

**EFFECTS OF PUBLIC SERVICE RENEWAL PROGRAMME ON  
EMPLOYEE PERFORMANCE IN THE FEDERAL CIVIL  
SERVICE, IMO STATE, NIGERIA**

**BY**

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**DEPARTMENT OF SOCIOLOGY/ANTHROPOLOGY,  
FACULTY OF SOCIAL SCIENCES, NNAMDI AZIKIWE  
UNIVERSITY, AWKA.**

**JUNE, 2017**

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**A DOCTORAL DISSERTATION PRESENTED TO THE  
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**SUPERVISOR: PROFESSOR Au. N. NNONYELU**

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**APPROVAL PAGE**

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**DEDICATION**

This work is dedicated to the memory of my late father, His Lordship, Hon. Justice David O. Onyema.

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**LIST OF ACRONYMS**

<b>BMPIU</b>	-	Budget Monitoring and Price Intelligence Unit
<b>BPSR</b>	-	Bureau for Public Service Reforms
<b>CSR</b>	-	Civil Service Reform
<b>FGN</b>	-	Federal Government of Nigeria
<b>FRN</b>	-	Federal Republic of Nigeria
<b>GSDRC</b>	-	Government and Social Development Resource Centre
<b>HPWS</b>	-	High Performance Work System
<b>HRM</b>	-	Human Resource Management
<b>ICT</b>	-	Information and Communication Technology
<b>LDC</b>	-	Less Developed Countries
<b>MDA</b>	-	Ministry, Department and Agency
<b>NBS</b>	-	National Bureau of Statistics
<b>NCS</b>	-	Nigerian Civil Service
<b>NITDA</b>	-	National Information Technology Development Agency
<b>NITDEF</b>	-	National Information Technology Development Fund
<b>NNITP</b>	-	Nigerian National Information Technology Policy
<b>NSIWC</b>	-	National Salary Income and Wages Commission
<b>OHCSF</b>	-	Office of the Head of Civil Service of the Federation
<b>PFC</b>	-	Pension Fund Custodian

<b>PRP</b>	-	Performance Related Pay
<b>PSRP</b>	-	Public Service Renewal Programme
<b>RSA</b>	-	Retirement Savings Account
<b>SERVICOM</b>	-	Service Compact
<b>UGSS</b>	-	Unified Grading and Salary Structure
<b>UNDP</b>	-	United Nations Development Programme

## ABSTRACT

The performance of Nigerian Civil Service in recent times has been a source of worry to Nigerians and their governments. The consequences of the poor performance of the Civil Service such as poor service delivery and poor infrastructural development necessitated the introduction of the Public Service Renewal Programme by the Obasanjo Administration in the Fourth Republic. This study investigated the effects of the Public Service Renewal Programme on employee performance in the Federal Civil Service, Imo State, Nigeria. The specific objectives of the study included: to examine the effect of SERVICOM, monetization policy, contributory pension scheme and the extent of ICT usage on employee performance in the study organization. The study equally investigated the effect of the existing methods of performance appraisal, promotion and training on employee performance. The social exchange theory served as the study's theoretical framework. The study adopted the cross-sectional survey design. A sample of 1007 federal civil servants selected using total population sampling technique constituted the study participants. A structured questionnaire with a reliability co-efficient estimate of 0.742 was used to generate the quantitative data for the study. An in-depth interview guide was utilized to gather qualitative data from twenty of the study participants. The Statistical Package for Social Sciences (SPSS) aided the presentation and analysis of data relating to the research questions using frequency distribution table and logistic regression statistic, and the test of research hypotheses with Pearson product moment correlation statistic and chi-square statistic. The study found that SERVICOM, monetization policy, and contributory pension scheme have had positive effects on employee performance in the Federal Civil Service, Imo State. The study found that there is a significant positive correlation between the extent of ICT usage and the level of employee performance, and also that conduct interval of performance appraisal, performance appraisal transparency and promotion practices have significant effect on employee performance in the Federal Civil Service Imo State, Nigeria. The study recommended, among others, that government should sustain the Public Service Renewal Programme Policies in order to reap more benefits in terms of enhancing the efficiency of the Federal Civil Service.

## **CHAPTER ONE**

### **INTRODUCTION**

#### **1.1 Background of the study**

The historical origin of the civil service institution dates back to 462 B.C in Ancient Greece, when Pericles, a prominent Greek Statesman, introduced a scheme for the compensation of public officials, thus, encouraging citizens to work daily for the government (Adebayo, 2000). During the Han Dynasty (206 B.C. - A.D. 220) the Chinese employed competitive examinations to select civil officials (Infoplease, 2012). By “AD 219, the Chinese had worked out a system of classifying men into nine grades according to their ability, knowledge, experience and character. This system, of nine-grade classification, was officially adopted for the selection of men for government service” (Adebayo, 2000: 92).

The establishment of the modern Civil Service is closely associated with the decline of feudalism and the growth of national autocratic States (Infoplease, 2012). The Civil Service, now, epitomizes an efficient way of organizing large number of people towards achieving specific objectives. Hence, the Civil Service is termed a bureaucracy. In reference to the State, the Civil Service provides the semblance of government. As a matter of fact, the effectiveness and efficiency of government as a public administration agency of the State are largely determined by the efficiency of the Civil Service (Kwaghaga, 2010).

The first phase in the evolution of a British styled Civil Service in Nigeria commenced towards the end of the 19<sup>th</sup> century, with the handing over of the administrative organizations set up by the Royal Niger Company to the British Colonial Administrators (Ujo, 1990). Subsequently, a

government was constituted and provision was made for the posts of Governor, Chief Magistrate, and a well-staffed Office of the Colonial Secretary for the purpose of assisting the Governor, and overseeing the Treasury, the Customs Department, the Advocates office, Audit office, Post office, the Harbour Department, a Registry of Births, Deaths and Alien, the Police, the Prisons, the Medical Department, the Public Works Department, the Land and Survey Department, the Board of Health and Education, and the Railway Department (Nicolson, 1969). In spite of the foregoing, the origin of the Nigerian Civil Service is often traced to 1914 at the amalgamation of the Northern and Southern Protectorates by Lord Frederick Lugard, the then Governor-General. However, the chief architects of Nigerian bureaucracy were Sir Hugh Clifford, and his Chief Secretary, Donald Cameron. According to Nicolson (1969), it was Clifford and Cameron who set up an appropriate administrative structure, after Lugard's reign without a proper central machinery of government. Furthermore, history credits Sir Hugh Clifford as the founder of the real structure of the Nigerian Civil Service with the establishment of a central secretariat in Lagos in 1921.

Right from the colonial days, the Civil Service has been the 'steel frame' of public administration system in Nigeria. The Civil Service has been the machinery through which government implements its policies and programmes, designed to meet political aims and provide social services. It has also been managing the daily affairs of the government and coordinating the activities of other governmental bodies towards the actualization of sustainable national development. Therefore, the Civil Service can be described as the 'wheel' on which the State and government runs.

In contemporary times, there have been accelerated changes worldwide propelled by globalization, social movements, and technological changes. The implications of these changes are being felt by governments in the form of increasing expectations for better governance through effective service delivery, transparency, accountability and adherence to the rule of law. The Civil Service, as the primary arm of government, has been under pressure to keep pace with the changing times in order to meet the aspirations of the people (Satish, 2004). In Nigeria, the wider society expects the Civil Service not only to implement government policies on a day-to-day basis, but also, to play significant roles in formulating development strategies, policies and programmes in such a way that will stimulate accelerated social and economic changes. Such desired changes are naturally expected to include reduced unemployment, increased social products and a more equitable redistribution of income. So far, these desires remain unfulfilled evinced by the high rate of poverty, inadequate physical infrastructure, high level of bureaucratic corruption and unemployment (Lawal & Oluwatoyin, 2011).

According to Obasanjo (2004:3), “the Nigerian Civil Service has contributed to the distortions and dislocations around us today, evidenced in the uncompleted or abandoned projects, criminal waste of resources, decayed public facilities and, reliance on unorthodox and under-hand ways of getting things done.” Since the mid 1980s, there has been a growing dissatisfaction with the role of the Nigerian Civil Service. The Civil Service seems to have become reduced to an organization whose purpose is to recycle old ideas, breed mediocrity and institutionalize corruption. Overwhelming evidence has been adduced to show that the quality of personnel in the Civil Service has deteriorated, manifesting in low productivity, high level of corruption and disregard for merit and seniority as a basis for recruitment and promotion (Adegoroye, 2006).

The Nigerian Civil Service is today a decrepit institution, which has virtually lost its attributes of anonymity, neutrality, and security of tenure. “The Civil Service has become almost impervious to modern methods and management” (Obasanjo, 2004: 9). The institution is seemingly resistant to dynamic change, and has become the object of constant public criticism (Lawal & Oluwatoyin, 2011), if not odium. Hence, the persistent cry for Civil Service Reform in Nigeria.

Much of the criticisms against the Civil Service may be due to the failure to discharge its statutory mandates. It may also be due to the high rate of bureaucratic corruption prevalent in the Service. The inability of the Civil Service to respond to public demands through demonstrable results such as good health-care system, quality public schools system, good sanitation system, proper supervision of government contracts, and full implementation of annual budgets has made public criticism so terse. It is against this background of poor performance at least in recent times that spirited calls are made for reform in the Civil Service.

Over the years, Nigerian governments have introduced Civil Service Reforms (CSRs) aimed at boosting the capacity of the Civil Service to deliver public services. Olaleye (2001) asserts that the Civil Service Reforms attempt to reconstruct administrative structure and revamp operational machinery and techniques capable of improving organizational effectiveness and efficiency. Mgbachi (2004) argues that Civil Service Reforms also aim at correcting the observable inadequacies in the status quo. In the Nigerian context, these inadequacies include: the high cost of running the Civil Service, the over-bloated size of the Service, excessive bureaucracy which causes a lot of delay in service provision, high level of corruption, and low productivity. Overall, Civil Service Reforms describe actions taken to address issues relating to the organization and

structure of the Service, the pay and welfare of civil servants, the morale, ethics and professional conduct of civil servants, the capacity building and overall performance of the Civil Service.

From the 1940s till date, several Civil Service Reforms have been undertaken by successive Nigerian governments. The reforms were driven through instituted Commissions and Panels such as, the Hunt Commission of 1934, the Bridges Committee of 1941, the Davis Commission of 1945, the Harragin Commission of 1946, the Gorsuch Commission of 1954 and the Mbanefo Commission of 1959. Some others are: the Morgan Commission of 1963, the Elliot Grading Team of 1966, the Adebo Commission of 1970, the Udoji Commission of 1974, Civil Service Reorganization Decree 43 of 1988, and the Ayida Panel of 1995 (Ogunna, 1999; Adebayo, 2000; National Salaries, Incomes and Wages Commission, 2010). Unfortunately, despite several reforms in the past five decades, the Nigerian Civil Service is still denounced as over-populated, corrupt, too bureaucratic and inefficient. Iheriohanma (2006) asserts that employee performance in the Nigerian Public Service has continued to dwindle and low productivity is been recorded in all public sector organizations.

Many countries across the globe are leveraging the advances in information and communication technologies (ICT) to enhance the productivity of their public sector workers. The performance of public employees in these countries continues to improve (as exemplified by the state of public services such as primary healthcare and public school system) because of access to information for research purposes and decision-making. But, this is clearly not the case in Nigeria. According to Aluko & Aluko (2006), most workers in Nigeria are still cut off the

opportunities provided by the advances in ICT. It would then not be out of place to claim that this is one of the reasons for the poor public service delivery in Nigeria.

During the Fourth Republic, President Olusegun Obasanjo introduced a set of reforms to ameliorate the socio-political, economic and institutional decay which the nation was experiencing. The Reforms tagged 'Public Service Renewal Programme' (PSRP) specifically targeted the public sector and were based on the premise that the success or failure, and sustainability of any government policy, depends on how favourably disposed the public servants are to make it work. Hence, government deemed it necessary to reform the Public Service. Consequently, President Olusegun Obasanjo approved the establishment of the Bureau for Public Service Reforms (BPSR) for the purpose of carrying out and sustaining the PSRP. The main task given to the Bureau was to build a Public Service that is performance and result oriented, professional and technologically sensitive, and committed to a continuous improvement in the conduct of government business and the enhancement of national productivity (Ajayi, 2006).

The Public Service Renewal Programme had the specific objectives of tackling corruption in the Civil Service, checkmating the waste of government resources, stopping the undue delays in service delivery, correcting the stagnation at the top echelon of the Service, and reducing the huge personnel cost. In order to achieve these objectives, government introduced pension reform and monetization policy. Government also set up the budget monitoring and price intelligence unit (BMPIU), initiated rationalization exercise, and introduced a service compact (known by the acronym, SERVICOM). The Obasanjo Administration equally undertook the improvement of the information and communication technology (ICT) infrastructure of the Civil Service.

The Public Service Renewal Programme, like other reforms before it, was received with great expectations. However, the main source of concern remains the actual effect of the reform. In this vein, some scholars have gone on to study the impact of different aspects of the Public Service Renewal Programme (PSRP). For instance, Chizueze, Nwosu and Agba (2011) evaluated the impact of contributory pension scheme on workers commitment, retention and attitude towards retirement in Cross River State, Nigeria. Emejulu, Muo, and Chukwuemeka (2014) studied the effect of service compact (SERVICOM) on service delivery in Nnamdi Azikiwe University Teaching Hospital Nnewi. Ayapere (2015) investigated the effect of monetization on workers in Nigerian Civil Service. These studies share similar interest with the present study which is titled, 'Effects of Public Service Renewal Programme on employee performance in the Federal Civil Service, Imo State, Nigeria,' as they are all concerned with investigating the effect of the Public Service Renewal Programme Policies. However, the above mentioned earlier studies differ from the present one, because the earlier studies limited their interest to the effect of only one aspect of the Public Service Renew Programme (PSRP), while the present study investigates the effects of four aspects of the PSRP (namely: SERVICOM, monetization policy, contributory pension scheme, and ICT reform) on employee performance, with particular reference to the Federal Civil Service, Imo State. It is necessary to study the four policies of the PSRP simultaneously because they are all part of a reform package, and because they were designed to complement each other in the quest to reposition the Nigerian Civil Service for optimum performance.

## **1.2 Statement of the Problem**

According to Obasanjo (2004), the performance of the Nigerian Civil Service which was a source of pride to Nigerians in the 1960s and 70s, has deteriorated. The decline in performance is said to have started in the late 1980s (Federal Republic of Nigeria (FRN), 1997). “At that point in time, the Civil Service was displaying a patent inability to cope effectively with the challenges of a modern, complex and development-hungry society” (FRN, 1997: 24). A further review of contemporary literature indicates that the performance of the Nigerian Civil Service is still poor. Babura (2003) argues that the Nigerian Civil Service is now highly sycophantic, inefficient, ineffective, and corrupt in virtually all its affairs, because of its lack of financial accountability, probity, and transparency. Lawal and Oluwatoyin (2011) are of the view that the Nigerian Civil Service has turned out to be an institution in which morality has reached its pits, in which excessive caution, undue bureaucratic practices, and interminable delays, have become the hallmarks.

Statistical facts, such as Nigeria’s Human Capital Index, could be used to illustrate the low and/or declining performance of the Civil Service. For instance, the poverty rate in Nigeria rose in the past three decades. It rose from 27.2% in 1980 to 46.3% in 1985, and in 1992, it dropped to 42.7%. By 1996, the poverty rate in Nigeria had risen to 65.6% (National Bureau of Statistics, 2012). By and large, the above stated statistical facts are indicative of the poor social conditions in Nigeria, which are some of the consequences of the faulty and/or non-implementation of policies, and the poor monitoring and evaluation of government policies and programmes - as a result of public sector corruption, inadequate material resources, lack of policy continuity

(Makinde, 2005), lack of technical know-how, bureaucratic corruption, and the poor performance of public employees.

Onyeacholem (2012) argues that the main reason for the high rate of non-implementation or poor implementation of policies, programmes and projects (that are meant to enhance Nigeria's Human Capital Index, Gross Domestic Product, and Physical Infrastructure Development) is the Nigerian civil servants' poor attitude to work. He laments that the treatment of files in Nigerian public sector organizations which ideally should not take more than 48 hours, most often take as long as four weeks. He also posits that records are so poorly kept, and therefore take awful length of time to retrieve. More worrisome, according to Onyeacholem (2012), is the fact that approvals for useful projects which ought not to take more than one week seem to take almost eternity. The consequence is the poor state of the nation's economy.

A number of Public Sector Reforms have been initiated by the past Colonial, Military, and Civilian Administrations in Nigeria, to make the Civil Service effective and efficient in delivering public services, and in facilitating sustainable national development. One of such Reforms is the Public Service Renewal Programme (PSRP) introduced by the Obasanjo Administration in the Fourth Republic. The key ideology behind the Obasanjo Administration's Public Service Renewal Programme (PSRP) is to fashion a Civil Service that is service-result and -technology oriented, thereby instituting a New Public Management paradigm (Adegroye, 2006; Okonjo-Iweala & Osafo-Kwaako, 2007).

The Public Service Renewal Programme (PSRP) hoped to effect a positive change in the work orientation and attitudes of civil servants. One of the measures adopted to achieve this objective was the introduction of a public charter known as SERVICOM (meaning, service compact between the government and the governed). The main intention for instituting SERVICOM is to make the Civil Service 'citizens-centered'. The implication is that civil servants are expected to treat the service users with respect while the service users are supposed to monitor the activities of civil/public servants (Olaopa, 2010). However, the utilization of the appraisals of the civil servants by the public (service users) is still a source of worry. Often times, members of the public lay complaints to the relevant authorities such as the Public Complaints Commission or the Office of the Head of Service, concerning the ill-treatment they experienced in the hands of civil servants. Unfortunately, such complaints often may not yield the desired results. The defaulting civil servants usually escape sanction due to factors such as nepotism and the nonchalant attitude of those responsible for taking necessary action. The erring civil servants usually continue to exhibit their unprofessional and less productive work behaviours. Consequently, this calls for an empirical investigation of the effect of SERVICOM on employee performance in the Nigerian Civil Service.

Other highlights of the Obasanjo Administration's PSRP are the 'Monetization Policy' and the 'Pension Reform.' The monetization policy implies the estimation and payment of cash values of the fringe benefits (such as housing, medical, social amenities, domestic servants and aides) enjoyed by civil/public servants. The aim of this policy is to checkmate the ever rising cost of government and to curtail the flagrant waste and abuse of government resources, enhance employee morale and also boost employee performance (Office of the Head Civil Service of the

Federation (OHCSF), 2013). However, recent experiences show that the recurrent costs of government is rising instead of dropping. For instance, the recurrent budgetary allocation to the Office of the Secretary to the Government of the Federation rose from Thirty-three billion, one hundred and fifty-three million, nine hundred and eighty-two thousand, six hundred and forty-three Naira (₦33, 153, 982, 643) in the year 2009 to Forty-six billion, two hundred million, nine hundred and eighty-three thousand, eighty-eight Naira (₦ 46, 200 ,983, 088) in 2014 (Federal Government of Nigeria, 2014). Yet, there seems not to be any significant change in the performance of Nigerian public employees judging by the state of key development infrastructure such as electric power supply and public school system which are still epileptic.

The monetization policy also entails a new salary package for civil servants. In spite of this, the salaries of civil servants are pitiable when compared to that of their counterparts in the private sector. The gap in salaries between the public and private sector is 300-500% (Nwanolue & Iwuoha, 2012). Even within the public sector, the salary of the civil servant is the worst. For instance, the least paid staff of the Central Bank of Nigeria earns higher than a Grade 13 officer in the Civil Service. The pay package of a director in the Civil Service is only 20% of that of his/her equivalent in the Nigerian National Petroleum Corporation (FRN, 1995). This may likely cause many civil servants to feel short-changed, and it could be a probable precursor to high level of corruption and poor work performance. Hence, it is pertinent to examine the effect of the monetization policy on employee performance in the Nigerian Civil Service.

On the issue of pension, government in its bid to come to grips with the arbitrary increase in salaries and pensions, and to remedy the inefficiencies in the Pension Administration System,

enacted the Pension Reform Act 2004 and set up the National Pension Commission (National Pension Commission, 2014). Even with these efforts, there are still cases of abuse of pension funds, late and non- payment of pensions. The case of the embezzlement of Police Pension Funds by Abdurashed Maina - the Chairman of the Task Team on Pension Reform, in connivance with some other civil servants serving at the Police Pension Office, is sufficient proof of the loopholes in the management of workers' pension (Vanguard, 2013). This could be demoralizing for public servants as they are likely to worry about their welfare after retirement. The resultant effect could be the high rate of public corruption as public servants aim to amass wealth for life in retirement. This makes it imperative to study the effect of the new Contributory Pension Scheme on employee performance in the Nigerian Civil Service.

One other objective of the Obasanjo administrations' Public Service Renewal Programme is to make the Civil Service a 21<sup>st</sup> century technologically compliant institution. Regrettably, the Nigerian Civil Service is still operating with outmoded technologies. Most offices can only boast of one or two computers, often without internet connections; whereas, ideally, each staff should have at least one computer with internet access. Worse still, in most of the offices, only one or two staff can operate computers. According to Aluko and Aluko (2006) most public workers in Nigeria are still not connected to the opportunities provided by the advances in information and communication technology (ICT). This is likely to affect the speed, quality, and cost of service delivery. Hence, it merits empirical investigation.

It appears that virtually all the past Public Service Reforms in Nigeria were silent on the issue on reforming human resource management (HRM) practices within the Civil Service. Apart from

the Foot Commission, the Udoji Reform, the Ayida Panel Reform and the Public Service Renewal Programme that explicitly dealt with HRM issues such as employee training, promotion and appraisal, the other reforms restricted their scope to issues of wage determination and organizational restructuring. This is quite ironic, considering that effective human resource management is the salient factor in the transformation of the Nigerian Civil Service to render effective service (Agba, 2006). According to Senyucel (2009), effective people management in an organization is a prerequisite for quality service. In Nigeria, some of the indicators of ineffective people (employee) management include delayed promotions, non-transparency of performance appraisals, and favoritism in training selection. These factors are likely to have negative effects on employees' work performance. It is for this reason that this study seeks to investigate the effect of existing methods of employee performance appraisal, promotion, and training on employee performance in the Federal Civil Service, Imo State.

In summary, the study is designed to investigate the effects of the Public Service Renewal Programme on employee performance in the Nigerian Civil Service. The focus of the study is however limited to investigating the effects of SERVICOM, monetization policy, contributory pension scheme, and the extent of ICT usage on employee performance in the Federal Civil Service, Imo State, Nigeria. The study also limits its focus to investigating the effect of the existing methods of employee performance appraisal, promotion, and training on employee performance in the Federal Civil Service, Imo State, Nigeria.

### **1.3 Research Questions**

A number of research questions are hereunder presented to guide the study.

1. What is the effect of SERVICOM on employee performance in the Federal Civil Service, Imo State?
2. What is the effect of the Monetization Policy on employee performance in the Federal Civil Service, Imo State?
3. What is the effect of the Contributory Pension Scheme on employee performance in the Federal Civil Service, Imo State?
4. How does the extent of ICT usage affect employee performance in the Federal Civil Service, Imo State?
5. What is the effect of the existing methods of employee performance appraisal, promotion and training on employee performance in the Federal Civil Service, Imo State?

### **1.4 Objectives of the Study**

The general objective of the study is to examine the effects of Public Service Renewal Programme on employee performance in the Nigerian Civil Service, with particular reference to the Federal Civil Service, Imo State. The specific objectives are as follows:

1. To ascertain the effect of SERVICOM on the work performance of federal civil servants in Imo State.
2. To investigate the effect of the Monetization Policy on the work performance of federal civil servants in Imo State.
3. To determine the effect of the Contributory Pension Scheme on the employee work performance in the Federal Civil Service, Imo State.
4. To investigate the extent of ICT usage and its effect on the work performance of federal civil servants in Imo State.
5. To determine the effect of the existing methods of employee performance appraisal, promotion and training on employee performance in the Federal Civil Service, Imo State?
6. To suggest possible remedies that shall help in improving the performance of employees and the efficiency of the Federal Civil Service in Imo State in line with Civil Service Reforms.

### **1.5 Significance of the Study**

The significance of this study is twofold, namely: theoretical significance and practical significance. Theoretically, this study contributes to the existing literature on Civil Service, Civil Service Reforms, and the effect of Civil Service Reforms on employees' performance. It widens

the frontiers of knowledge in the field of public administration, organizational behavior, human resource management, industrial psychology, and industrial relations by unearthing the factors that influence the relationship between Civil Service Reforms and employee/organizational performance. The study exposes the utility of time-tested theories of public organization and public sector human resource management such as Structuration theory, Expectancy theory, Equity theory, New Public Management theory and Social exchange theory. This research suggests that the social exchange theory is vital to the understanding of how employees respond to reform policies. The study has the potential to address the gap in knowledge, particularly with respect to uncovering the pitfalls involved in the serial Reforms in Nigeria Civil Service and provide a new theoretical basis for addressing the performance of employees in Nigerian Civil Service.

Practically, the adoption and implementation of the findings and recommendations of this study would be of immense benefit to the Heads of the Civil Service, the Federal and State Civil Service Commissions, the Permanent Secretaries, and indeed, the entire civil service management, in the task of designing reforms that are administrable and successful. This would help in the reengineering of the Civil Service to guarantee efficient and effective employee performance. This study suggests the need for massive investment in manpower training and development, and also the need to tackle the impediments to employee promotion and objective appraisal as strategies for reaping the benefits of Civil Service Reforms. On the part of the civil servants, they would learn to view Civil Service Reforms as exercises geared towards improving their work performance for the benefit of the general public, and not as a strategy to witch-hunt

them. This will engender collective ownership of reforms, and collaborative efforts in achieving the goals of the reforms.

### **1.6 Operational Definition of Terms**

In this section, some key concepts have been defined as they were used in the study. The purpose is to give clarity to these concepts. It is hoped that the definition of the key concepts would aid the understanding of the study.

**Civil Servants:** These are the employees of the Civil Service.

**Civil Service:** This connotes a body of public officers recruited by the Civil Service Commission to work in government Ministries, Departments and Agencies. It also denotes the Ministries, Departments and Agencies as a unit.

**Civil Service Reforms:** These are deliberate and coordinated actions of government aimed at improving the efficiency and effectiveness of the Civil Service in service delivery.

**Corruption:** This refers to the abuse of entrusted power and authority for personal gains.

**Decentralization:** This refers to the dispersal of organization's authority to commit people, money and material throughout every level of the structure of an organization.

