on the after effects of work, having a feeling of joy at work, continually attempting to beat others and organising the accomplishments of what is done. While outer inspiration incorporates continually attempting to address the issues of life and the necessities of work, glad to get acclaimed from what is done, working with needs to get motivations, working with the expectation of getting consideration from companions and bosses. Each employee is primarily motivated by primary needs and as a result experiences different stimulus as rewards at different levels. In such manner, needs hypothesis offers a very much characterised set of persuasive components (needs) particularly created for the work environment and consistent outer inspirational elements.

Work motivation insinuates factors that enable, arrange and keep up delegate direct after sometimes. Three critical headings of motivation theory are summarised below⁸:

- First, content theories target perceiving factors unequivocally associated with motivation. Critical substance theories join, for instance, speculation of different levelled needs, help neatness speculation and need theory.
- Second, process theories revolve around the techniques fundamental work motivation and regard motivation from a one of a kind perspective. Without a doubt, the most recognisable strategy theories are, for instance, target setting theory, social-perception speculation or trust theory.

- Third, value theories include a sociological perspective to work motivation with the explanation that sensible systems in a legitimate setting improve motivation).

As per which may assist with improving productivity, is inspiration as want, fearlessness, and duty. Work experience is a proportion of the time span or work period an individual has taken to have the option to comprehend the undertakings of a vocation and have completed well. One's work experience shows the kinds of work somebody has done that gives an incredible chance to somebody to make a superior showing. The broader one's work is understood, the more talented an individual, is in acting to accomplish the expressed objectives. The components that impact work experience are as follows⁹:

- a. Background, Including Education and Training/Courses in the past that have been done by someone.
- b. Talent and Intrigue, and
- c. Level of Information and Abilities.

With the understanding of work, there has been a procedure of including information and abilities and mentalities to an individual so it can bolster in creating themselves with existing changes. With the experience picked up, some people will be progressively proficient and gifted and ready to complete their work obligations. With repeated practice will reinforce and improve one's information and capacities. For an employee, work processes are exercises that will add experience so that the employee is able to solve the problems he faces in the work process. Therefore, the experience can arouse and invite someone to see all work as opportunities to continue to practice and learn throughout life.

Based on the various descriptions above, it very well may be inferred that work experience is the degree of dominance of information and aptitudes of an individual in his work that can be estimated from the working time frame and from the degree of information and abilities they have. The more work experience they have will minimise mistakes in the production process so that they will be more careful, and the organisation can provide good compensation for their services⁴. Markers of work experience are the period of time/long stretches of work, the degree of information and aptitudes had, authority of work, and equipment.

Work experience positively and significantly influences employee productivity. Experience can draw out one's latent capacity. The maximum capacity will develop slowly after some time in light of different encounters. So the main thing in this relationship is somebody's capacity to gain from their encounters, both sweet and unpleasant. In this way, basically, the experience is a comprehension of something that is disguised and with thankfulness and encountering something that is acquired understanding, aptitudes or qualities that are integrated with one's potential. Work Experience is essentially compelling on the nature of a worker gave to the organisation in the form of services, because of work experience there are various types of work that have been done by employees so that if the results are good, then the organisation will gradually provide appropriate compensation to employees so that they are even more excited to work. Logically, particular graduated class are not, now, obliged by the old corporate structures that may have generally limited their statement related aptitude. Or maybe, they directly can accumulate a generously increasingly expansive plan of aptitudes and experiences that they can trade off at different times of their calling cycle.

There is a critical and positive connection between hierarchical experience and Productivity. Focus on work is generally credited to commitment¹⁰. This condition

shows to the pioneers to be proficient and administer people and hold the assignments according to their capacities, so the work will be undeniably done.

4.3.2 Towards a More Productive and Service-oriented Civil Service

One of the greatest requirements for enhanced mutual working relations between the public, political office holders and career civil servants is for each to respect the boundaries of the other. Both political office holders and bureaucrats have specific powers and responsibilities assigned to them by the relevant laws and guidelines. This should be adhered to. Today, there is no knowledge of how many appointments are based on merit, how many transfers, retirements or dismissals are fair and in accord with the law, how much of the lavish wealth displayed by politicians and even whether civil servants earn judiciously.

Clearly, it must be an issue of public concern: what resources are meant for the common must be utilised as such. Political office holders as well as top civil servants need to fully act on the basis of fairness and merit (including representativeness). Misuse and abuse of power by any could and often leads to friction. This is very significant especially in the context of an environment which is not innocent of misappropriation of public funds, imprudent political and economic decisions in the allocation of scarce but allocatable resources, erosion of the rights of individuals and the conspicuous consumption of a few amidst the abject poverty of the masses, among others.

Interest in the welfare of the generality of the workers must also be sustainably generated. The use of human relations approach is key in this regard. It correlates efficiency with the welfare of workers and of their attitudes toward managements and their work groups. It advocates the design of jobs which lead to social need gratification for workers, including the use of non-authoritarian leadership styles by superiors and the fostering of effective work group relations. It postulates that the interest of workers

in terms of the basic concern for their physical and psychological needs is key. This is to avoid a frustrated and dissatisfied workforce that performs at minimal standards. It also lessens the chance of workers strikes.

