

CHAPTER ONE

INTRODUCTION

1.1 Background of the Study

Wage is the amount of money that is regularly paid to a worker for the work he does. It is the compensation paid to the employee as cost of his or her services rendered to the employer (Osuagwu, 2011). As well as being socially necessary, paid work offer potentials in terms of personal fulfilment, identity, development, and life chances; and for the society at large in terms of innovation, progress and wellbeing (Stuart, Grugulis, Tomlinson, Forde, MacKenzie, 2013).

Globally, Issues on wages are therefore, of critical concern to everyone. To the workers, wages represent income, to the businessman, it represents cost, and to the government, it represents potential taxes. Wages are the largest source of purchasing power; hence changes in labour income have important bearing on the level of economic activity (Nwachukwu, 2009; Osuagwu, 2011; Uchendu, 2003). It thus, constitutes a significant part of the overall cost of operations (Nwachukwu, 2000 Atchison, 2003). Companies or establishments that lack the ability to pay wages and salaries regularly are in danger of disintegration as poor wages are a constant source of frustration and can result in decline in productivity.

For many Nigerian employees, wages or salaries are highly critical issues. They are decisive because without them in sufficient quantities, life becomes extremely precarious for the worker and members of his/her family. As direct financial rewards, wages and salaries are thus, the most emphasized

by the employees, they take a centre stage in the scheme of things as far as rewards for work is concerned.

The Nigerian public service is a body or department in the executive arm of government charged with the responsibility of assisting in the planning and implementation of government policies. It is not profit oriented but an institution established to deliver essential services to the people (Arowolo, 2012; Osawe, 2014). Likewise, the civil service is a part of the state's public service and it is saddled with the responsibility of implementing the community will. Public service is the tool by which development is attained. This is so because the chief reason for public service is the delivery of social services and development is a function of the amount of social services that a state can provide for its citizen.

Unfortunately, the performance of the Nigerian public service in this regard, according to Arowolo, (2012) and Anazodo, Okoye and Chukwuemeka (2012), has been a major concern to policy makers and researchers as well because the need to provide public service prudently seems to evade the government and her public institutions.

Despite all measures put in place to arrest the performance failure, the public service, it seems, has defied all approaches towards tackling the problem of inefficiency and capacity collapse. The public service reforms have not been able to correct the ills of the public services especially in the area of performance. Thus, the Nigerian public service has come to be associated with an abandonment of professionalism and bureaucratic ethics and the acts of

corruption and other unprofessional acts which have become the norm in the civil service. Tribalism, nepotism, embezzlement, influence peddling, use of position for self-enrichment, excessive centralization, partiality, dejected and denounced behaviours like moonlighting absenteeism, lateness to work...and all spices leading to inefficiency, ineffectiveness and poor level of satisfaction with the services provided by public agencies. (Osawe, 2014;Arowolo,2012).This has accounted for the near collapse of the educational system, the increased wave of crime, the decadence in the health sector and the pervasive culture of greed, indiscipline and corruption in the public service (Adegoroye, 2005 Ezeibe and Iwuoha, 2011). The resultant effect of compromising on standard is that everybody in the society becomes the ultimate loser.

This decay has been attributed to so many factors rooted in the inability of the government to enshrine human resource policies and practices that will motivate and enhance commitment and competent performance from public employees. An administrator's capacity to act competently can be undermined by several factors related to poor human resource practices. For instance, an employee's performance does not only depend on or limited by available resources but also on the willingness of workers to carry out all their tasks regularly and persistently. In this case performance is affected by the strong motivation of employees to work regularly and persistently to carry out the tasks assigned.

In the Nigerian public service, pay (salary / wages) is identified as a significant factor that affects the performance of public servants. The issue is

that public servants who constitute the bulk of the nation's workforces are paid salaries that can barely get them by (Odewale, 2013:30). This has triggered a counter reaction evidenced in the saddening scenario where service delivery is compromised. A weak incentive structure in the civil service which did not foster good performance resulted in a weak work ethics and poor service delivery by many ministries, often characterized by hidden or outright corrupt behaviour on the part of many civil servants (Okonjo-Iweala and Osafokwaako, 2007).

In the process of evolving an acceptable and standard pay structure and income policies in Nigeria, many commissions were set up.

Table 1.1 Wage Commissions in Nigeria (1934 – 2010)

Harragin Commission	-	1946
Miller Commission	-	1947
Hansbury Gorsuch Commission	-	1954/55
Newns Commission, the Elwood Grading Team-	-	1956
Mbanefo commission	-	1959
Morgan commission	-	1963
Eldwood commission	-	1966
Adebo commission	-	1970/1971
Udoji commission	-	1972
The Cookey commission	-	1981
Dotun Philips panel	-	1985
The Fatai Williams committee	-	1990
The Ayida Panel Reviews	-	1994
The Philip Asiodu Committee	-	1998/1999
Ernest shonekan committee	-	2000
Justice Alfa Belgore Committee	-	2009/2010

Source: Fapohunda, T; Atiku, S; and Lawal, I. 2013 P. 18-35

Table 1.2 Minimum Wage Acts and Decrees

Wage Board and Industrial Council Act 19774 (Cap.466) (No. 1 of 1973, L.N. 55 of 1974)
National Minimum Wage Act 1981 (No. 6 of 1981)
National Minimum Wage Decree No. 43 1988
National Salaries Incomes and Wages Commission Decree 1993 (No. 99 of 1993)
National Salaries, Incomes and Wages Commission (Amendment) Decree (No. 17 of 1999)
National Minimum Wage (Amendment) Act, 2000 (No. 1)
National Minimum Wage (Amendment) Act, 2004
National Minimum Wage (Amendment) Act, 2011

Source: Fapohunda, Atiku and Lawal, 2013. P.18-35 and (Field Work 2014)

In the post-independence Nigeria, the Federal Government in 1973 enacted the Wage Board and Industrial Council Act which empowered the Minister of labour to set up machinery for fixing minimum wage and conditions of service in both private and public sectors of the economy. However, it was in 1981 that the minimum wage in Nigeria was first passed into Law, giving birth to the National Minimum wage Act of 1981 (Official Gazette, 1981). This wage act prescribed a minimum wage of N125 per month, and is the principal Act on Minimum wage in Nigeria till date. It was later revised after 10 years in 1990 to N250 per month.

Indeed, it is instructive to note that the minimum wage and other wages in the public sector endured a zero rate of increase from 1981 to 1990 apparently as a result of the requirements of the economic reform programme (structural adjustment programme) that held sway during the period. Again, there was no further increase especially the period from 1993 to 1998 in public sector pay despite the rapidly rising price level that prevailed during the period. This, perhaps, may be correctly attributed to the political tension that overwhelmed the country in preparation for the democratic elections. The political climate thus suppressed actual and potential demands from public workers for pay renegotiation at the time.

In 2000, the existing Minimum Wage Act was thoroughly revised, leading to the amendment of the principal Act by the National Minimum wage (Amendment) Act 2000 Laws of the Federal Republic of Nigeria, which prescribed a National Minimum wage of ₦5, 500 per month. This Act of Parliament became effective from May 1, 2000. The idea behind the provision of this Act is that the lowest paid worker in both the private sector and state governments should be remunerated with nothing less than ₦5,500 (about \$55 then) every month. The lowest paid federal worker should receive a minimum wage of ₦7, 500 (about \$75) per month. The objective of this law was to increase the nation's minimum monthly wage by 83%. Higher level officers pay, especially in the public sector, were also supposed to register some increases in accordance with the existing pay structure which in most cases led to an increase of about 300% in the pay of higher level officers (Aminu, 2011).

However, a minimum wage increment from 5,500 to 7,500 was recorded following the Minimum Wage amendment act in 2004. This was not sustained

for too long, though as expected, another round of workers demand pay reshuffle swept the government off their feet in 2010. Nonetheless, the subsequent adoption of Justice Alfa Belgore led tripartite committee recommendation on National Minimum wage of 2010 is the last, pegging the minimum wage at N18, 000 per month.

It should however be noted that wage increases in Nigeria, do not match up with the rate of increase in prices. Through archival and field study research, it was discovered that wage reviews in Nigeria, were largely not structured to address the basic needs of worker (Nwude, 2013). As a result, there are always agitations from the labour unions for persistent salary increase. Poor wages has often been given as one reason for the inefficiency and corruption in the public sector. This may have probably prompted president Obasanjo to boldly declare during his inaugural speech at the inception of the fourth republic that public servants deserve adequate compensation commensurate with their labour in order to bring about efficiency. In line with this, effort was made to review the existing minimum wage Act. Minimum wage is thus, seen as an essential factor in the enhancement of workers service delivery as well as a necessary driver for the advancement of socio economic and development progress.

It should also be noted that pay or issues bothering on wages/salary are central and very sensitive in any employment relations, and studies in industrial relations have shown the important role collective bargaining can play in resolution of such issues (Baccaro and Simoni 2008; Ebbinghaus and Hassel, 2000; Visser, 2009). Wages, like the general price level, are supposed to be dynamic. Ideally, they should be adjusted regularly based on price indices and levels of inflation. Negotiation power of unions and responsiveness of bipartite

and tripartite machineries are supposed to facilitate wage adjustments including reviews, adjustment and implementation of minimum wage law. Unfortunately, given reality in Nigeria, bipartite and tripartite structures are almost extinct.

The history of minimum wage in Nigeria therefore shows that at the end of each struggle, the national minimum wage was always implemented haphazardly by state governments as there are obvious discrepancies. (Onuegbu, 2010). Thus, there is a persistent cloud of confusion as to the extent of minimum wage implementation in the Nigerian civil service. Worse still, it is not known how these have affected the quality of service, service culture and employee engagement in the civil service (employee morale and work attitude) and by implication his productivity and/or service delivery.

The study therefore, compares the effect of minimum wage implementation in the civil service of South East States of Nigeria on service delivery between 2000 and 2014. The selection of the South East States is a matter of convenience as the researcher is resident in the area and so can understand local situations that may help to give meaning to the subject of study.

1.2 Statement of the Problem

The employment relationship as pointed out by Edwards (1990) is characterized by structural antagonism. While workers and management may share interests (for example, in the viability of an enterprise), their relationship necessarily involves underlying conflict over control of production and distribution of resources. These interests are central to the dynamics of work place relations (Ramsay, Scholervous and Herley, 2000).

Of recent, there has been renewed global recognition of minimum wage policy as a tool with wide socio-economic impact. This renewed importance of minimum wage is related to various economic and social developments. First, the relatively high economic growth during the last decade was in many countries accompanied by an increase in the number of vulnerable workers, particularly those in part-time, temporary or casual employment, and more jobs with low pay. Minimum wage is therefore seen as an effective policy tool for addressing low pay and poverty. Second, widening income inequality in many countries, especially when stemming from some deterioration in wages at the lower end of the scale, has led policy-makers to consider minimum wage as having the potential to limit income inequality as well as an essential factor in the enhancement of productivity in not only the public but also the private sector of the nation's workforce. This may have informed the move by International Labour Organization member states, including Nigeria, to raise the minimum wage to a level that may afford the employees to meet up with their basic needs.

It must however be noted that the impact and usefulness of a minimum wage policy depends on whether minimum wages are paid. (ILO,2009). Equally crucial is the issue of whether payment of minimum wage has engendered the expected change in the quality of service, service culture and employee engagement (employee morale and work attitude) and its attendant impingement on service delivery.

Without doubt, the performance of the civil service in Nigeria, in virtually all aspects over the years, has remained very dismal. This manifests in various forms of acts of indiscipline, corruption and other activities that

undermine productivity (Nwachukwu, 2009; Adebayo, 1995; Ojo and Oyedele, 2009; El - Rufai, 2012).

This decay has been attributed to so many factors. For instance, Osawe (2014) believes that for the government, the failure is due to her public institution's incompetence but ironically, public institution's incompetence is a consequence of government's failure to relate with them ethically. This assumed incompetence cannot be divorced from the gross inequity in the system evidenced by a wide variation between the salaries of political office holders and those of the permanent public officials. This is not to say that the Nigerian public officials are incompetent and cannot act rationally, but that most public officials due to unjust wage and salary have chosen to act irrationally against public good. The consequence is that the civil service that is supposed to run efficiently and help in executing developmental programmes, perform at minimal level, or is at worse grounded.

Unfortunately extant literature has not provided a clue as to the nexus between the implementation of minimum wage and service delivery in the civil service to the best of our knowledge. According to Benasi (2011), although minimum wage is widely debated at both academic and political levels; little attention has been dedicated to documenting and assessing the implementation of and compliance with minimum wage policy. Majority of the literature or studies revolve around minimum wage and income distribution (Leigh, 2005). For instance, Imobighe (2007) did a study on the impact of minimum wage on employment level and productivity in Nigeria; Benasi (2011) wrote on the implementation of minimum wage: challenges and creative solutions. Folawemo (2007) examined the macroeconomic effects of minimum wage in

Nigeria. Neumark and Wascher (2000) applied a reduced - form equation to state - level data in the USA using disequilibrium approach to analyse the impact of minimum wage on employment; and Fapohunda, Atiku, and Lawal (2013) wrote on minimum wage implementation and management in a post – recession economy: the Nigerian experience.

Obviously, the factors missing from these studies were a non-focus on the effect of the implementation on the quality of service, service culture and employee engagement in the civil service as well as the relationship between the level of minimum wage implementation and the determination of state governments to offer quality services to the citizens in South East states of Nigeria. Furthermore, empirical literature on comparative study of minimum wage implementation and service delivery in the South East states civil service is non-existent. But adequate and detailed exposition of these issues will highlight the import of minimum wage implementation as a motivational tool for enhancing employee performance. This study therefore seeks to examine the effect of minimum wage implementation on employee service delivery in the civil service of the South East states of Nigeria.