**Effect:** This term refers to the consequence - positive or negative - of action(s) or event(s).

**Effectiveness:** This concept refers to the degree to which someone is successful in producing a desired result in terms of quantity of job output.

**Efficiency:** This is defined as the maximal and skilful use of resource to produce high quality of job in a manner that prevents wasting time, resources and effort.

**Employee Performance:** This concept describes the behavior of an employee that contributes to the achievement or failure of job tasks measured in terms of meeting work deadlines, quantity of job outputs, level of corruption, level of truancy, quality of job output and level of job stress.

**Federal Civil Service:** This refers to the body of public officers who work in Federal Ministries, Departments and Agencies

**Gratuity:** This refers to a one-off payment made to an employee who leaves an organization after serving for a minimum of ten years.

**Human Resource Management:** This concept refers to decisions or actions aimed at securing, deploying and treating an organization's employees to meet present and future needs of the organization.

**Interactional Justice:** This is defined as the level of perceived fairness in how employees are treated by their supervisor or management.

**Monetization:** This refers to the process of converting some benefits received in non-monetary form into a monetary payment.

**Organizational Citizenship Behavior:** This is defined as the discretionary actions of an employee which is not reward-seeking that promotes the functioning of the organization.

**Organizational Commitment:** This is defined as the keenness to exert substantial effort on behalf of the organization and the desire to maintain organizational membership.

**Organizational Development:** This is defined as a strategy for improving organizational effectiveness involving the application of diagnostic and problem-solving skills.

**Organizational Justice:** This refers to an employee's perception of the fairness or otherwise of the decisions or actions of the employer.

**Perceived Organizational Support:** This concept describes an employee attitude pertaining to the extent the employer is concerned about his/her welfare and values his/her contribution.

**Pension:** This refers to a sum of money paid to a person at intervals as retirement benefit in consideration of past services to an organization.

**Performance Monitoring:** This refers to a formalized system of monitoring the performance of an organization or of organizations employees which involves collecting and analyzing data to ascertain if expected results or targets are being achieved.

**Private Sector:** This is the part of the national economic system that is not run or directly controlled by the State but by individuals and companies for profit.

**Public Service:** This term refers to the totality of services that are organized under public authority and delivered through the Ministries, Departments, Agencies, and all public enterprises.

**Public Service Renewal Programme:** This is a reform package initiated in the Fourth Republic to checkmate the dwindling performance of public sector organizations in Nigeria.

**Salary:** This is a fixed regular payment made by an employer to an employee on a monthly basis but usually expressed as an annual sum.

**Sustainable National Development:** This concept is defined as development that meets the needs of a nation at present without compromising the ability to meet the needs of the future generation of the nation.

**Wage:** This refers to a payment made by an employer to employee on an hourly, daily or weekly basis.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Conceptual Issues**

An enquiry into the nature of Civil Service Reforms in Nigeria and their effect on employee performance is essential, complex, and broad, thus necessitating a discussion of key conceptual issues and the review of relevant literature. The discourse in this chapter provides literary and theoretical background for the inquest. Some of the key concepts that are discussed are: Civil Service, Civil Service Reform, Public Sector Human Resource Management, Employee Job Performance and Performance Management. An in-depth discussion of other issues related to the key concepts is also presented in this chapter.

##### **2.1.1 Conceptualization of Civil Service**

The concept, 'Civil Service,' usually designates government employment, for which a person qualifies on the basis of merit rather than political patronage or personal favour. The term, Civil Service, when traced to its Latin roots means 'Service of the State' (Nadel, 1942). In the British model, the term Civil Service depicts two sets of ideas. First, it refers to the body of permanent officials appointed to assist the political executives in formulating and implementing governmental policies. In the second sense, the Civil Service refers to the Ministries and Departments within which specific aspects of government work are carried out (Ademolekun, 2002).

In the Nigerian context, 'Civil Service implies Service of the Federation or of a State in a Ministry or Department based on appointment by the Civil Service Commission' (Dike, 1985: 8).

The Civil Service could also be defined more technically as, a large scale organization of permanent government paid officials, who are recruited in a civil capacity by the Civil Service Commission and charged with the responsibility of exercising the executive authority of government, and achieving the complex objectives of government (Obialor, 2007). Civil Service employees, often called civil servants or public employees, work in a variety of fields such as teaching, sanitation, health care, management, and administration for the Federal, State or Local Government.

The Civil Service is a bureaucratic organization structured under the principle of hierarchy. Its hierarchical structure delineates power centers, lines of command and communication which follow orderly fashion. The hierarchy is patterned in such a way as to ensure unity of command and facilitate coordination and control in the entire system. The Civil Service hierarchical structure promotes order and enhances effectiveness, if properly managed (Ogunna, 1999).

The Civil Service is the subset of the Public Service System. In this usage, Public Service means the totality of services that are organized under public (i.e., government) authority. Therefore, in addition to covering the Civil Service in the strict sense of the Ministries, Departments and Agencies, Public Service also covers local governments, the military and other security forces, the judiciary, and the legislature (Ademolekun, 2002). Public employees are categorically referred to as public servants because they are paid from a central budget funded by the taxes paid by citizens and the revenue accruing from the sale of public property. Thus, Public Sector Reforms could be viewed as actions aimed at getting the best value – in terms of functional efficiency – for public resources used in maintaining public institutions.

### **2.1.2. Functions and Importance of the Civil Service**

Governments depend greatly on their Civil Service and her employees to be able to govern. The importance of the Civil Service can be readily felt when it comes to policy making, fiscal management (such as, revenue generation and budgeting), and providing access to public goods and services. According to Ogunna (1999), the most important function of the Civil Service is the implementation of the policies and programmes approved by the executive. In his view, policies and programmes are mere intentions and proposals of the political masters until the Civil Service puts them into practical realities. The ability of the bureaucrats to translate policies into implementable programmes makes them indispensable in the drive toward sustainable national development.

The Civil Service guides and controls extra-ministerial bodies (ad hoc and permanent) used to implement specific aspects of government policies. In fact, the Civil Service in some ways, exert control over some institutions (such as the Judiciary and the legislature) which are said to be independent or corporate (Okunade, 1990). Phillips (1990:4) asserts that “it is from the Civil Service that all other institutions of the State obtain various types of approvals, licenses, and permits which are crucial to their existence and operation.” Also, government allocation of resources passes through the bureaucracy to all other areas of the society directly or indirectly. Therefore, all other institutions have to deal with the Civil Service at one point or the other in their existence and operations.

The Civil Service is critical for effective and efficient fiscal management. It is the responsibility of the civil servants to collect all approved public revenue, to prepare the budget and to audit

public accounts. The civil servants also have to ensure that all financial transactions of government (income and expenditure) are given proper accounting. According to Schiavo-Campo and Sundaram (2001), these permanent officials with institutional memory are essential in that, they provide advice and oversee the complex operations throughout the country.

The Civil Service plays a central role in the provision of goods and services. The “access to public goods and services, and their quality and quantity, depends in large measure on the skill and motivation of the civil servants who provide the services and oversee their delivery” (Schiavo-Campo and Sundaram, 2001: 369). According to Calderon (2009), African countries (including, Nigeria), when compared to European countries, show a difference in the quality of their infrastructure, which clearly mirrors the quality of their Civil Service. Hence, an important step towards quality infrastructure development in African countries is to enhance the capacity of the Civil Service.

One other critical function of the Civil Service is to act as the reservoir of information on government policies and programmes, which are recorded in files, documents, computers and publications. As the store of knowledge of past government decisions and procedures, the Civil Service plays an educative role by assisting every new administration to adapt to the realities, challenges and responsibilities of governance. Irrespective of the type of regime whether military or civilian, it is incumbent on the Civil Service to perform its traditional role as a means of ensuring that the orderly administration of the country is continuous (Federal Republic of Nigeria, 1997). The continuity and educative influences of the Civil Service is of immense value particularly in periods of crises especially when such lead to political vacuum (Obialor, 2007).

Fundamentally, the Civil Service has a democratic and ethical function. It is obligated to serve the society as well as protect the population and function in a sustainable manner (Demmke, 2010). According to Schiavo-Campo and Sundaram (2001), a skilled, motivated and efficient Civil Service with professional ethos is a necessary condition for good governance. Without the Civil Service, it would be difficult, if not impossible, to plan, coordinate and implement policies and programmes designed to improve the living conditions of the citizenry and achieve sustainable national development. Consequently, the implementation of Civil Service Reforms is ultimately geared towards achieving good governance and sustainable national development.

### **2.1.3 Evolution of the Nigerian Civil Service**

The Nigerian Civil Service evolved out of the administrative systems set up by the British Colonial Administration from the late 1890s. Consequently, Nigeria was bequeathed the Westminster (Whitehall) Model of Administrative institutions and administrative values such as recruitment by merit and anonymity of Civil Servants (Ujo, 1990). However, it took decades for these values to be rooted. The Civil Service at that time was fully run by the British with the locals as auxiliary.

The evolutionary process of the Civil Service in Nigeria changed significantly due to the policy of 'self-government-for-all-British-colonies' championed by the Post-war Labour Government in Britain. The policy provided the context for the Nigerianisation of the Civil Service (Coleman, 1986). Consequently, a Commission Chaired by Sir Hugh Foot was set up in 1948 by the colonial governor, Sir John Stuart Macpherson, to work-out the modalities for the Nigerianisation Process. The Commission was mandated to make recommendations as to the

steps to be taken for the declared policy of the government to appoint Nigerians to posts in the governments' senior service (Foot Commission, 1948). Alas, the Foot Commission's report was not fully implemented due to factors such as the restrictive and lopsided educational policy in favour of the south by the colonial government. This prompted the constitution of the Phillipson-Adebo Commission in 1954, to review the progress made in the Nigerianisation policy (Balogun, 1983).

The report of the Phillipson-Adebo Commission was eclipsed by the introduction of a federal system of government in 1954 via the Lyttleton Constitution (Ujo, 1990). The new constitution gave regional governments legislative powers to among other things set up their Civil Service. This led to the regionalization of the Civil Service. The three Nigerian regions – northern, western and eastern region - introduced regionalization policies. The regionalization policies were instituted by the regional governments for various reasons. For instance, the Northernisation policy was instituted to checkmate the disadvantaged position of the Northern region in the Civil Service, due to her backwardness in western education (Ujo, 1990).

The next phase in the historical development of the Nigerian Civil Service was the 'Indigenisation stage'. A major highlight of this phase is that for the first time in history Nigerian Senior Service Officers outnumbered their foreign counterparts. According to Njoku (1984), by 1960, there were 2,308 Nigerian Senior Officers in the Civil Service and about 1,749 European Contract Officer. One other notable development during the indigenisation stage was the emergence of the Civil Service out of the mainstream Public Service. "With the creation of

Ministries out of Departments, a full blown Civil Service Organization based on the Whitehall model emerged” (Ujo, 1990: 9).

#### **2.1.4. Structure of the Nigerian Civil Service**

The Nigerian Civil Service is mainly organized around the Federal Ministries, headed by a minister appointed by the President, and the State Ministries, headed by a commissioner appointed by the State Governor. Each Ministry also has a Permanent Secretary, who is a senior civil servant (Office of the Head of Civil Service of the Federation (OHCSF), 2009). The Ministries are responsible for various Parastatals (government-owned corporations) such as Universities and National Broadcasting Commissions. Other Parastatals, such as the Electoral Commissions and the Civil Service Commissions, are the responsibility of the president and the governors (OHCSF, 2009).

The Civil Service has six additional units which provide services to all Departments of the Civil Service. These units are: Establishments and Record Office (E&RO); Career Management Office (CMO); Manpower Development Office (MDO); Management Service Office (MSO); Common Services Office (CSO); and, Bureau of Public Service Reforms (BPSR) (OHSF, 2009). The ability of these units to effectively carry out their functions has a lot of bearing on the overall performance of the Civil Service.

The Civil Service is structured horizontally into Divisions, Departments and Units, and vertically into occupational cadres and posts (as shown in Table 2.1 below). The Civil Service Handbook (FRN, 1997), reveals that the integrated structure which exists in Federal and State Civil Services

is like a pyramid. From top to bottom, this pyramid has the following classes of Officers and employees:

- (I) Administrative, Professional and Scientific/Research Officers;
- (ii) Executive and Technical Classes;
- (iii) Secretarial Class;
- (iv) Clerical/Junior Technical and Sub-clerical/Sub-Technical Classes; and
- (v) Miscellaneous and Unestablished grades.

**Table 2.1: Occupational Classes, Posts and Grade Levels in the Nigerian Civil Service**

Occupational Classes	Existing Posts	Grade Levels
1. Administrative	1. Secretary to the Government of the Federation & Head of the Civil Service; 2. Permanent Secretary; 3. Director; 4. Deputy Director; 5. Assistant Director; 6. Chief Administrative Officer; 7. Assistant Chief Administrative Officer; 8. Principal Administrative Officer; 9. Senior Administrator Officer; 10. Administrative Officer, Grade I; 11. Administrative Officer, Grade II;	13 - 17
2. Executive Class	1. Chief Executive Officer; 2. Assistant Chief Executive Officer; 3. Principal Executive Officer I; 4. Principal Executive Officer II; 5. Senior Executive Officer; 6. Higher Executive Officer; 7. Executive Officer; 8. Assistant Executive Officer;	06 – 12
3. Technical Class	1. Chief Technical Officer; 2. Assistant Chief Technical Officer; 3. Principal Technical Officer; 4. Senior Technical Officer; 5. Higher Technical Officer; 6. Technical Officer; 7. Assistant Technical Officer;	06 – 12
4. Clerical and Sub-Clerical Classes	1. Chief Clerical Officer; 2. Senior Clerical Officer; 3. Clerical Officer, Grade I; 4. Clerical Officer, Grade II; 5. Clerical Assistant;	03 – 07

Source: *Civil Service Handbook* (1997). Federal Government Press, Lagos, pp. 19 - 22.

Table 2.1 above shows the occupational classes and possible designations of civil servants on Grade Levels 03 – 17. The table does not capture those on Grade Levels 1-2 who are generally referred to as pool staff. It is important to note that the official designations (existing posts) listed in table 2.1 are broad categories, as such, designations many vary from Ministry to Ministry or even within the same Ministry depending on the functions of the Ministry, the department, or of the staff. For instance, the designation and duties of a staff of the Ministry of Agriculture, in the Forestry department, on Grade Level 08 is different from that of another on the Same Grade Level who works with the Ministry of Sports in the Youth Development department. The former may have the designation of Chief Forest Assistant, while the latter may go by the designation of Youth Development Office Grade II (Government of Imo State, 2009).

The functional structure of the Civil Service in Nigeria is a derivative of the Constitution of the country. That is to say that, because Nigeria is a federation, there exists some sort of administrative autonomy for the State Civil Service from the Civil Service at the Federal Level. This simply implies that whenever the Federal Civil Service issues a directive, the States are at liberty to adopt and adapt the directive to suit their situation. Despite their autonomy, the State Civil Service usually adopts the Federal directive as a benchmark in order to achieve a level of uniformity throughout the federation. In order to achieve coordination amongst the Civil Service in Nigeria, the Federal Civil Service posts staff to serve in the States.

### **2.1.5 A Critique of the Nigerian Civil Service**

According to Obasanjo (2004: 2), “the Civil Service in Nigeria in the 1960s and 1970s was a focused, reliable, performance-driven, and result-producing one.” During the Nigerian Civil

War, between 1967 and 1970, Nigerians relied on the Civil Service for strategic analyses and service delivery. The civil servants at that time were known for honesty, integrity, knowledge control, and leadership. By the mid 1980s, the overall performance of the Nigerian Civil Service was far from being superlative. It showed signs of decay and exhibited dangerously low levels of productivity. Negligible emphasis was placed on concrete performance. Unfortunately, the Civil Service is still characterized as being highly regimented, sycophantic, inefficient, ineffective, and corrupt, in virtually all its affairs, because of its lack of financial accountability, probity and transparency (Babura, 2003).

The Civil Service has failed to deliver service as it should. Hence, many Nigerians are uncertain about the true purpose of the Civil Service. They wonder whether the Civil Service was established for their benefit or to inflict frustration, pain, and poverty, on them. According to Obasanjo (2004), the Nigerian Civil Service has so far not inspired hope. He stated that the Service, rather than being a source of innovation and productivity, has turned into a haven for primitive accumulation and the recycling of outdated ideas. In his view, the Service seems to be pathologically fixated with excessive bureaucratization or complication of simple procedures which makes service delivery to be frustratingly weak and slow.

One charge against the Civil Service which appears entirely justified is that of over-centralization. Not only is there little delegation of authority within the Service, but this situation has created apathy and a reluctance on the part of subordinate officers to exercise any initiative in the performance of their duties. The excuses usually given for failure to delegate range from, alleged incompetence to unreliability of subordinates. Often, the real reason for reluctance to

delegate authority derives from a concern to cover up one's own incompetence or misconduct (Dike, 1985).

The Civil Service is seen as largely over-staffed. Staff are recruited into the Civil Service with no consideration about whether they are needed. According to Okonjo-Iweala and Osafo-Kwaako (2007):

Rapid public sector recruitment under military administrations had resulted in an oversized and under-skilled workforce in which employees did not have the appropriate technical skills needed for their assignment. For example, about 70% of workers in the Ministry of Finance, were low-level staff Clerks, Cleaners, and Administrative staff, with a secondary school education or equivalent; 13 percent were university graduates, and only 8 percent had degrees related to economics, finance or accounting. (p.14)

A lot of staff in many Ministries and Departments are under-employed based on existing work schedules (Dike, 1985). The disturbing exposition of the magnitude of unqualified and under-utilized civil servants highlights the reason for the poor performance of some of the Ministries.

It is the duty of the Civil Service Commission to recruit qualified manpower into the Civil Service, and the recruitments are expected to be on merit. However, the Civil Service Commissions at the federal and state levels seem to have lost the values on which they were established. Merit has now been sacrificed for expediency and opportunism. For this reason, unqualified personnel have been hired, even for technical positions. Ghost-workers have also infiltrated the Civil Service and bloated the payroll of the Service (Obasanjo, 2004). Consequently, government continues to pay for services not rendered or for poor performance. This, of course, has serious implications for national development.

Another worrisome fact about the Civil Service is the inability to digitalize its operations. The Service has failed to keep in step with modern technology. Thus, it is still adopting traditional analogue system. Offices are still littered with hundreds of thousands of old and disorganized files. Information is virtually impossible to keep accurately or retrieved easily as hard copies, and simple administrative procedures are turned into painful excursion into the maze of bureaucratic red-tapism (Obasanjo, 2004). Therefore, service delivery is still frustratingly slow. It is because of these conditions that Civil Service Reforms are pertinently required.

#### **2.1.6. Challenges Faced by Nigerian Civil Servants**

Nigerian Civil Servants face a lot of challenges in the course of performing their constitutional duties. Some of these challenges emanate from the social, cultural and political environment in which they have to operate. The Civil Service being an extension of the executive arm of government entails that the complexion of the government of the day would affect the mood, direction and performance of the Service. For instance, the actions of government such as the creation of more public service organizations duplicate functions of the Civil Service thereby reducing the role of the Civil Service. Also, the merger of existing Ministries or the creation of new Ministries ultimately alters the structure and roles of such Ministries.

The Civil Service has undergone several reforms. Such attempts by the federal government to reposition the Nigerian bureaucracy has been a total failure and responsible for the downright destruction of the Nigerian Civil Service, according to Anyaoku (2011). In Anyaoku's view, the Nigerian Civil Service became less efficient than it was at independence and up till 1975, when the military regime began the distortion and destruction of the Civil Service through mass

retrenchment. He further stated that since then, successive military regimes have lamentably tinkered with the Civil Service in ways that have completely destroyed its efficiency and even lowered its credibility. Mohammed and Dalhat (1994) also expressed similar opinion. They argued that if not for military intervention in government in 1966, the Nigeria Civil Service would have matured and would have become one of the strongest Civil Services in the world. They further reasoned that the consequence would have been the development of the Nigeria nation into a strong, hard-working and very proud country.

The easy with which governments sack civil servants implies that the job tenure of civil servants is no longer guaranteed. The retrenchment exercises embarked upon by past Nigerian governments such as the purge carried out by the Murtala Mohammed government in 1975 in the name of Civil Service Reforms has impeached the job security of the Civil Service and deeply shaken psyche of civil servants (Adamolekun, 2000). Under such working climate, civil servants resort to all available means to manipulate the system for selfish reasons in a bid to prepare for eventualities. This may result in poor service delivery, embezzlement of public funds, suppression of records, political partisanship, and unauthorized disclosure of official information and falsification of records.

Civil servants battle on daily bases with undue political interference. They are confronted with the challenge of performing their duties and proving their loyalty to the government-in-power. A situation where civil servants are bossed by inexperienced political appointees affects the performance of civil servants as they have to carefully operate alongside the appointees at their pace in order not to be tagged disloyal. Also, the fact that the appointment of top civil servants is

influenced by politicians further guarantees that civil servants remain loyal to the political authorities (Etuk, 1992). This of course makes the non-partisan status of the Civil Service a farce.

Often times, in a bid to do the wish of the politicians, civil servants, find themselves circumventing the due process and procedures. The implications are the gross embezzlement of public funds, the fraudulent award of contracts and the approval of substandard contract works. The various corruption cases instituted by the Economic and Financial Crimes Commission (EFCC) in Nigerian Courts against some past federal ministers, state governors and their civil service cohorts illustrates the point being made. A typical example is the case of Mr. James Ibori, the convicted former governor of Delta State, who embezzled the state funds aided by some civil servants. The corrupt practices of civil servants and political office holds have drained the resources needed for development, hence, the low level of national development.

### **2.1.7 Civil Service Reforms**

“Reforms in the Civil Service have occurred ever since the Chinese invented bureaucracy” (Satish, 2004: 2). Civil Service Reforms (CSR) could be viewed as interventions that affect the organization, performance and working conditions of employees paid from central, provincial and state government budgets (Government & Social Development Resource Centre, 2006). At the most fundamental level, Civil Service Reforms involves rearranging human configurations and modifying human behaviour (Olsen & Peter, 1996). But, in a broad and technical sense, Civil Service Reforms (CSR) are premeditated actions by government to improve the efficiency, effectiveness, professionalism, and democratic character of the Civil Service, with a view to

promoting better delivery of public goods and services, with increased accountability. Such actions can include organizational restructuring, enhancing pay and benefits, improving human resource management and training, and combating corruption (Wikipedia, 2011).

Essentially, the main purpose of CSR is to strengthen administrative capacity to perform core government functions that are central to the achievement of sustainable national development (Satish, 2004). The implementation of CSR has often taken various forms such as: (1) downsizing the Civil Service to make it more affordable and to bring it into line with a new, scaled-down role for government in economic activities; (2) providing civil servants with appropriate incentives, skills and motivation; and (3), enhancing management and accountability (Lienert, 1998). In other words, Civil Service Reform (CSR) programmes have often been driven by (a), fiscal concerns arising from overstaffing and unsustainable wage bills; (b), the need to facilitate policy agility and ensure that legitimate policies can be implemented; (c), the need to improve service quality and operational efficiency; and (d), donor conditionality and changing role of the State (Government & Social Development Resource Centre (GSDRC), 2006).

According to GSDRC (2006), decolonization brought a phase of institution building and capacity building particularly in African Countries. Since then, Civil Service Reforms have gone through three (3) major phases. The first two were mainly technical interventions (See Table 2.2), while the third has a more political focus. The main focus of the first generation of reforms was controlling the cost of running the Civil Service. Often, this led to the retrenchment of serving civil servants. The second generation had the goal of improving the quality of the Civil Service. One of the approaches adopted was to enhance performance assessment. The current (and third)

phase of Reforms is laying greater emphasis on the need for adequate conducive political environment to enable the implementation of Civil Service Reforms. One other important feature of the current phase of Civil Service Reform is the focus on result, particularly on improvements in service delivery (GSDRC, 2006).

Initially, governments (particularly, low income countries) concentrated on “first-generation” reforms - those contributing primarily to macroeconomic stabilization. These focused on quantitative adjustments to the wage bill, by reducing staff or redeploying them to priority sectors. A first relatively painless step was to remove “ghost” workers from the payroll. Although, cutting cost through downsizing and by squeezing real wages has contributed to macroeconomic stability in some countries, beyond certain point, it becomes counterproductive, as public sector wages continue to be eroded vis-à-vis public sector salaries as skilled staff leave the Civil Service; those who remain become demoralized, and absenteeism, moonlighting, and corruption increase (Lienert, 1998).

In order to address these problems, countries are now attempting a more appropriate balance between quantitative (first-generation) and qualitative (second-generation) reforms, aimed at revamping pay and promotion policies (see table 2.2). However, the multiple objectives of the first-and second- generation reforms can give rise to conflict (Lienert, 1998). For example, when it comes to restructuring salaries, governments that have large fiscal deficits and lack political will to bite the bullet (which usually means laying-off staff) often have no alternative but to reduce real wages further. This runs counter to the need to increase real salaries in order to stem the overflow of skilled civil servants to better paid non-government jobs (Lienert, 1998).

**Table 2.2: Two Generations of Civil Service Reforms in Developing Countries.**

	<b>Main objectives</b>	<b>Typical reforms</b>
<b>“First-generation”</b>	Quantitative containment of the	- Downsizing the Civil Service
<b>CSR</b>	wage bill, aimed at macroeconomic	- Redeployment of staff to priority sectors
	Stabilization (focus on policies)	- Elimination of ghost workers
		- Salary freezes
		- Subcontracting to the private sector
<b>“Second-generation”</b>	Qualitative reforms aimed at	- Restructuring remuneration so as to narrow
<b>CSR</b>	improving the quality of Civil	differentials with the private sector
	Service(focus on institutions)	(notably through wage decompression)

**Source: Paul, E. (2010) *Motivating Civil Servants for Reform and Performance*. New York: United Nations Development Programme. p. 4.**

According to Haque (2007), experience has shown that even this limited objective (of controlling fiscal deficits through the reduction of wages or staff retrenchment) has most often not been achieved. In many cases, the result was demoralization and a further deterioration in the quality of government service as the Civil Service reacted to these perceived attacks in three ways:

1. by slowing down reform in critical areas to maintain its grip on resources;
2. by seeking alternative means to make up for the real wage cut: thus ‘perks’ – legalized and non-transparent means of non-wage resources extraction – became a major form of civil servants’ emoluments, while tolerance towards corruption significantly increased; and

3. by the more skilled, less corrupt and those seeking a more reform-oriented approach opting out of the public sector and, as opportunities shrank domestically, out of the country (Haque, 2007).