Of course, a look at the condition of work environment is also important: optimal performance must not be expected in an environment devoid of basic infrastructure and working tools, to take a few examples. There is the question of checking the excesses of politicians when necessary. Ordinarily, this is the responsibility of the legislature. However, the career civil servants also have a role here. They have the power to advise and turn down requests and/or directives that are contrary to established guidelines. The career public servants must strive to carry out this part of their responsibilities diligently. This is especially in areas where their powers vis-à-vis that of political office holders are clearly delineated. They should be able and courageous enough to tell the executives where their powers begin and end.

Many may wonder whether, in the face of enormous powers wielded by political office holders, a career civil servant could turn down such a request from, for example, a governor. The hard fact is that this is possible provided of course that the career civil servant is principled, incorrupt and absolutely dedicated to service. But where career civil servants compete with political office holders in the diversion of funds for private purposes, they could not check any one's excesses. On the contrary, they would only remain the willing tools of political office holders. There were classic examples where this role of the civil servant has been demonstrated.

In trying to "handle" the political office holders, the career civil servants must for their part understand their main responsibilities in relation to the executive. They are not politicians and must be non-partisan. The implication of this is that they must serve

faithfully the government of the day. Not only this, they must tender advise and place all information and expertise available for the government to succeed. Breach of these guidelines not only weakens the relations between the two but should also attract sanctions.

They must also work hard to translate policies in to concrete realities. Facilitating improvement in the living conditions of the people through effective policy implementation is the surest way to regain the confidence of the public. Ultimately, the surest way for a more efficient and service oriented civil service is for all the stake holders to cooperate and positively partner for development to occur. Of course, people differ in terms not only of ideas, values and interests but also in the kind of work they partake in. But these kinds of differences are not, in reality, a hindrance to progress.

The quest for socio-economic and political development constitutes a common ground for cooperation. Indeed, it is argued that as people become more specialised and different, they grew more dependent on one another. This sort of solidarity is called ‘organic solidarity’, because society functioned as a complex entity that depended on the proper functioning of a variety of parts, or organs¹¹. Sociologists have also drawn attention to the importance of group membership precisely because most people live with “one or more individuals with whom they share some sense of identity or common goals and with whom they interact in a specific social structure”¹².

Finally, it is important to draw lessons from local, national and regional experiences concerning the need for a productive civil service. Tradition of excellence in service is deeply rooted in the Sokoto area, dating back to the period of jihad. The prime place of merit, to give an example, is demonstrated when Sheikh Abdullahi bn Fodio wrote that the appointment of a good candidate in the presence of a better one is not only a sin but

null, void and of no effect. It is also on record that Sultan Muhammad Bello, then Head of the Caliphate appeared to give evidence before a public judicial officer, a conduct demonstrating the esteem with which transparency, accountability and respect for the rule of law were held in the Caliphate. Indeed, so important were the ethical traits of the caliphate that colonialism only established its firm roots following the erosion of these values by the later generation of the leaders and workers of the Caliphate¹³.

The colonial civil service, even with its limitations, bequeathed to the nation Nigeria some positive values such as observance of standards, values and ethics of work as well as diligence and hard work, among others. And those values have served to produce finest cream of civil servants spread across the country, who up till today, represent shining examples of professionalism, dedication, hard work and incorruptibility.

The Nigerian civil service should also draw lessons from the continent-wide efforts at enhancing professionalism and ethics in the civil service. The “charter for the public service in Africa”, approved at the third Pan African Conference of Public Service Ministers held at Windhoek (Namibia) in 2001 is particularly important in this regard. The charter gave concrete expression to the commitment of African states to define the principles that would promote transparency, professionalism and ethical standards in the African civil services. They include the following;

- (i) the principle of equality of all before the law without any distinction whatsoever,
- (ii) the principle of neutrality or the non-discrimination against employees on grounds of personal traits,
- (iii) the principle of complete adherence to the rule of law, and
- (iv) the principle of continuity or permanence in the public service.

Of importance also are the international rules governing relations between the civil service and service users. Key issues here involve unrestricted access to service by intended beneficiaries, the involvement of users in the formulation and execution of relevant policies and programmes through broad consultations, the need for qualitative, effective and efficient service delivery, continuous review in the public service to enable it respond to ever-changing needs of the people and the need for transparency and accountability to the people.

The charter for the public service of Africa also defined the relation of public service to its employees. It stresses for recruitment and promotion to be based on competence, the need to address the aspirations of employees, the need for fair remuneration, physical safety, conducive work conditions and security of tenure, among others. For their part, employees are required to perform their tasks professionally and efficiently, displaying such traits as personal discipline, dignity, integrity, equity, impartiality, fairness, public spiritedness and courtesy. This is in addition to being politically neutral and avoiding conflict of interest. The foregoing are important issues which the Nigerian public service can neglect only to its peril.