1.3. Research Objectives

The broad objective of this study is to comparatively assess the effect of minimum wage implementation on employee service delivery in the civil service of the South East states of Nigeria. The specific objectives seek to:

1. Determine the relationship between the level of minimum wage implementation and the determination of state governments to offer quality services to the citizens.

2. Ascertain the effect of minimum wage implementation on the quality of service delivery in the civil service of the South East states of Nigeria.
3. Determine whether the level of minimum wage implementation has effect on the service culture in the civil service of the South East States of Nigeria.
4. Examine the relationship between minimum wage implementation and employee engagement in the civil service of south east states of Nigeria.

1.4. **Research Questions**

1. Is there any relationship between the level of minimum wage implementation and the determination of state governments to offer quality services to the citizens?
2. Did the level of minimum wage implementation affect the quality of service delivery in the civil service of south east states of Nigeria?
3. Did the level of minimum wage implementation affect service culture in the civil service of the south east states of Nigeria?
4. Is there any relationship between minimum wage implementation and employee engagement in the civil service of the south east states of Nigeria?

1.5. **Hypotheses**

1. H_0 : There is no relationship between the level of minimum wage implementation and the determination of state governments to offer quality services to the citizens.

- Hi: There is a relationship between the level of minimum wage implementation and the determination of state governments to offer quality services to the citizens.
2. H₀: The level of minimum wage implementation has no effect on the quality of service delivery in the civil service of the five south east states of Nigeria.
- H_i: The level of minimum wage implementation has an effect on the quality of service delivery in the civil service of the five south east states of Nigeria.
3. H₀: Minimum wage implementation has no effect on the service culture of the civil service of the five south east states of Nigeria.
- H_i: Minimum wage implementation has an effect on the service culture of the civil service of the five south east states of Nigeria.
4. H₀: There is no relationship between minimum wage implementation and employee engagement in the civil service of the five South East states of Nigeria.
- H_i: There is a relationship between minimum wage implementation and employee engagement in the civil service of the five south east states of Nigeria.

1.6 Significance of the Study

This study has both theoretical and practical significance. Theoretically, the study contributes to the ongoing debate on the implementation and compliance to minimum wage policies particularly as it relates to workers

service delivery. The absence of such a study has led to numerous challenges in labour – management relations. The study generates issues that would help provide reliable information as well as a sufficiently articulated and appropriately elaborated theoretical platform for wage fixation and implementation with respect to employee service delivery in Nigeria and beyond.

The findings of the study will help identify gaps within minimum wage fixing and implementation and consequently, the research findings may be important in addressing these gaps. Hence, the study bridges the gap in literature, thus helping to move knowledge forward.

The findings of the study disclosed information on the effect of minimum wage implementation on service delivery. In particular, it has provided evidence to the fact that the governments at the state level have always striven to implement minimum wage policies even when inadequate funds have posed serious challenges. Also the study has empirically shown that minimum wage is only a starting block in the scale of expected financial rewards that motivate the employee to greater commitment to quality service delivery. Where the employee perceives equity in the implementation of the minimum wage it attracts positive response in attitude, behaviour and commitment to quality service delivery. An employee who believes he is equitably compensated will obviously increase his effort in his duty post.

The study therefore adds to existing literature on reward system and productivity programmes. Such additional literature is of benefit to other researchers and scholars interested in similar study. The study is very useful to the various stakeholders especially the key participants in the industrial relations

system (labour, management and the government). The study thus, is of immense use to public policy makers concerned with designing and determining appropriate strategies to boost employee productivity in the public sector.

1.7 Scope of the Study

This study focuses on minimum wage implementation and service delivery in the Nigerian civil service; a comparative study of South East states. The study covered the Civil Service in the South East Nigeria. South East Nigeria is one of the six geo-political zones in the country, consisting of Abia State, Anambra State, Ebonyi State, Enugu State and Imo State. The time frame for the study is a period of fourteen years (2000– 2014). This period covers the minimum wage Act of 2000, 2004 and 2011. The area of focus is specifically on the implementation of Minimum Wage Acts within the fourth republic and its effect on employee service delivery in the state bureaucracies of the South-East states.

1.7 Limitations of the Study

The researcher encountered a number of constraints during the gathering of data. Initially, it was very difficult for the State Civil Service Commissions which are in charge of these ministries, departments and agencies to release some vital documents to aid the research. It took repeated visits and pleas before some of the documents were released. The researcher was denied access to some of the internal quality assurance mechanisms which the commissions said existed but such things were not shown. Also, the confidential nature of some information (classified information) and the fear of those who are in custody of

the information that the information may get to management are constraints encountered in the study.

These constraints, ordinarily would have affected the outcome of the work but through extra efforts, these constraints did not invalidate the outcome of the study.

1.8 Definition of terms

1. Minimum Wage Implementation: The degree of implementation of the various components of minimum wage.

- a. Full implementation - what the Minimum Wage Act says (encompassing all the allowances).
- b. Partial implementation – not as stipulated by the Minimum Wage Act.

2. Service Delivery: Getting services as expected and as quickly as possible to the intended recipients. It simply implies the gap between the policy intentions of the government and policy implementation. The components/ dimensions or indicators of employee service delivery include:

- a. Service quality
- b. Service culture
- c. Employee engagement
- d. Customer experience

Service delivery in the public sector is measured in terms of effectiveness and efficiency. That is how well the civil service is achieving its policy objectives or other intended goals.

3. State Bureaucracy: The state civil service-the body of permanent officials appointed to assist the political executive in formulating and implementing government policies. It refers to the body of permanent skilled workers who carry out the day to day administration of the state under the chief executive. (the state civil service).

4. Moonlighting/Day lighting Absenteeism: Moonlighting means working at a second job, mostly one done after regular work hours and day lighting implies working at a second job within regular work hours. Though the civil service regulations prohibit it, many civil servants do all sort of moonlighting jobs thereby predisposing themselves to loss of concentration, lateness and absenteeism at their primary work station.

CHAPTER TWO

REVIEW OF RELATED LITERATURE AND THEORETICAL FRAMEWORK

This chapter examined related literature on the variables that constitute the subject of the study. The aim was to provide the researcher with an in-depth view of the subject matter, and by so doing, provide a better definition of the research scope as well as an evaluative guide on the subject of study. Thus, the chapter critically examined previous studies done in the area in order to identify contributions already made on the subject of study as well as to identify gap(s) in the existing literature. This chapter also highlights discussion on the vital questions relating to the nexus between minimum wage implementation and service delivery.

2.1 Conceptual Framework

2.1.1 The Concept and Nature of Minimum Wage

Scholars, international organizations and even nation - states have variously defined minimum wage. What is common with these definitions is that they basically emphasized workers living condition and welfare. For instance, Fapohunda, Atiku, and Lawal (2013) defines minimum wage as the smallest hourly wage that an employee may be paid as mandated by Federal laws. The International Labour Organization -ILO (1992) defines a minimum wage as the minimum sum payable to a worker for work performed or services rendered within a given period, whether calculated on the basis of time or output, which may not be reduced either by individual or collective agreement, which is guaranteed by law and which may be fixed in such a way as to cover

the minimum needs of the worker and his/her family, in the light of national economic and social conditions. Minimum wage is a wage which provides a floor to the wage structure in order to protect workers at the bottom of the wage distribution.

Explaining further International Labour Organization (1992) emphasized that minimum wage is the rate of pay fixed either by a collective bargaining agreement or by government enactment as the lowest wage payable to specified categories of employees. It is the wage rate established by collective bargaining or by government regulation / legislation specifying the lowest rate at which workers may be paid. A legal minimum wage therefore is one mandated by government for all workers in an economy, with few exceptions. Being typically established by contract or legislation by the government, it is thus, illegal to pay an employee less than the minimum wage.

The Fair Labor Standard Act (1938) of the United States of America defines minimum wage as the minimum hourly rate of compensation for labour as established by federal statute and refined by employers engaged in businesses that affect interstate commerce. Nwude (2013) sees a minimum wage as the lowest hourly, daily, or monthly remuneration that employers may legally pay to workers or the lowest wage at which workers may sell their labour. It connotes the amount that can fetch an entity a good living standard.

The minimum wage as articulated by the International Labour Organization (ILO) ethical trade initiatives (ETI) is a wage that allows a worker to provide for him and his family, to buy essential medicines, send children to school and to save for the future.

According to International Labour Organization (1967), the concept of minimum wage contains three basic ideas. The first is that minimum wage is the wage considered sufficient to satisfy the vital necessities of food, clothing, housing, education and recreation of the workers, taking into account the economic and cultural development of each country. The second is that minimum wage represents the lowest level of remuneration permitted, in law or fact, whatever the method of remuneration or the qualification of the worker. Third is that the minimum wage is the wage which each country has the force of law to uphold and which is enforceable under threat of penal or other appropriate sections. It further notes that minimum wage fixed by collective agreements made binding by public authorities is included in the above explanation.

Minimum wages constitute a level which may not be undercut, and whose application is guaranteed by law. It excluded certain bonuses or benefits and is payable, in cash or in kind, directly or indirectly by the employer to the worker for work performed by the latter. It often does not apply to certain types of workers (e.g. those working less than a certain number of hours) or to certain activities.

Tracing the origin of minimum wage, (Fapulunda, Atiku, and Lawal (2013) noted that the practice of minimum wage is not new, it has been on even before the First World War. But it is pertinent to note that the details and nature of the practice has varied from country to country (Nwude, 2013). It was first proposed as a way to control the proliferation of sweat shops in manufacturing industries. The sweat shops employed large numbers of women and young workers, paying them what was considered to be sub-standard wages. The sweat

shop owners were thought to have unfair bargaining power over their workers, and a minimum wage proposed was as a means to make them pay fairly. This was followed by minimum wage law enacted by Victoria State of Australia in 1896 where an amendment to the factories Act provided for the creation of a wage board in which workers and employers were represented in equal number with the power to fix minimum wages enforceable on the employer. This innovative law served as the model for the British Trade Boards Act of 1909. In U.S.A, Massachusetts enacted the earliest minimum wage law in 1912, and eight others followed suit. Dolle (1999) and Metcalf (2001) observed that USA and France are among the countries with the longest practice in applying a single national minimum wage. In contrast, in the United Kingdom, a national minimum wage was only introduced in 1999, 1998 in the Republic of Trinidad and Tobago.

Developing countries too have regularly increased their minimum wages to provide social protection to vulnerable and non-organized categories of workers. Countries like Argentina, Brazil, China and South African have been among the main drivers of this upward trend. In China, it was newly introduced in 2004 to curb wage inequality, South African in 2002.

Minimum wages therefore, are nearly a universal policy instrument that applies in more than 90⁰ of International Labour Organization member states, including Nigeria. Minimum wage must take a legal perspective that must have the backing of force by law and be enforceable under threat of penal or other sanctions (ILO, 2006). It is this aspect of minimum wage that generates the heated battles between labour organizations and government. The minimum wage legislation is a very important criterion in the payment of wages. The

premise of this criterion according to Imobighe (2007) is that by the introduction of minimum wage, the exploitation of weak, ill-informed or isolated groups of individuals will be prevented. The minimum wage will also afford employees more comprehensive protection than is available through the existing voluntary bargaining machinery.

Thus, the objective of minimum wage fixing, as set out in International Labour Organization Minimum Wage Fixing Convention, 1970 (No.131) and its accompanying Recommendation No. 135, is to give wage-earners the necessary social protection in terms of minimum permissible levels of wages. This objective was already implicitly or explicitly contained in previous International Labour Organization Convention No.26 and Recommendation No. 30 (applicable to trades) and Convention No. 99 and Recommendation No. 89 (applicable to agriculture), which stipulated that the minimum wage should not be fixed at a lower rate than one which would ensure the subsistence of the worker and his/her family. Minimum wages along with other measures of economic and social policy aim at reducing poverty and meeting basic needs.

Essentially, according to International Labour Organization (1992), the establishment of a minimum wage system is often portrayed as a means of ensuring that workers (and in some cases their families) will receive a basic minimum wage which will enable them to meet their needs (and those of their families); hence the frequent use of the term ‘minimum living wage.

The need for minimum wage legislation, which normally leads to a rise in nominal wage, is justified as a means of adjusting wages and salaries to match with the rise in costs of living (Falawewo, 2007).

However, it is evident that a country might have a minimum wage backed by law while in terms of real value it may be worth nothing. The value might have depreciated especially in an economy marked by frequent uncontrolled inflation as in the Nigeria situation where many cry that “their take home pay cannot take them home” (Ochei, 2012). The import of this statement according to Gretner (2006) is that the existing minimum wage in most states is no longer realistic, hence the call for a living wage. A living wage is more than money; it is something about the force of a moral proposition. First, that work should be rewarded; second that no one who works full time should live in poverty. Efforts to implement such a concept imply an attitude or a policy which aims at improving the material situation of workers and guaranteeing them a basic minimum standard of living which is compatible with human dignity or is sufficient to cover the basic needs of workers. Such a policy ILO continued is in line with the international covenant on Economic, Social and Cultural Rights as regards every person’s right to receive remuneration equivalent at least to a wage which makes it possible for workers and their families to live a decent life.

2.1.2 The Concept and Nature of Service Delivery

According to Oronsaye (2010), service delivery is the “process of meeting the needs of citizens through prompt and efficient procedures. It presupposes that the interaction between citizens and government results in value creation”. In essence, public service delivery involves the provision and implementation of government policies and programmes that will enable citizens to improve their living conditions. It simply means getting services as expected and as quickly as possible to the intended recipients and implies a

degree of excellence and in fact is the hallmark of economic excellence that has passed the production stage.