In all, only about one third of Civil Service Reforms attempted by World Bank, Countries and other Donor Agencies, have achieved satisfactory outcomes, and even “successful” programmes have often not been sustainable. Downsizing and capacity building initiatives have often failed to produce permanent reductions in Civil Service size or overcome capacity constraints in economic management and service delivery (GSDRC 2006). Some of the reasons for this limited success of CSR in Africa and other less developed countries (LDC), according to GSDRC (2006) include:

- the sheer size of the Civil Service with its resulting complexity and entrenched power;
- its basis as a source of formal employment, patronage and political support;
- the Civil Service as both agent and subject of reform – that is, the people doing the reform may also be the people who need reforming;
- the unacceptability of reform to the people who need to carry out the reform;
- poor and inconsistent quality of data on Civil Service performance, making it difficult to fine-tune programmes;
- Over-emphasis on wage enhancement as a method for performance improvement.
- A technocratic approach to reform which assumes that the introduction of formal rules would be sufficient to change behaviour.

Three of the greatest challenges to CSR are corruption, weak ethics and a lack of professionalism in the Civil Service (United Nations Development Programme (UNDP), 1985). Also, overemphasis on cost-containment as an end in itself has given CSR a bad name, maximizing resistance to reforms and ultimately nullifying the very saving from cost-containment itself (Schiavo-Campo, 1998). The difficulty in effectively reforming the Civil Service has caused a lot of frustrations for governments, and this has led many countries to experiment with alternative models such as market government, participatory government, flexible government, and deregulated government. However, these alternatives also have limited usefulness. According to Ott and Goodman (1998), each of the alternative models work well only for some, but not for all, aspects of government's activities.

The success of CSR derives mainly from the level of political commitment behind it. The benefits that derive from executive support include effective monitoring and coordination of reform programmes. This usually causes the timely and accurate reporting on the implementation of guidelines and directives, and the identification of non-compliance. There is also the tendency to observe the results of reform measures so as to take corrective measures where necessary (UNDP, 1985).

Another major factor that determines the success or failure of CSR is the level of the motivation and involvement of the civil servants (Ayee, 2001). CSR, according to Marwa and Zairi (2009), ought to revolve around performance measurements; rewarding good performance and realigning resources to support desired changes, while simultaneously stimulating competition among public entities so as to support superior public service delivery. Most importantly, according to

Haque (2007), reforms must be based on the recognition that people are at the heart of public service. As a result, managing human resources must be at the centre of any CSR effort.

### **2.1.8 Civil Service Reforms in Nigeria**

There have been several attempts at reforming the Nigerian Civil Service. The first attempt at reform was the setting up of the Hunt Commission in 1934. This was followed by the Bridges Committee of 1941 (National Salary Income and Wages Commission (NSIWC), 2010). Next in line, was the Tudor Davis Commission instituted in 1945 to review wages and general conditions of service of civil servants (Adegoroye, 2006). The Tudor Davis Commission seems to have opened the floodgate of Reforms on the Nigerian Civil Service. A summary of the recommendations of some of the major Reform Commissions from 1945 till 2007 is made herewith.

#### **1.) Sir Walter Harragin Commission, 1945 - 46**

The British Colonial government in 1945 set up a Commission on the Civil Services of British West Africa and appointed Sir Walter Harragin to head the Commission. The terms of reference of the Commission were to review and to make recommendations upon the structure and remuneration of the Civil Services (with the exception of the un-established and daily-paid staff) of the four West African Colonies namely: Nigeria, Gold Coast, Sierra Leone and Gambia (Harragin Commission Report, 1946). The Commission in its report submitted in 1946, recommended that the four existing Civil Service groups be streamlined into two groups and that these groups are to be known as 'Senior Service' and 'Junior Service' (Harragin Commission Report, 1946:10). The Harragin Commission also recommended that the West African Civil

Service Salaries should be fixed at rates (to be called “basic salary”) necessary to attract the right type of African candidates and to offer them a fair reasonable return for efficient service (Harragin Commission Report, 1946:10). In addressing the issue of retirement, the Commission suggested that every officer be given the right to retire and be eligible to receive a gratuity after ten years of service (Harragin Commission Report, 1946: 24).

## **2.) The Gorsuch Commission, 1954 – 55.**

In 1954, a Commission on the Public Services of the Governments in the Federation of Nigeria was set up with Sir L.H. Gorsuch as the chairman. The Commission hereinafter referred to as the Gorsuch Commission was mandated to among others enquire into the structure and remuneration of the Public Service, with reference to problems arising from constitutional changes proposed at the conference on the Nigerian Constitution (Federal Government of Nigeria (FGN), 1955: 3). The Gorsuch Commission in its report observed that the present structure of the Public Services is defective because of its division into ‘Senior’ and ‘Junior’ Services, and because of the absence of an adequate middle part. The Commission thereby recommended that the Public Services should be reorganized into five main levels to which certain general rules should apply (FGN, 1955: 104). In outlining the principles of the revised structure, the Commission stated that the defects in the Public Services will not be effectively abolished until the senior and junior divisional structure is replaced the five-grade structure arranged from the lowest established post upwards, as shown in Table 2.3 below.

**Table 2.3: The Five Grade Structure of the Civil Service as recommended by the Gorsuch Commission.**

ADMINISTRATIVE	PROFESSIONAL/TECHNICAL
1. Sub-clerical	Minor Technical
2. Clerical	Technical
3. Executive	High Technical
4. Administrative	Professional
5. Super Scale	Super Scale

Source: Federal Government of Nigeria (1955). *Report of the Commission on the Public Services of the Governments in the Federation of Nigeria*. Lagos: Government Press, p.37.

Also in its report, the Commission recommended increases in salary levels in the indigenous part of the Service because of the rise in the cost of living. Furthermore, the Commission stated that the salaries of the administrative and professional level require re-examination in the light of increasing competition in the market. One other important recommendation of the Commission relates to promotion from the Executive Class to the Administrative Class. On this, the Commission recommended a jump of three increments after the third year in most scales of direct entry (FGN, 1955: 104-106).

### **3.) Newns Committee, 1959**

The Newns Committee was instituted in 1959 to review the structural organization and functions of the Civil Service. The committee in its report recommended the integration of Ministries and Departments for enhanced functional performance. According to Ogunna (1999), the Newns Committee proposed an administrative system for the operations of the Ministries. The Committee equally stipulated the functions of Permanent Secretaries to enable them function more effectively.

#### **4.) The Mbanefo Salaries and Wages Commission, 1959**

The Recommendations of the Newns Committee created dissatisfactions among the civil servants, particularly, as regards the existing levels of salaries, wages and allowances. The government was quite uncomfortable with the situation considering that the country was preparing for independence and therefore required a highly motivated, dedicated and responsive Civil Service. Consequently, the government set up the Mbanefo Salaries and Wages Commission, mainly to review the salaries and wages of public servants in Nigeria. The Commission recommended that government should increase the salaries, wages and allowances of public servants. The salary and wage grading system recommended by the Commission corresponded with the newly introduced five class system of the Civil Service (Ogunna, 1999).

#### **5.) The Morgan Commission, 1963**

The Morgan Commission, instituted in 1963, was the first post-independence Civil Service Reform Commission in Nigeria. The general strike of September 27, 1963 had precipitated the setting up the Commission (NSIWC, 2010). The Commission was tasked primarily to review the wages, salaries and conditions of service of the junior employees in the public and private sector of the Federal Republic of Nigeria. According to Ogunna (1999), the Commission is noted to have recommended the idea of Minimum Wage for workers based on geographical area. This meant that the Minimum Wage for workers would vary from region to region depending on the economic condition of the area.

### **6.) The Elwood Grading Team, 1964**

The Report of the Morgan Commission led to the setting up of the Elwood Grading Team in 1964. The Team's terms of reference included identifying and rectifying the anomalies in the grading and conditions relating to all posts in the Public Service. One of the main highlights of Elwood Team was its emphasis on the minimum basic educational qualification required to fill various posts in the Civil Service. The Elwood Grading Team was acclaimed for enhancing the remuneration of public servants, and also for enhancing employee motivation by spurring them to work hard in order to earn promotion (Ogunna, 1999).

### **7.) The Adebo Salaries and Wages Review Commission, 1970-71**

On 14th July, 1970, the Federal Military Government of Nigeria instituted a Salaries and Wages Review Commission. The Commission had Chief S.O. Adebo as its Chairman. The terms of reference of the Commission included: (1) to review the existing wages and salaries at all levels in the Public Service, and all the Statutory Public Corporations and State-owned Companies; and (2) to examine areas in which rationalization and harmonization of wages, salaries and other remunerations and conditions of employment are desirable and feasible as between the public and private sectors of the national economy (Federal Republic of Nigeria (FRN), 1971: 3). The Adebo Commission recommended for the establishment of three levels of enforceable minimum wage by zones; and the adoption of the Principle of Fair Comparison with the private sector for determining Pay in the Public Sector (FRN, 1971: 8). The Commission also suggested that consideration should be given to "rationalizing and harmonizing" the various pension and other superannuation schemes by the introduction of the National Contributory Superannuation

Scheme applicable to different organizations in the public as well as the private sector (FRN, 1971: 10).

A review of the Adebo Commission's Report reveals that the Commission went beyond the bounds of its terms of reference. Of note, are the recommendations that have to do with the organizational structure of the Public Service. In reviewing the Commission's Report, Government noted that the Commission went outside its terms of reference, and because of the infringement, government rejected her recommendations relating to the restructuring of the Service. However, government accepted the Commission's recommendation for the establishment of a Public Service Review Commission to review the organizational structure of the Public Service, and to develop a new grading of posts (FRN, 1971).

#### **8.) The Udoji Public Service Review Commission, 1972-74**

As part of its implementation of the recommendation of the Adebo Commission, the Federal Military Government on 13<sup>th</sup> September 1972 set up the Public Service Review Commission headed by Chief Jerome Udoji. The Commission, simply known as the Udoji Commission, was mandated to examine the organization, structure and management of the Public Services, to recommend salary scale to be applicable to each post in the Services, and, to investigate and evaluate the Public Services methods of recruitment and conditions of employment (Ayeni, 2008). The general focus of the Udoji Commission was principally about increasing efficiency and effectiveness in the Public Service in the context of meeting the challenges of a development-oriented society (National Salary Income and Wages Commission (NSIWC), 2010).

The Udoji Commission reviewed virtually all aspects of the Nigerian Public Services and published its findings and recommendations in its Report in 1974. The Report was critical of many aspects of the Public Services including the way and means by which public affairs are conducted in the country. The Commission's recommendations include: the abolishment of the dual hierarchies in Ministries which resulted in constant and continued interclass conflicts, tensions, delays and inefficiency; the introduction of open-reporting system for annual performance evaluation to replace the old confidential system; and, the introduction of a Unified Grading and Salary Structure (UGSS) which embraced all posts in the Civil Service from the lowest to the highest (Ayeni, 2008).

The Udoji Commission in its Report recommended a Result-Oriented Management for the Civil Service, which it labeled the "New Style Civil Service". The Commission reasoned that this business-like management would strip off unnecessary bureaucratization while introducing a measure of scientific methods. The other recommendations made by the Udoji Commission include: the abolition of tax free allowances and unnecessary fringe benefits; the introduction of a 5 day working week of 37<sup>1</sup>/<sub>2</sub> hours with a mid-day break of one hour every day; the increase of national retirement age from 55 years to 60 years; and the establishment of the institution of the Ombudsman at the Federal and State levels. The Report of the Commission also contained recommendations for the creation of the Ministry of Personnel and Public Management, the introduction of a Code of Ethics, and, the abolition of the post Permanent Secretary and replacing it with the post of Director- General (Ogunna, 1999).

The recommendations of the Udoji Commission were applauded for being very intensive and extensive. Some of its recommendations were adopted and some are still being enforced such as the national retirement age of 60years, the introduction of the Code of Ethics for public servants, and the introduction of the Ombudsman. The government approved and adopted the Commissions' recommendations for wage increase and salary awards. Regrettably, the government failed to implement comprehensively the new management system which would have revolutionized the Public Service in Nigeria.

### **9.) The Dotun Philips Reform Committee, 1986 (Decree, No 43 of 1988)**

In order to evolve a new Civil Service that can effectively husband the new political order, the Babangida Administration set up the Dotun Philips Reform Committee in 1986. The Committee was designed to make recommendations that would enhance the operations and the structure of the Civil Service. Part of its mandate was to address the issue of checks and balances within the Service. The Dotun Phillips Committee was actually expected to make recommendations that would promote the modernization of the Civil Service, and also, that would ensure its alignment with the presidential system of government (Babura, 2003; Adegoroye, 2006).

The recommendations of the Dotun Philips Committee were enacted by Government into law through the Civil Service Decree No. 43 of 1988. Some of the most important provisions of the Reforms were: a) the abolishment of the Office of the Head of Civil Service; b) making the Minister the chief executive and accounting officer of the Ministry; and c), replacing the post of Permanent Secretary with that of a politically appointed Director-General whose tenure elapses with that of the appointing administration. Another notable feature of the Committees'

recommendations is that each Ministry has to be restructured along departmental lines to reflect the basic functions and areas of concern of the Ministry. Each Department was subdivided into branches, and branches were subdivided into sections (FRN, 1988).

According to Babura (2003), the 1988 Civil Service Reforms led to the politicization of the Civil Service, and gave room for the misuse and abuse of power by Ministers and Director-Generals who ran the Ministries as their personal properties. The Reform also led to the increase in the cost of running the Civil Service. This was largely due to the imposition of uniform structures of Ministries, the proliferation of Parastatals, and, increase in human personnel due to the constant politically motivated recruitments. The other unanticipated outcomes of the 1988 reforms were: (a), the disregard for rules, regulations and procedures resulting in arbitrary decisions and general loss of direction; and (b), the absence of a coherent and systematic training policy throughout the Civil Service. “The Reform also led to a complete emasculation of the Federal Civil Service Commission’s role in the appointment, promotion and discipline of federal civil servants” (Babura, 2003: 13).

#### **10.) The Ayida Review Panel**

After a few years of operation, it became clear that the 1988 Reform had some limitations. The most pronounced limitations were: “the deployment of officers to duties not relevant to their academic /professional background, training and cognate experience, and, the lack of a formal programme of implementation incorporating deadline into the provisions of the Reforms” (Adegoroye, 2006: 9).

The limitations of the 1988 Reform brought about the setting up of a Civil Service Review Panel by the General Sani Abacha Administration on the 10<sup>th</sup> of November 1994, under the Chairmanship of Allison Ayida. The Ayida Panel Report was critical of the Babangida Reforms. The highlight of the Ayida Panel's Report was the recommendation for the abrogation of Decree No. 43 of 1988, and the abrogation of Decree 17 of 1984 which empowers government to retire civil servants arbitrarily. The Panel recommended that salaries, allowances and welfare packages of civil servants should be substantially reviewed upwards and should be adjusted annually to ameliorate the effects of inflation, and discourage corruption. The Ayida Panel also recommended that Government should harmonize the pension rates of civil servants who retired before 1991 and those who will retire after 1991. In general, the Panel advocated for a return to what the Civil Service was before the introduction of the 1988 Reforms. (Babura, 2003; Adegoroye, 2006).

#### **11.) Public Service Renewal Programme, 1999 – 2007**

The Obasanjo government came to power in 1999 against the background of Nigeria's emergence from many years of destructive military rule. The preceding 15 years of military rule had been criticized by many, like Olaopa (2010), and Anyaoku (2011), as having wreaked havoc on virtually all the facets of the country, including the Civil Service. The military government left behind an economy that was in tatters - characterized by huge budget deficit, high rate of inflation, rising level of poverty, and high import dependence. There was also high level of insecurity, pervasive corruption, collapsing social and economic infrastructure and highly inefficient Civil Service (Matankari, 2009). Hence, there was pertinent need for a total transformation to rescue the country from becoming a failed state.

By 1999, the Civil Service in Nigeria had a lot of deficiencies. There were problems of ghost workers on government payroll due to weak management and oversight. The incentive structure in the Service was weak and therefore resulted in a weak work ethic, poor service delivery and high level of corrupt practices. The civil servants received low pay and several fringe benefits such as free housing, free vehicles and various other allowances that often led to waste and misuse of government resources. Therefore, there was urgent need for reforms to re-professionalize the Civil Service and increase its focus on service delivery (Okonjo-Iweala & Osafo-Kwaako, 2007).

The deficiencies of the Nigerian Civil Service were made explicit by a 2001 Service-wide study conducted by the Management Services Office (MSO), Office of the Head of the Civil Service of the Federation. According to Adegoye (2006), the Service-wide study revealed that: (1) 60% of the Civil Service workforce is constituted by officers who are 40 years old and above; (2) there is a preponderance of unskilled staff in the Service; and (3) there is a prevalence of “ghost” workers due to poor personnel records and payroll control systems. The study also revealed that: the Civil Service Procurement System is fundamentally flawed; there is serious capacity gaps at all levels due to prolonged absence of systematic training, needs identification and serious commitment towards updating skills; morale is dangerously low, especially at the higher levels of the Service, resulting from non-professional human resource management practices. The findings of the study made reforms imperative.

The Obasanjo Administration responded by initiating the Public Service Renewal Programme (PSRP). The Agenda of the Obasanjo administration’s reforms could be summarized as comprising: process re-engineering, computerization, re-skilling, re-tooling, performance

contracting, staff rejuvenation, structural adjustments, service delivery reform and pay review. These gave rise to the SERVICOM Initiative, the Monetization Policy, Due Process Policy, IT (information technology) policy, and Pension Reform. In all, it could be said that the main thrust of the reform is commercialization. This new orientation sought to prepare the ground for the privatization of the major sectors of the nation's economy (Oloapa, 2010).

### **2.1.9 Public Service Renewal Programme Policies**

As earlier stated, the Public Service Renewal Programme (PSRP) came with policies such as: SERVICOM, Monetization, Contributory Pension Scheme, Due Process, and Information Technology policy. However, the review of the PRSP policies presented hereunder covers only four of the policies namely, SERVICOM, Monetization, Pension Reform (Contributory Pension Scheme) and IT policy. This is due to the thematic scope of the study.

#### **1. Service Compact (SERVICOM)**

SERVICOM is an acronym for Service Compact - referring to a social contract between the federal government and its citizens. The agreement stipulates that both government and the citizens have roles to play which must be carried out devotedly, in order to develop Nigeria to its zenith economically, socially and politically. Essentially, the SERVICOM Policy was instituted because of the conviction that Nigeria can only realize its full potentials if citizens receive prompt and efficient services from the State (Wordpress, 2012). SERVICOM also gives the citizens the responsibility of helping to curtail the excesses of public servants by reporting any infringement.

SERVICOM was specifically initiated to propel a change in service delivery orientation in Nigeria. The Government introduced the SERVICOM Policy to ensure effectiveness and efficiency in service delivery procedures and processes to citizens through its establishments, particularly, the Ministries, Departments and Agencies (MDAs). Certain observations within the Public Service prompted the Obasanjo administration to introduce the SERVICOM Policy. Some of the observed happenings are: the high level of bribery and corruption in the Civil Service, nonchalant attitude of civil servants to work, indiscipline and dereliction of duty by public servants (Federal College of Education Okene, 2012). All these contributed to the abysmally poor public services which led to loss of public confidence. In order to rejuvenate the public service and restore public confidence, government introduced the SERVICOM Policy. It is expected that the Policy would positively influence civil servants' work performance leading to the overall efficiency and effectiveness of the Civil Service.

## **2. Monetization Policy**

Prior to the introduction of the monetization policy, public servants in Nigeria used to enjoy a lot of benefits-in-kind as part of their conditions of service. These benefits-in-kind include: highly subsidized residential accommodation, residential furniture, chauffeur-driven official vehicles (for the top echelon of the Service), free medical services and public-funded utilities such as portable water, telephone and electricity (Federal Ministry of Information, 2013). Some of these benefits came with allowances such as meal subsidy, furniture allowance, entertainment allowance and motor vehicle maintenance allowance (OHCSF, 2013). These benefits are usually termed fringe benefits.

The introduction of the monetization policy by President Olusegun Obasanjo was informed by the revelation that over 85 percent of public sector expenditure in Nigeria went to overhead costs (Fayomi, 2013). One of the identified reasons for the very high overhead cost which was affecting the overall development of the country is the burden of providing fringe benefits for all categories of public servants. For instance, Government was spending large amounts of resources to purchase, rent, renovate, maintain and furnish residential accommodations, and to purchase, fuel, and maintain official vehicles for public servants. Consequently, the monetization policy was introduced to reduce the pressure on public resources arising from government's involvement in the physical provision of fringe benefits as part of the conditions of service for public servants.

The monetization of benefits was designed not only to reduce the overhead cost of government but also to help counter the dependency syndrome developed by public servants. It is expected that the policy would help to prepare civil servants for post retirement life. It could be argued that the latter objective had been met to some extent as some categories of civil servants purchased the official houses and cars attached to them. Monetization may have also increased the emoluments of civil servants. In spite of these, the policy has created some problems. According to Fayomi (2013), the implementation of monetization policy induced inflation which reduced the purchasing power, and worsened the living standards, of civil servants in the Ministries. Fayomi (2013) also wrote that the monetization policy created negative work attitude in the mainstream Civil Service because of the discrepancy in the fulfilment of monetization package to civil servants in the Ministries as compared to public servants in other government Agencies and Departments. Monetization also led to the redundancy of certain categories of staff like drivers, as many government vehicles were sold off.

The monetization policy took effect from 1st of July 2003 with the passage of the Certain Political, Public and Judicial Office Holders (Salaries and Allowances etc) Act, 2002. Essentially, the monetization policy stipulates the quantification in money terms of the fringe benefits which was hitherto provided by government as part of the conditions of service for public servants. The main feature of the monetization policy is that individual pay cheque will henceforth comprise the monetized fringe benefits such as housing, utilities and transportation. Thereafter, employees would be responsible for all their expenses relating to the monetized benefits (OHCSF, 2013). Table 2.4 below shows the approved harmonized fringe benefits and allowances for federal civil servants under the monetization programme.

**Table 2.4: Approved Harmonized Fringe Benefits and Allowances for Federal Civil Servants under the Monetization Programme**

S/N	Types of Allowance	Grade Level	Rate Per Annum
1	Accommodation	01 – 06 07 – 14 15 & above	50% of Annual Basic Salary 60% of Annual Basic Salary 75% of Annual Basic Salary
2.	Transportation	01-17	25% of Annual Basic Salary
3.	Meal Subsidy	01-06  07-10  12-14  15-17  Permanent Secretary	N6,000.00  N8,400.00  N9,600.00  N10,800.00  N16,200.00
4.	Utility	01 – 16  17 & above	15% of Annual Basic Salary  20% of Annual Basic Salary
5.	Domestic Servant	15 16 – 17 PS & above	1.GL. 3 step 8 2.GL. 3 step 8 3.GL. 3 step 8
6.	Leave Grant	01 & above	10% of Annual Basic Salary
7.	Medical	01 & above	10% of Annual Basic Salary
8.	Furniture Allowance	01 – 06 17 & above	NIL 200% in 5years (i.e. 40% per annum)
9.	Vehicle Loan	01 – 05 06 – 07 08 & above	100% of Annual Basic Salary 150% of Annual Basic Salary 200% of Annual Basic Salary
10.	Driver	17 & Above	1. GL 3 step 8

Source: Federal Ministry of Information & National Orientation (2013). The Obasanjo Reforms: Monetization Policy. Abuja: Production, Publications & Documentation Department.

### 3. Contributory Pension Scheme

The evolution of a pension scheme in Nigeria is usually traced to 1951 when the British Colonial Administration enacted the Pension Ordinance. Ever since, several pension enabling Acts have been provided. Some of the enabling Acts are the Pension (Special Pensions) Act of 1961, Pension (Statutory Corporation Service) Act of 1961, and Pensions Act (Decree No. 102) of 1979. The central feature of the pension schemes put in place by the above mentioned Acts is the non-participation of civil servants in the provision of pensions. Instead, pension benefits were

paid through budgetary allocations (Businessday, 2014). The Acts provided that public organizations should operate a Definite Benefit (Pay-As-You-Go) Pension Scheme. Therefore, final entitlements are based on length of service and terminal emoluments. Such arrangement was fraught with many challenges and had a lot of pitfalls such as huge pension cost, inadequate pension funds, poor record keeping, uncoordinated administration, late payment of pensions, embezzlement of pension funds, and payment of pensions to ineligible persons (Edogbanya, 2013; Ayegba, James & Odor, 2013).

The short comings of the past pension schemes in Nigeria necessitated the 2004 Pension Reform Act enacted by the Obasanjo Administration. Contrary to Previous schemes, the 2004 Pension Reform Act stipulates a Contributory Pension Scheme. The Contributory Pension Scheme requires the employee and his/her employers to contribute cumulatively a minimum of 15% (7.5% respectively) of the monthly emoluments (consisting of basic salary, housing and transport allowances) of the employee covered by the scheme. The contributed pension funds are to be deposited in the employee's Retirement Savings Account (RSA) which would be held by the Pension Fund Custodian (PFC). An employee's pension fund is to be managed by the Pension Fund Administrator (PFA) under the supervision of the National Pension Commission, the statutory body charged with responsibility of regulating the administration of the Contributory Pension Scheme in Nigeria (National Pension Commission, 2014).

The objectives of the Contributory Pension Scheme include to ensure that every person who has worked in the Public Service of the Federation (or even in the private sector) receives his pension as and when due. It is hoped that this would help to motivate active public servant towards

enhanced performance. As Sule and Ezugwu (2009) posit, good pension scheme guarantees employee's comfort and commitment to the organization. Conversely, a poor pension scheme results in low morale, weak commitment to work, fear of retirement, falsification of age, bureaucratic crime, and high labour turnover (Agba, Ikoh, Ushie & Agba, 2008).

#### **4. Information Technology Policy**

The advances in information and communication technology (ICT) in last two decades have helped to transform the system of Public Administration (Zouridis & Thaens, 2003). According to Nam (2014), ICT driven processes increase the efficiency of government administration. ICT is now considered a means for achieving good governance and enhancing the quality of service delivery. Countries across the globe, particularly the developed ones, are leveraging information technology (IT) for economic growth and national development. No doubt, informational technology is essential for national survival and sustainable development in a rapidly changing global environment (Nigeria National Policy for Information Technology, 2001).