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Chapter Five

Conclusion

5.1 Summary of Findings

The study considered the civil service as the major body that keeps the engine of the administration of all resources (both human and non-human) running at all governmental levels. Improvement in the capacity and ability of public service officials

can be harnessed to improve a range of public services (for example, health, policing, education, environment, local government, policy-making, and so on). The changing global economy, technology, politics, and increased expectations for government performance demand new attention to the complex set of public skills and capacity. Public officials are experiencing intense pressures emanating from increasing global integration - economic, political, social and cultural.

New technology, new ways of organising work, new means of delivering services and increasing reliance on temporary employment have redefined the nature of civil service. Meeting all these challenges requires a unique combination of knowledge, skills, abilities, traits and behaviours, effective human resource development policies and strategies to nurture those competencies. Against the background problems of persistent low performance of the Nigerian State Civil Service and the inability of the sector to deliver efficient and effective public goods and services, the Obasanjo civilian administration (1999 – 2007) at the federal level, identified the need for a more comprehensive and wide-ranging public sector reforms as part of its overall development framework (which was relatively implemented at state level).

The success of the plethora of reform programmes of the federal government of Nigeria have largely depend on the quality of its workforce (public officers) that is statutorily charged with the responsibility to analysing, implementing, monitoring and evaluating policies and programmes of government. For example, if the service fails to deliver to certain standards, a state/country can lose its competitiveness, lose its direct investments and can lose its talented individuals to other countries (brain drain). While the choices are not always this simple, the ramifications and repercussions of a non-performing public sector are great in its impact and implications to the state, its people, and its

economy. To be able to deliver such levels of service, on the current scale and complexity, the fundamental personal qualities of those who deliver the service becomes imperative and vital.

The study was able to identify the reasons why the state civil service has not been performing to its full potentials and also looked at the roles and functions of the civil service. Furthermore, strategies to improve the efficiency and effectiveness of civil service in Oyo state to result into productivity were also examined. The study also identified strategies for improving the competence of civil service officials in the state with a view to moving public management beyond bureaucracy and promote greater economy, efficiency and effectiveness in public service delivery.

5.2 Conclusion

It has taken many years and much sacrifice to build the modern nation states and a great deal of commitment to build the civil societies that comprise them. Civil service has played an important role in building the institutional and organisational capacities to achieve public results and to serve the collective interest. The issue of ineffectiveness, inefficiency limiting productivity has been a problem in the civil service for some times.

The Oyo State Civil service has much to be proud of. But this does not mean that the approaches been used over time should remain static. Building on the strength of their public institutions and organisations, the state governments are called upon to play a more dynamic, less certain role: one that integrates government authority and collective power to bring about results of high public value in the face of complexity.

Serving beyond the predictable requires new capacities, new insights and new knowledge that both complement and transform what has come before. These are required to assist governments and their host societies to anticipate, innovate and adapt.

This will help them to reduce the magnitude and frequency of crises, mitigate negative impacts, seize opportunities and prosper in the face of an unpredictable world.

5.3 Recommendations

The following recommendations will help to improve the competence of public service officials in Oyo State:

- Public Service Training Institutes (PSTIs) should be streamlined, connected and their new roles strengthened to provide management training and prepare staff for improved performance and productivity in current roles and to assume new responsibilities.
- Establishment of Public Service Training and Leadership Development Centres (PSLDCs) to prepare senior managers, executives for a progressive career in leadership and governance.
- Succession planning and mentoring. Forward mentoring (i.e. selecting soon-to- retire public service officials who share the organisations passion), and Reverse mentoring (choosing person in current office to mentor new and existing staff and functionaries) can go a long way to addressing the twin problems of skills gap and skills shortages in the civil service.
- Heads of PSTIs should be given a higher degree of responsibility for the mobilisation of technical cooperation assistance to facilitate strategic networking and to implement programmes derived from sub-regional, Commonwealth and international consensus agreements.
- That appropriate foundation or formal funding mechanisms are established to enable on-track career-based public service employees to access professional courses and qualifications at or through PSTIs.

- Offering part-time and long-term contracts, performance contracts, partial week contracts and inter-firm or inter-government exchange programmes.

5.4 Contribution to Knowledge

The civil service is the fundamental component of government activities and is placed to play essential roles in the effective running of government. Cooperation among the employees and the government is needed for these roles to be well played. This study is contributing to knowledge by suggesting strategies that can improve productivity in the civil service. Training, mentoring, funding, among others are all part of the said strategies. Even though, efforts are being made from time to time to improve the productivity of the civil service, but more still need to be done in order to improve productivity especially in the Oyo state civil service as the focus of this study.

5.5 Area of Further Study

Improvement of the working conditions of civil servants for effective productivity, achieving the goals and objectives of the civil service, importance of training and promotion to improve productivity in the civil service, various types of strategies and their functionalism in the civil service, effective productivity as an instrument for maximising civil service value among others. These are areas that can be further researched on.

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