In economics and marketing, a service is the non-material equivalent of a good. Service delivery (provision) is thus an economic activity that does not result in ownership. It is a process that generates benefits by facilitating a change in customers, a change in their physical possession, or a change in the intangible assets. It involves considerable human activity; hence, human resource management is important as the human factor is often the key success factor in service industries (Franz, 2011).

According to ISS (2015), there are four key elements or components of service delivery. The four key elements for successful service delivery system are service culture, service quality, employee engagement and customer experience. These key elements are explained below.

Service Culture

Service culture is defined by Gronroos (1990) as a specialized culture within the broader concept of organizational culture. It is seen as a culture where an appreciation for good service exists, and where giving good service to internal as well as ultimate external customer is considered by everyone a natural way of life and one of the most important values. Based on this definition, service culture not only refers to organizational practices but also relates to manner, values and behaviour of both the organization and its employees.

Service culture is built on elements of leadership principles, norms, work habits and vision, mission and values. Culture is the set of overriding principles according to which management controls, maintains and develops the social

process that manifests itself in the delivery of service and gives value to customers. Once a superior service delivery system and a realistic service concept have been established, there is no other component so fundamental to the long-term success of a service organization as its culture (ISS, 2015).

If an organization has a strong service culture, it will develop employees' positive attitudes towards giving service to their customers (Gronroos, 2007). Zeithaml, Bitner and Gremler (2009) drawing from the above definition, pointed out that there are three main implications of the definition of service culture for employee service providers. First, service culture exists where there is an appreciation for good service. Second, good service is given to both internal and external customers. Indeed, not only do organizations need to care for their external customers but they are also required to pay more attention to their service employees (internal cultures) who play a crucial role in service delivery. Finally, within service culture, good service is a way of life provided naturally as it is a crucial norm of the organization. 'It is like glue to tick to employees' attitudes, behaviour and commitment toward giving good services to their customers (Zeithaml, 2009).

Service culture is different from service climate. Service climate refers to "employee perceptions of the practices, procedures and behaviour that get rewarded, supported and expected with regard to customer service and customer service quality" (Schneider, 1998 p. 151). Compared to service culture, service climate is more tangible and directly related to managerial observable policies, procedures and human resource practices. Service climate is considered as a tangible surface layer of service culture (Bowen and Ostrom, 2010). When these tangibles of service climate evolve overtime, a sharing of basic values, beliefs

and assumptions of service culture will be reinforced (Bowen, Schneider and Kim, 2000; Schnider and Ostrom, 2010).

In other words, although both service climate focus on the social psychological context, the basic distinction between service culture and service climate lies in the layer or level of analysis. While service culture is found in the deep layer of organizations in giving customer service in the form of beliefs, values and assumptions, service climate is referred to perceptions of service environment, considered as relatively temporary and subject to direct control (Denison, 1996).

Also, service orientation is considered as a part of organizational climate and the dimensions of service orientation has been used to measure service climate (Urban, 2009; Solnet and Paulsen, 2006). Service orientation is seen as personnel characteristics, traits, and behaviour determinants of employee service providers needed to deliver services (Chait, Carraher and Buckley, 2000; Vella, Gountas and Walker, 2009). The latter, organizational level describes “the set of organizational activities designed to create and deliver an excellent service” (Gonzalez and Garaza 2006, p27). Linking service culture to service quality, Ooncharoen and Ussahawanitchakit (2008) and Gebauer, Edwardson and Bjurko (2010) argue that service culture is a prerequisite for organizational excellence and business performance. From the resource based view theory of the firm, Berney, 2001; Barney, Wright and Kitchen, 2001; Yang, 2008), posit that service culture is regarded as a crucial firm resource that is valuable and inimitable by competitors, thus is likely to lead to positive outcomes. Social exchange theory of Blau (1968) Sierra and Mc Quitty (2005) provides further insights into how service culture may influence customer based

service quality evaluation. A supportive service culture encourages service employees to go extra mile to serve the customers' needs which in turn affect customers' perception of service quality (Siera and Mc Quilty, 2009). Also, Heskett and Schlesinger, (1994); Homburg, Wieseke and Hoyer (2009) in their service profit chain theory, suggests that organizational performance is derived from customer satisfaction and loyalty created by employee performance of service delivery, which in turn is influenced by employee satisfaction and commitment. Employee job satisfaction and commitment result primarily from high quality supports and practices from organizations. Studies have shown that those employee service attitudes are consequences of service culture (Nelson, 2007).

Service Quality

Quality, according to Kofler, Armstrong, Saunders and Wong (2002) is the totality of features and characteristics of a product or services that bear on its ability to satisfy stated or implied needs. It is one of the things that consumers look for in an offer (Solomon, 2009). Service quality includes strategies, processes and performance management systems. Parasuraman, Zeithaml and Berry (1985) define service quality as "the differences between customer expectations and perception of service. It is the measure of service delivered as against expected service performance. They argued that measuring service quality as the difference between perceived and expected service was a valid way and could make management to identify gaps to what they offer as services. Continuing, they emphasized that service quality is "a global judgment or attitude relating to the superiority of the service". The superiority of the

service is to be confirmed by what the service delivers, which is the outcome and is evaluated after the performance, and how the services is delivered, which is the process and is evaluated during delivery. Munusamy (2010) sees service quality as the difference between customer's expectations for the service encounter and the perceptions of the service received. Thus customer expectation and perception are two main ingredients of service quality. Service is therefore, assumed to be of quality when it consistently conforms to customers' expectations (Asubontang 1998; Wisnieuski and Donely, 1996).

According to Agbor (2011), service quality in the management and marketing literature is the extent to which customers' perceptions of service meet and/or exceed their expectations. It is the way in which customers are served in an organization which could be good or poor. Hoffmen and Bateson (2006) defines service quality as "an attitude formed by a long-term, overall evaluation of a firms performance". This distinguishes the concept from customer satisfaction which is a short-term transaction - specific measures. The service quality process can be examined in terms of the gaps between management, employees' and customers' expectations and perceptions. Service quality thus, focuses on the customers' cumulative attitude towards the firm which is the result of a number of successful or unsuccessful service experiences. Hajwood (1988) described service quality as comprising of three elements:

- i. Physical facilities, processes and procedures
- ii. Personal behaviour on the part of serving staff, and
- iii. Professional judgment on the part of serving staff to get good quality service.

To Herson and Nitecki, (2001) service quality has been defined from at least four perspectives:

- Excellence: This is often extremely defined. The attributes of excellence may however change dramatically and rapidly.
- Value: It incorporates multiple attributes, but quality and value are different constructs - one the perception of meeting or exceeding expectations and the other stressing benefit to the recipients.
- Conformance to specifications: It facilitates precise measurement, but users of a service may not know or care about internal specifications.
- Meeting and /or exceeding expectations:

This definition is all encompassing and applies across service industries, but expectations, change and may be shaped by experiences with other service providers (Anderson and Fornell, 1994). According to Herson and Nitecki, (2001), most researches have concentrated on the last perspective. The gaps model of service quality reflects that perspective and offers service organizations a framework to identify services in the form of the gaps that exceed or fail to meet customer's expectations. This model as stated by Zeithaml, Parasuraman and Berry (1990) posits five gaps that reflect a discrepancy between:

- Customers' expectations and management's perceptions of these expectations (Gap 1).
- Management's perceptions of customers' expectations and service quality specifications (Gap 2).
- Service quality specifications and actual service delivery (Gap 3)
- Actual service delivery and what is communicated to customers about it (Gap 4); and

- Customers' expected services and perceived service delivered (Gap 5)

Although all five gaps may hinder an organization in producing high quality service, the fifth gap is the basis of a customer oriented definition of service quality that examines the discrepancy between customers' expectations for excellence and their perceptions of the actual service delivered. Disend (1991) correlates the Gap model with the concept of service quality. He maintains that poor service results, if the gap or difference is large between what is expected and what is delivered. When what is delivered matches what is expected, customers find the service acceptable. If the service provider is better than what they expected, exceptional service materializes. Blanchard and Galloway (1994) however, noted that expectations are subjective and are neither static nor predictable.

The aim of providing quality services is to satisfy customers. Measuring service quality therefore is a better way to dictate whether the services are good or bad and whether the customers will or are satisfied with it.

Zeithaml, Parasuraman, and Berry (1990) posits that there are five dimensions of service quality:

- Tangibles: appearance of physical facilities, equipment, personnel and written materials.
- Reliability: ability to perform the promised service dependently and accurately.
- Responsiveness: Willingness to help customers and provide prompt service.
- Assurance: Knowledge and courtesy of employees and their ability to inspire trust and confidence, and;
- Empathy: caring and individual attention the firm provides its customers.

Of all these dimensions of service quality, reliability is considered the vital core of service quality. Other dimensions will matter to customers only if a service is reliable, because those dimensions cannot compensate for unreliable service delivery (Berry, 1994). High service quality allows service providers to differentiate themselves from their competitors and thus gain sustainable competitive advantages in the global market place (Gounaris, Stalhako poulos and Athanassopoulos, 2003).

Service quality is of fundamental importance to any service organization's strategy and competitive positioning and the SERIQUAL model developed by Parasuraman (1988) is the most frequently used measure of service quality.

Employee Engagement

Employee engagement according to the Corporate Executive Board (2004) is the "extent to which an employee commits to something or someone in the organization and how long they stay as a result of their commitment" It includes employee attitude activities, purpose driven leadership and HR processes. Even the best designed processes and systems will only be effective if carried out by people with higher engagement. Engagement is the moderator between the design and the execution of the service excellence model. Employee engagement therefore is the state of emotional and intellectual commitment to an organization or group producing behaviour that will help fulfil an organization's promises to customers and in so doing improve business results. Sheu (2005) sees employee engagement as "translating employee potential into employee performance and business success and thus changing

the way employees perform by utilizing the tools in the armoury of internal communication professionals”.

GMI (2006) defines engaged employees “as those who work with passion and feel a profound connection to their company and drive innovation and move the organization forward. The International Survey Research (2004) defines employee engagement as “a process by which an organization increases commitment and continuation of its employees to the achievement of superior results. The International Survey Research separates commitment into three parts: cognitive commitment, affective commitment, and behavioural commitment (think, feel or act).

Rothbard (2001) sees employee engagement as a psychological presence with two key mechanism, attention and absorption. Attention is cognitive ability and the amount of time one spends thinking about a role and absorption is being engrossed in a role and refers to the intensity of one’s focus on a role.

The Institute for Employment Studies (2004) defines employee engagement as “a positive attitude held by the employee toward the organization and its values.” An engaged employee is aware of business context, and works with colleagues to improve performance within the job for the benefit of the organization. Thus, the organization must work to develop and nurture engagement, which requires a two-way relationship between employer and employee.

To Baumruk (2004) employee engagement has been defined within the confines of emotional and intellectual commitment to the organization or the quantity of discretionary effort defined by Yankelovich and Immerwehr (1984) as the voluntary efforts employees provide above and beyond what is required

by employees in their job (Frank, 2004). Khan (1990) see employee commitment as “the harnessing of organizational members’ selves to their work role: in engagement, people employ and express themselves physically, cognitively and emotionally during role performances. From Kahn’s definition, it is clear that employee engagement is a multi-faceted paradigm. The multi-dimensional approach to looking at engagement comes from the perspective that Kahn took on the individual’s working experience.

Truss (2006) defines employee engagement as a passion for work which encompasses the three elements of engagement previously discussed by Kahn (1990) in one psychological state.

Employees who are engaged in their work and committed to their organizations give organizations competitive advantages including higher productivity and lower employee turnover. Thus, organizations strive to invest substantially in policies and practices that foster engagement and commitment in their workforces.

According to Vance (2006), though different organizations define engagement differently, some common theme emerges. These themes include employees’ satisfaction with their work and pride in their employer; the extent to which people enjoy and believe in what they do for work; and the perception that their employer values what they bring to the table. The greater an employee’s engagement, the more likely he or she is to “go extra mile” and deliver excellent on - the- job performance. Engaged employees are more likely to commit to staying with their current organization. Employee engagement does compass several ingredients for which researchers have developed measurement techniques. These ingredients include the degree to which

employees fully occupy themselves in their work as well as the strength of their commitment to the employer and role. Employee engagement therefore, is the extent of employees' commitment, work effort and desire to stay in the organization. It describes how an employee thinks and feels about, and acts toward his or her job, the work experience and the organization.

Engaged employees:

- **Stay:** They have intense desire to be a part of the organization and they stay with that organization.
- **Say:** They advocate for the organization by referring potential employees and customers, are positive with co-workers and are constructive in their criticism.
- **Strive:** They exert extra effort and engage in behaviours that contribute to business success.

An engaged employee experiences a blend of job satisfaction, organizational commitment, job involvement and feelings of empowerment. It is a concept that is greater than the sum of its parts. Engaged employees have strong and authentic values, with clear evidence of trust and fairness based on mutual respect where two way promises and commitments between employers and staff - are understood and are fulfilled.

According to Dicke, Holwerda and Kontakos (2007), four closely related concepts to employee engagement are: work engagement, organizational commitment, job satisfaction and organizational citizenship behaviour (OCB) Robinson (2004) define engagement as one step up from commitment. Saks (2006) argues that employee engagement differs from organizational commitment on the grounds that organizational commitment (OC) represents a

person's attitude and connection concerning their organization while engagement is more than attitudes. It is how psychologically, cognitively and behaviourally employed the individual is in their role, displayed by how attentive they are to their work and how absorbed the individual is in the performance of the role. Employee engagement also differs from organizational citizenship behaviour (OCB), as engagement is concerned with the passion for one's role while organizational citizenship behaviour (OCB) is concerned with extra role and voluntary behaviour. Gallup organization (2004) defines employee engagement as the involvement with and enthusiasm for work - it is likened to a positive employee' emotional attachment and employee commitment to work.