Prior to the year 1999, public sector organizations in Nigeria were relying completely on old-fashioned methods (for example, manual filling, handwritten memos, etc.), and analogue technologies (such as typewriter, telephone, stencil etc.) to carry out their operations. This scenario contributed immensely to the frustrating slow pace of service delivery and lethargic policy and programme implementation which in turn hampered the development of the nation. In response, the Obasanjo Administration in the year 2000 initiated its IT policy known as the Nigerian National Information Technology Policy (NNITP) which was eventually approved by the Federal Executive Council in March 2001 (Federal Ministry of Information, 2013). The

intent for formulating NNITP is to launch Nigeria into the Information Age. In terms of governance, the NNITP was designed to be the major driving force to re-engineer and rapidly transform government to interface with the needs of the citizenry by establishing transparent Government Wide Information System (GWIS) at national, state and local government level (NNITP, 2001). The plan is that the policy would help to reduce bureaucracy, increase efficiency, maximize productivity and reduce the cost service delivery.

The main strategy adopted to accomplish the Obasanjo Administration's IT policy was to establish the National Information Technology Development Agency (NITDA). The Agency was charged with the responsibility of implementing, regulating, monitoring, evaluating and verifying the progress of, the IT policy (NNITP, 2001). The specific objectives of the NITDA include: to ensure that information technology resources are readily available to promote efficient national development; to improve accessibility to public administration for all citizens; to enhance planning mechanisms and forecasting for the development of local infrastructure; and, to re-engineer and improve urban and rural development schemes (Federal Ministry of Information, 2013). The other strategy adopted to realize the IT policy was the establishment of a National Information Technology Development Fund (NITDEF) to be managed by the NITDA under the supervision of the Federal Ministry of Science and Technology (NNITP, 2001).

#### **2.1.10 Best Practices in Professionalizing the Civil Service**

The term 'professional' is usually used to describe a person who is competent in his/her job. However, in order to qualify to be called a professional, the person needs proper skills and knowledge and must be able and willing to apply such skills and knowledge. Some of the best

practices in promoting and strengthening Professionalism in the Civil Service are: (1) implementing comprehensive merit system; and (2), creating a performance culture. Other necessary practices include developing a performance related pay (PRP), implementing leadership development programmes, and improving human resource management practices (Gebrekidan, 2011).

The implementation of comprehensive merit system is vital to Civil Service professionalism. Merit principle is a key success factor in establishing legitimate and respected Civil Service (Gebrekidan, 2011). Without a comprehensive merit system, standards cannot be set and met. Equally vital is the creation of a performance culture. This can be done through effective integrated performance management. An effective performance management system not only helps to curb unethical practices, but ultimately promote and reinforce professionalism.

According to Gebrekidan, (2011), developing a performance related pay (PRP) which is based on objective performance measurement system is instrumental to cultivating true professionalism of the Service. This is a clear departure from the traditional system of pay based on seniority and grades that differentiate base-pay according to the perceived values assigned the demands of various positions. The lack of focus on an employee's performance is likely to encourage under-performance and the reward of weak performers above strong performers. Therefore, pay-for-performance or merit-pay is an alternative which could help improve performance. Paying for competence could also make Civil Service employment attractive as against private sector employment.

Civil Service professionalization can be achieved by improving the effectiveness of human resource management (HRM) system and the capacity of HRM officers. The effectiveness of HRM officers has spillover effect on the performance of every employee of the organization (Fajana & Ige, 2007). Hence, there is great need to ensure that HR officers perform optimally, and that HR system works efficiently. In other words, designing a set of HR professional standards is critical. It is equally essential to implement leadership development program in professionalizing the Civil Service. The purpose of the leadership development shall be to create forward looking, innovating, and courageous leaders in the Civil Service (Gebrekidan, 2011).

#### **2.1.11 Public Sector Human Resource Management and Service Delivery**

The performance of most Nigerian public sector organizations in rendering effective and efficient service to the public has remained epileptic for decades despite huge investments in them, and past government reforms. The failure of past reforms to comprehensively arrest the decline in the performance of the Civil Service in Nigeria may be due to the neglect of human resource management practices. The accomplishment of the desire for top performance (*i.e.*, effective service delivery) is largely dependent on effective management of human resources (Fajana & Ige, 2007). This is why it is necessary for the designers of Civil Service Reforms to take cognizance of the intervening role of HRM in the relationship between Civil Service Reform and employee performance.

Credit must be given to the Nigerian Civil Service for establishing human resource management (HRM) department in the Ministries. Typically, the functions of the HRM department include that of appointment of junior officers (Grade level 01-06), promotion of junior and non-pool

staff, training, posting, discipline, processing pension and gratuity, staff welfare, and coordinating industrial relations. In other words, the task of attracting the right staff, ensuring their welfare, development, motivation, deployment and retention, out of the abundant labour but scarce qualified skilled-manpower is a crucial challenge for the HRM department of each Ministry (Fajana, 2009). The task is however borne in conjunction with the Civil Service Commission and the Office of the Head of Service.

Recruitment into the Civil Service is supposed to be through an examination or interview. However, the strategies for recruitment into the Nigerian Civil Service (NCS) are mainly based on federal character principle, political consideration and government discretion (Gberevbie, 2010). According to Ayoade (2000), subjecting recruitment/appointment and/or promotion to federal character discriminates against merit. The outcome is the acquisition of incompetent workforce into Civil Service, and the result is that of poor performance in terms of service delivery. Combined with other institutional problems, the net effect is the poor performance of the Nigerian economy.

Wages and other fringe benefits in organizations in Nigeria are sometimes set through collective bargaining between unions and employer. In private sector organizations, the wage scale is based on job analysis and evaluation to ensure equity, and increases are based on merit and performance. In contrast, in the public sector organizations like the Civil Service, salary adjustments may result from annual merit reviews, promotions, and general adjustments to wages by government (Fajana, Owoyemi, Elegbede & Gbajumo-sheriff, 2011). This practice fails to relate pay to performance.

Civil servants enjoy the benefit of receiving payment for their services even after they had retired. Civil service pension schemes were established as a form of reward for long service. However, as countries develop socially and economically, what used to be a reward for long service, has become a barrier to labour mobility, prohibiting the flexibility to attract new blood through natural attrition, which is vital to modernizing the Civil Service for the present century (Haque, 2007). Perhaps, because of the paternalistic nature of the State(s), the Civil Service in most poor countries tends to be fairly rigid, often preventing entry and rewarding seniority rather than performance. Barriers to entry into the Civil Service can be high while pension rules are such that length of service – well beyond a civil servant's productive years – is rewarded (Haque, 2007). This is a description that illuminates the true picture of the Civil Service System in Nigeria.

There are differing approaches to the use of seniority and merit for promotion in countries following similar hierarchical structure of Civil Service Management. The promotion criteria in the Nigerian Civil Service is meant to be based on the annual performance evaluation report (APER), length of time spent on a particular grade level, and employee's performance during promotion examination/interview (Babura, 2003). However, many of the promotions are based on patronage system. These elements in the Civil Service are making the civil servants complacent. Also, the non-inclusion of incentives or disincentives for job performance is a major drawback for the Civil Service and it is making civil servants largely unaccountable to the state (Satish, 2004).

### **2.1.12 Employee Job Performance**

Employee Job performance is one of the most important concepts in organizational studies. This is because the achievement of organizational goals is dependent on the performance of the employees. Job performance describes how well a worker executes the job related activities expected of him/her. One key feature of job performance is that, it is directed toward the goals of the organization. Campbell (1990) defined employee job performance as behavior. He proposed a multi-factor approach to defining and predicting job performance which consists of examining an employee's task specific behavior, non-task specific behavior, commitment, personal discipline and willingness to assist co-workers. Roe (1999) emphasized that employee performance basically falls within process and outcome aspects.

Discussions on job performance usually centre around two dimensions, namely: task performance and contextual performance. Williams and Karau, (1991) stated that task performance covers an employees' contribution to organizational performance through actions that address the requirements as specified in job descriptions. For Werner (2000), task performance consists of behaviors that are directly involved in producing goods or service. Essentially, task performance refers to the effectiveness with which employees perform activities that contribute to the organizations technical core (Borman and Motowildo, 1993).

The second dimension of performance which is contextual performance is defined as performance that helps to shape the social and psychological context of the organization (Borman & Motowildo, 1993). Contextual performance is a multidimensional concept (Van Dyne & LePine, 1988) which serves as critical catalyst for tasks and processes. It is usually

‘voluntary’ in nature. Examples of contextual performance include: following prescribed rules and procedures (such as, Civil Service Rules and the Code of Conduct for Public Officers), assisting or cooperating with co-workers, job dedication and enthusiasm, and volunteering for extra-work (Borman & Motowildo, 1997). With regard to rules, the word voluntary, does imply that, the employee, in spite of being aware of the implications of the non-adherence to prescribed rules, must decide the course action to follow.

Motowildo and Schmit (1999) pointed out the three major differences between task and contextual performance which are as follows:

1. Task performance is job specific whereas contextual performance activities are comparable for all jobs.
2. Task performance is in-role behavior and part of the formal job description whereas contextual performance is extra-role and discretionary and often not rewarded by the formal reward system.
3. Task performance is predicted by mainly ability whereas contextual performance is mainly predicted by motivation and personality.

### **2.1.13 Performance Management**

In an increasingly competitive world, and in an era of globalization and the borderless economy, the competency and performance of government employees in developing countries (for example, Nigeria) need substantial improvement. In this regard, having performance management is a necessity. Performance management (PM) could be defined as, a systematic

and strategic approach which works on continuous improvement of individuals' and teams' performance, so as to achieve organizational goals (Armstrong & Angela, 1998). It (PM) is an ongoing process that involves both managers and the employees in: (1) identifying the strategic vision, goals and objectives of the organization; (2) identifying and describing essential job functions and relating them to the mission and goals of the organization; (3) developing realistic and appropriate target standards of performance; and (4), implementing ways of measuring actual compared with target performance (Pulakos, 2004). Essentially, Performance management is based on the principle of management by agreement or contract (Armstrong, 2012).

Some of the reasons for the introduction of performance management according to Brown (2005) include: (1) to provide information on organizational and/or employees' effectiveness and efficiency; (2) to improve organizational and/or employees' effectiveness and efficiency; (3) to improve employees' level of motivation; (4) to link employees' pay with perception of their performance; (5) to raise the level of employees' accountability; and (6), to align employees' objectives with those of the organization as a whole. Performance management systems support organizational administrative decisions and human resource actions such as, pay increases, promotions, transfers, employee development, and reduction in force (Pulakos, 2004).

The key features of a successful performance management system are: (1) alignment of PM system and the existing systems and strategies of the organization; (2) leadership commitment; (3) a culture in which PM is seen as a way of improving and identifying good performance and not a burden that is used to chastise poor performance; (4) stakeholder involvement; and (5) continuous monitoring, feedback, dissemination and learning from results (Fryer, Anthony &

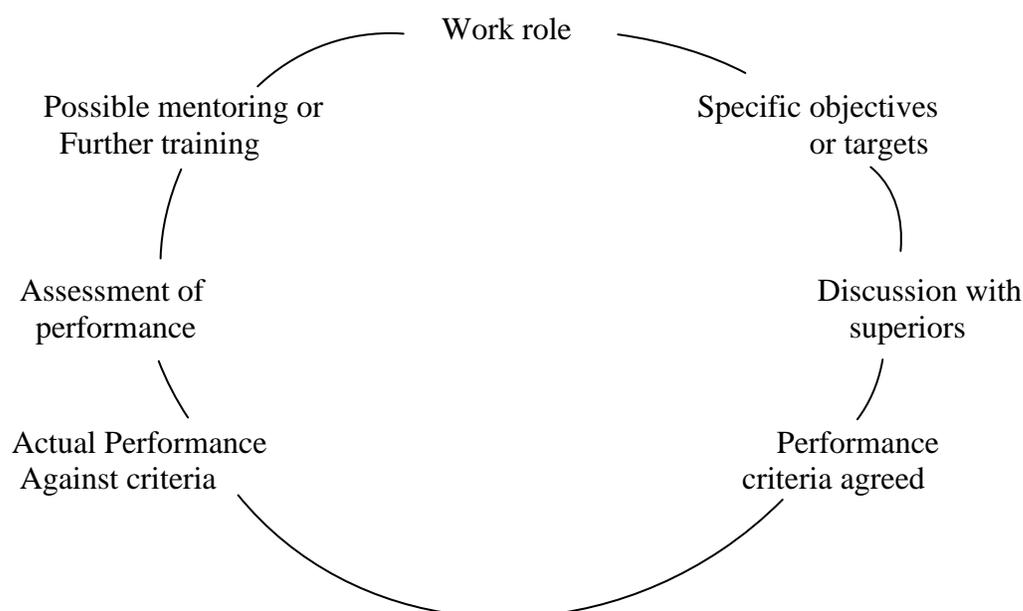
Ogden, 2009). The possible outcomes from effective performance management include: (1) developing employee capabilities to the fullest extent; (2) improving communication between employees and managers; and (3) enhancing employee and group productivity (Pulakos, 2004). It is pertinent, therefore, that reforms in the Civil Service, especially in Nigeria, should be predicated upon building the institutional mechanisms for effective employee performance management.

#### **2.1.14 Employee Performance Appraisal**

The evaluation of individuals in terms of their job performance is a delicate and complex task. It requires a quality of managerial judgement which places a considerable responsibility on the managers concerned (Cole, 2002). “The expression ‘performance appraisal’ usually relates to the assessment of staff or managerial performance, and not to that of manual workers” (Cole, 2002: 300). Performance appraisal could be described as the formal, systematic assessment of how well employees are performing their jobs in relation to established standards. This includes the communication of the assessment to the employee and the organization (Edwards, 2005).

Employee performance appraisal is carried out within a practical context, which is essentially the day-to-day business of the enterprise. What is being assessed in the first instance is the employee’s performance in carrying out the general duties of his or her role, together with any specific targets that have been set. Secondly, appraisal may be used to assess a person’s suitability for promotion, either generally or with specific job in mind (Cole, 2002). A basic model of appraisal is as shown in Figure .1.

**Figure 1: The Context of Performance Appraisal**



Source: Cole, G. A (2002). *Personnel and Human Resource Management* (5th Ed.). London: Continuum.p.299.

In order to be able to evaluate an employee's performance, one needs a performance plan for a new position or a snap-shot of a current employee's performance. Any systematic approach to performance appraisal will commence with the completion of an appropriate form. This preparatory will be followed by an interview, in which the manager discusses progress with the member of staff. The result of the interview is some form of agreed action, either by the staff alone or jointly with his or her manager. The action generally materializes in the shape of a job improvement plan, promotion to another job or to a salary increase (Cole, 2002).

According to Cole (2002), appraisals are carried out in organizations for several reasons. The reasons include: (a) to identify an individual's current level of job performance; (b) to identify employee strengths and weakness; (c) to identify training and development needs; (d) to identify

those with potential for promotion or transfer; and (d), to provide information for succession planning. Performance appraisal ratings are very important to the career of a civil service employee. The appraisal rating enables the employee to assess his or her performance so as to take actions aimed at improving performance. A performance rating equally provides basis for taking adverse action because of poor performance, which can mean a reduction in grade or even removal. The ratings are also used as a basis for reward.

The Nigerian Civil Service carries out periodic employee performance appraisal. The annual appraisal form evaluates employee performance indicators such project completion deadline, job skill and knowledge level, accuracy and thoroughness, and quantity of work. However, the objectiveness of the evaluation of these performance indicators is often questionable. The lack of skill and know-how of the appraisers have made some of the tools and parameters for appraising employees' performance to be faulty (Fajana, Oweyemi, Elegbede & Gbajumo-Sheriff, 2011).

There are other factors that are likely to affect the performance appraisal system in the Nigeria Civil Service. One of such factors is political influence. Because many civil servants were employed through political connections, the performance appraiser may find it difficult to objectively appraise such employees in order not incur the wrath of their benefactors. This obviously encourages mediocrity. Hence, it would be proper to suggest that performance appraisers should enjoy some level of autonomy and constitutional protection like auditors. Better yet, the appraisal function should be contracted out to an independent body to ensure that performance evaluations are not compromised.

## **2.2. Review of Empirical Literature**

This section contains a review of various empirical studies that are related to the study. The findings of different scholars are presented in pursuit of the objectives of the study. The review of empirical literature is organized under the following sub-headings.

### *Servicom and Service Delivery*

Kirfir, Balarabe and Shantali (2013) assessed the impact of the introduction of SERVICOM on service delivery in Nigerian public sector. The researchers specifically examined the efficacy of SERVICOM in eradicating inefficiency and corruption, and in inculcating customer orientation in Usman Danfodiyo University Teaching Hospital (UDUTH) Sokoto. The survey and documentary research methods were employed in the study. The Research data were analyzed using simple percentages, and the analysis was based on responses contained in one hundred (100) copies of the research questionnaire. The study found out that the objectives and delivery mechanisms of SERVICOM are appropriate remedies for poor service delivery in the Nigerian public sector.

Emejulu, Muo and Chukwuemeka (2014) examined the effect of Service Compact (SERVICOM) on service delivery in Nnamdi Azikiwe University Teaching Hospital (NAUTH) Nnewi, Nigeria. The researchers sought to determine whether or not there was an overall improvement of indices in healthcare in NAUTH after the introduction of the SERVICOM Charter. The population and sample of the study consisted of 642,820 NAUTH clients from 2005 to 2009. Data for the study were collected from the hospital's records for the target period. The statistical analysis of data was done using chi-square. The study concluded that, the structural and attitudinal changes introduced by SERVICOM Charter brought a very significant

improvement in all the performance indices of several units and departments of NAUTH and thus, contributed to the improved care delivery to the clients.

#### *Monetization Policy and Employees Performance*

Saka (2012) studied the relationship between output and monetization of public servants wages and salaries structure. The research questions include whether variations in public servants wages and salaries plus monetization of fringe benefits transmitted to increase output, and whether these variations in output constitute an important component of variations in monetization. In the study, total recurrent expenditure was regressed on wages and salaries and fringe benefits of public servants, monetization and real domestic absorption using General Moment Method (GMM). The cost of governance equation which includes monetization was regressed on recurrent expenditure, while labor and capital variables were merged. Data analysis in this study was based on data from the Central Bank of Nigeria Statistical Bulletin for the period of 1985 to 2010. The results show that new salary package which has monetization as an important component varies in the right direction with output. The implication is that the new salary package through monetization increases productivity and output.

Okafor (2014) investigated the impact of the monetization policy on organizational citizenship behaviour in Nigeria. The cross-sectional study sought after opinions, perceptions and reactions of respondents relating to the monetization policy and citizenship behaviours construct of organizational loyalty, organizational compliance and employee conscientiousness. A seventeen (17) item questionnaire was administered to one hundred and ninety-six (96) respondents. The collected data were analyzed using SPSS focusing on the Duncan analysis and F-statistic

method. The findings showed that the monetization policy is not positively linked and associated with organizational loyalty. The final conclusion of the study was that the policy of monetization has so far failed to improve organizational citizenship behaviours.

Ayapere (2015) investigated the effect of monetization policy on workers in the Nigerian Civil Service. The researcher specifically examined the effect of monetization on workers' job satisfaction and on workers' attitude toward job performance. Responses were elicited from 120 civil servants drawn from five Ministries. However, the data analysis was based on responses contained in ninety-six (96) copies of the twenty (20) item research questionnaire. The research data were analyzed using the chi-square ( $X^2$ ) technique. The findings of the study revealed that there is no positive effect of monetization policy implementation on worker's attitude towards job performance in Nigerian Civil Service; and that the monetization policy has no positive effect on workers' job satisfaction in Nigerian Civil Service. The study therefore concluded that there is no positive effect of monetization on workers in Nigeria Civil Service.

#### *Contributory Pension Scheme and Employees Performance*

Sule and Ezugwu (2009) evaluated whether or not the application of the contributory pension scheme has an impact on employee retirement benefits of quoted firms in Nigeria. The population of the study comprised the one hundred and eighty-two (182) firms quoted on the first-tier market of the Nigeria Stock Exchange. Out of these 182 firms, ten (10) quoted firms were selected as sampling size based on judgemental sampling. The study utilized data obtained from the annual accounts and reports of the ten companies that constitute the sample of the study. The time-frame for the study was ten years covering the period 1996 - 2005. The research

data were analyzed with the student's t- test for paired observations. The findings revealed that the application of the contributory pension scheme has positive impact on employee retirement benefits of quoted firms in Nigeria.

Chizueze, Nwosu and Agba (2011) evaluated the impact of contributory pension scheme on workers commitment, retention and attitude towards retirement. The researchers obtained data from 548 federal and state civil servants in Cross River State, Nigeria, using four-point likert scale questionnaire. Data obtained were analyzed using Pearson product moment correlation coefficient. Their findings revealed that contributory pension scheme significantly affects workers' commitment to work, retention and attitude towards retirement.

Edogbanya (2013) assessed the impact of contributory pension scheme to Nigeria economic development. The specific objective of this study was to examine how contributory pension scheme influenced the Gross Domestic Product (GDP) in Nigeria. The sample size consisted of 100 respondents. Data were collected from both primary and secondary sources. The research adopted correlation analysis for testing secondary data and ANOVA for primary data. The result of correlation analysis using t-test revealed that contributory pension scheme has significant impact on the Gross Domestic Product.

Dagauda and Adeyinka (2013) examined the impact of the Defined Contributory Scheme on the living standard of the retired and serving civil servants in Nigeria. Data for this research were collected through questionnaire to one thousand five hundred (1500) respondents selected from five (5) federal ministries in Abuja using random sampling technique. The analysis of data was

done using simple percentages. The findings indicated that the implementation of the contributory pension scheme significantly improved the welfare of civil servants, but did not address the problem of corruption and inadequate budgetary allocation and therefore not effective in overcoming the problems of retirees in Nigeria. In view of the findings, the researchers recommended, among others, that the federal government and the National Pension Commission must strengthen monitoring and supervision units of the Pension Commission to ensure effective monitoring, supervision and implementation of the 2004 Pension Act.

#### *ICT and employee efficiency*

Longe, Boateng, Longe and Olatubosun (2010) investigated factors affecting adult acceptance of ICT applications in Southwestern Nigeria. Their study was based on the Perceived Ease of Use (PEU) and Perceived Usefulness (PU) constructs. Their study sample size consisted of 400 respondents selected from among civil servants in Ministries, private sector workers, self employed citizen, undergraduate and postgraduate students. The collected data were analyzed using descriptive statistics and chi-square ( $X^2$ ) to test for differences between groups. Their findings showed that the fear of using ICT is subsumed by the benefits accruable from usage.

Olufemi (2012) studied the impact of computer use on the efficiency of civil servants in Ekiti State, Nigeria. The sample size consisted of 58 civil servants who were randomly selected. A 20-item structured questionnaire was used for data collection. The T-test statistical analysis was used to analyze the collected data. The findings showed, among others, that there was no significant difference in the impact of computer on the efficiency of junior and senior civil

servants. The findings also revealed there is no significant difference between the computer operators and non-computer operators in the use of computer in service delivery.

Owolabi, Aderibigbe and Osunrinade (2013) investigated the adoption, usage and availability of information and communication technologies (ICTs) among civil servants in South Western Nigeria. The study adopted the Diffusion of Innovation theory (DOI). The study was carried out over a period of five months between May and September 2013. The sample size comprised 648 respondents randomly selected from the six ministries namely: Ministry of Agriculture, Ministry of Education, Ministry of Health, Ministry of Information, Ministry of Finance, and Ministry of Commerce, who duly filled and returned copies of the research questionnaire. Their findings include, that ICTs have proved to be tools in increasing work productivities in government ministries, and that ICTs have helped the reduction in time wastage and reduction in cost.

James (2013) investigated the effect of information and communication technology on the Public Sector Secretaries in Bayelsa State, Nigeria. The primary data for the study were collected through a 35-item structured questionnaire. The analysis of data was based on ninety-five copies of the questionnaire. Econometric models of multiple regression and diagnostic test were used to analyze the primary data. The study found that the usage of computers, telecommunication and video techniques positively and significantly related to the productivity of Public Sector Secretaries in Bayelsa State, Nigeria.

Although these studies had looked at the different policies of the Public Service Renewal Programme (PSRP), there is need to further probe the effects of the PSRP policies on employee

performance in the Nigerian Civil Service. Furthermore, none of the studies were carried out in the Federal Civil Service, Imo State. It is equally important to investigate the moderating influence of human resource management policies in the link between reform policies and employee performance.

#### *Human Resource Management Practices, Employee Performance and Organizational Growth*

Over the past decades, several empirical studies have investigated the contribution of high performance work systems (HPWS) in facilitating organizational growth and improving employee performance (e.g., Huselid, 1995; Ahmad & Schroder, 2003). These studies reflect an impressive influence of HRM practices on organizational performance. For instance, Khan (2010) evaluated the effects of HRM practices on organizational performance in the Oil and Gas industry in Pakistan. In that study, a total of 150 managers of 20 randomly selected firms responded to self-reported questionnaires that measured five HRM practices and subjective measures to organizational performance. The result of the study offered empirical support for the existence of a positive and statistically significant influence of HRM practices on organizational performance in Pakistan.

Abdullah, Ahsan and Alam (2009) investigated the effect of HRM practices on Malaysian private companies' performance. Based on responses from 153 managers of private firms, they found that HRM practices correlated with business performance. Regression analysis results showed that training and development, team work, compensation/incentives, human resource planning, performance appraisal and employee security have positive and significant influence on business performance. In a study in Pakistan, Jamil and Raja (2011) investigated the impact

of three HRM practices namely compensation, performance evaluation and promotion practices on employee performance of both public and private sector organizations. The Result indicated that compensation and performance evaluation practices were significantly and positively associated with employee performance of both public and private sector organizations of Pakistan. On the other hand, promotion practices were found to be insignificantly associated with employee performance of both public and private sector organizations.

Ayanda and Sani (2010) examined the effect of strategic human resource management (HRM) practices on the effectiveness of Public Sector organizations. In this study, 255 civil servants cutting across thirty (30) Ministries and Agencies in Niger State, Nigeria, were sampled. Correlation and multiple regression analysis technique were used to analyze the research data. The results indicated that line management devolvement, training and development, compensation, career planning system and employee participation are the most important strategic HRM practices that impacted more on organizational effectiveness in the public sector.