Customer Experience

Mayer and Schwager (2007) define customer experience as the internal and subjective response customers have to any direct or indirect contact with a company. Direct contact generally occurs in the course of purchase, use, and service and is usually initiated by the customer. Indirect contact most often involves unplanned encounters with representatives of a company's products, service or brands and takes the form of word of mouth recommendations or criticisms, advertising, news reports, reviews and so forth. From a customer's point of view (sometimes referred to as the service dominant logic perspective, Lusch (2007) believes that a value is created for the customer in the service received; their experience of it (value-in-use) and the outcomes of the service including the benefits they get from it (Carbone 2004, Edwardson and Olsson, 1996). While a service is the process or activity, the customer's experience is

their personal interpretation of the service process and their interaction and involvement with it during the flow through a series of touch points, and how those things make for the customers' feel (Csikszentmihalyi, 2000; Ding 2010; Johnson and Clark 2008; Mayer 2007; Pullman and Gross 2004, Shaw and Wens, 2002). The experience (and value) is perceived purely from the point of view of an individual customer and is inherently personal, existing only in the customers mind. Thus, no two people can have the same experience (Vargo and Lusch, 2004; Pine and Gulmore, 1998). The customer perceived quality is the customer's judgment of the quality of the service, their experience and the perceived benefits (compared to their needs and expectations). Carbone and Haeckel, (1994) Berry and Carbune (2007) and Voss and Zomerdijs, (2007) stated that whatever the service a customer is buying or receiving, that customer will have an experience; good, bad or indifferent i.e. a service always come with an experience and that all service encounters provide an opportunity for emotional engagement, however mundane the product or service might be.

Verhoef, Lemon, Parasuraman, Roggareen, Tsiros and Schlesinger (2009) posit that the customer experience construct is holistic in nature and involves the customer's cognitive, affective, emotional, social and physical responses to the service provider. This experience is created not only by those elements which the service provider can control but also by elements that are outside of the provider's control.

Several authors like Pine and Gilmore (1998) and (1999); Shaw and Ivens (2002), Voss (2003) Prahalad and Ramaswamy (2004), etc have made the point that the customer experience may provide a new means of competition. Providing a good experience is also important because it affects customer

satisfaction (Liljander and Strandrik, 1997); delivers customer loyalty (Tuand Dean, 2001; Pullman and Gross, 2004); influences expectations (Johnson and Mathews, 1997, Flanagan, 2005) Instils confidence, supports the brand (Grace and O'cass, 2004) and also creates emotional bonds with customers or, conversely leads to emotional scarring (Pullman and Gross 2004). Pine and Gilmore (1999) argue that creating a distinctive customer experience can provide enormous economic value for firms and Mittal, Vikas, Pankaji Kumar and Michael Tsiros; Anderson, Akin and Tadika-Malla (2005) discovered that efficient organizations with satisfied customers outperform other firms. Thus customer experience based strategies provides a superior competitive advantage. Customer experience attribute as shown from a research carried out by Anderson (2014) include:

Fig 2.1 Customer Experience Attributes

1.	Accessibility	<ul style="list-style-type: none">• The choices/options available for contacting a provider.• The physical proximity/ease of access of a company• Availability of services (round the clock)• The appearance and operation of a website (including navigation)• The ambience or décor of a bank, office, store.
2.	Ease of doing business	<ul style="list-style-type: none">• Having services and products that are easy to understand• Ease of getting issues/queried/complaints resolved• Ability to get in contact with the company with short wait times.
3.	Executorial excellence	<ul style="list-style-type: none">• Speed of making an inquiry/transaction• Getting things right the first time• Consistency of service-continuity in communications or interactions• Speed when resolving a complaint/resolving a query• Speed of service
4.	Personalized offering	<ul style="list-style-type: none">• Rewards my loyalty• Offers products and services that can be tailored to my specific needs

		<ul style="list-style-type: none"> • Rewards my choice to do business with the company.
5.	Staff engagement	<ul style="list-style-type: none"> • Staff who consistently follow through on their promises • Staff with a positive attitude • Staff who are knowledgeable • Quality of advice and service offered • Staff who are honest and tell the truth
6.	Value for money	<ul style="list-style-type: none"> • Value for money (i.e fair and appropriate fees and charges) • Availability of rewards and promotions
7.	Brand value and reputation	<ul style="list-style-type: none"> • A brand that inspires me • A company that is well regarded in the media • A company I know will deliver • A company that puts the consumer first • trust in the brand to do the right thing • trust that the brand understands my needs • Trust that the brand delivers on its promises.

Source: Anderson J. (2014) Customer Experience Barometer. KMPG.p 36

Customer experience therefore is the product of an interaction between an organization and a customer over the duration of their relationship. This interaction includes a customer's attraction, awareness, discovery, cultivation, advocacy and purchase and use of a service. It is measured by the individual's experience during all points of contact against the individual's expectations.

2.EXTANT LITERATURE

2.2.2 The Dynamics of Minimum Wage Implementation in Nigeria.

The Nigerian government has had a long battle with trade unions that have constantly accused it of ignoring several core labour standards that the government has an obligation by international law to comply. The International Confederation of Free Trade Unions (ICFTU) published a report on core labour standards in Nigeria. The report showed that the country still had serious shortcomings in applying and enforcing all eight core labour standards, particularly the implementation of minimum wage (Onyejeli, 2011) .The Nigerian labour scene has also witnessed many worker strikes resulting from overdue or unpaid wages and the demand for a national minimum wage. Many workers in Nigeria often engage in extra and sometimes conflicting interests outside of usual employment. This is because Nigerian workers find it difficult to survive just on their wages. The national minimum wage is so low, perhaps one of the lowest in the world, that some employees often have to augment their incomes with side businesses or trades. Those in the civil service and public sectors appear to be the worst hit (Agburu, 2012).

The major problem with employment practices in Nigeria is that workers are regarded as “capital resources” rather than “human resources” and, as a

result, employers place more emphasis on the capital implications rather than the human implications. This perspective stems from the general situation of the government and the economy. The country appears to be operating on a democratic regime where the 'people's voice' is supposed to matter, but that is only in theory. In practice, employment equity is far from the case.

2.2.2. Minimum Wage Fixing.

ILO (1988) observes that minimum wage fixing is often associated with one or more of the following four purposes. First is bringing the lowest wages up to the general level of wages paid for similar works. Second is exerting upward pressure to the general level of wages as a whole. Third is eliminating unfair competition and fourth is serving as a policy tool aimed at promoting rapid growth and equitable distribution of the national income.

A dynamic and intelligent wage and salary administration therefore, cannot be overemphasized, particularly for an emerging economy like Nigeria in the era of globalization. Organizations that seek to attract and retain highly productive and efficient employees cannot shy away from facing the challenges posed by the need to pay wages adequately in a competitive environment. According to Nwachukwu (2000) and Ogunbameru (2000) wage and salary administration refers to the development, implementation and on-going maintenance of a base pay system. The central objective or purpose of wage and salary administration is to provide pay that is both competitive and equitable (Atchison, 2003).

With respect to Nigeria, wage and salary administration activities refer to all those processes, strategies, plans and schemes that give rise to pay policies.

Such policies set the overall direction of pay within the organizations or establishments, public or private as the case may be. The actual development of a base pay system follows the determination of pay policies.

A number of criteria for fixing or determining wages and salaries have been identified in the literature. Among these are job evaluation (adjudged the most valuable way of fixing wages), government order (especially with regard to minimum wage), ability to pay (on the part of the employers), cost of living, collective bargaining and the effort of labour unions (which is dependent on the negotiation skills of the parties, the personality and the societal culture of the negotiators and the ideology and culture of the organization); the labour market situation (the interaction of supply and demand of labour in a relatively competitive labour market; the going rate (wages and salaries paid for comparable work by other institutions in the labour work or in the area or industry); and productivity (which has to do with measures of output per person). Modern sector wages and salaries are determined and regulated by administrative decisions of government, Wage Commissions, and Prices and Income Policies. Also, the traditional (mainly rural and informal) intermediate sector wages are influenced to a great extent by market forces and to a lesser extent by wage levels in government establishments. In 1977, the Federal Government had to establish a Productivity, Income and Wages Analysis Agency (to collect and analyse statistics on wages, income and price changes in both the public and private sectors) as a permanent institution to substitute for the institutionalized culture of ad hoc wage commissions to resolve wage and salary problems. Nevertheless, wage review commissions/ committees still continue to feature in government wage determination process. The ILO

Recommendation No. 135 identifies certain criteria, or factors, to be taken into account in determining the level of minimum wages. The criteria include: the needs of workers and their families; the general level of wages in the country; the cost of living and changes therein; social security benefits; the relative living standards of other social groups; and economic factors, including the requirements of economic development, levels of productivity and the level of employment. This criterion also includes the capacity to pay. The basic needs of workers and their families has to do with measuring poverty levels and the basic needs of households (especially of wage earner households) using data on average expenditure by low income households on various household goods and services. The statistics can be compiled from household income and expenditure surveys. However in Nigeria, the recommended data is mostly not available.

Next is the general level of wages in the country. The idea of comparable wages and incomes is an important, and sometimes the dominant, consideration in decision-making. Existing pattern of wages and incomes must be established before judgment can be made on the appropriate level of the minimum wage, taking into account other criteria such as ability to pay and the needs of workers. According to Chude (2008), and NLC (2009), the pay of the Nigerian worker is one of the lowest in the world and it does not improve even in spite of changing market conditions. Workers in the public sector are particularly worse off. After a minimum wage has been fixed, it needs to be adjusted periodically. This is often done by reference to average wages, with a view to maintaining a particular ratio between the minimum wage and general wage levels. It is also necessary to know the number of workers earning at or near the minimum wage level, in order to assess the impact of a minimum wage increase on the wage

bill. Again lack of adequate and reliable statistics is a major challenge in this area. Also there is the cost of living factor. Measures of changes in the cost of living involve regular reports of the average prices of a selected range of household goods and services, and these prices may be useful inputs in the determination of minimum wages. Changes in price levels (as opposed to the absolute level of prices) are normally measured by a consumer price index. This may not only lead to a change in the weighting system for a consumer price index for low-income households but also lead to a re-assessment of the extent to which basic needs are being satisfied. The cost of living is hardly factored in minimum wage in Nigeria in that the huge cost of living requirements in cities like Lagos is not the same as in Kebbi, Ebonyi, Edo and Ondo States and minimum wage is usually fixed at the same level for all states. Similarly pay in any progressive and egalitarian society should be commensurate to productivity and cost of living. This is even more so in a developing nation struggling to put in place certain regimes and improve its human development and living standards. Productivity is a criterion hardly ever used in fixing minimum wage in Nigeria. Another criterion is the relative living standards of other social groups which can be measured using average income and income distributions of different social groups; average expenditure, in total and on different groups of household goods and services, of different social groups; other measures of living standards (average number of rooms in dwelling, proportion of households renting accommodation, average number of household members per room, type of material of, proportion of household members with post-primary education, and so on). Added to these are economic factors. This includes the requirements of economic development, employers' capacity to pay, levels of

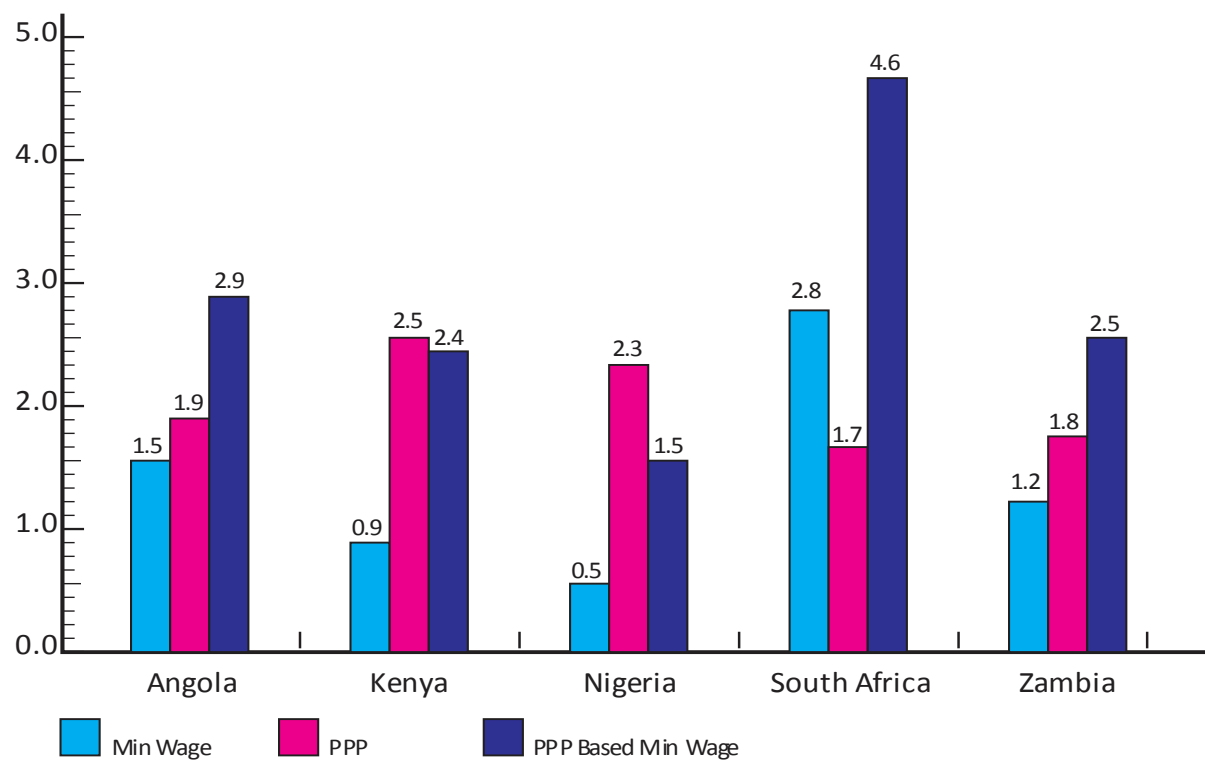
productivity and the level of employment. Measures of economic development include: changes in gross domestic product (GDP) per capita at constant prices; while social measures of economic development might include: changes in the proportion of children attending school; changes in the literacy rate; changes in the number of schools/hospitals per capital; changes in the accessibility of selected community facilities (piped water, markets, schools, hospitals, postal services, fire services, police services). In the area of economic activity changes in the unemployment rate; changes in the percentage of persons employed in agriculture, manufacturing and services sectors might be considered.