Aleem, Bowra, Hamed and Khan (2012) examined the relationship between human resource (HR) practices and perceived employee performance in the health sector of Pakistan. The HR practices examined in this study were compensation, performance appraisal, employee relations, job security, promotion, employee participation and pension. Data were collected from 220 employees of autonomous medical institutions of Pakistan through questionnaires. Respondents included top, middle and lower level employees. The results indicate that performance of health sector employees is affected by the compensation, employee relations, job security, promotion, and pension. The results however revealed that employee participation and performance

appraisal have no significant impact on employee performance. The study also specifies that satisfaction with HR practices is a moderating variable between HR practices and perceived employee performance.

In a study of managers from Taiwan and Cambodia, Sang (2005) concluded that workforce planning, staffing, compensation and incentives, teamwork, training and employee security had a positive and significant influence on non-financial and financial dimensions of organizational performance. The study validated the positive effects on operational dimensions of performance namely, production flexibility, production cost and production delivery. A study by Chang and Chen (2002) of Taiwanese high technology firms also established that HRM practices of workforce planning, training and development, benefits, teamwork, and performance appraisal significantly affected productivity. Their study also found a negative relationship between human resource planning and employees' turnover.

Bjorkman and Xincheng (2002) investigated the outcome of HRM practices on western firms' performance in China, and found a positive association between HRM practices and organizational performance. Bartel (2000) evaluated the impact of HRM practices on performance in Canada and found significantly positive relationship between the two constructs. Singh (2003) found that strategic use of HRM practices positively affect performances of organizations in India. Tesseman and Soeters (2006) investigated the influence of HR practices in Eritrea and found that efficient implementation of HR practices enhanced performance at individual and organizational level.

Ngo, Daniel, Chung-ming and Siu-yun (1998), in a study of Hong Kong companies, found that HRM practices of training and compensation increased firms' performance. Lam and White (1998) established that effective recruitment, compensation, and effective training and development have relationship with financial dimension of performance (growth in sales, return on assets, and growth in stock values). Harel and Tzafri (1996) found that HRM practices improve employees' knowledge, skills and abilities through enhanced motivation (compensation and reward). Wright, Gardner, Moynihan and Allen (2005) explored the effect of HRM practices on firms' performance in 45 business units in America and Canada and established a causal association between HRM practices and business performance. In a study of 428 firms in Finland, Lahteenmaki, Storey and Vanhala (1998) found that HRM practices had positive influence on firms' performance. Bae, Chen, Wan, Lawler, and Walumba (2003) concluded that high performance work practices produced excellent results in Pacific Rim Countries.

Several studies have recently made attempts to analyze the processes that account for the impact of high performance work systems (HPWS) on organizational performance in an attempt to understand which variables mediate this relationship and to what extent they do so. Camps and Luna-Arocas (2012) examined the mediating role of organizational learning capacity (OLC) in the relationship between high performance work systems (HPWS) and company performance. They tested their hypotheses by applying a structural equation methodology to a sample of 163 Spanish companies. The result shows that the effects of HPWS on organizational performance are mediated by OLC.

In a study in Greece, Katou (2008) measured the impact of HRM on organizational performance. Data for this study were collected from 178 organizations using a questionnaire survey in the Greek manufacturing sector. The research data were analyzed using the 'structural equation modelling' methodology. The results indicated that the relationship between HRM policies (resourcing and development, compensation and incentives, involvement and job design) and organisational performance is partially mediated through HRM outcomes (skills, attitudes and behaviour), and it is influenced by business strategies (cost, quality and innovation).

Lopez-Cabrales, Perez-Luno and Valle-Cabrales (2009) analyzed the role of HR practices as facilitating factors for the generation of individual knowledge, with this individual knowledge being a mediator variable to develop innovative capabilities and increase company performance. They concluded that HR practices have to be knowledge-based and collaborative in order to generate positive effects in employees' knowledge. More specifically, their results show that knowledge-based HR practices develop valuable and unique knowledge in employees.

The reviewed literature has established the empirical foundation and direction for investigating the effect of public sector policies and human resource management practices on organizational and employee performance. This study would build upon the knowledge contributed by the reviewed empirical studies in achieving its broad research objective of investigating the effects of the Public Service Renewal Programme (PSRP) on employee performance in the Federal Civil Service, Imo State, Nigeria. The study would proceed to establish a link between PSRP policies, human resource practices and employee performance in the study organization.

## **2.3 Review of Relevant Theories**

Social research is essentially guided by different theories to produce scientific knowledge of the social world and every phenomenon therein. Several theories have been identified to be relevant to the research on the effects of the Public Service Renewal Programme on employee performance in the Federal Civil Service, Imo State, Nigeria. These theories are: Expectancy theory, Equity theory, Structuration theory, New Public Management theory, and Social Exchange theory. The review preceded the adoption of an appropriate theoretical framework for the study.

### **2.3.1 Expectancy Theory**

The expectancy theory of motivation was developed in the 1960s by Victor Vroom. Expectancy theory assumes that behaviour results from conscious choices among alternatives whose purpose is to maximize pleasure and to minimize pain. Put differently, the theory states that individuals will be motivated to engage in behaviours if they think that those behaviours will lead to desirable outcomes. The main focus of Vroom's expectancy theory was "on factors involved in stimulating an individual to put effort into something, since this is the basis of motivation" (Cole, 1996: 40).

The core of the expectancy theory relates to how an individual perceives the relationship between effort, performance and rewards. The perception of the relationship between effort and performance is referred to by Vroom as expectancy. The link between performance and a specific outcome is known as instrumentality; while the perception of the desirability of a reward (outcome) is tagged valence (Vroom, 1964). "According to Vroom, the three factors-

Expectancy, Instrumentality and Valence- combine together to create a driving force (Force), which motivates an individual to put in effort, achieve a level of performance, and obtain rewards at the end” (Cole,1996: 41).

An application of the expectancy theory to a workplace setting such as the Nigerian Federal Civil Service, implies that employees will only be motivated to exert a high level of effort when they believe that: effort will lead to a good performance appraisal; a good appraisal will lead to organizational rewards such as a promotion and a salary increase; and that, the rewards will satisfy their personal goals. In other words, if employees perceive the relationship between performance and reward as weak, they will not bother to put in sufficient effort. Therefore, no matter of how well thought out reform policies are, they would likely not achieve their desired purpose until the relationship between effort and performance, as well as performance and outcome, is strengthened. It is therefore, pertinent that the management of organizations such as the Nigerian Federal Civil Service establishes clear linkages, as failure to do so may impact performance on the job, as employees are led to believe that their increased effort provides little or no benefit.

The major criticism of Vroom’s expectancy theory stems from its lack of explicitness in defining and distinguishing between actions and outcomes and between the different types of expectancies associated with each (Campbell, Dunnette, Lawler & Weick, 1970). Some other critics such as Graen (1969) and Lawler (1971) suggest that the theory has only limited use. They argue that it tends to be more valid for predicting in situations in which effort-performance and performance –reward linkages are clearly perceived by the individual (Robbins & Judge,

2008). The critics also claim that the theory is idealistic because few individuals perceive a high correlation between performance and rewards in their job. Ironically, this criticism can be used in support of Vroom's expectancy theory, because it explains why a significant segment of the workforce exerts low levels of effort in carrying out their job responsibilities.

### **2.3.2 Equity Theory**

Equity theory was developed in 1963 by John Stacy Adams. Equity theory proposes that employees often compare what they put into their jobs to what they get out of the jobs. This comparison can affect motivation. Equity theory states that when employees perceive an unequal ratio between their input and outcomes, they experience 'equity tension' which they attempt to reduce by appropriate behaviour. The employees may act positively to improve their performance and/or to seek improved rewards (Cole, 1996). They may also show hostility towards the organization through diminished performance.

Equity theory is a theory that also explains relational satisfaction in terms of perception of fair/unfair distribution of resources within interpersonal relationships. The basis of equity theory is that employees usually make comparisons between their job inputs (effort, experience, education, competence) and outcomes (salary, grade levels, recognition) and those of others (Robbins & Judge, 2008). The proponents of equity theory suggest that employees value fair treatment which causes them to be motivated to keep the fairness maintained within the relationships of their co-workers and the organization. In essence, equity theory suggests that employees are not only interested in rewards; they are also interested in the comparative nature of rewards. Part of the attractiveness of rewards in a work context is the extent to which they are

seen to be comparable to those available to the referent group. The theory can be used to explain the Nigerian civil servants' perception of being under-rewarded, based on comparisons with their peers in the private sector. In this regard, it could be argued that Nigerian civil servants may be trying to restore equity by not exerting much effort. Hence, despite the introduction of reform policies such as Monetization, employees seem to still feel under-rewarded, and as such, might still be using their labour power to express their frustration about the situation and towards the organization.

Criticisms have often trailed one-half of the of equity theory equation which claims that over-paid employees very often try to do something to reduce the inequity created by their over-reward. Critics have faulted this assertion by arguing that not all people are equity sensitive. They argue that more people are better able to rationalize overpayment inequities than underpayment inequities (Colquitt, 2004). According to critics, employees actually prefer that their outcome-input be greater than that of their peers. For these reasons, predictions from equity theory are not likely to be very accurate with the benevolent types. (Robbin & Judge, 2008). In spite of the criticisms, equity theory is very useful in explaining why the issue of fairness is critical in the motivation of employees.

### **2.3.3 Structuration Theory**

Structuration theory was proposed and developed by Anthony Giddens. The theory offers perspectives on human behaviour based on a synthesis of structure and agency. Giddens argues that just as an individual's autonomy is influenced by structure, individual's exercise of agency help to maintain and adapt structures (Gibbs, 2013). Structure, according to Giddens (1984),

consists of procedural rules, moral rules, material resources and resources of authority. In his view, structure is 'internal' to activity. That is to say that, it (structure) does not have an existence independently of people's conception and experiences of social structures.

Giddens used the construct of "the duality of structure" to stress that structure is both a medium and an outcome. He observed that actors operate within the context of rules produced by social structure, and that it is only by acting in a compliant manner are structures reinforced (Gibbs, 2013). In relation to the subject matter of this study, it may be argued that the rules and set-up (structure) of the Civil Service, determines and/or is contingent upon, the actions (agency) of civil servants. More specifically, the outcome of an employee's performance may be viewed as largely based on the perception of the utility of the structure. On the other hand, the structure of the Civil Service could be assessed as aimed at eliciting the required standard of performance from the employee. Hence, the designers of Nigerian Civil Service Reforms should take into account the synergetic effects of structure and agency.

Several criticisms have been leveled against the structuration theory. One of the main criticisms concerns the conflation of structure and agency. For instance, Layder (2006), states that the conflation of agency and structure does not allow the assessment of the relative impact of structure and that of agent. Joseph (2006) claims that, structuration theory does not permit the investigation of causal relationships. Despite the criticisms, some scholars still view structuration theory as very useful. Chisalita (2006) argues that the theory is flexible and allows the combination with other theories. Berstein (1986) considers structuration theory to be powerful and attractive because it expresses a deep understanding of the phenomenon of reflexive

knowledgeable human agents constantly reproducing social structure and also being conditioned by it.

#### **2.3.4 New Public Management Theory**

The New Public Management (NPM) theory was popularized by Christopher Hood in 1991. The theory proposes a management culture that emphasizes the centrality of the citizens or customers, as well as accountability for results (Economic Commission for Africa, 2003). The key components of NPM theory may be put into two broad strands - those that emphasize managerial improvement and organizational restructuring, and those that emphasize markets and competition. NPM principles are managerial techniques originally founded on Scientific Management and Human Relations approach (Pollitt, 1990).

New public management theory advocates radical organization reinvention, restructuring to focus on core competence, and reengineering of work process. It is in favour of realignment by introducing activity based costing and responsibility budgeting, and, reconceptualizing public sector bureaucracies (Jones and Thompson, 1999). Hood (1991) identified the principles of NPM as, accountability and efficiency, reduction of public sector expenditure and improvement in decision making, competition in the public sector through decentralization and emphasis on result and not procedure. Shah (2006) affirmed that the emerging focus on results-based accountability and client-orientation encourages the Civil Service to innovate in many parts of the world, including in Nigeria.

A number of criticisms have been level at the tenets of New Public Management theory. One of the criticisms relate to the paradox of centralization through decentralization. Maor (1999) argued that NPM actually leads to centralized decision-making rather than promoting decentralization in public organizations. In his view, giving public managers too much authority to manage programmes may result in absolute concentration of decision-making. Minogue (2001) and Hughes (2003) reasoned that increased managerial autonomy creates more opportunities for public managers to become corrupt or exhibit unethical behaviors particularly as it concerns contracting. Overall, critics have highlighted the difficulties in applying private sector management practices in the public sector organizations. For instance, Singh (2003) stressed the weakness of NPM by asserting that the political context of the public sector makes it difficult to comprehensively apply private sector management practices. He argued that the goals of public organizations are shaped by the desires of the political leadership rather than by profit orientation.

### **2.3.5 Social Exchange Theory**

Social exchange theory attempts to explain social life by rational-choice methods. Exchange theorists argue that in exchange situations such as social interactions and economic transactions, individuals seek to maximize their own private gratification or at least expect that the benefits they rendered will produce a return. The basic paradigm of social exchange is a two-person interaction as shown in the works of George .C. Homans (1961). Another variant of social exchange theory which emphasizes collective exchange is associated with Claude Levi-Strauss (1958) and Peter. M. Blau (1964). Within this tradition, “exchange involves shared values and

trust, and the expectation that people will fulfill their obligations to the group or society rather than pursue self-interest” (Abercrombie, Hill & Turner, 2000: 127)

Social exchange theory proposes that social behavior is the result of an exchange process. The purpose of the exchange as earlier hinted is to maximize benefits, and in the process minimize costs. According to Cherry (2016), social exchange theory (SET) suggests that people value the benefits and costs of each relationship in order to determine how much a relationship is worth. She further states that SET involves more than cost-benefit analysis; it involves establishing comparison levels based on social expectations and past experiences, and comparing the potential alternatives. One key component of Social exchange theory is the norm of reciprocity, which implies that persons who are treated favourably by others are most likely to respond in a positive manner.

Social exchange theory has been applied to organizational settings to provide a basis for understanding the roles that organizations play in creating feelings of employee obligation and pro-organizational behaviours such as performance and citizenship (Wayne, Shore, Bommer, & Tetrick, 2002). There are two streams of research applying social exchange theory in organizations, namely: leader-member exchange (LMX) and perceived organizational support (POS). According to Wayne, Shore, Bommer, and Tetrick (2002), studies on LMX usually focus on the quality of exchange (i.e. relationship) between the employee and the manager. In contrast, researches on POS lay emphasis on the exchange between the employee and the organization. Essentially, LMX is based on the degree of emotional support and exchange of valued resources

derived from the relationship between the supervisor and the employee, while POS is based on the employees' perception of the employer's commitment to them.

The norm of reciprocity is a fundamental factor in the exchange relationship between the supervisor and the employee, and, between the employee and the organization. Dabos and Rousseau (2004) emphasized that reciprocity within an organization refers to the cooperative exchange between employees or between employees and the organization. Reasoning along this line, employees that are satisfied with the results of their workplace exchanges will be inclined to respond favourably towards the needs or goals of the organization (Shaw, Dineen, Fang & Vellalla, 2009). To put it more succinctly, employees who perceive a high level of organizational support or who have a high quality relationship (exchange) with the supervisor feel a sense of indebtedness and reciprocate in terms of attitudes and behaviours that benefit the exchange partner. In our case, the exchange partners are the civil servants and their employer which is the Civil Service represented by the Administrative Officers at the level of Ministry, Department or Agency.

One other factor that is usually emphasized by social exchange theorists in their studies of organizational partners' exchanges is the perception of organizational justice or fairness. According to Moorman, Blakely, and Nichoff (1998), justice perception refers to an employee's evaluation of the discretionary actions taken by the organization that is indicative of the degree of organizational support. There are four main categories of organizational justice, namely: procedural justice, distributive justice, informational justice and interactional justice, all of which reflect employees' perception regarding outcomes, processes, interpersonal interactions and how

employees are treated within the organization. Greenberg (1990: 399) pointed out that perceptions of organizational justice are “a base requirement for the effective functioning of organizations and the personal satisfaction of the individual they employ”.

Several criticisms have been leveled against social exchange theory (SET). One of the criticisms is that SET reduces social exchange to simplistic market transaction motivated by naked greed (Wilson & Musick, 1997; Zafirovski, 2005). But in actual fact, social exchange theory extends exchange relationships “beyond market transactions to exchanges of symbolic and other [non-tangible] resources such as social approval, security and even love” (Macy & Flache, 1995:73).

#### **2.4 Theoretical Framework**

The social exchange theory is adopted and applied as the theoretical framework of this study. The reason is that social exchange theory is helpful in explaining the outcomes of the relationship between the employees and the employers within the context of reforms. Therefore, irrespective of the goals of a reform programme (for instance, the Public Service Renewal Programme), the perception of the employees about their position on the relationship scale would determine if they would buy into the reform. Employee perception is also a determinant factor as to whether employees would adjust their work behavior positively according to policy prescriptions.

Social exchange theory suggests the employees who are treated fairly by the organization are likely to respond positively towards the needs and goals of the organization (Shaw, Dineen, Fang, & Vellella, 2009). Devonish and Greenidge (2010) and Nasurdin and Khuan (2007), suggest that employee’s task and contextual performance are significantly and positively

influenced by their perception of organizational distributive, interactional, and procedural justice. In relation to this study, it then means that if civil servants perceive that the Civil Service is treating them fairly, they will in turn respond by exhibiting pro-organizational behaviours such as organizational commitment and organizational citizenship. Consequently, the civil servants will list the success of the organizational as their personal priority. Therefore, they will not undermine the policies aimed at enhancing organizational efficiency.

The social exchange theory shares the concepts of fairness and comparative nature of rewards with the equity theory. Both theories propose that employees usually evaluate the fairness in the distribution of organizational rewards (material and non-material) between themselves and their co-workers within the same organization and in different organizations. The theories also suggest that employees compare the balance between their inputs (e.g. skills, education and length of service) and the outcomes, that is, rewards (e.g. pay, promotion, posting and recognition). The theories state that if employees (civil servants) perceive an unfair distribution of rewards or an imbalance between input and output, they would adjust their work behaviours either positively or negatively, to reduce equity tension. In other words, the employees may act positively to improve commitment and performance, or show hostility through lack of commitment and diminished performance (Cole, 1996; Shaw, Dineen, Fang & Vellalla, 2009).

The social exchange theory is similar to the expectancy theory in that both theories emphasize that employees enter into an exchange with the expectation of reward. The theories are useful in the microanalysis of the civil servants work behavior. The theories offer insights into the underlying factors that motivate or de-motivate civil servants. They explain the links between effort and performance and performance and rewards. Such insight is considered vital because,

no matter how laudable reform policies (such as the monetization policy and contributory pension scheme) are, employee performance may barely be positively affected, unless there are clearly established linkages between effort, performance and reward. Employees must see reason to put in more effort to achieve a certain level of performance. No doubt, one sure way of motivating employees towards the desired degree of efficiency and effectiveness is by ensuring the desirability (valence) of rewards (such as promotion, salary increase, and prompt payment of retirement benefits).

## **2.5 Research Hypotheses**

The following broad hypotheses and sub-hypotheses have been formulated to guide the study.

1. There is a significant and positive relationship between the implementation of SERVICOM and the level of employee performance in the Federal Civil Service, Imo State.
  - 1.1. The level of performance of junior civil servants is more likely to be influenced by SERVICOM than that of senior civil servants
2. There is a significant relationship between monetization policy and increased employee performance in Federal Civil Service, Imo State.
  - 2.1. Employees with higher monetized benefits are more likely to perform better than employees with Lower monetized benefits in the Federal Civil Service, Imo State.

3. There is a significant relationship between the new contributory pension scheme and increased employee performance in the Federal Civil Service, Imo State.
  
4. There is a significant positive relationship between the extent of ICT usage and the level of employee performance in the Federal Civil Service, Imo State.
  
5. There is a significant positive relationship between performance appraisal, promotion, training and employee performance in the Federal Civil Service, Imo State.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1. Research Design**

This work is designed as a cross-sectional survey. Cross-sectional surveys aim at collecting information on certain variables in a study population at one point in time. It is analogous to taking one still picture of the group or population being investigated. Survey studies are not constrained by the large size of the target population because it can make use of scientific sampling technique to guide the study of such large population. This method is justified by the assumption that there are very many similar elements in any population. Therefore, what one finds out for one element could stand for the rest of the elements which are similar to it (Unanka, 2000). In view of these facts, we assert that the cross-sectional survey design is appropriate for this study on the effects of the Public Service Renewal Programme on the work performance of Federal Civil Servants in Imo State.

#### **3.2. Area of the Study**

The area of the study is Imo State, one of the five States that make up the South-Eastern region of Nigeria. Imo State was created on the 3<sup>rd</sup> of February, 1976, by the Military Administration headed by General Murtala Mohammed. Imo State is composed of twenty-seven (27) local government areas (LGAs). These 27 LGAs are politically structured into three senatorial zones namely: Orlu, Owerri and Okigwe senatorial zone. Orlu senatorial zone comprises twelve (12) LGAs, Owerri senatorial zone has nine (9) LGAs, while Okigwe senatorial zone is made up of six (6) LGAs). Based on the 2006 National Population and Housing Census, Imo State has a total population of three million, nine hundred and twenty-seven thousand, five hundred and sixty-

three (3,927,563) persons. Out of this number, 1,976,471 are males and 1,951,092 are females. Imo state has a population density of 757.8 persons per square kilometer and covers a land size of 5,182.82 square kilometer (National Population Commission, 2010). Imo State is bordered by Anambra State to the North, by Delta State to the West, by Abia State to the East and by Rivers State to South. The major Rivers and Lake in Imo State are the Njaba River, Imo River, Oguta Lake, Otamiri River. The major occupations of Imo State inhabitants are civil service, agriculture, and commerce.

### **3.3 Study Organization**

Imo State plays host to various organizations such as federal establishments. There are sixty-four (64) federal establishments in Imo State. These sixty-four federal establishments are categorized into ministries, departments, agencies, parastatals, commissions, corporations and armed forces. All the federal establishments including the Army, the Police Force, the Para-military Agencies and Federal Courts are subject to Public Service Rules. However, some of the establishments are subject first to Civil Service Rules and are under the authority of the Federal Civil Service Commission, and because of this, they are classified under Federal Civil Service. For the purpose of this study, only thirty-two (32) federal establishments out of the sixty-four (64) federal establishments operating in Imo State are selected as study organizations. The thirty-two (32) organizations were selected based on the fact that they are subject first to Civil Service Rules – they operate under similar conditions of service – and because their operations are controlled from the Federal Secretariat, Imo State. The Federal Secretariat in Imo State consists of a multiple winged multi-storey building, two bungalows in the main premises, and three other

office complexes, located off Port-Harcourt Road in Owerri. The Federal Secretariat in Imo State is managed by the Federal Ministry of Housing, Lands and Urban Development.

The core Federal Civil Service is structured along occupational classes and grade levels. The occupational classes are categorized as follows: administrative cadre, executive cadre, technical cadre, and clerical and sub-clerical cadres. The administrative cadre (which is the topmost cadre) of the Federal Civil Service in Imo State, consists of employees who occupy the post of Director, Deputy director, Assistant director, Chief Administrative Officer, Assistant Chief Administrative Officer, Principal Administrative Officer, Senior Administration Officer, Administration Officer I and Administration Officer II. The topmost positions in the Executive, Technical and Clerical cadres are the posts of Chief Executive Officer, Chief Technical Officer and Chief Clerical Officer respectively. The official designations in the Federal Civil Service at the State level vary slightly in some MDAs. For instance, the post of Federal Controller, instead of the usual designation of Federal Director, is the topmost post in the Administrative cadre of Ministries such as the Federal Ministry of Works and the Federal Ministry of Housing, Lands and Urban Planning. Federal Civil Service Organizations, particularly the Ministries, are usually headed by Federal Permanent Secretaries appointed by the President of the Federation. At the State level, Federal Ministries are headed by Federal Controllers and Federal Directors.

In the Nigerian Civil Service, Occupational Grades are structured vertically from Grade Level 1 to Grade Level 17. Currently, however, the employees of the Civil Service at the Federal and State level fall within Grade levels (GL) 2 – 17. This is due to the Monetization Policy, which brought about the laying-off of all the GL 1 staff (and also, some of the GL 2 and GL 3 staff). All the federal civil servants on GL 2 – 6 are

categorized as Junior Staff, while those on GL 7 – 17 are referred to as Senior Staff. The function of recruitment, promotion and discipline of federal civil servants is vested on the Federal Civil Service Commission. However, the Commission may delegate the function of recruitment, promotion and discipline of Junior Staff to the respective Ministries, Departments and Agencies (MDAs). Upon recruitment, a civil servant is expected to serve for a period of thirty-five (35) years or until he or she attains the age of sixty (60) years. Any civil servant who successfully serves continuously for a period of ten (10) years is entitled to a retirement package of gratuity and/or pension.

**Table 3.1: Federal Establishments in Imo State**

S/No	Federal Establishments
1	Federal Ministry of Lands, Housing and Urban Development
2	Federal Ministry of Works
3	Federal Housing Authority
4	Federal Ministry of Agriculture
5	Office of the Auditor General
6	Federal Ministry of Education
7	Federal Ministry of Information
8	Federal Ministry of Commerce, Trade and Investment
9	Federal Ministry of Labour and Productivity
10	National Steel and Raw Material Research Council
11	Nigerian Institute of Social and Economic Research
12	Public Complaint Commission
13	Federal Staff Clinic
14	National Youth Service Corps
15	National Productivity Centre
16	Federal Ministry of Solid Mineral (Mines and Steel)
17	Code of Conduct Bureau
18	Federal Pay Office
19	National Directorate of Employment
20	National Office of Statistics
21	National Agency for Food and Drug Administration and Control
22	National Population Commission
23	National Archives
24	National Agency for Poverty Eradication Programme
25	National Geological Surveys
26	Federal Character Commission
27	Raw Material Research and Development Council

28	Code of Conduct Tribunal
29	Nigerian Postal Service
30	Surveyor General Office
31	Federal Ministry of Justice
32	Adult and Non Formal Education Literacy Centre
33	Nigerian Television Authority
34	Nigerian Civil Aviation Authority
35	Federal Airport Authority
36	National Library
37	Industrial Development Centre
38	National Identity Management Centre
39	National Institute of Agricultural Science
40	Corporate Affairs Commission
41	Federal Medical Centre
42	Federal Polytechnic
43	Federal University of Technology
44	Nigeria Immigration Service
45	Nigerian Prisons Service
46	Nigeria Customs Service
47	Federal High Court
48	Federal Court of Appeal
49	Nigeria Security and Civil Defence Corps
50	Department of State Security Service
51	Federal Airports Authority of Nigeria
52	Nigerian Civil Aviation Authority
53	Nigerian Meteorological Agency
54	Federal Road Maintenance Agency
55	Nigeria Police Force
56	Federal Radio Corporation of Nigeria
57	Central Bank Nigeria
58	Nigerian Army
59	National Drug Law Enforcement Agency
60	National Sports Commission
61	Nigeria Export Promotion Council
62	Independent National Electoral Commission
63	Federal Internal Revenue Service
64	Federal Road Safety Commission

Source: Federal Ministry of Information (2014) Breakdown of Federal Establishments in Imo State.