Minimum wage policies are mainly dynamic outcome of the prevailing socio-economic condition of the country. The obvious high cost of living, bringing to the fore the realization that workers could no longer survive or sustain their largely unemployed families on what they earn, combines to promote intense agitation by the workers. Initially, wages are normally set by employers but many adjustments are done through collective agreements between employers and the unions. Agreed upon compensation requires the approval of the Federal Minister of Employment, Labour and Productivity, where the increases are moderate, non-inflationary and affordable. The agreed and approved compensation becomes applicable from the first day of the calendar month that follows such agreements, and agreements cannot be backdated. However, these agreements are occasionally either not implemented by the government, or when they are, only in a distorted way.

A typical example was the review of the minimum wage in 2000 that guaranteed a 25% increase, effective from May 1, 2001, and a further 15% the year after. However, that agreement was never implemented, causing several

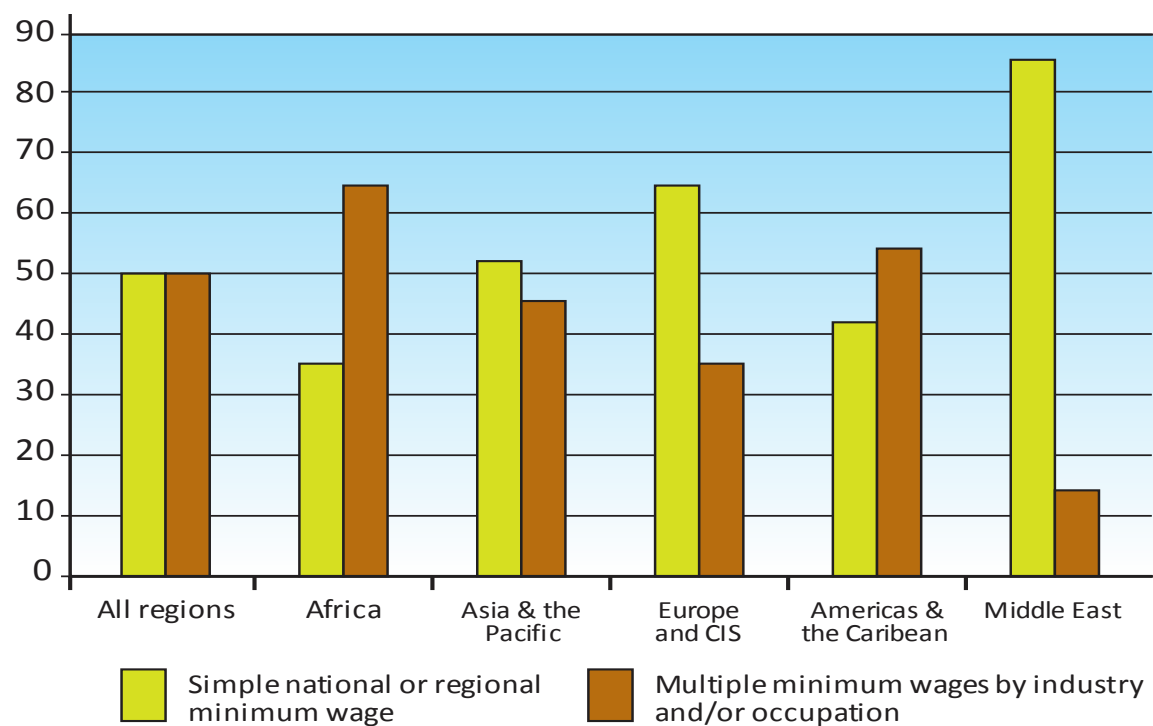
industrial disputes. In the end, a 12.5% increase was implemented by the government. The president of the Nigerian NLC mobilized a labour committee to insist on a further 25% increase. The government only managed to implement a further 15% in 2007, refusing to abide by the time frames set out for subsequent negotiations with workers. Nigerian workers have struggled for improved wages and national minimum wage legislation. Given its resources and level of development, Nigeria ought to be paying one of the highest minimum wages in Sub-Saharan Africa, however, in reality; it pays one of the lowest. Figure 2.3 shows the need to adjust the wages to conform to differences in the cost of living or the Purchasing Power Parity (PPP). Purchasing Power Parity (PPP) generally stands for the cost of living. The PPP based minimum wage takes into account actual survival needs of employees. The “actual” minimum wage is multiplied by the PPP factor to get the PPP based minimum wage which is the adjustment that the Nigerian labour unions often demand.

Fig. 2.5 National Minimum Wage Adjustments against PPP for Nigeria and Some Other African Countries.



Source: Nigeria Labour Congress (2009)

Figure 2.6 Minimum Wage Systems Across The World (percentages)



Source: ILO (2009).

The Nigerian Labour Congress (2009) adduced pertinent reasons why the review of wages had become highly imperative. One important contestation in this regard is that the abdication of the agreed approach to the implementation of the phased wage increase has always meant that wages and salaries never met the basic needs of most workers. Again, inflation has continued to intensify with the cost of living index in the urban sector increasing by over 14 percent. The disproportionate increase (20.9 percent) in the cost of food means that erosion in the real wages and salaries of workers remains alarmingly severe and so unbearable. The process of monetizing and consolidating in-kind, benefits which were hitherto not taxed has resulted in an escalation of the tax paid by workers. This has further depressed the real take home pay of workers. More importantly, the workers argued that while workers' salaries increased by 15 percent between 2006 and 2007, those of political office holders increased by over 800 percent. The 2008 increase in the compensation of political office holders has further aggravated the disparity. This is to the extent that on average, their compensation package has been doubled. There is thus, the need to reduce this disparity for greater equity, productivity and morale. In all, the Union maintains that as a standard practice in all climes, salary increase in the public sector is necessary and is guided by the principle of equity and the need to bridge social inequality in the face of widening economic and social gaps amongst citizen of a country.

This reality tells no different story if strictly viewed within the precinct of the Nigerian socio-economic milieu. Not differing from this standpoint, Aminu (2011) who took a look at the various wage commissions in Nigeria observes that these commissions (with the exception of the last two) used changes in the

cost of living parameters, though not necessarily productivity changes, for drafting recommendations on wage increases. This might be due to the prevailing inflationary pressures which often reduced the real income of workers to below what could afford them the basic necessities of life. For instance, to boost the economic moral and purchasing power of government workers in the 1970s, the Udoji Commission confidently effected the backdating and subsequent implementation of the increase in wages and salaries which ranged from 12% to 30%. This Udoji Commission's recommendation gave rise to a minimum monthly pay of N60 (about US\$100 then). However, workers did not savour the moment for too long, as inflationary pressures later cut short and made bunkum of the said wage awards.

Similarly, during the civilian regime in 1981, the minimum wage in Nigeria was re-fixed at N125 per month by an Act of Parliament, which nonetheless was followed up with the issuance of the National Minimum Wage (Amendment) Order at the time of Structural Adjustment Programme (SAP) which abridged the 1981 Minimum Wage Act by exempting persons or companies employing fewer than 500 workers and persons employed in agricultural projects from its provisions. This amendment was, however, rescinded on 24 April 1987 as a result of nationwide protest by the labour union. It is further noted that when a 15-month national economic emergency was declared on 1 October 1985 against a background of lacklustre economic performance, deductions ranging from 2% to 15% from all incomes were effected at source and paid into the Economic Recovery Fund at the Central Bank of Nigeria. The idea behind the deductions so made was to reduce domestic absorption so that the long running macroeconomic imbalance (current

account and fiscal deficits in particular) in the economy could be stabilized. The effects of these adjustments therefore necessitated a strategy aimed at refunding the deductions made in respect of junior workers at the end of the economic emergency period.

Aminu (2011) further notes that at the beginning of 1993 an increase of 45% was effected in public sector workers' salaries. The increase was ostensibly meant to cushion the inflationary effects of the rapidly depreciating naira (against major international currencies) following the deregulation of the foreign exchange market on 5th March 1992. In view of the degenerating socio-economic entrapment, the government took further action in September 1998, with the issuance of directive to increase the prevailing minimum wage and other level of wages in the public sector. The implementation of the directive resulted in the increase of the nation's minimum monthly wage from N363 to N3,000. This was also followed by substantial increases in take-home pay of all other categories of employees in the public sector.

Another marked increment from N3,000 to N5,500 in May 2000 occurred in 2000 in response to rising agitation for an increase in wages by the workers' Union. This was effected by the Wage (Minimum) Act of 2000 based on the report of a 19-man presidential committee set up to advice on the wage problem. However, it has been argued that there were divergences in conformance with this Minimum wage law in Nigeria, as individual states provided its own unique interpretation of the law and merely complied halfway. This may largely be attributable to the financial strength of individual states which has been recognized since 1991 as a critical factor in public sector employers' compliance with any wage directive from the federal government.

This means, therefore, that while the Federal government continues to play some sort of overriding role in labour matters, especially in minimum wage fixing and pronouncements, individual states, who are always guided by the size of their resources, still disregard these laws by implementing their own re-designed minimum wage package. This challenge necessarily generates incessant and intractable labour agitations which in itself lead to unending drafting and redrafting of minimum wage scale by numerous committees.

Beyond that, the issue of minimum wage full implementation at the Federal level could also be a serious challenge. Ochei (2012) further notes that in the 2000 Wage Review Agreement, 25% wage increase with effect from May 1, 2001 and 15% wage increase with effect from May 1, 2002 was proposed. This was, however, not implemented, thus, leading to an industrial dispute and a 12 1/2 percent salary increase as against the 35% negotiated and signed in 2003. Unfortunately, only an increase of between it and 12 per cent was implemented by the Federal government. Although the Shonekan Committee was set up against this background and recommended a 25 per cent increase in salaries, Obasanjo unilaterally implemented a mere 15 percent increase in 2007. It is also observed that Government failed to abide by the time frames set up for subsequent negotiations with workers. What all these show is that minimum wage and pay reforms in Nigeria have been largely unstructured and uncoordinated. In fact, in most cases the negotiated wages are suddenly cut down by the government through circulars and white papers without any recourse to either the Labour Union whose demands resulted to the pay reform or the committees that recommended the pay package.

2.2.3 Minimum Wage Implementation and Compliance

In Nigeria, minimum wage policies has, like other public policies, remained a governmental course of actions, or proposed actions or course of proposed actions that can hardly be completely and satisfactorily implemented at all given levels of government.

The adopted public policy according to Ikelegbe (2006) is merely a statement of intentions, expectations, goals, prescriptions, standards and requirements. Most policies require actions and enforcements others require the design of programmes and structures to effectuate them. Only a few are self-executing and thus their mere adoption and pronouncement could achieve some desired effects. Policy implementation thus, is the process of translating policy mandates into action, prescriptions into results and goals into reality (Pressman and Wildavsky, 1979).

Lukman (2012) takes a long view at the difficulty in minimum wage implementation in Nigeria, and this, in his thinking, arising mostly from unsettled framework for minimum wage fixing, needs to be resolved by all relevant stakeholders including employers of labour at the table of negotiation before the official announcement of the wage increase by the government. It is argued that it is important that a distinction is made between the process of passing the minimum wage law and responding to the consequence of having to deal with matters arising from the implementation of the law. This is because there is always that temptation to resort to quick fix strategies. The consequence of responding to matters arising from the passage of the new minimum wage requires that all wage tables are adjusted. Instead of instituting a framework to effectively negotiate adjustment of wage tables in all sectors, excuses are being

formulated. The main concern here is how to deal with affordability and equitable distribution of minimum wage pay by all employers. Lukman (2012:3) argues his case thus:

Having therefore passed the minimum wage, the next logical issue to deal with is what is being distributed? Determining the amount to be distributed is contingent on revenue and affordability... What is required is for each level of government to be able to work out how much it is willing to afford. This may be a function of negotiation based on revenue reality and priorities of governments. To the extent that implementation of the minimum wage requires adjustment of the salary table based on the factors outlined above, it is a technical function which needs to be negotiated based on principles of affordability, while at the same time guaranteeing the new minimum wage. To resolve issues related to the implementation of the minimum wage and most especially working out the framework that would ensure that payment of the N18,000 minimum wage is done within the resource limit of the government, it has now become very urgent for all levels of government to work out how much they can afford as salary increase i. e. the new wage envelope based on which a technical negotiation team comprising both government and labour should be tasked to work out the distribution formula with N18,000 being the minimum as given by the law.