### **3.4. Scope of the Study**

The scope of the study is limited to investigating the effects of the Public Service Renewal Programme (PSRP) on employee performance in the Federal Civil Service, Imo State. The study isolated and examined the effects of the Reform's SERVICOM Initiative, Monetization Policy, Contributory Pension Policy, and ICT Policy on employees work performance in the Federal Civil Service, Imo State. The study also isolated and interrogated the effect of the existing methods of human resource management practices, specifically, employee performance appraisal, training, and promotion, on employee performance in the study organization. The organizational scope is limited to 32 organizations out of the 64 Federal Establishments in Imo State because of the design to study only the core Civil Service.

### **3.5. Population of the Study**

Based on official statistics, there are a total of 1086 Federal civil servants working in the Federal Secretariat, Owerri, Imo State (Federal Ministry of Lands, Housing and Urban Planning, 2015). This figure excludes the employees of the Para-military Agencies such as the Nigeria Customs Service, Nigerian Prisons Service, and Nigeria Immigration Service, which also have some offices at the Federal Secretariat Owerri, Imo State. The Para-military Agencies are excluded because their Conditions of Service, Organizational Structure and Operational Procedures differ from those of the core Ministries, Departments and Agencies (MDAs).

**Table 3.2: Study Organizations and Staff Strength**

S/No	Federal Establishments	Staff Strength
1	Federal Ministry of Lands, Housing and Urban Development	115
2	Federal Ministry of Works	120
3	Federal Housing Authority	10
4	Federal Ministry of Agriculture	95
5	Office of the Auditor General	26
6	Federal Ministry of Education	35
7	Federal Ministry of Information	30
8	Federal Ministry of Commerce, Trade and Investment	19
9	Federal Ministry of Labour and Productivity	19
10	National Steel and Raw Material Research Council	6
11	Nigerian Institute of Social and Economic Research	14
12	Public Complaint Commission	46
13	Federal Staff Clinic	16
14	National Youth Service Corp (Secretarial Office)	7
15	National Productivity Centre	17
16	Federal Ministry of Solid Mineral (Mines and Steel)	9
17	Code of Conduct Bureau	12
18	Federal Pay Office	45
19	National Directorate of Employment	54
20	National Office of Statistics	47
21	National Agency for Food and Drug Administration and Control	9
22	National Population Commission	169
23	National Archives	16
24	National Agency for Poverty Eradication Programme	23
25	National Geological Surveys	17
26	Federal Character Commission	50
27	Raw Material Research and Development Council	9
28	Code of Conduct Tribunal	4
29	Nigerian Postal Service (Secretarial Office)	2
30	Surveyor General Office	10
31	Federal Ministry of Justice	11
32	Adult and Non Formal Education Literacy Centre	24
-----	<b>TOTAL</b>	<b>1086</b>

Source: Federal Ministry of Lands, Housing and Urban Development (2015) Nominal Roll of Federal Government Staff: Summary of Ministry/Other Establishments (Excluding Customs, Immigration and Prisons).

### 3. 6. Sample Size

A total survey of the entire study population of 1086 federal civil servants was attempted. However, only 1007 federal civil servants responded adequately to the research questionnaire. Therefore, a sample size of 1007 was used to generate quantitative data for the study. The sample size represents 92.7% of the study population. 20 persons out of 1086 study population were selected for in-depth interviews. The in-depth interview (IDI) respondents consisted of federal civil servants who are of the Senior Officers Cadre. This category of employees was selected for interviews because of their deeper and/or longer service experience, and also, because they are or had been members of the Appraisal Committee of their Ministries, Departments or Agencies.

Table 3.3 indicates that a total of 1086 copies of the research questionnaire were distributed, but only 1007 were completed and returned. The data contained in table 3.3 show that the response rate to the research questionnaire is 92.7%. This response rate to the questionnaire is high, thus the questionnaire is considered suitable for statistical analysis. The response rate to the research questionnaire is calculated as:

$$\frac{\text{Number of Returned Copies of Questionnaire}}{\text{Number of Distributed Copies of Questionnaires}} \times \frac{\text{One Hundred}}{1}$$

Therefore:

$$\frac{1007}{1086} \times \frac{100}{1} = 92.2\%$$

where:

Number of distributed copies of questionnaire = 1086

Number of returned copies of questionnaire = 1007

**Table 3.3: Sample Size Distribution and Response Rate to the Research Questionnaire**

S/ N	Federal Establishments	Staff Strength	Copies of Questionnaire Distributed	Copies of Questionnaire Returned
1	Federal Ministry of Lands, Housing and Urban Development	115	115	113
2	Federal Ministry of Works	120	120	117
3	Federal Housing Authority	10	10	9
4	Federal Ministry of Agriculture	95	95	89
5	Office of the Auditor General	26	26	24
6	Federal Ministry of Education	35	35	31
7	Federal Ministry of Information	30	30	27
8	Federal Ministry of Commerce, Trade and Investment	19	19	14
9	Federal Ministry of Labour and Productivity	19	19	17
10	National Steel and Raw Material Research Council	6	6	6
11	Nigerian Institute of Social and Economic Research	14	14	12
12	Public Complaint Commission	46	46	42
13	Federal Staff Clinic	16	16	11
14	National Youth Service Corp (Secretarial Office)	7	7	6
15	National Productivity Centre	17	17	15
16	Federal Ministry of Solid Mineral (Mines and Steel)	9	9	8
17	Code of Conduct Bureau	12	12	10
18	Federal Pay Office	45	45	42
19	National Directorate of Employment	54	54	49
20	National Office of Statistics	47	47	44
21	National Agency for Food and Drug Administration and Control	9	9	9
22	National Population Commission	169	169	163
23	National Archives	16	16	14
24	National Agency for Poverty Eradication Programme	23	23	22
25	National Geological Surveys	17	17	14
26	Federal Character Commission	50	50	47
27	Raw Material Research and Development Council	9	9	7
28	Code of Conduct Tribunal	4	4	3
29	Nigerian Postal Service (Secretarial Office)	2	2	2
30	Surveyor General Office	10	10	10
31	Federal Ministry of Justice	11	11	9
32	Adult and Non Formal Education Literacy Centre	24	24	21
	<b>TOTAL</b>	<b>1086</b>	<b>1086 (100%)</b>	<b>1007 (92.7%)</b>

Source: Federal Ministry of Information (2015), and, Field Survey (2015).

### **3.7. Sampling Technique**

The sampling techniques adopted for the study are the Purposive sampling technique and Total population sampling technique. The purposive sampling technique was utilized in selecting 32 federal establishments out of the 64 federal establishments operating in Imo State. The technique was adopted because of the need to select the federal establishments that share the common characteristics of being labeled the Federal Civil Service, that is, those establishments that are regulated by the Federal Civil Service Commission and are subjected primarily to Civil Service Rules. The study adopted the total population sampling technique in administering the questionnaire to the respondents which includes all the employees of the 32 Federal Civil Service Organizations. The purposive sampling technique was once more adopted in selecting the 20 in-depth interview respondents who are of the senior staff cadre from the study population of 1, 086 Federal civil servants.

### **3.8. Instruments for Data Collection**

The survey data were collected mainly through questionnaire, complimented by in-depth interviews. The research questionnaire consists of sixty-four (64) closed- and open-ended questions, designed to elicit the responses of civil servants on the effects of the Public Service Renewal Programme on employee performance in the Federal Civil Service, Imo State. The research questionnaire is subdivided into sections. The first section is designed to obtain demographic data of respondents such as sex, age, marital status etc., while the other sections are designed to address substantive issues necessary to answer the research questions, fulfill the research objectives, and test the research hypotheses. The questionnaire is not cadre-sensitive - it targets all cadres of employees. In order to increase the reliability of the data collected with the

questionnaire and to avoid ambiguities, the questionnaire was used for pilot study on employees of the Nigeria Customs Service and the Nigeria Immigration Service.

The in-depth interview (IDI) schedule consists of open-ended questions. The interview schedule is designed to elicit unhindered responses on the subject matter of the study from key informants. The interview schedule is also designed to give clarity to the questions contained in the questionnaire, and, to unearth underlining factors surrounding the issues raised in the questionnaire. The interview respondents comprised of selected federal civil servants of the senior officer cadre, who were selected because of their deeper and/or longer service experience.

### **3.9. Validity of Research Instrument**

The research questionnaire was scrutinized and appraised for content and construct validity by experts in the field of measurement and evaluation from Imo State University Owerri, and by the research supervisor, who is an expert in the field of Industrial Sociology. These experts vetted the language of the instrument in relation to the cognitive capacity of the potential respondents. They also scrutinized the comprehensiveness of the questionnaire in relation to the coverage and interrelationship of the itemized sections. Their advice and corrections helped to improve the quality of the questionnaire. The final approval to administer the questionnaire was however given by the research supervisor.

### **3.10. Reliability of Research Instrument**

A pilot study adopting test-retest method was conducted in order to estimate the reliability of the research questionnaire. The pilot study was conducted using a total of fifty respondents selected

from two federal establishments (namely, the Nigeria Customs Service and Nigeria Immigration Service) which are not part of the Civil Service, and as such, not involved in the main study. Copies of the questionnaires were administered on the pilot study respondents on two separate occasions at an interval of two weeks. The data retrieved from the first and second administration were subjected to a reliability test using Cronbach Alpha. The reliability test revealed a co-efficient estimate of 0.742 which indicates a high level of internal consistency of the questionnaire, hence, justifying its' reliability as a research instrument.

### **3.11. Administration of Research Instruments**

Copies of the research questionnaire were administered on federal civil servants in their offices during working hours by the researcher with the help of research assistants. The researcher employed the services of ten (10) research assistants, composed of five (5) males and five (5) females chosen from amongst postgraduate and undergraduate students of the Department of Sociology, Imo State University, Owerri. The first set of six undergraduate research assistants was trained for a period of 3 days, while the second set which comprised of four postgraduate students was trained for two days. The research assistants were trained on the focus of the study and were assigned the tasks of distributing and retrieving copies of the research questionnaire. The in-depth interviews (IDI) were personally conducted by the researcher. The interviewees' responses were recorded with notebooks and audio tape recorders.

### **3.12. Methods of Data Analysis**

The research data were analyzed using descriptive and inferential statistics. The descriptive statistics involved the use of frequency and percentage distribution tables to present and analyze

the responses of respondents to questionnaire items addressing research questions one to four. A logistic regression analysis technique was used to address research question five. All the research hypotheses, including the two sub-hypotheses, were tested with inferential statistics consisting of Pearson product moment correlation statistic and chi-square statistic. Data collected from the in-depth interviews were thematically analyzed.

### **3.13. General Observations**

The field work was quite challenging, tedious and stressful. It was equally interesting and revealing. Some of the general observations made in the course of the field survey are as follows:

1. Some of the respondents had a very low impression about the research, while some other respondents considered the research to be a worthy enterprise. It took some convincing to gain, albeit slightly, the interest of those who had a low impression of the essence of research.
2. Some respondents saw the survey, particularly the questionnaire, as a test of their knowledge and competence. Such apprehension was dispelled with the help of some of their colleagues who responded to the questionnaires enthusiastically.
3. The notion of keeping official secrets or adhering to the ethics of the civil service was readily cited by some respondents who wanted to avoid filling out the questionnaire or granting interview. However, a subtle persuasion from their senior colleagues helped to clear their doubt about the civil service rules.

4. There was no electricity at the Federal Secretariat throughout the period of the research. Some of the Ministries were seldom powered by a generator. On enquiry, the researcher was told that the Federal Secretariat is indebted to the Power Holding Company of Nigeria.
  
5. The research assistants were very excited about being in the field for such exercise. They relished the opportunity and never stopped talking about their experiences as the team made its way back from the field.

## CHAPTER FOUR DATA PRESENTATION AND ANALYSIS

### 4.1. Socio-Demographic Characteristics of Respondents

The socio-demographic profiles of the respondents are examined in Tables 4.1, 4.2, 4.3, 4.4, 4.5, 4.6 and 4.7 below.

**Table 4.1: Distribution of Respondents by Sex**

<b>SEX</b>	<b>FREQUENCY</b>	<b>PERCENTAGE (%)</b>
Male	580	57.6
Female	427	42.4
<b>Total</b>	<b>1007</b>	<b>100.0</b>

**Source: Field Survey, 2015**

Table 4.1 shows that 57.6% of the respondents were males while 42.4% were females. This shows that there were more men than women. The reason for this may be the tendency for men to accept work transfer to other stations compared to women who for family reasons prefer to defer transfer.

**Table 4.2: Distribution of Respondents by Age**

<b>AGE</b>	<b>FREQUENCY</b>	<b>PERCENTAGE (%)</b>
21 – 30	494	49.1
31 – 40	349	34.7
41 - 50	97	9.6
51 - 65	67	6.7
<b>Total</b>	<b>1007</b>	<b>100.0</b>

**Source: Field Survey, 2015.**

Table 4.2 reveals that 49.1% of the respondents fell within the age bracket of 21 – 30 years, 34.7% of the respondents belonged to the 31 – 40 age bracket, 9.6% of the respondents fell within the age bracket of 41 – 50 years, while the age bracket of 51 – 65 produced the least

number (6.7%) of respondents. The mean age of respondents is 33.7 years (approximately 34 years).

**Table 4.3: Distribution of Respondents by Marital Status**

<b>MARITAL STATUS</b>	<b>FREQUENCY</b>	<b>PERCENTAGE (%)</b>
Single	342	34.0
Married	573	56.9%
Divorced	57	5.7
Separated	18	1.8
Widowed	17	1.7
<b>Total</b>	<b>1007</b>	<b>100.0</b>

**Source: Field Survey, 2015.**

Table 4.3 shows that 34% of the respondents were single, 56.9% were married, 5.7% were divorced, 1.8% were separated, while 1.7% were widowed. This shows that the majority of the respondents were married. It could be inferred that Federal Civil Service employment provides the income security that enables employees to fulfill the cultural expectation of marriage.

**Table 4.4: Distribution of Respondents by Educational Qualification**

<b>EDUCATIONAL LEVEL</b>	<b>FREQUENCY</b>	<b>PERCENTAGE (%)</b>
FSLC	17	1.7
GCE/SSCE/NECO/WAEC	232	23.0
NCE/OND	260	25.8
HND/B.Sc./Equivalent	397	39.4
Masters Degree	90	8.9
Doctorate Degree	11	1.1
<b>Total</b>	<b>1007</b>	<b>100.0</b>

**Source: Field Survey, 2015.**

Table 4.4 indicates that 1.7% of the respondents had FSLC as their highest qualification, 23% of the respondents were holders of GCE/SSCE/NECO/WAEC, 25.8% of the respondents possessed NCE/OND, 39.4% of the respondents had HND/B.Sc. or Equivalent, 8.9% had a Masters degree,

while 1.1% of the respondents possessed had Ph.D. The Table shows that the greatest number of respondents fell within the category of persons who possessed HND/B.Sc./Equivalent as their utmost educational qualification. The results clearly show that the respondents were literate enough to respond to the research questionnaire.

**Table 4.5: Distribution of Respondents by Religion**

<b>RELIGION</b>	<b>FREQUENCY</b>	<b>PERCENTAGE (%)</b>
Christianity	728	72.3
Islam	209	20.8
African Traditional Religion	40	4.0
Atheism	30	3.0
<b>Total</b>	<b>1007</b>	<b>100.0</b>

**Source: Field Survey, 2015.**

Table 4.5 shows that the majority (72.3%) of the respondents were Christians. The Table also shows that 20.8% of the respondents practiced Islam, 4.0% were affiliated to African Traditional Religion, while 3.0% of the respondents were Atheists. The high percentage of respondents who practiced Islam underscores the federal character of the Federal Civil Service in Imo State - a Southeastern State in Nigeria where Christianity is the predominant religion.

**Table 4.6: Distribution of Respondents by Length of Service**

<b>LENGTH OF SERVICE</b>	<b>FREQUENCY</b>	<b>PERCENTAGE (%)</b>
10 years and below	744	73.9
11 – 20 years	190	18.9
21 – 30 years	56	5.6
31 years and above	17	1.7
<b>Total</b>	<b>1007</b>	<b>100.0</b>

**Source: Field Survey, 2015.**

Table 4.6 indicates that 73.9% of the respondents fell within the length of service category of 10 years and below, 18.9% of the respondents had been in the Service for a period of 11 to 20years, 5.6% of the respondents had been in the Service for a period of 21 to 30years, while 1.7% of the

respondents had been in the Service for 31 years and above. The Table clearly shows that the majority of the respondents fell within the length of service category of less than 1 to 10 years. However, the mean length of Service for all the respondents is 10.89 years, which is approximately 11 years.

**Table 4.7: Distribution of Respondents by Occupational Grade**

<b>OCCUPATIONAL GRADE</b>	<b>FREQUENCY</b>	<b>PERCENTAGE (%)</b>
Senior	539	53.5
Junior	468	46.5
<b>Total</b>	<b>1007</b>	<b>100.0</b>

**Source: Field Survey, 2015.**

Table 4.7 indicates that 53.5% of the respondents were senior staff while 46.5% of the respondents were junior staff. The table clearly shows that there were more senior staff than junior staff. This may be due to the introduction of the monetization policy which led to the disengagement of many of the junior staff.

## **4.2. Analysis of Research Questions**

In this section, the research questions that were formulated to guide the study are restated and analyzed sequentially.

**Research Question One:** What is the effect of SERVICOM on employee performance in the Federal Civil Service, Imo State?

In order to ascertain the effect of SERVICOM on employee performance in the Federal Civil Service Imo State, responses to questionnaire items 8, 9, 10, 14, 19, and 21 are presented and analyzed in Table 4.8.

**Table 4.8: Respondents' views on effect of SERVICOM on employee performance**

Questionnaire items and Response categories	Frequency	Percentage (%)
<b>Has the introduction of SERVICOM had any effect on employee performance (item 8)</b>		
Yes	677	67.2
No	133	13.2
Not sure	149	14.8
Don't know	48	4.8
Total	1007	100.0
<b>Which aspect of your work behavior has improved due to SERVICOM (item 9)</b>		
Punctuality to work	223	22.0
Work attendance	152	15.1
Relationship with clients	601	59.7
No aspect	31	3.1
Total	1007	100.0
<b>Has the introduction of SERVICOM helped to reduce the rate of bribery (item 10)</b>		
Yes	577	57.3
No	161	16.0
Not sure	182	18.1
Don't know	87	8.6
Total	1007	100.0
<b>Has the introduction of SERVICOM helped to reduce the rate of employee truancy (item 14)</b>		
Yes	492	48.9
No	164	16.3
Not sure	209	20.8
Don't know	142	14.1
Total	1007	100.0
<b>Has the introduction of SERVICOM enhanced the speed of service delivery (item 19)</b>		
Yes	411	40.8
No	149	14.8
Not sure	296	29.4
Don't know	151	15.0
Total	1007	100.0
<b>How would you rate employee work commitment since the introduction of SERVICOM (item 21)</b>		
High	186	18.5
Above average	283	28.1
Average	409	40.6
Low	129	12.8
Total	1007	100.0

**Source: Field Survey, 2015**

Table 4.8 shows that when respondents were asked if the introduction of SERVICOM has had any effect on employee performance in the Federal Civil Service, Imo State, 67.2% (the majority) said yes, 13.2% said no, 14.8% said they were not sure, while 4.8% said they don't know. Table 4.8 reveals that when respondents were asked which aspect of your work behavior had improved due to SERVICOM, 22% indicated punctuality to work, 15.1% indicated work attendance, 59.7% indicated relationship with clients, while 3.1% indicated no aspect.

With respect to whether the introduction of SERVICOM has helped to reduce the rate of bribery, the majority (57.3%) of the respondents said yes, 16% said no, 18.1% said they were not sure,

while 8.6% said they don't know. As regards whether the introduction of SERVICOM has helped to reduce the rate of employee truancy, 48.9% of the respondents said yes, 16.3% said no, 20.8% said they were not sure, and 14.1% of the respondents said they don't know.

Table 4.8 reveals that when respondents were asked whether the introduction of SERVICOM has enhanced the speed of service delivery, 40.8% said yes, 14.8% said no, 29.4% said they were not sure, while 15% said they don't know. Table 4.8 also shows that of all the respondents who rated employee commitment since the introduction of SERVICOM, 18.5% indicated high rating, 28.1% gave above average rating, 40.6% gave average rating while 12.8% gave low ratings. The responses of most of the in-depth interview (IDI) respondents support Table 4.8 results. For instance, one of the IDI respondents remarked,

Yes, to a large extent, SERVICOM has had a lot of effect on employee performance. SERVICOM is like a watchdog on the employee. People are now conscious of the service they render to the public. Those laxities, official bureaucracy are no longer there because of the introduction of SERVICOM. Yes, SERVICOM has enhanced service delivery. (IDI, Male, Grade Level 14, Federal Civil Servant)

Another IDI respondent said, "Yes, SERVICOM has had positive effect on employee performance. It has led to quickening of service. There is no longer delay. There is also improvement in employee attitude to work" (Male, GL 12, Federal Civil Servant, IDI 2/9/2015).

Few of the IDI respondents held contrary views. For instance, an IDI respondent said, "it (SERVICOM) is basically non-existent and details about it is not fully understood" (IDI, Male, GL 10, Federal Civil Servant).

**Research Question Two:** What is the effect of Monetization Policy on employee Performance in the Federal Civil Service, Imo State?

The questionnaire items 22, 24, 25, 26, 27 and 29 were designed and analyzed to investigate the effect of monetization policy on employee performance in the Federal Civil Service, Imo State.

**Table 4.9: Respondents' opinions on effect of Monetization policy on employee performance**

Questionnaire items and Response categories	Frequency	Percentage (%)
<b>Has the monetization policy enhanced employee pay package (item 22)</b>		
Yes	594	59.0
No	184	18.3
Not sure	143	14.2
Don't know	86	8.5
Total	1007	100.0
<b>Has monetization policy helped to enhance your work motivation (item 24)</b>		
Yes	577	57.3
No	192	19.1
Not sure	147	14.6
Don't know	91	9.0
Total	1007	100.0
<b>Has Monetization policy encouraged you to remain on the job (item 25)</b>		
Yes	573	56.9
No	166	16.5
Not sure	185	18.4
Don't know	83	8.2
Total	1007	100.0
<b>Employees with higher monetized benefits are more likely to experience better work-life balance in terms of meeting work challenges and family demands (item 26)</b>		
Certainly	324	32.2
Probably	390	38.7
Doubtful	220	21.8
Not at all	73	7.2
Total	1007	100.0
<b>Which of the options best describes the effect of Monetization on employee (item 27)</b>		
Enhanced employee morale	548	54.4
Increased level of apathy	264	26.2
Increased frustration over condition of service	165	16.4
Others	30	3.0
Total	1007	100.0
<b>Has monetization policy helped to reduce your work stress (item 29)</b>		
Certainly	438	43.5
Probably	199	19.8
Doubtful	258	25.6
Not at all	112	11.1
Total	1007	100.0

**Source: Field Survey, 2015.**

Table 4.9 reveals that when respondents were asked whether or not the introduction of monetization policy enhanced employee pay package, 59% said yes, 18.3% said no, 14.2% said they were not sure, while 8.5% said they don't know. When respondents were asked whether monetization policy helped to enhance your work motivation, a majority (57.3%) of them said yes, 19.1% of the respondents said no, 14.6% said they were not sure, and 9.0% said they don't know. In terms of whether the introduction of the monetization policy has encouraged them to remain on their jobs, the majority (56.9%) of the respondents answered yes, 16.5% said no, 18.4% indicated that they were not sure while 8.2% of the respondents said they don't know. As regards whether employees with higher monetized benefits are more likely to experience better work-life balance in terms of meeting work challenges and family demands, 32.2% of the respondents said certainly, 38.7% said probably, 21.8% said doubtful, while 7.2% said not all.

Table 4.9 reveals that when respondents were asked to indicate the option that best describes the effect of monetization on employees, the majority (54.4%) of the respondents indicated enhanced employee morale, 26.2% of the respondents indicated increased level of apathy, 16.4% indicated increased frustration over condition of service, while 3% of the respondents indicated other options. As regards whether monetization has helped to reduce their (employees) work related stress, 43.5% said certainly, 19.8% said probably, 25.6% said doubtful while 11.1% said not at all.

Table 4.9 evidently shows that the majority of the respondents were of the view that the monetization policy has helped to enhance employee pay package, employee motivation, and employee morale, and that it has also helped to encourage employees to remain on their jobs.

Table 4.9 also reveals that the highest percentage of respondents opined that it is probable that employees with higher monetized benefits are more likely to experience better work-life balance in terms of meeting work challenges and family demands. Furthermore, the Table shows that the highest percentage of respondents were certain that the monetization policy has helped to reduce employee work stress. The views of most of the IDI respondents support Table 4.9 results. In one of the interviews, a respondent remarked: “Due to the monetization policy, some employees were able to acquire the houses (quarters) they were living in, and the cars and furniture they were using. It is a morale booster. It has enhanced productivity to a great extent” (IDI, Male, GL 14, Federal Civil Servant).

Another IDI respondent said:

When you know that this kind of incentive (monetization) is coming your way, you have to do your work so that you will be retained in the establishment to enjoy the benefit. It is motivational. It encourages employees to put in more effort. (IDI, Male, GL 10, Federal Civil Servant)

Some of the IDI respondents expressed divergent view on the effect of monetization policy. One IDI respondent remarked: “Monetization has no effect. It is not good. Government is not truthful. Workers feel betrayed. It makes you feel bad. Morale is low. No zeal” (IDI, Female, GL 13 Federal Civil Servant). Another IDI respondent who dislikes the monetization policy simply said: “I don’t like it. It has no effect” (IDI, Male, GL 9, Federal Civil Servant).

**Research Question 3:** What is the effect of the Contributory Pension Scheme on Employee Performance in the Federal Civil Service, Imo State?

Questionnaire items 30, 31, 32, 33, and 34 were analyzed to answer research question three.

**Table 4.10: Respondents' views on contributory pension scheme (CPS) and its effect employee performance**

Questionnaire items and Response Categories	Frequency	Percentage (%)
<b>How soon were pensions paid before the introduction of CPS (item 30)</b>		
Immediately	107	10.6
Within 6 months	345	34.3
After one year	155	15.4
Between 2 years and above	129	12.1
Don't know	271	26.9
Total	1007	100.0
<b>How soon are pensions paid since the introduction of CPS (item 31)</b>		
Immediately	187	18.6
Within 6 months	485	48.2
After one year	39	3.9
Between 2 years and above	38	3.7
Don't know	259	25.7
Total	1007	100.0
<b>Percentage of pension is paid within the first 3 months of retirement since introduction of CPS (item 32)</b>		
1-25%	676	67.1
26-50%	234	23.3
51-75%	60	6.0
76-100%	37	3.6
Total	1007	100.0
<b>Introduction of CPS has helped to reduce employee retirement related work stress (item 33)</b>		
Yes	603	59.9
No	132	13.1
Not sure	149	14.8
Don't know	123	12.2
Total	1007	100.0
<b>Introduction of CPS has enhanced employee commitment (item 34)</b>		
Yes	548	54.4
No	132	13.1
Not sure	189	18.8
Don't know	138	13.7
Total	1007	100.0

**Source: Field Survey, 2015.**

Table 4.10 indicates respondents' views about the Contributory Pension Scheme (CPS) and its effects on employee performance in the Federal Civil Service in Imo State. The Table shows that the least number of respondents representing 10.6% indicated that pensions were paid immediately on retirement prior to the introduction of the CPS, while the greatest number of respondents representing 34.3% indicated that pensions were paid within six months on retirement prior to the introduction of the CPS. Table 4.10 also shows that 15.4% of the respondents indicated that pensions were paid after one year prior to CPS, 12.8% indicated that pensions were paid within the period of two years and above, while 26.9% claimed that they do not know how long it took for pensions to be paid before the introduction of CPS.

As regards how soon pensions are paid since the introduction of the Contributory Pension Scheme, Table 4.10 shows that 18.6% of the respondents indicated that pensions are paid immediately on retirement, 48.2% indicated within six months, 3.9% indicated after one year, 3.7% indicated between two years and above, while 25.7% indicated that they do not know. With respect to the percentage of pension paid within three months of retirement since the introduction of CPS, Table 4.10 shows that the majority (67.1%) of the respondents indicated that 1-25 percent of pension is paid, 23.3% of the respondents indicated 26-50 percent, 6% of the respondents indicated 51-70 percent, while 3.6% of the respondents indicated that 76-100 percent of pension is paid within three months of retirement.

Table 4.10 shows that with regard to whether the introduction of Contributory Pension Scheme (CPS) has helped to reduce employee retirement related work stress in the Federal Civil Service Imo State, the responses of respondents were as follows: yes (59.9%), no (13.1%), not sure

(14.8%), don't know (12.2%). This shows that the majority of the respondents agreed that the introduction of Contributory Pension Scheme has helped to reduce employee retirement related work stress in the Federal Civil Service, Imo State. With respect to whether the introduction of CPS has enhanced employee commitment in the Federal Civil Service Imo State, the responses received were as follows: yes (54.4%), no (13.1%), not sure (18.8%), don't know (13.7%). This shows that more than half of the total number of respondents agreed that the Contributory Pension Scheme (CPS) has enhanced employee commitment in the Federal Civil Service, Imo State.

Table 4.10 clearly shows that the majority of the respondents were of the view that there is an improvement in the speed of pension payment in the Federal Civil Service, Imo State, due to the introduction of the Contributory Pension Scheme (CPS). The Table also reveals that the majority of the respondents indicated that the introduction of CPS has helped to reduce employee retirement related work stress and that it has also enhanced employee commitment. Most of the IDI respondents expressed similar views. For instance, one IDI respondent remarked:

I have not seen anybody who has complained about his/her pension under the Contributory Pension Scheme (CPS). We (employees) like it; you cannot compare CPS with the pay-as-you-go system. Employees are motivated, and morale is high because of CPS. (IDI, Female, GL 13, Federal Civil Servant)

Another interviewee said: "It is a sound programme. Retirement benefits are paid within 3 months of retirement. People are not afraid of retirement. It makes employees to feel relaxed and secured" (IDI, Male, GL 10, Federal Civil Servant). One other IDI respondent had this to say: "I like the quick payment of pension. Federal Staff are happy and better off compared to their

counterparts in the State Civil Services. It is part of the motivation” (IDI, Male, GL 14, Federal Civil Servant).

Some respondents expressed mixed feelings. For instance an IDI respondent remarked: “I am partially satisfied. Pension is easily administered. Pensions and gratuity are promptly paid. However lesser amounts are paid as pension (IDI, Male, GL 9, Federal Civil Servant). Another IDI respondent said: There is uncertainty about pension benefits. This has led employees to alter their records- age and years of Service (IDI, Female, GL 12, Federal Civil Servant).

**Research Question 4:** How does the extent of ICT usage affect employee performance in the Federal Civil Service, Imo State?

Questionnaire items 35, 36, 38, 39, 40, 41 and 43 were framed and analyzed to determine the extent of ICT usage and the effect on employee performance in the Federal Civil Service (FCS), Imo State

**Table 4.11: Respondents views on Extent of ICT Usage and its effect on employee performance**

Questionnaire Items and Response Categories	Frequency	Percentage (%)
<b>Do federal civil servants have the necessary ICT facilities to perform their duties (item 35)</b>		
Yes	368	36.5
No	274	27.2
Not sure	253	25.1
Don't know	112	11.1
Total	1007	100.0
<b>How would you describe the ICT facilities in your workplace (item 36)</b>		
Adequate	315	31.3
Inadequate	425	42.2
Irrelevant	204	20.3
Not Sure	38	3.8
Don't know	25	2.5
Total	1007	100.0
<b>What is the effect of inadequate ICT facilities (item 38)</b>		
Failure to meet deadline	513	50.9
Low work output	369	36.6
Poor quality of job	91	9.0
Poor work accountability	24	2.4
Others	10	1.0
Total	1007	100.0
<b>Are documents manually processed (item 39)</b>		
Yes	350	34.8
No	479	47.6
Not sure	102	10.1
Don't Know	76	7.5
Total	1007	100.0
<b>To what extent is the FCS in Imo State using modern ICT facilities (item 40)</b>		
To a great extent	293	29.1
To a considerable extent	120	11.9
To a moderate extent	284	28.2
To a slight extent	310	30.8
Total	1007	100.0
<b>Do all federal civil servants have access to the internet in their offices (item 41)</b>		
Yes	223	23.1
No	444	44.1
Not sure	230	22.8
Don't know	100	9.9
Total	1007	100.0
<b>Is there an electronic medium like email used in giving employee feedback on their appraisal (43)</b>		
Yes	373	37.0
No	256	25.4
Not sure	210	20.9
Don't know	168	16.7
Total	1007	100.0

Source: Field Survey, 2015.

Table 4.11 contains respondents' views on the extent of ICT usage and the effect on employee performance in the Federal Civil Service, Imo State. The Table shows that 36.5% of the respondents agreed that federal civil servants have ICT facilities to perform their duties, 27.2% disagreed, 25.1% were not sure while 11.1% of the respondents said they don't know. Table 4.11 also reveals that 31.3% of the respondents indicated the ICT facilities in their workplace were adequate, 42.2% indicated that the ICT facilities were inadequate, 20.3% indicated that the facilities were irrelevant, 3.8% were not sure while 2.5% of the respondents said they don't know how to describe the ICT facilities in their workplace. When respondents were asked to indicate the effect of ICT inadequacy, the responses that were received are as follows: 50.9% indicated failure to meet deadline, 36.6% indicated low work output, 9% indicated poor quality of job, 2.4% indicated poor work accountability while 1% indicated other effects.

As regards whether documents are manually processed, the responses that were received are as follows: yes (34.8%), no (47.6%), not sure (10.1%), don't know (7.5%). When respondents were asked, to what extent is the Federal Civil Service in Imo State using ICT facilities, 29.1% replied to a great extent, 11.9% indicated to a considerable extent, 28.2% said to a moderate extent while 30.8% answered to a slight extent.

In terms of whether federal civil servants have access to the internet in their offices, 23.1% of the respondents said yes, 44.1% said no, 22.8% said they were not sure, while 9.9% of the respondents said they don't know. As regards whether there is an electronic medium that is used for appraisal feedback to employees, Table 4.11 reveals that 37% of the respondents answered

yes, 25.4% answered no, 20.9% said they were not sure, while 16.7% of the respondents said they don't know.

Table 4.11 evidently reveals that the highest percentage of respondents indicated that federal civil servants have ICT facilities to perform their duties. Likewise, the highest number of respondents felt that the ICT facilities were inadequate. The Table indicates also that a greater percentage of respondents believed that the main effect of ICT inadequacy is the failure to meet deadline followed by low work output. Many respondents declared that: modern ICT facilities are used slightly in the Federal Civil Service, Imo State; civil servants do not have internet facilities in their offices, and; there is an electronic medium used for appraisal feedback. Most of the IDI respondents were of the view that the ICT facilities in the Federal Civil Service, Imo State, are inadequate and as a result employee performance has been negatively affected. For instance, one IDI respondent remarked, 'The ICT facilities are not adequate. Because of this there are delays in accessing and disseminating information. It affects man-hours and output' (IDI, Female, GL 9, Federal Civil Servant). Another IDI respondent said, "We don't have ICT infrastructure. Really, it affects speed of service delivery negatively. It causes high cost of service delivery" (IDI, Male, GL 12, Federal Civil Servant). One other IDI respondent had this to say, 'No, the ICT facilities are not adequate. The internet is non-functional. Confidentiality is compromised when we use business centers' (IDI, Male, GL 14, Federal Civil Servant).

**Research Question 5:** What is the effect of the existing method of Employee Performance Appraisal, Promotion and Training on Employee Performance in the Federal Civil Service, Imo State?

Table 4.12: Logistic Regression predicting the effect of employee performance appraisal, training, and promotion on employee performance

Variables in the Equation	B	S.E.	Wald	Df	Sig.	Exp(B)
Conduct interval of employee performance appraisal (45)	-.169	.065	6.751	1	.009	.844
Employee performance appraisal fairness (46a)	-.056	.122	.210	1	.647	.946
Employee performance appraisal transparency (46b)	-.334	.131	6.527	1	.011	.716
Employee performance appraisal accuracy (46c)	-.133	.120	1.231	1	.267	.876
Employee performance appraisal adequacy (46d)	.063	.057	1.195	1	.274	1.065
Receipt of promotion (48)	.281	.136	4.282	1	.039	1.325
Position stagnation (52)	.059	.068	.751	1	.386	1.061
Receipt of training (55)	-.208	.145	2.052	1	.152	.812
Constant	-.379	.422	.806	1	.369	.685
a. Variable(s) entered on step 1: 45, 46a, 46b, 46c, 46d, 48, 52, 55.						

Dependent Variable = Employee Performance; significant at 0.05 level

Table 4.12 shows that the independent variables include: conduct interval of employee performance appraisal, employee performance appraisal fairness, employee performance appraisal transparency, employee performance appraisal accuracy, employee performance appraisal adequacy, receipt of promotion, position stagnation, and receipt of training. The test value of the logistic regression analysis indicates that all factors tested were not statistically significant at ( $p < 0.05$ ) except conduct interval of employee performance appraisal ( $p = .009$ ), employee performance appraisal transparency ( $p = .011$ ), and receipt of promotion ( $p = .039$ ) which were statistically significant. This means that, of all the tested independent variables, only conduct interval of employee performance appraisal, employee performance appraisal

transparency, and receipt of promotion predict (i.e. are likely to have) significant effect on employee performance in the Federal Civil Service, Imo State.

### 4.3 Test of Research Hypotheses

This section contains the test of research hypotheses.

*Hypothesis 1*:- There is a significant and positive relationship between the implementation of SERVICOM and the level of employee performance in the Federal Civil Service, Imo State.

**Table 4.13: Pearson's r Correlation Analysis of Hypothesis One**

<b>Correlations</b>			
		rating of employee performance based on quality of work	Implementation of SERVICOM
rating of employee performance based on quality of work	Pearson Correlation	1	.173**
	Sig. (2-tailed)		.000
	N	1007	1007
Implementation of SERVICOM	Pearson Correlation	.173**	1
	Sig. (2-tailed)	.000	
	N	1007	1007

\*\* . Correlation is significant at the 0.01 level (2-tailed).

Dependent variable: rating of employee performance

Table 4.13 contains a correlation test of hypothesis one which states that, there is a significant and positive relationship between the implementation of SERVICOM and the level of employee performance in the Federal Civil Service, Imo State. The correlation analysis reveals a statistically significant positive correlation ( $P$ -value = .000,  $r$  = .173) between the

implementation of SERVICOM and employee performance. It shows that high level of implementation of the SERVICOM policy is correlated with high level of employee performance in the Federal Civil Service, Imo State. Hence, hypothesis one is accepted.

*Hypothesis 1.1:-* The level of performance of junior civil servants is more likely to be influenced by SERVICOM than that of senior civil servants in the Federal Civil Service, Imo State.

**Table 4.14: Pearson Product Moment Correlation Test of Hypothesis 1.1**

<b>Correlations</b>			
		effect of SERVICOM on employee performance	occupational grade
effect of SERVICOM on employee performance	Pearson Correlation	1	-.066*
	Sig. (2-tailed)		.036
	N	1007	1007
occupational grade	Pearson Correlation	-.066*	1
	Sig. (2-tailed)	.036	
	N	1007	1007
*. Correlation is significant at the 0.05 level (2-tailed)			

Dependent variable: effect of SERVICOM on employee performance

Table 4.14 contains a correlation test of hypothesis 1.1 which states that, the level of performance of junior civil servants is more likely to be influenced by SERVICOM than that of senior civil servants in the Federal Civil Service, Imo State. The correlation test shows a statistically significant negative correlation ( $P$ -value = .036,  $r$  = -.066) between employee occupational grade and the effect of SERVICOM on employee performance. This indicates that higher (senior level) occupational grade is correlated with lower effect of SERVICOM on performance. Hence, hypothesis 1.1 is accepted.

*Hypothesis 2:-* There is a significant relationship between monetization policy and increased employee performance in Federal Civil Service, Imo State.

**Table 4.15: Chi-Square Test of Hypothesis Two**

	Value	Df	Asymp. Sig. (2-sided)
Pearson Chi-Square	56.604	4	.000

Dependent variable = increased employee performance; significant at level of 0.05

Table 4.15 contains a chi-square test of hypothesis two which states that there is a significant relationship between monetization policy and increased employee performance in Federal Civil Service, Imo State. The chi-square test shows the  $P$ -value (.000) for  $X^2 = 56.604$  with  $df. = 4$  is less than 0.05. Since  $P$ -value  $< 0.05$ , hypothesis two is accepted.

*Hypothesis 2.1:-* Employees with higher monetized benefits are more likely to perform better than employees with lower monetized benefits in the Federal Civil Service, Imo State.

**Table 4.16: Pearson Product Moment Correlation Test of Hypothesis 2.1**

Correlations			
		Monetization policy and workers motivation	Higher monetized benefits and Employee performance
Monetization policy and workers motivation	Pearson Correlation	1	.087**
	Sig. (2-tailed)		.006
	N	1007	1007
Higher monetized benefits and Employee performance	Pearson Correlation	.087**	1
	Sig. (2-tailed)	.006	
	N	1007	1007

\*\* . Correlation is significant at the 0.05 level (2-tailed).

Table 4.16 contains a correlation test of hypothesis 2.1, which states that employees with higher monetized benefits are more likely to perform more than employees with lower monetized benefits in the Federal Civil Service, Imo State. The test shows a statistically significant positive correlation ( $P$ -value = .006,  $r$  = .087) between higher monetization benefits and employee performance. Since the  $P$ -value is less than 0.05, hypothesis 2.1 is accepted.

*Hypothesis 3:-* There is a significant relationship between the new Contributory Pension Scheme and increased employee performance in the Federal Civil Service, Imo State.

**Table 4.17: Cross-tabulation of Respondents' view on Contributory Pension Scheme and its Effect on Employee Performance**

		CPS and employee commitment				Total
		Yes	No	not sure	Don't know	
How soon pensions are paid since introduction of CPS	Immediately	100	26	44	17	187
	Within 6 months	304	55	80	46	485
	1 year after	13	11	10	5	39
	Between 2 years and above	14	10	9	4	37
	Don't know	117	30	46	66	259
Total		548	132	189	138	1007

**Source: Field Survey, 2015.**

**Table 4.18: Chi-square Test of Hypothesis Three**

Chi-square Test			
	Value	Df	Asymp. Sig. (2-sided)
Pearson Chi-Square	70.191 <sup>a</sup>	12	.000

Significant at the level of 0.05; Dependent variable: increased employee performance

Table 4.17 provided the data for chi-square test of hypothesis three which states that there is a significant relationship between the new Contributory Pension Scheme and increased employee performance in the Federal Civil Service, Imo State. Table 4.18 shows the Chi-square test. The chi-square test shows that the  $P$ -value (.000) for  $X^2 = 70.191$  with  $df. = 12$  is less than 0.05. Since  $P$ -value  $< 0.05$ , hypothesis three is accepted.

*Hypothesis 4:-* There is a significant positive relationship between the extent of ICT usage and the level of employee performance in Federal Civil Service, Imo State.

**Table 4.19: Pearson Correlation Coefficient Test of Hypothesis Four**

		Extent of ICT usage	Employee performance
Extent of ICT usage	Pearson Correlation	1	.101**
	Sig. (2-tailed)		.001
	N	1007	1007
Employee performance	Pearson Correlation	.101**	1
	Sig. (2-tailed)	.001	
	N	1007	1007
**. Correlation is significant at the 0.05 level (2-tailed).			

Dependent variable: Employee Performance

Table 4.19 contains a correlation test of hypothesis four which states that, there is a significant positive relationship between the extent of ICT usage and the level of employee performance in the Federal Civil Service, Imo State. The correlation test result shows that there is a significant positive relationship ( $P$ -value = .001,  $r = .101$ ) between extent of ICT usage and employee performance. Since the  $P$ -value is less than 0.05, hypothesis four is accepted.

*Hypothesis 5*:- There is a significant positive relationship between performance appraisal, promotion, training and employee performance in the Federal Civil Service, Imo State.

**Table 4.20: Pearson Correlation Test of Hypothesis Five**

		Performance Appraisal	Promotion	Training	Employee performance
Performance Appraisal	Pearson Correlation	1	.309**	.197**	.306**
	Sig. (2-tailed)		.000	.000	.000
	N	1007	1007	1007	1007
Promotion	Pearson Correlation	.309**	1	.341**	.167**
	Sig. (2-tailed)	.000		.000	.000
	N	1007	1007	1007	1007
Training	Pearson Correlation	.197**	.341**	1	.209**
	Sig. (2-tailed)	.000	.000		.000
	N	1007	1007	1007	1007
Employee performance	Pearson Correlation	.306**	.167**	.209**	1
	Sig. (2-tailed)	.000	.000	.000	
	N	1007	1007	1007	1007

\*\* . Correlation is significant at the 0.05 level (2-tailed).

Dependent variable: Employee Performance

Table 4.20 contains a correlation coefficient analysis on hypothesis five which states that there is a significant positive relationship between performance appraisal, promotion, training and employee performance in the Federal Civil Service, Imo State. The correlation test result shows that there is a significant positive relationship between performance appraisal and employee performance ( $p = .000$ ,  $r = .306$ ), between promotion and employee performance ( $p = .000$ ,  $r = .167$ ), and, between training and employee performance ( $p = .000$ ,  $r = .209$ ). The test result shows that the  $P$ -value of each set of correlated variables (namely, performance appraisal and

employee performance, promotion and employee performance, and, training and employee performance) is less than 0.05. Therefore, hypothesis five is accepted.

#### **4.4 Discussion of Findings**

The study investigated the effect of SERVICOM on employee performance in the Federal Civil Service, Imo State. Based on the data analysis, the study found that the introduction of SERVICOM has had positive effect on employee performance in the Federal Civil Service, Imo State. As reflected in Table 4.8, the highest percentage (59.7%, 57.3%, 48.9%, and 40.8%) of the respondents to questionnaire items 9, 10, 14 and 19 respectively indicated that SERVICOM has helped to improve employee-client relationship, to reduce the rate of bribery and truancy, and, to enhance the speed of service delivery in the Federal Civil Service, Imo State. The Report from the in-depth interviews (IDI) revealed that SERVICOM has helped to improve the speed of service delivery and the attitude of workers in the Federal Civil Service, Imo State. The findings validate the findings of scholars such as Kirfir, Balarabe and Shantali (2013), and, Emejulu, Muo and Chukwuemeka (2014) that SERVICOM has brought about significant improvement of service delivery in the Nigerian public sector. Hypothesis One which states that there is a significant and positive relationship between the implementation of SERVICOM and the level of employee performance in the Federal Civil Service, Imo State, was tested using Pearsons  $r$  correlation analysis statistic. The correlation analysis revealed a statistically significant positive correlation ( $P$ -value = .000,  $r = .173$ ) between the implementation of SERVICOM and the level of employee performance. This means that the higher the level of implementation of the SERVICOM policy, the higher the level of employee performance in the Federal Civil Service, Imo State. Hence, hypothesis one was accepted. Hypothesis 1.1 which states that the level of

performance of junior civil servants is more likely to be influenced by SERVICOM than that of senior civil servants was tested. The correlation test showed a statistically significant negative correlation ( $P$ -value = .036,  $r = -.066$ ) between employee occupational grade and the effect of SERVICOM on employee performance. This means that the higher an employee's occupational grade, the lower the effect of SERVICOM on his or her performance. This result provided enough proof to accept hypothesis 1.1, thus, it was accepted. In relation to the results, it is evident that the reason for the greater influence of SERVICOM on junior staff is the discrepancy in the implementation of the SERVICOM policy in favour of the senior staff. The implementation discrepancy is likely due to the fact that the responsibility of supervising and monitoring employees' work and conduct rests on the senior staff. In other words, the supervision and monitoring of the senior staff is either weak or non-existent, perhaps owing to the prevailing feeling of collegiality as described by status. The social exchange theory suggests that the stated reason for the greater effect of SERVICOM of junior staff is an expression of the unfairness in the interactional justice system within the Federal Civil Service, Imo State.

The second objective of the study was to investigate the effect of the monetization policy on employee performance in the Federal Civil Service, Imo State. The study found that the monetization policy has helped to enhance employee performance. The study revealed that the monetization policy has helped to enhance employee pay package, employee motivation, employee morale, employee retention rate, and has also helped to reduce employee work-related stress. These assertions are premised upon the responses of the highest percentage (59%, 57.3%, 56.9%, 54.4%, and 43.5%) of the respondents to questionnaire items 22, 24, 25, 27, and 29 respectively as reflected in Table 4.9. The IDI respondents reported that the monetization policy

has helped to boost employee morale and performance in the Federal Civil Service, Imo State. The findings are consistent with the findings of Saka (2012) that the new salary package through monetization increases productivity and output. Hypothesis Two which states that there is a significant relationship between monetization policy and increased employee performance in Federal Civil Service, Imo State, was tested using chi-square statistic. The chi-square test showed a significant relationship ( $p < 0.05$ ) between monetization policy and increased employee performance (.000) for ( $X^2 = 56.604$ ,  $df. = 4$ ,  $p = .000$ ), hence, hypothesis two was accepted. Hypothesis 2.1 which states that employees with higher monetized benefits are more likely to perform more than employees with lower monetized benefits in the Federal Civil Service, Imo State, was tested. The test result showed a statistically significant positive correlation ( $P$ -value = .006) between higher monetization benefits and employee performance, hence Hypothesis 2.1 was accepted. An overwhelming the majority (70.9%) of the questionnaire respondents affirmed that employees with higher monetized benefits are more likely to experience better work-life balance in terms of meeting work challenges and family demands. This result suggests that employees who enjoy higher monetized benefits are better placed to handle work challenges and family demands more effectively. In other words, employees with higher monetized benefits are more likely to be more motivated to perform their work duties better than employees with lower monetized benefits. The social exchange theory explains this phenomenon by suggesting that employees are likely to adjust their work behavior according to their perception of fairness or unfairness in the distribution of organizational rewards. Thus, those who receive more rewards (like higher monetized benefits) or perceive fairness in the distribution of rewards would respond positively with higher commitment and performance, whereas those employees who perceive unfairness or receive lower ratio of rewards may show hostility by reducing their job effort.

The third objective of the study was to examine the effect of the Contributory Pension Scheme on employee performance in the Federal Civil Service, Imo State. The study found that the introduction of the Contributory Pension Scheme (CPS) has enhanced pension administration and employee performance in the Federal Civil Service, Imo State. The study revealed that CPS has helped to reduced employee retirement related work stress, and to boost employee work commitment in the Federal Civil Service, Imo State. These assertions are premised upon the responses of the majority (59.9% and 54.4%) of the respondents to questionnaire items 33 and 34 respectively as reflected in Table 4.10. Nearly all the IDI respondents were excited about the Contributory Pension Scheme - they indicated that the Scheme had positively influenced employee performance in the Federal Civil Service, Imo State. The findings corroborate the findings of Chizueze, Nwosu and Agba (2011) that contributory pension scheme significantly affects workers' commitment to work, retention and attitude towards retirement in the Nigerian Civil Service. Hypothesis Three, which states that there is a significant relationship between the new Contributory Pension Scheme and increased employee performance in the Federal Civil Service, Imo State, was tested using chi-square test technique. The test result showed a significant relationship ( $p < 0.05$ ) between the new Contributory Pension Scheme and increased employee performance in the Federal Civil Service, Imo State ( $X^2 = 70.191$ ,  $df = 12$ ,  $p = .000$ ). In explaining this result, it can be stated that the knowledge that retirement benefits would be paid as at when due helps to reduce the employees' retirement related work stress which is likely to lead to enhanced employee work commitment and increased work performance. This line of reasoning is consistent with social exchange theory which suggests that individuals (employees) will be motivated to engage in productive behaviors if they think that those behaviors will lead to desirable outcomes.