Luckman (2012) therefore concludes that the negotiation process is a component that is being mismanaged both by government and labour. It is being mismanaged because of excessive politicization of the issue and since revenue drive of government is no longer a function of work input but guaranteed by oil revenue, hence, rational considerations are being compromised.

It should also be noted that a major issue in implementation analysis has been the consideration of factors that underpin successful or failed implementation. Numerous factors have been underscored. First is feasibility

(implementing plan, implementing conditions, resources and capacity and attitude of the implementing agencies). Secondly, the success of implementation is determined by two critical factors – consensus and change. The degree of consensus among those participating in and affected by a policy affects the level of joint efforts and activities in favour of a policy and the level of implementing success. The level of change is also related to the potential for successful implementation (Williams, 1977). Another important issue in policy implementation analysis is compliance. Compliance is achieved through implementation. This includes rule creation, the setting up of institutions and rule enforcement. While it is usually the whole implementation process that leads to compliance, the latter can be more easily achieved when rules reflect actual practices. In this case enforcement may not be necessary (Raustiala and Slaughter, 2002).

In the implementation of labour law, domestic non-state actors, such as trade unions' can also play a role in pressuring employers to comply by way of sanctions.

Ayres and Braithwaite (1992) suggest persuasion as a first implementation measure for labour regulation and regarding minimum wage implementation, persuasion could entail convincing employers to comply with the minimum wage law by arguing for example, that it promotes efficiency and has a positive impact on the welfare of the whole society (Levin, 1999).

An aspect which needs to be taken into consideration for implementing the minimum wage is the power imbalance among employers and workers and the necessity of empowering workers for ensuring compliance.

An important aspect of minimum wages in the developing world is the degree of compliance, given that regulatory structures tend to be substantially less developed relative to the industrialized world. While it is likely that there will be some non-compliance in industrialized labour markets, this tends to be small and hence has received little attention (Card, 1991). In contrast, compliance appears to constitute an acute problem in developing nations. For example, Bell (1994) finds that in 1988 in Mexico 66% of females in various sectors were being paid below the minimum wage, whereas in Morocco more than 50% percent of firms paid their unskilled workers less than the minimum wage (1993).

Additional evidence indicates that a large part of the reason for the high degree of non-compliance in developing countries is due to the large size of their informal – sector for example, Morrison (1983) discovered from a survey of Nigeria's informal sector that 98 percent did not comply with minimum wage legislation, while the equivalent figure for a sample of informal sector firms in Swaziland was 83 percent. It must be noted, however, that the degree of non-compliance among the informal sector appears to be particularly high in sub-Saharan Africa. In contrast, the author finds that the equivalent figures for Thailand and Ecuador were 10 and 11 percent, respectively. (Card finds out that non-compliance in the US labour market was less than 2 percent).

Apart from the aforementioned statistics, detailed empirical analysis of the problem of compliance to minimum wages in developing countries has, however, remained largely unexplored (Harrison and Leamer, 1997). One exception is the study by Jones (1998) who finds that minimum wage legislation in Ghana caused reduction in employment in the formal sector and an increase

in the informal sector, where in the latter compliance is assured to be low. In contrast, a number of theoretical models dealing with the lack of compliance in developing countries have been proposed. For example Squire and Suthiwart (1997) show that the likelihood of compliance will be greatest when the minimum wage is binding and the relevant supply and demand elasticity are high.

2.2.4 Strategies for Minimum Wage Implementation.

There are certainly both conceptual and empirical problems with respect to the framework for minimum wage implementation in Nigeria. With respect to Minimum Wage, items 34 of the 2nd schedule give the National Assembly power to “prescribe a national minimum wage for the federation or any part thereof.” The power to ‘prescribe’ as quoted above implies that the National Assembly lacks the authority to enact a minimum wage Act that would impose obligations to pay on other employers of labour. The prescription of a national minimum wage therefore becomes a mere authentic guide and not an obligation to be carried out. The absence of compelling clauses that will create such an obligation for the implementation of minimum wage is a major challenge to minimum wage implementation in Nigeria.

For instance, the Minimum Wage Act (as amended) 2011 bestows the Minister the probable right to authorize officers that would enforce the minimum wage law. The provisions of Minimum wage Act (as amended) states as follows:

- (1) The Minister may authorise any officer in the civil service of the Federation to act for the purpose of this Act; and every authorised labour officer within the meaning of the Labour Act shall be deemed to have been so authorized.
- (2) Every authorized officer shall be furnished with a certificate of his authority and when visiting an employer's premises for the purposes of this Act shall, if so required, produce the certificate to the employer or other person holding a responsible position of management at the said premises.
- (3) An authorized officer may-
 - a) Require the production by an employer of wages sheets or other records of wages and records of conditions of employment and inspect and examine them and copy any part thereof;
 - b) Order any person or body of persons found to have contravened any of the provisions of this Act to take remedial action within a specified period of time; and
 - c) Subject generally to the powers of the Attorney-General of the Federation, institute proceedings for any offence under this Act and, if he so wishes, appear and have all the necessary powers for the conduct of the proceedings.
- (4) An officer who is authorized in that behalf by general or special directions of the Minister may, if it appears to him that a sum is due from an employer to a worker to whom this Act applies or to a person who has been such a worker on account of the payment to him of wages less than the national minimum wage, may institute on behalf and in the name of that worker or person, civil proceedings for the recovery of that sum and in any such proceedings, the court may make an order for the payment of costs by the authorized officer as if he were a party to the proceedings.
- (5) The power given by subsection (4) of this section for the recovery of a sum due from an employer to a worker or other

person, shall not be in derogation of any right of that worker or other person himself to recover that sum by civil proceedings.

This therefore shows that the ‘Minister’ of labour “may” authorize any “officer” in “general or special directions” to implement the minimum wage law by investigating those organizations that may have failed in the implementation of the minimum wage law. It is then the duty of the said officer to bring to the wage commissions or tribunal such employers of labour who are offenders, especially if the employer did not take remedial actions as stated in the Act. However, there are certain obvious challenges thereunto. First, there is no specified category or group of persons, or even number of such persons to be identified as the “officers” whom the Minister “may” appoint to enforce the Minimum wage law. Besides, even if some persons are appointed to discharge such duties, constant reshuffling of Ministers may prove counterproductive in this regard, if there must be efficiency and consistency of implementation strategies.

Of course, the provision in the Section 3(b) of the Minimum Wage Act (as Amended) 2011 wherein the authorized officer may “order any person or body of persons found to have contravened any of the provisions of this Act to take remedial action within a specified period of time” is vague and prone to subjective interpretations of various kinds. There is no spelt out time to be given for defaulting employers to take “remedial action” and comply fully with the minimum wage law. This lacuna makes it possible for employers to infuse a subjective judgment in such a matter and capitalize on same to manipulate the implementing officer or the wage tribunal as the case may be.

Meanwhile, such authorized officers may not have the clout to interrogate or take to the wage tribunal any governmental boards or parastatals that are not complying fully with the Minimum wage law. More importantly, there is absolutely no other provision in the law specifying strategies or mechanisms with which to ensure comprehensive enforcement of the minimum wage law by state governments. This is more of the reason the various state governments are hell-bent on implementing different versions of minimum wage without any compelling legal framework that would ensure a harmonized implementation as the law stipulates.

Generally, in the course of regulating wages and issues pertaining thereto, the government reverts to the use of wage commissions or tribunals. Wage determination and implementation is by fiat. The preference for wage commissions or tribunals offers little opportunity for workers' contribution to the determination and implementation of wage and employment related issues (Anyim, Elegbede & Shenff (2011) and the adoption of adhoc commissions in addressing workers demand such as wage determination and other terms is unilateral and undemocratic as it negates and is antithetical to democratic values (Chudi, 2008; Imafidon, 2006).

Kester (2006) observes that Nigeria has no definite and effective wage determination and implementation policy; hence the public sector has been witnessing a spate of tension at every attempt to adjust wages. Thus, the existing arrangement in the public sector is seen to be weak and ineffective (Anyim, Elegbede & Shenff, 2011).

According to Benassi (2011), there exists a variety of approaches to implementing minimum wage laws, examples of which can be found in

countries at almost any stage of development. These strategies/approaches or mechanisms ranges from, “soft approaches such as persuasion and education to the hard strategies of legal enforcement”. Some of the most common strategies that are adopted for implementing the minimum wage will be described in context.

a. **Persuasion**

This strategy implies the construction of persuasive arguments in favour of the minimum wage and the appeal to common values and beliefs such as the principle of fair pay-fair play. Creating a so called culture of compliance among employers is a low-cost strategy for facilitating the self-enforcement of minimum wage (Skidmore, 1999). In persuasion, two main strategies for building commitment among employers can be identified: persuasive processes at the interpersonal level (open and frank discussions) as well as persuasion at a societal level through a supportive public discourse- a situation where employers who do not comply need to be presented to the wider society as cheaters (Braithwaite, 1985; Ayres and Braithwaite, 1992).

b. **Minimum Wage Setting and Common Rule Interpretation.**

This strategy highlights the importance of regulatory framework discussed and understood by the actors involved (Benassi, 2011). This is a way to avoid non-compliance due to rule ambiguity and as the actors have previously agreed on them. Shared rules are more likely to be complied with rather than top-down regulation.

A participative process of minimum wage setting allows the minimum wage to be set at a level on which worker’s and employers’

representatives have agreed. Ideally, the minimum wage would first be the outcome of a consensus- oriented consultative bargaining process between social partners and then it would be institutionalized by the government. Employers should thus be more ready to comply with it rather than in the case when the minimum wage is fixed top down by the government. Also, a tripartite decision making process could facilitate the common interpretation of the minimum wage law, thus avoiding misinformation and confusion among workers and employers.

c. **Information and Capacity Building**

Clear information and correct understanding of the minimum wage are necessary for compliance. This is because a strong consensus based minimum wage regulation still requires much knowledge and capacity building to ensure it is effective. The government as well as employers' organizations and trade unions can run information campaigns targeting the wider society, employers and workers. Also training/seminar on issues related to minimum wage should be organized for employers and workers. For employers, such trainings prevent the under payment of wages due to ignorance (whether real or feigned) of the minimum wage policy in effect. For workers, training is necessary so that they are not misinformed about their wage rights. In the absence of such knowledge, they are less likely to be aware of their exploitation, thus making the enforcement of their wage rights more difficult.

d. Monitoring Through Labour Inspections

Labour inspections seem to be the main instrument for ensuring monitoring. They are provided by law in almost one hundred countries included in the ILO minimum wage database. Two main problems seem to prevent labour inspections from being an effective implementation and enforcement tool. To Skidmore (1999), the first reason is the fact that labour inspectors are at risk of corruption because they are also often under paid. Secondly, labour inspections are costly, and governments do not invest enough funds for financing them. Employers also consider monitoring structures a cost burden and are not ready to commit to their financing (Gaiha, 2005; Skidmore 1999). Also labour inspections are often understaffed, unequipped and untrained (ILO, 2006). However, measures can be taken to remedy these problems as could be seen from what the Brazilian government and United Kingdom did (anti-corruption measures and the strategy of prioritization) (Low Pay Commission, 2009; Weil, 2008; & Almeida and Carneiro, 2009).

e. Legal Action

Legal action implies a situation where workers themselves can take individual legal action against an employer (US Department of labour, 2010; low pay commission, 2009). Though this strategy facilitates the enforcement of individual rights, it also implies a considerable risk for the worker and, consequently, a deterrent to denounce the under payment. To forestall this, measures are instituted to empower and protect workers and to offer them incentives to complain (ILO, 2009). In Australia, the option

of collective legal action is guaranteed - a situation where workers' organizations can act on behalf of the workers (Fair work Act, 2009).

f. Legal Sanctioning

In case of violations of minimum wage provisions, pecuniary fines are provided by law in almost all the countries included in the ILO minimum database. Severe fines are key to the effectiveness of the enforcement system, because only consistent losses represent a deterrent to non-compliance for employers. If rational economic calculations are strictly followed, the costs of non-compliance should outweigh the benefits. In Columbia, for instance, the fine may amount up to 100 times the minimum salary. Depending on the severity of the offence, imprisonment is also a possible outcome in countries like India, Israel and the US (ILO Travail, 2009).

g. Naming and Shaming and Boycott Campaigns

This strategy represents an underused but probably effective (and cheap) implementation strategy. By making public the names of organizations which pay workers under the minimum wage, serious damage can be done to their reputation. This strategy was chosen by the Indonesian government in the nineties to enforce the minimum wage. Non-compliant companies were blacklisted and their names were made public. In order to be dropped from the list, companies needed to publicly confess guilty and pledge for apology (Rama,1996).

h. Transparency

Making the implementation process of minimum wage more transparent is an effective strategy for fighting potential collusion between inspections and employers.

According to Galgoczi, Keune and Watt (2006) Pedersni (2006) and NGG (1999) a list of other strategies for effective implementation includes, making complaint procedures easily accessible and available; exclusion of employers from public and private credits, change in the process of minimum wage setting and social labelling.

On the other hand, the ILO (2008) draws attention on the need for a legislative backing of the minimum wage act in order to ensure effective compliance. This is because without the ability to enforce the process, the efforts towards pinning down a given minimum wage package would amount to futile venture. Minimum wage act must therefore be supported with effective enforcement mechanism, appropriate penalty for offenders and compensation to workers whose rights have been violated. Imposition of sanctions, penalties for violators and institution of other legal processes to ensure that adequate compensation for workers whose rights have been breached must also be adopted and enforced as timely as possible. In doing this also, government organizations and other powerful private enterprises which employ large number of staff should never be critical checked against possible violation of the wage law. This will ensure that government and private employers remain sensitive to workers welfare.

2.2.5 Challenges to Minimum Wage Implementation

Kester (2006) observes that Nigeria has no definite wages determination or implementation policy, hence the industrial relations system has been witnessing a spate of industrial unrest and tensions at every attempt to adjust wages and over the years, issues relating to wages have dominated industrial disputes and strikes in the Nigerian economy.

Pay according to UNDP (2006s) is a politically sensitive issue and a technically appropriate strategy may not be feasible in an unstable environment with high political contestation. Placing the impact of market volatility on Minimum wage implementation in Nigerian, Owoye (1994) opined that minimum wage increases in Nigeria do not match up with the rate of increases in prices which resultantly leads to agitations from labour unions for persistent wages and salaries increase. He also found that wage increases are always followed by long threats of reduction in government and private workforce, and in some cases, such threats have resulted in massive lay-offs in the civil service.

According to Fapolunda, Atiku and Lawal (2013), there are several challenges to the implementation of the national minimum wage in Nigeria. One is the labour market situation. The labour market situation in Nigeria is such that there are too many people chasing too few jobs. The level of unemployment and poverty in Nigeria is unprecedented. There are huge and unprecedented job losses occasioned by the global economic meltdown; the relocation of companies to other regions because of security crises and the hydra headed power sector problems; the prevalent multiple taxation; security challenges; corruption; terrible conditions of basic infrastructure; the unacceptable high cost of doing business in Nigeria; reforms in the banking, petroleum, public sectors

etc.; worsened by the irrational and inhuman responses to these reforms by some employers of labour. In view of such circumstances, the capacity of the Nigerian worker to demand for the implementation of the minimum wage is greatly impaired (Onuegbu, 2010).

In a relatively competitive labour market, the inter play of supply and demand is the most important determinant of compensation (Ojo, 1998). Studies in respect of this have shown that there was strong and negative relationship between employment and wage changes in Nigeria (FOS, 2011; Fapolinda, 2004; Fajana, 1983).

Another great challenge to the implementation of minimum wage is the absence of compelling clauses that will create such an obligation for the implementation of minimum wage. The power to 'prescribe' minimum wage as quoted by the law of the federal republic of Nigeria implies that the National Assembly lacks the authority to enact a minimum wage Act that would impose obligations to pay on other employers of labour. The prescription of a national minimum wage therefore becomes a mere authentic guide and not an obligation to be carried out. The enforcement capacity of the Federal government agencies is a challenge. Thus, the payment of minimum wage is often not enforceable as there are obvious loopholes in the constitutional provision for the enforcement of the minimum wage.

Economic factors also constitute a challenge to employers' capacity to pay a specified minimum wage. A quantitative assessment of this capacity may be difficult but would include measuring the level of wage payments relative to: other payments, in particular; other labour costs (such as non-wage costs related

to the employment of labour) and payments to other factors of production (profits, return on investment, etc.).

Lack of awareness is another major challenge to minimum wage implementation in Nigeria. Many workers seem ignorant of the minimum wage and the provisions of the principal Act including the 2010 amendments. They are therefore unable to demand for them.

There is also the challenge of non- unionized workers, casual and contract staff. The respect for workers right and dignity are more violated for non - unionised worker, casual and contract staff. Small and unregistered establishments, and especially those in the informal sector, tend to be excluded from minimum wage. Such establishments are more likely to employ casual workers and family members, and are less likely to be affected by minimum wage determinations. Generally therefore, (mainly rural and informal) intermediate sector wages are influenced to a great extent by market forces and to a lesser extent by wage levels in government establishments

There are also organizations, with a culture of unfair labour practices and miserable wages. Such organizations do everything possible to evade the minimum wage. They try to exploit every available opportunity to oppress, repress and enslave their workers.

Similarly, Otu, Echetama, Opara and Chikwe (2014:94-95) chronicled the problems associated with minimum wage increases and implementation. The problems include:

- i. Employer Factors: Minimum wage increases can have severe effects for businesses. Increases in payroll expense often require business owners to raise consumer prices on goods and services or reduce business costs.

Payroll is often the highest expense for most businesses. An increase in minimum wage may result in businesses laying off employees. Employee layoffs are usually the first option as consumers may react negatively to an increase in product prices.

- ii. **Employee Factors:** Minimum wage increases can also create negative situations for employees. Wage increases can push the employee's annual income into a higher tax bracket, of imposing a higher marginal tax rate on the individual. Tax liability increases can quickly erode the wealth of an individual living on minimum wage. Employees will also face higher payroll taxes, such as Social Security or Medicare, which can also reduce their immediate income.
- iii. **Function:** Governments increasing minimum wage levels often create a distortion in free market economies. Free market economies are usually driven by the economic theory of supply and demand. Businesses have a demand for employees and attempt to fill this demand from the available supply of individuals in the economic marketplace. Each party agrees to specific wages for a certain level of service. Minimum wage laws can create higher wages than companies are willing to pay for specific employee services.
- iv. **Effects:** Businesses may also face increasing wages across the board. Minimum wage increases often bring unskilled or lower-level employee wages closer to the pay for individuals with technical or expert abilities.

Significant minimum wage increases can drive companies into dangerous financial situations. This means that governments that continually increase minimum wage require businesses to pay more money for the same amount of

employee service. If companies are unable to increase prices or reduce expenses, they may face liquidation or bankruptcy as a result of the wage increase.

Strong arguments have also emerged to put a conviction that most of the desired or expected benefits of minimum wage are idealistic in the sense that workers may never take adequate advantage of the prevailing minimum wage. Rather than enhance their productivity, it is contended, some workers may have their appetite whetted by the pay rise. Ochie (2012) follows this thought pattern as he insists that successful implementation of the minimum wage in Nigeria (like in most other parts of the world) will likely continue to be challenged by a number of factors such as insufficient revenue, incessant call for wage review by civil servants and their inability to justify such demands. Other challenges include limited resources, corresponding wage and commodity increases in the private sector, etc.

Particularly, it is seen that with the current revenue sharing formula which allots the Federal Government 42.6 percent of total revenue, while the 36 states, the Federal Capital Territory (FCT) and the 774 local governments share the remaining 47.4 percent could hardly ensure comprehensive and harmonious minimum wage scheme across the states of the federation. Besides, such upward wage adjustment; it is viewed, could lead to general and persistence rise in the price of goods and services, and reductions in the number of jobs available. Frequent increase in wage has the tendency to become an inflationary shock that is associated with sudden increase in the general price of goods and services. Indeed, the mere expectation of increase in wage compels producers and traders' to feast on the workers whose purchasing power has apparently been

boosted. It was also pointed that the new N18, 000 minimum wages would trigger off inflation at about 23.2 percent. More so, in a trading economy like Nigeria, where the trading sector accounts for 18% of GDP, such a wage increase can translate to demand pull inflation. Inflation is therefore considered a major challenge in the minimum wage process in the country. Therefore, consequent price hike could in itself backfire on the workers who would definitely, and as always, make fresh demands, in which time their productivity and service delivery would remain at the lowest ebb.

Similarly, the unending expectation for increase of minimum wage may actually be a prime factor in poor service delivery. This second argument hinges on the calculation that the revenue profile of government must be shored up by the public servants if government must meet all its statutory obligations to the people. While this all-important call for the partnership and cooperation of the public servants toward greater productivity and wealth creation lasts, the fortunes of government, with which the pay demands of the workers are seemingly to be met, have continued to dwindle following lack of cooperation by dissatisfied workers whose demands incidentally can hardly be met.

Finally, there is a notion that in a bid to meet with the minimum wage requirements, some states are likely to cut on certain services or even take some unpopular policy decisions. In essence, the backlashes that can result from the minimum wage saga could successfully undermine any benefit that may be accruable from the entire process. An example was the Abia State Government which gave orders that resulted in the sacking of non-indigenes in the state. The practice of sacking of non-indigenes soon became marketable as different states employ that, either as a reprisal exercise or as a strategy for intimidating and

holding down workers' demand. A critical issue of attention in the implementation of minimum wage pay is the state governors' stance on the matter. Eme and Elekwa (2011) put up a strong case that the failure to adhere strictly to the policy as stipulated by the various minimum wage acts was premised on the fact that the monthly allocation they receive from the federation account is inadequate to meet the wage bill and other development project before them.

Further, Eroke (2013) writes that nearly two years after the N18,000 National Minimum Wage for workers was signed into law, many state governments are yet to fully comply with the new Act. It is ascertained that well over 20 State Governments have practically failed to fully implement the N18,000 National Minimum Wage for public sector workers nearly two years after the minimum wage bill was signed into law. It is also revealed that many states have tried, in some cases successfully, to renegotiate the modalities for payment of the new wage to civil servants, More worrisome is the fact that the Federal Government, which signed the new wage into law, has not fully complied with the minimum wage act as government has failed to implement the new wage across board to workers under its employ. Rather, what the federal government did was a staggered implementation, by adding about N1, 000 each to workers at all grade levels (Eroke, 2013). The action of the federal government, as explained is based on the argument that it had already commenced the payment of N17, 034 minimum salaries relatively to workers under its employ.

Again, and very important too, the cost of living is hardly factored in minimum wage in Nigeria. This view is strongly held by the Nigerian Labour

Congress (2009), especially as it establishes the fundamental differential in income and cost of living in various cities in Nigeria. Take for instance, while income and cost of living in cities like Abuja, Lagos, Port-Harcourt, Uyo, Calabar etc are relatively high; such indices in other states such as Jigawa, Benue, Ebonyi, Edo and Osun etc are relatively low. The unhealthy implication of this unavoidable situation on minimum wage implementation is twofold. Whereas the state governments and private employers of labour in high income states (with high cost of living) may have the financial capacity and moral conviction to implement the minimum wage pay, their counterpart in low income states (with relatively low cost of living) may not be willing to do so. Hence, some financially backward states in Nigeria (as well as private employers in these states) have continued to capitalize on this discrepancy to evade full implementation of minimum wage law. Unfortunately too, there is yet to be enacted a compelling legal framework to ensure a harmonious implementation of minimum wage pay by all states of the federation. Secondly, there is tendency for grievances and ill-feeling among workers in states with high cost of living, as they would always find it hard to live a normal economic life with the minimum wage pay. These workers are prone to envy their counterpart in some states with low cost of living whose employers have managed to comply fully with the minimum wage pay. At the same time, workers in states with low cost of living, whose employers have not been forced by any law to comply fully with the minimum wage pay, are likely to envy their counterpart in states whose employers are fully complying. In the end, discrepancy in payment of minimum wage in different states is a necessary factor in constant contestation and agitation for minimum wage increase by

workers union. Ironically, even a well-increased minimum wage pay and uniform implementation may never satisfy all the workers in the federation at the same time considering the cost of living in different states, as those in states with high cost of living would likely feel they deserve better pay, relatively, than their counterparts elsewhere.

While appreciating the obvious differential in the cost of living in various cities in Nigeria and its implication on minimum wage demands, Idedia (2011) shifts grounds from the conventional opinion of increasing minimum wage to ameliorate the situation. He contends that living conditions cannot be improved simply by increasing wages but that workers must seek ways to oblige the government to restructure the economy and ensure a better standard of living. This therefore buttresses the ultimate need to press demands on good governance and economic development which is critically fundamental to addressing workers wellbeing.

2.2.6 Service Delivery in the Nigerian Public Service

Writing on service delivery in the public service, Olowu (2011) stated that delivering public services is a top priority in developing states, if these states are to make progress towards socio-economic development. Strengthening the provision of essential services can contribute to the long term process of state building and may help to rebuild the legitimacy of the state and strengthen civic management. The quality and availability of essential services are a key measure of governance as public services underpin the social contract between states and citizens and as such, are an indicator of the health of the society.

The primary responsibility of any public administration system therefore, is to deliver services that the private sector may not deliver at all, or to deliver services to those who cannot afford the market prices of the product. Fundamentally, the ability of a government to legitimately tax and govern people is premised on its capacity to deliver a range of services required by its population which no other player will provide. That is to say, that government owes their existence and their legitimacy to the fact that there are services in which the possibility of market failure is great (Olowu, 2011).

Human existence depends on basic things, such as food, water, shelter and sanitation. According to Marxists, Weberians and some other schools of thought, human beings would cease to exist in the absence of such basic needs and amenities (Sexton 2008). Not surprisingly, governments are often obligated, and judged by their capacity, to provide or ensure the availability of the basic needs of their citizens. Thus, the creation of an enabling environment for meeting the basic needs of citizens is one of the central pillars of good and effective governance.

Goods and services that require exclusion, jointness of use or consumption, and not easily divisible, are regarded as public goods and services.

Public services are classified in several ways; those that can be financed by user charges are referred to as utilities, while those that can only be financed by taxes are referred to as services; and between basic or local or community services, which are expected to be provided by local governments and non-local or regional/national services.

In both developed and developing countries, service delivery faces various challenges in relation to political, social, economic and other environmental factors. Often, as have been common place in many African countries, such as Nigeria, such challenges to the efficient delivery of services have led to citizen's protests or riots, labour unrest, and even direct challenges to the authority of the state and its leadership. As a result, citizens have increasingly lost trust in their governments and leaders due to weak or deteriorating public service systems and public sector service delivery. Citizens deserve efficient basic services from their governments with respect to the provision of electricity, accessible roads, clean water, quality education, health facilities, etc. The ability of government to deliver efficient public services contributes not only in creating the context for social and economic development, but also in ensuring steady improvements in the living conditions of citizens – most especially the poor. For example, access to health care, clean water and regular sanitation would help not just in controlling the outbreak of diseases and so reduce the mortality rate of people, but also in ensuring the availability of a healthier, more productive workforce that is attractive to investors. By contrast, a poor service environment is more likely to deter or reduce the interest of foreign investors in a country (Okeke-Uzodike, Okeke-Uzodike, Chitakunye and Phiri, 2014).