The fourth objective of the study was to investigate the extent of information and communication technology (ICT) usage and its effect on employee performance in the Federal Civil Service, Imo State. The study found that the ICT facilities in the Federal Civil Service, Imo State are inadequate and slightly used. The study also found that the main effects of the inadequacy of ICT facilities are failure to meet deadline and low work output. These assertions are premised upon the views of the highest percentage (42.2%, 30.8%, 50.9% and 36.6%) of the respondents to questionnaire items 36, 40, and 38 respectively as reflected in table 4.11. The Report from the In-depth Interviews (IDI) revealed that the ICT facilities in the Federal Civil Service Imo State are inadequate and that the inadequacy has negatively affected employee performance. A test of Hypothesis Four which states that there is a significant ( $p < 0.05$ ) positive relationship between the extent of ICT usage and the level of employee performance in the Federal Civil Service, Imo State, showed that the extent of ICT usage registered a significant positive correlation with employee performance ( $r = .101, p = .001$ ). This result empirically substantiates the result of the study of James (2013) with regard to the association between the usage of ICT and the productivity (performance) of Public Sector Secretaries in Bayelsa State, Nigeria. These findings suggest that the extent of ICT usage is a determinant of the level of employee performance in the Nigerian Public Sector. This is in line with the suggestions of the social exchange theory that the provision of organizational support plays a major role in the performance of employees. In other words, the lack of essential work facilities hinders performance.

The fifth objective of the study was to determine the effect of the existing methods of employee performance appraisal, promotion, and training on employee performance in the Federal Civil Service, Imo State. A logistic regression analysis was conducted to investigate the likely effect of

these human resource management practices on employee performance. The analysis result revealed that three independent variables namely: conduct interval of employee performance appraisal ( $p=.009$ ), employee performance appraisal transparency ( $p=.011$ ), and receipt of promotion ( $p=.039$ ) were found to be statistically significant. This means that these independent variables predict (that is, are likely to have) significant effect on employee performance (the dependent variable). The other independent variables: employee performance appraisal fairness, employee performance appraisal accuracy, employee performance appraisal adequacy, position stagnation, and receipt of training, were not statistically significant ( $p<0.05$ ). This could be interpreted to mean that these variables are not likely to have significant effect on employee performance ( $p=.647$ ,  $p=.267$ ,  $p=.274$ ,  $p=.386$ ,  $p=.152$ ). Hypothesis Five, which states that there is a significant positive relationship between performance appraisal, promotion, training, and employee performance in the Federal Civil Service Imo State, was tested. The test result revealed that there is a statistically significant positive relationship between performance appraisal, promotion, training, and employee performance in the Federal Civil Service, Imo State ( $r = .306$   $p = .000$ ,  $r = .167$   $p = .000$ ,  $r = .209$   $p = .000$ ). This result validates the findings of Chang and Chen (2002) that training and performance appraisal significantly affects employee productivity, and equally lends support to the findings of Aleem, Bowra, Hamed, and Khan (2012) that promotion has significant impact on employee performance. The regression and correlation analysis results corroborate the findings of Tesseman and Soeters (2006) which show that efficient implementation of HR practices enhances performance at individual and organizational level. This pattern fits the proposition of the social exchange theory which states the perception of fairness of distributive and procedural justice within the organization would likely elicit commitment and performance from the employees. This assertion is elucidated by the study

conducted by Allen, Shore and Griffeth (2006) which found that perceptions of supportive human resource practices (fairness of rewards and growth opportunities) contribute to the development of perceived organizational support (POS), and POS mediates their relationship with organizational commitment and job satisfaction. In relation to the results, it could be constructed that Civil Service Reforms would significantly improve employee performance if they sufficiently reform human resource management (HRM) practices in the Nigerian Federal Civil Service.

## CHAPTER FIVE

### SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

#### 5.1 Summary of Findings

The main objective of the study was to investigate the effect of the Public Service Renewal Programme (PSRP) on employee performance in the Federal Civil Service, Imo State, Nigeria. The study specifically examined the effect of the PSRP policies namely SERVICOM, monetization, Contributory Pension Scheme, and ICT on employee performance. The study also investigated the effect of performance appraisal, promotion and training on employee performance in the study organization. The findings of the study are summarized as follows:

- a. SERVICOM has had positive effect on the work performance of federal civil servants in Imo State. SERVICOM has helped to improve employee-client relationship. The policy has equally helped to reduce the rate of bribery and truancy, and to enhance the Speed of service delivery. However, the level of effect of SERVICOM is dependent on the level of implementation of the policy. It also was established that SERVICOM influences the level of performance of junior civil servants more than that of senior civil servants in the Federal Civil Service, Imo State, Nigeria.
- b. The introduction of the monetization policy has helped to enhance employee performance in the Federal Civil Service, Imo State. The monetization policy has helped to enhance employee pay package, employee morale, employee motivation, and employee retention rate, thereby reducing the rate of labour turnover. It was discovered that employees who

have higher monetized benefits perform better than employees with low monetized benefits in the Federal Civil Service, Imo State.

- c. The introduction of the new Contributory Pension Scheme has positively affected the work performance of federal civil servants in Imo State by reducing their retirement related work stress and by enhancing their work commitment level. A significant relationship was established between the new Contributory Pension Scheme and increased employee performance in the Federal Civil Service, Imo State ( $X^2 = 85.407$ ,  $df = 12$ ,  $p = .000$ ).
- d. The Federal Civil Service in Imo State does not have adequate information and communication technology (ICT) facilities. Yet, the available ICT facilities are slightly used. The inadequacy of ICT facilities has led to employee low work output and failure to meet work deadlines. A significant and positive correlation was established between the extent of ICT usage and the level of employee performance in the Federal Civil Service, Imo State ( $r = .298$ ,  $p = .000$ ). Consequently, improvements in the usage of ICT facilities would invariably lead to the improvement of employee performance in the Federal Civil Service, Imo State.
- e. The logistic regression analysis result established that the conduct interval of employee performance appraisal ( $p = .009$ ), employee performance appraisal transparency ( $p = .011$ ), and receipt of promotion ( $p = .039$ ) have significant effect on employee performance in the Federal Civil Service, Imo State. A significant positive correlation was established between employee performance appraisal, promotion, training, and employee

performance in the Federal Civil Service, Imo State. The implication is that Civil Service Reforms in Nigeria ought to adequately address human resource management practices such as employee performance appraisal, promotion, and training, in other to achieve the reform goal of enhancing Civil Service efficiency.

## **5.2 Conclusion**

The introduction of the Public Service Renewal Programme (PSRP) by the Obasanjo Administration during the Fourth Republic was necessitated by the need to reposition the public sector organizations in Nigeria, especially the Civil Service, for efficient and effective service delivery. The specific issues that propelled the introduction of PSRP include the observed poor work attitude of public employees, the rising rate of bureaucratic corruption, the rising cost of maintaining the Civil Service, and the decline in the performance of civil servants. The Obasanjo Administration responded by initiating the SERVICOM Policy, Monetization Policy, Contributory Pension Scheme, and Information Technology Policy to tackle the observed deficiencies. The objectives for instituting these policies include: to make the Civil Service citizens-centered and result-oriented; to reduce the cost of maintaining the Civil Service; to enhance the pension administration system; and to use information and communication technology to enhance the speed of public service delivery. The consequence of these policies on public sector employees has been the subject of researches such as this one.

The conclusion that can be drawn from this study is that the Public Service Renewal Programme (PSRP) Policies namely: SERVICOM, Monetization and Contributory Pension Scheme, have had some positive effects on employee performance in the Federal Civil Service, Imo State. The

study, however notes that, there exists some misgivings about these policies. Chief among the misgivings is the issue of how the policies are being implemented. Some of the federal civil servants claim that they are yet to experience the positive effect of the PSRP policies, thus they remain skeptical about the policies. The misgivings about PSRP policies particularly SERVICOM, Monetization, and Contributory Pension Scheme, seem to point out the fact that not everyone has keyed into the ideal of collective ownership of the Reforms. The probable reason may be due to the top-down approach in the design of the reform - which is not the ideal practice, if collective ownership of a reform is to be achieved.

This study concludes that one of the factors limiting employee performance in the Federal Civil Service Imo State is the low level of information and communication technology (ICT) infrastructure. This is in spite of the Nigeria National Information Technology Policy (NNITP) initiated to drive the digitalization of public institutions like the Civil Service. A situation whereby civil servants go to private business centers (cafes) to perform their official duties such as typing and photocopy documents is to say the least, embarrassing. The use of private business centers leads to the loss of man-hours, and delay in service delivery. It equally leads to the leak of official secrets which negates the Civil Service value of confidentiality. The lack of adequate ICT infrastructure is made worse by the lack of electric power supply. Some of the offices at the Federal Secretariat Imo State run solely of power generators. This raises the cost of doing government business. Another dimension to it is that the civil servants very often work under noisy environment which affects their concentration. Some employees work for hours in humid offices because of lack of electricity or functional power generators. This, no doubt, affects their work performance.

Lastly, the study concludes that human resource management practices predict employee performance in the Federal Civil Service, Imo State. Some human resource management practices, namely: performance appraisal, promotion and training, were shown to be positively correlated to employee performance in the study organization. The reason behind this correlation may be because such practices are perceived by employees as forms of organizational support mechanism and as expressions of organizational justice. Hence, if these HR Practices are fairly distributed or administered, they would no doubt help to enhance employee commitment and performance. In other words, the perception of adequate organizational support and fairness of organizational justice are mediatory factors capable of eliciting pro-organizational behaviors in federal civil servants.

### **5.3 Recommendations**

Based on the research findings, the following recommendations are hereby proffered by the researcher:

1. Government should sustain the Public Service Renewal Programme Policies in order to reap more benefits from the programme.
2. The Bureau for Public Service Reforms should establish a unit in all the Federal Civil Service Secretariats across the nation to monitor the implementation of the PSRP and also, to compliment the efforts of the Office of the Head of SERVICE of the Federation and SERVICOM Office in implementing other reform policies.
3. The Nigerian National Information Technology Policy should be fully implemented so as to

hasten and deepen the digitalization of public institutions in Nigeria particularly the Federal Civil Service for a robust implementation of Electronic Government (E-government).

4. The designers of future reforms should incorporate the reformation of human resource management practices in the Nigerian Federal Civil Service so as to keep them in line with global best practices.

### **Recommendations for Further Studies**

Even though, this research investigated the effect of the Public Service Renewal Programme on employee performance in the Federal Civil Service, Imo State, the researcher acknowledges that more work needs to be done on this theme. For this reason, the researcher recommends as follows:

1. Future researchers should replicate the study in the various outposts of the Federal Civil Service to determine if the same pattern of relationship occurs between SERVICOM and employee performance, between Monetization and employee performance, and, between Contributory Pension Scheme and employee performance.
2. Follow-up studies should incorporate the Public Procurement Act (Due Process) in replicating this study.
3. Future studies should investigate further the role of human resource management practices of performance appraisal, promotion and training in the relationship between Civil Service Reforms and employee performance in the Federal and State Civil Services in Nigeria.

#### **5.4. Limitations/Challenges of the Study**

The field surveys were carried out, but not without some constraints which would have affected the volume and quality of data. The constraints were eventually surmounted. The constraints encountered during the survey include:

1. The authorities refused to give a written permission for the conduct of the research. However, oral permission was granted. This enabled the researcher to carry out the Study.
2. The research assistants were not always readily available due to their academic engagements. The first set of research assistants consisting of six undergraduate sociology students pulled out completely at some point because of their examinations which coincided with the period of the field survey. This constraint was overcome by recruiting four post-graduate students as substitutes. Additional funds and time were expended on training and remunerating the substitute research assistants.
3. Some of the respondents were initially reluctant to collect the questionnaire. The reasons they gave for their reluctance include: not seeing the benefit they stand to gain from the survey; not having time to fill the questionnaire; and not being with their reading glasses. Their concerns were handled by properly explaining to them that the survey is being carried out for academic purpose only, but that the outcome of the research might benefit them in the future. The respondents were made to realize that they could fill the questionnaires at their convenient time but not later than two weeks.
4. It was not easy to have all free flowing interviews as some of the interviewees had to excuse themselves to attend to work demands and their colleagues. The researcher had to make do with the prevailing circumstances as efforts to stop the movement of

interviewees often proved difficult. Nevertheless, the researcher was able to conduct successful interviews as interviewees offered incisive information.

5. Some of the interviewees refused to respond to certain questions in the presence of their colleagues, despite the fact that they confirmed the convenience of the location before the commencement of the interview. This challenge was overcome by relocating to a more conducive office provided by the interviewees themselves.
6. Some of the respondents asked for inducement before they would respond to the research questionnaire. The researcher explained to them that it is unethical to give inducement to respondents as it might influence their responses. The explanation was acceptable to them hence, they filled the questionnaire.

### **Contributions to Knowledge**

The study contributes to knowledge by being the first - to the best of the researcher's knowledge - to investigate the effects of four of the Public Service Renewal Programme policies (namely: SERVICOM, Monetization, Contributory Pension Scheme, and Information Technology policy) on employee performance in the Nigerian Public Sector, in a single research. The study also appears to be the first to examine the relationship between performance appraisal, promotion, training, and employee performance in the Federal Civil Service, Imo State, Nigeria. The study points toward the likelihood of an intervening role of human resource management practices in the link between Civil Service Reforms and employee performance in the Federal Civil Service, Imo State, Nigeria. The research reaffirms the utility of the social exchange theory (SET) in understanding, explaining and predicting employee behaviour and response to organization policies.

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## APPENDIX A: LETTER OF INTRODUCTION

Department of Sociology  
Faculty of Social Sciences,  
Nnamdi Azikiwe University, Awka.

June, 2015.

Dear Respondent,

I am a doctorate degree student in the Department of Sociology/Anthropology, Nnamdi Azikiwe University, Awka. I am conducting a study on the *Effects of the Public Service Renewal Programme on Employee Performance in the Nigerian Federal Civil Service*, as part of the requirements for the award of Ph.D. in Sociology (*Industrial Relations*).

You have been selected to be one of the respondents for this study. Please kindly respond to the following questionnaire items. Your responses would be treated with utmost confidentiality. This research is strictly for academic purpose.

Thank you for your cooperation.

Yours sincerely,

Onyema, Chiemeka

NAU/PG/PHD/09/157001F

## APPENDIX B: QUESTIONNAIRE SCHEDULE

**INSTRUCTION:** Please enter your response on the dotted line and tick where necessary.

### Section A: Demographic Profile

1. What is your sex? (a) Male  (b) Female
  
2. What is your Age as at last birthday?.....
  
3. What is your marital status? (a) Single  (b) Married  (c) Divorced   
(d) Separated  (e) Widowed
  
4. What is your highest level of educational attainment? (a) FSLC   
(b) GCE/SSCE/NECO/WAEC  (c) NCE/OND/Equivalent   
(d) HND/B.Sc/Equivalent  (e) Masters  (f) Doctorate
  
5. What is your religious affiliation? (a) Christianity  (b) Islam  (c) African  
traditional religion  (d) Atheism  (e) Other specify.....
  
6. How long have you been in Service? (a) Less than 1- 10 years  (b) 11-20years   
(c) 21- 30years  (d) 31 and more years
  
7. What is your occupational grade?.....

## SECTION B: Substantive Issues

### I.) Relationship between SERVICOM and Employee Performance in the Federal Civil Service, Imo State.

(8) Do you think that the introduction of SERVICOM has had any effect on employee performance in the Federal Civil Service in Imo State?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(9) If yes, which aspect of your work behaviour has improved due to SERVICOM?

- (a) Punctuality to work  (b) Work attendance  (c) Relationship with clients   
(d) No aspect

(10) Has the introduction of SERVICOM helped to reduce the rate of bribery in the Federal Civil Service in Imo State?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(11) If you agree that the introduction of SERVICOM has helped to reduce the rate of bribery in the Federal Civil Service in Imo State, to what extent has it done so?

- (a) To a great extent  (b) To a considerable extent  (c) To a moderate extent   
(d) To a slight extent

(12) Do employees leave the office before closing hours?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(13) Are employees involved in buying and selling wares during office hours?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(14) Has the introduction of SERVICOM helped to reduce the rate of employee truancy?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(15) If you believe that the introduction of SERVICOM has helped to reduce the rate of employee truancy, to what extent has it done so?

- (a) To a great extent  (b) To a considerable extent  (c) To a moderate extent   
(d) To a slight extent

(16) SERVICOM has more effect on junior staff than senior staff in the federal civil service in Imo State.

- (a) True  (b) False  (c) Probably  (d) Don't Know

(17) How would you rate the level of employee performance in the following dimensions since the introduction of SERVICOM?

	Excellent	Above average	Average	Below average	Poor
(a) Work Attendance	<input type="checkbox"/>				
(b) Quality of work	<input type="checkbox"/>				
(c) Quantity of work	<input type="checkbox"/>				
(d) Relationship with clients	<input type="checkbox"/>				
(e) Meeting deadline	<input type="checkbox"/>				

(18) How long does it take to treat files?

- (a) 1 day  (b) 1 week  (c) 1 month  (d) 1 year  (e) Other specify.....

(19) Has the introduction of SERVICOM enhanced the speed of service delivery?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(20) If you believe that the introduction of SERVICOM has enhanced the speed of service delivery, to what extent has it done so?

- (a) To a great extent  (b) To a considerable extent  (c) To a moderate extent   
(d) To a slight extent

(21) How would you rate employee work commitment since the introduction of SERVICOM?

- (a) High  (b) Above average  (c) Average  (d) Low

**II.) Effect of Monetization on Employee Performance in the Federal Civil Service, Imo State**

(22) Has the Monetization Policy helped to enhance employee pay package?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(23) What percentage of your salary is monetized?

- (a) 1- 25  (b) 26- 50  (c) 51 – 75  (d) 76- 100

(24) Has the implementation of Monetization Policy motivated you to put more effort into your work?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(25) Has the introduction of Monetization Policy encouraged you to remain on your job?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(26) Employees with higher monetized benefits are more likely to experience better work-life balance in terms of meeting work challenges and family demands?

- (a) Certainly  (b) Probably  (c) Doubtful  (d) Not at all

(27) Which of these best describes the effect of monetization on employees in the Federal Civil Service, Imo State?

- (a) Enhanced employee morale  (b) increased level of apathy  (c) Increased frustration over Condition of Service  (d) Other specify.....

(28) Do you consider your work to be stressful?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(29) If yes, has the introduction of Monetization Policy helped to reduce your work stress level?

- (a) Certainly  (b) Probably  (c) Doubtful  (d) Not at all

**III) Relationship between Contributory Pension Scheme and Employee Performance in the Federal Civil Service, Imo State**

(30) How soon were pensions paid on retirement before the introduction of the Contributory Pension Scheme?

- (a) Immediately  (b) Within 6 months  (c) 1year after  (d) Between 2 years and above   
(e) Don't know

(31) How soon are pensions paid on retirement since the introduction of the Contributory Pension Scheme?

- (a) Immediately  (b) Within 6 months  (c) 1year after  (d) Between 2 years and above   
(e) Don't know

(32) What percentage of pension is paid within the first three months of retirement since the introduction of Contributory Pension Scheme?

- (a) 1- 25  (b) 26- 50  (c) 51 – 75  (d) 76- 100

(33) Do you think that the introduction of Contributory Pension Scheme has helped to reduce employee retirement related work stress in the Federal Civil Service, Imo State?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(34) Has the introduction of Contributory Pension Scheme enhanced employee commitment in the Federal Civil Service, Imo State?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

**IV) Implication of extent of ICT usage on employee performance in the Federal Civil Service, Imo State**

(35) Do Federal civil servants in Imo State have the necessary ICT facilities to perform their duties?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(36) How would you describe the ICT facilities in your workplace?

- (a) Adequate  (B) Inadequate  (c) Irrelevant  (d) Not sure  (e) Don't know

(37) If you consider the ICT facilities to be adequate, what has been the effect on employee performance in the Federal Civil Service, Imo State?

- (a) Timely completion of tasks  (b) Improved work output  (c) Improved quality of job   
(d) Improved work accountability  (e) Other specify.....

(38) If you consider the ICT facilities to be inadequate, how has employee performance in the Federal Civil Service, Imo State been affected?

- (a) Failure to meet deadline  (b) Low work output  (c) poor quality of job   
(d) Poor work accountability  (e) Other specify.....

(39) Are documents manually processed in the Federal Civil Service, Imo State?

- (a) Yes  (b) No  (c) sometimes  (d) Don't know

(40) To what extent is the Federal Civil Service in Imo State using modern ICT equipments?

- (a) To a great extent  (b) To a considerable extent  (c) To a moderate extent   
(d) To a slight extent

(41) Do all Federal civil servants in Imo State have access to the internet in their offices?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(42) If yes, has the deployment of internet facilities enhanced the fulfilment of the work schedule of Federal civil servants in Imo State?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(43) Is there an electronic medium like email used in giving employees feedback on their appraisal?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

(44) If No, what are the consequences of the lack of electronic medium for performance feedback?

	Yes	No	Not sure	Don't know
(a) Uncertainty about appraisal result	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(b) Missed opportunity to improve performance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(c) Non-transparency of appraisal	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(d) Untimely response to performance deficiency	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**V) Effect of methods of performance appraisal, promotion, and training on employee performance in the Federal Civil Service, Imo State**

*Performance Appraisal*

(45) At what interval does the Federal Civil Service in Imo State conduct employee performance appraisal?

- (a) Daily  (b) Monthly  (c) Quarterly  (d) Every 6 months   
(e) Yearly  (f) Other specify.....

(46) How would you rate employee performance appraisal in terms of the following:

	Excellent	Strong	Average	Below average	Weak
(a) Fairness	<input type="checkbox"/>				
(b) Transparency	<input type="checkbox"/>				
(c) Accuracy	<input type="checkbox"/>				
(d) Adequacy	<input type="checkbox"/>				

(47) If appraisal is done without bias, will it motivate you to put more effort into your job?

- (a) Yes  (b) No  (c) Not sure  (d) Don't know

*Promotion*

(48) Have you ever been promoted?

- (a) Yes  (b) No  (c) Refuse to answer

(49) If No, why have you not received any Promotion?

(a) Not yet qualified  (b) Awaiting appraisal result  (c) Don't have godfather

(d) Other specify.....

(50) Are there cases of employees who have been on the same Grade level for more than 6 years?

(a) Yes  (b) No  (c) Not sure  (d) Don't know

(51) If yes, what reason accounts for this stagnation?

(a) Poor employee performance  (b) Bureaucratic delays  (c) Victimization

(d) Penalty for an offence  (e) Lack of political/social connections  (f) Don't know

(g) Other specify.....

(52) What do you think would be the effect of position stagnation on employee performance?

(a) Increased performance  (b) Restricted performance  (c) decreased performance

(d) Not sure  (e) Don't know  (g) Other specify.....

(53) How would you describe the promotion exercises in the Federal Civil Service, Imo State?

(a) Timely  (b) Delayed  (c) Corrupt  (d) Not sure  (e) Don't know

(54) What is the main criterion for promotion in the Federal Civil Service, Imo State?

(a) Length of service  (b) Social connection  (c) Political connection  (d) Ethnicity

(e) Religious affiliation  (f) Job performance

#### *Work Training*

(55) Have you ever received any form of training?

(a) Yes  (b) No  (c) Refuse to answer

(56) If yes, how would you describe the training programmes in your establishment?

(a) Adequate  (b) Inadequate  (c) Irrelevant  (d) Not sure  (e) Don't know

(57) What is the main basis for selecting employees for training in the Federal Civil Service, Imo State?

(a) Performance appraisal  (b) Length of service  (c) Promotion  (d) Transfer   
(e) Social /political favour

## APPENDIX C: IN-DEPTH INTERVIEW GUIDE FOR KEY INFORMANTS

### 1. Preliminaries

#### a. Introduction

Extend courtesies and introduce self. Explain that the purpose of the interview is to investigate the effects of the Public Service Renewal Programme on employee performance in the Federal Civil Service, Imo State.

#### a. Modus Operandi

Inform the interviewee that all ideas and views pertaining to the topic are considered pertinent. Explain to the interviewee that in order not to miss out on any information, the interview would be recorded, and that any information given would be treated confidentially and used strictly for research purposes only.

### 2. Perception about the effects of Servicom on employee performance in the Federal Civil Service, Imo State.

- i. Has the introduction of Servicom had any effect on employee performance in the Federal Civil Service, Imo State?

**Probe:** If yes, what kind of effect has Servicom had on employees' work performance?

**Probe:** If no, why has Servicom not had any effect on employee performance?

- ii. Are there employees who ask for gratification (cash or kind) before rendering service?

**Probe:** If yes, how would you rate the level of gratification-seeking-behaviour since the introduction of Servicom?

**Probe:** If no, does it have anything to do with the introduction of Servicom?

- iii. Are there employees who engage in buying and selling during official hours?

**Probe:** If yes, how would you rate the level of employee buying and selling activities since the introduction of Servicom?

**Probe:** If no, does it have anything to do with the introduction of Servicom?

**2. Effects of monetization policy on employee performance in the Federal Civil Service, Imo State.**

- i. Do you think that the monetization policy has had any positive effect on employee performance in the Federal Civil Service, Imo State?

**Probe:** If yes, how would you describe the effect of the monetization policy on employee performance?

**Probe:** If it hasn't, why has the monetization policy not had positive effect on employee performance?

- ii. Given the opportunity, would you recommend for the reversal of the monetization policy?

**3. Effects of the contributory pension scheme on employee performance in the Federal Civil Service, Imo State.**

- i. Are you satisfied with the administration of retirement benefits under the contributory pension scheme?

**Probe:** If yes, why are you satisfied?

**Probe:** If your answer is no, why are you not satisfied?

- ii. Is it correct to say that the contributory pension scheme has had positive effects on federal civil servants in Imo State

**Probe:** If yes, what do you think is the most likely effect of the contributory pension scheme on the work performance of federal civil servants in Imo State?

**Probe:** If your answer is no, why has the contributory pension scheme not had positive effect on federal civil servants in Imo State.

**4. Perception about the relationship between the extent of ICT usage and level of employee performance in the Federal Civil Service, Imo State.**

- i. Do you see the Federal Civil Service in Imo State as having adequate information and communication technology infrastructure?

**Probe:** If yes, what are the positive benefits of the extent of ICT deployment?

**Probe:** If you see the ICT infrastructure as being inadequate, has it had any negative effects on employee work performance in the Federal Civil Service, Imo State?

**Probe:** How would you describe the negative effects of ICT inadequacy on employee performance in the Federal Civil Service, Imo State?