There are perceptions that public services are often subsidized for political reasons, with the result that governments in these societies often lack sufficient finances for developing and sustaining efficiently functional public services (Agboluja 2006). The fact that so many governments fall short of ensuring such access is indicative of the seriousness of the challenges they face

in providing basic needs and amenities. According to Obasi and Otobo (2011) four main areas of continuing weakness in the public sector are:

- Poor service delivery
- Weak accountability
- Poor intergovernmental relations
- High turn-over of head of service of the federation (HOSF)

Poor public service delivery shows up in several areas in the Nigeria public sector mainly in the civil service and the parastatals. Low quality service is manifested in long delays in obtaining responses to inquiries in public sector agencies, delays in attending to the public and a lack of customer orientation in public service delivery and the key contributory factors to weak service delivery include poor incentive structures for staff, capacity depletion, and a very limited application of management information system technology. In the pursuit of delivering efficient and effective services, many countries are embarking on different levels of public service reform (Okeke-Uzodike, Okeke-Uzodike, Chitakunye and Phiri, 2014). Most of these reforms can be linked to “new public management” (NPM), which came into existence in the late 1970s and early 1980s. The emergence of new public management was characterized by the changed role of the state and the growing demands for good governance practices worldwide (Sharma, 2007).

Other measures adopted to improve the administrative processes, procedures and performances of the public administration system include the revision of the Civil Service Rules - Public Service Rules and the expansion of its coverage to other public organizations. A notable effort to address the problem of poor service delivery was the initiative introduced in 2004 by the

Obasanjo administration, the service compact with all Nigerians – SERVICOM (Obasi, 2005).

Historically, Nigeria had a long period of military rule, which not only distorted the principle of servant leadership, but also rendered its public sector processes weak and unable to respond quickly and effectively to the needs of citizens. With the introduction of the Service Compact with all Nigerians (SERVICOM – “You have the right to be served right”), it was expected that there would be improvement in the quality of services being provided by the Nigerian public sector.

According to Ademolekun and Kiragu, (2011), although SERVICOM is yet to make a significant impact, it has succeeded to some extent in increasing public awareness of their right to demand improved service delivery. Nigerians generally believe that there are still visible gaps between the policy intentions of the government and policy implementation; thus, the consensus appears to be that service delivery is still at very low ebb. Similarly, USAID (2010) posits that despite some successes such as the dramatic changes in the telecommunications sector, most of the reforms did not make a significant impact with respect to perceptible improvements in the quality of service delivery. Citizens are not satisfied due to government detachment from the daily realities of citizen experiences, the inaccessibility of service providers, poor quality services, lack of capability/competence, and poor service attitudes by members of the workforce (Oronsaye, 2010).

Clearly, the range of public service and macroeconomic policy reforms implemented by various Nigerian governments has yet to register a significant impact on the daily lives of ordinary Nigerians. The lack of transparency,

accountability, and fiscal responsibility in the management of government revenues at all levels, and the weak institutional capacity to handle substantial revenues from oil exports and provides needed public services have set economic development back by decades.

Additional reform measures aimed at achieving improved performance include the modernization of the human resources management system, and greater attention to management education and skills upgrading. In human resources management, there is a general recognition of the need for merit-based recruitment and promotion as well as due attention to incentives to motivate staff, notably through decent pay. The ultimate result expected from improved public management performance is improved service delivery.

Most states organize state capacities in two domains - the local and the national. Each domain requires expertise of the highest quality. The state must therefore be able to extract resources from society to pay the brightest and best, to promote state interests on a permanent basis, serving different political actors who provide overall direction for government on a relatively short-term basis compared with the public servants who are recruited for the most part with security of tenure. Unfortunately, in most African countries, overall state capacity is weak and there is evidence that for many countries, state capacity has declined over time (Mkandawire, 2001). Some countries were characterized by weak institutions. This implies a redefinition of the role of the state and the state would need to develop capability to perform the basic government tasks. According to OECD (2008), grossly inadequate service delivery signals fragility. Several problems complicate service delivery. First the incentives for delivery may be impaired, distorted through corruption, deteriorating

infrastructure and lack of government capacity and unwillingness. In these circumstances ... staff are either demoralized or actively targeted by oppressive regimes. Thus, three main factors have been driving the public administration reform efforts: economic reform, democratization, and the search for administrative efficiency with a view to improving the quality of goods and services delivered to the public.

In many governmental bureaucracies, the staffing and salary structures are often closely related. Three issues have dominated the pay and benefits scene in Africa. The first is the effort to establish the principle of equal pay for equal work within the entire public service. The second issue is how to ensure that salaries are raised periodically in response to inflationary trends and in conjunction with the pay for comparative work in other sectors of the economy. This is the justification for the argument for a decent or living wage and for competitive pay to ensure that public service can attract and retain qualified professional and managerial staff. The third issue is how to ensure that benefits actually serve as motivators, just as the salaries do. The search for a decent wage has led to efforts to revise salaries upward generally in many countries to correct for inflation and wage erosion but the most serious challenge that confronts many African countries in this area is how to develop systems of performance related pay and incentives. The need for minimum wage legislation, which normally leads to a rise in nominal wage, is justified as a means of adjusting wages and salaries to match with the rise in costs of living (Falawewo, 2007). Wage increases in Nigeria however, do not match up with the rate of increase in prices. As a result, there are always agitations from the labour unions for persistent and salary increase. Poor wages has often been

given as one reason for the inefficiency and corruption in the public sector. It is argued that public sector workers deserve adequate compensation commensurate with their labour, in order to bring about efficiency (Obasanjo, 1999).

2.2.7 Minimum Wage Implementation and Employee Service Delivery: The Nexus

According to Vance (2006) compensation can powerfully influence employee engagement and commitment. Some compensation components encourage commitment to employers, while others motivate engagement in the job. According to Kiragu and Mukandala (2003), the argument that adequate pay is crucial to sustaining motivation, performance and integrity of public servants has been widely accepted and documented. There is evidence from all around the world that government workers either cut back their productivity or hours of work when salaries are low. The reduction in production is greater as the compensation diminishes. McPake and Isar (2008) show based on country surveys that low salary levels result in absenteeism, alternative employment, and low productivity.

A World Bank survey focusing on African countries has observed that “as government compensation falls, both in absolute terms, and relative to alternative remunerative activities, civil servants adjust to the new situation. Turnover rates and absenteeism increase, ‘moonlighting and day-lighting’ become more frequent, and the latter more blatant, recruitment and retention, especially of professionals, become more difficult. It has also been argued that petty corruption rises, including the sale of government services themselves- for example, the extorting on payments by teachers to instruct school children.” The

survey concluded that the reform of civil service pay is especially vital for the rehabilitation of government, particularly in terms of realizing improvements in capacity and the delivery of public goods and services (Lindauer and Nunberg (1994).

Studies have also shown that low pay de-motivates and stimulates corruption in the public service. For instance Kigundu (1991) makes the observation that in African, where most government do not pay minimum living wage to their employers, remuneration is so low as to lead to institutionalized corruption, laxity and general lack of discipline.

Rijckegham and Weder (2001) presents econometric evidence from 31 countries showing correlation between relative civil service wages, meritocracy and corruption. They concluded that “active wage policy can help in tackling corruption.

In Tanzania, the 1997 report of the presidential commission of enquiry on anti-corruption emphasizes the link between what it described as “Petty corruption” and low public service pay. Therefore, enhancing public service pay is part of the national Anti-corruption strategy published in 2000. Similarly, the Anti-corruption strategies of several other countries give prominence to pay enhancement. However, as Filmer and Lindauer (2001) observed in the context of Indonesia, simple linkage between pay and corruption can be misleading. Changes in compensation levels can only work if they are part of a package to reform public servant’s behaviour. Other elements are essential to reducing corruption practices.

According to Kiragu and Mukandala(2003) in virtually every country, poor pay and its impact are not uniform across the public service. It appeared

that unskilled and semi-skilled, low grade personnel are often comparatively less adversely affected by poor pay than their senior, better skilled and higher graded colleagues.

Raid and Scott cited in Chaudhry (1994) observed that in Latin America and the Caribbean region, low public salaries are a principal deterrent to the recruitment and retention of highly qualified and motivated employees, especially among the professional and managerial ranks.

Salary and or wages are major factors in the economic and social lives of any community. For the employees, salary is primarily a source of income, but can also be a source of social prestige and may be judged according to its fairness. Government interest on the other hand lies in the fact that it is a major employer of labour both in the developed and developing countries and salary contributes to a great extent to the economic wellbeing of the citizenry (ILO, 1992).

In contemporary work environment, organizations strive to retain staff and ensure their effectiveness. This is because organizations are primarily established to achieve specific goals and these goals are tied to various degrees on staff motivation, retention and productivity (Agba, 2010; Efik, 1990; Onyere, 2001). One key to achieving the desire of organizations to actualize their goals is a thorough understanding of what drives the employees of an organization (Muller, 2011). However, Saliu (2001) maintains that what has been done so far in terms of Civil Service reforms and workers' moral boosting is nothing more than addressing the symptoms rather than the cause of the rot as the current quest to reform the general staff audit and payroll clean up; Ministries, Departments and Agencies/Parastatal changes based on restructuring; Pay Reform, Review and Update of Public Service Rules and Financial Regulations

without delving into the governance and democratization of administrative structure will be futile and unsustainable at best.

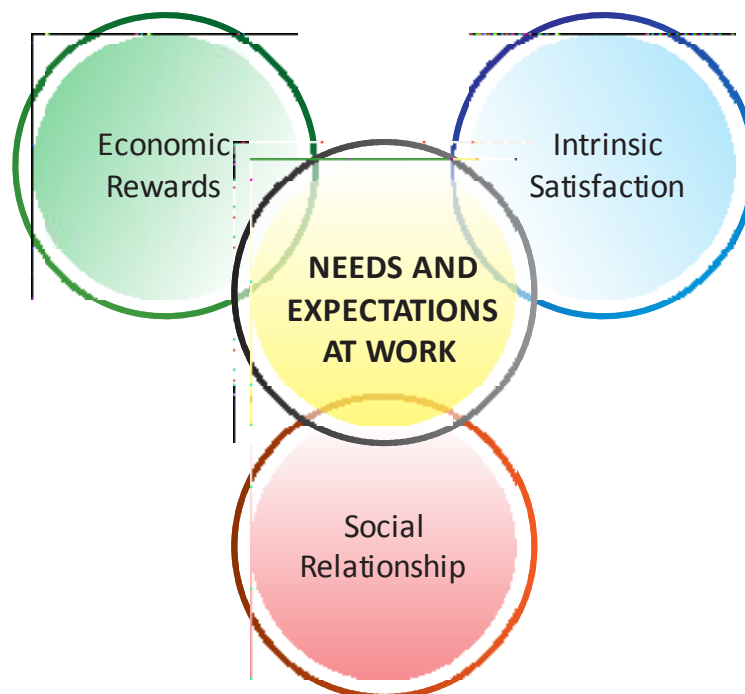
Ogunrotifa (2012) continues to reemphasize that these previous reforms, especially pay reforms, largely failed because of plethora of factors such as lack of political will to implement the reforms on the part of the political leadership at different levels of government, sentiments and mediocrity that has undermined and ensured that the recommendations of several committees were never implemented to the latter, government attempt to implement pay reform out of the way of its capitalistic foundation without taking a break from the status quo, and conscious attempt at ignoring democratic practice in the management of civil service. He concludes that with these in sight, the continuous pay reforms in the civil service would not achieve the desired result unless the problem associated with lack of democratic practice in the administration of civil service is addressed.

Nonetheless, one cannot dispute the fact that monetary compensation could actually go a long way in motivating the workers. And since the public service aims at providing services, it is envisaged that such compensation will engender growth in not only the public but also the private sectors of the economy. If this is achieved, the general society could benefit immensely from such development.

Writing on minimum wage and workers service delivery, Imobighe (2007) and ILO (1999) believe that minimum wage encourages the use of manpower more effectively and therefore raises the productivity of workers. It leads to job satisfaction and improvement in basic living conditions and thus, can motivate employees to improve their productivity.

Minimum wage implementation is an aspect of employee motivation package. It aims at influencing workers behaviour toward the attainment of organizational goals. Motivation can be defined as a series of energizing forces that originate both within and beyond an individual's self and these forces determine the person's behaviour and therefore influences his productivity (Nwude, 2013). From Bolman's (1997) perspective one strategy for reaching higher goals and development is motivation. A person's motivation, job satisfaction and work performance will be determined by the comparative strength of the sets of needs and expectation, and the extent to which they are fulfilled. This is clearly illustrated in the diagram below.

Fig. 2.7. Needs and Expectations of People at Work



Source: Mullins, L J. (2002) Management and Organizational Behaviour. P.420

As an aspect of motivation (the use of monetary reward or financial incentives), it determines whether an employee will do his/her work properly, thereby increasing workers performance (Aamodt, 2007).

Minimum wage is an external incentive or motivational factor that needs to be internalized in order to become effective. Incentives entail a spurning force that is introduced as a means of achieving organizational objectives (Incentives guide activity in the direction of the goal) (Blum and Neylor, 2004).

Scientific evidence indicates that the link between compensation, motivation and performance is much more complex. Some scholars believe that higher pay does not produce better results, that if we want an engaged workforce, money is not clearly the answer – it does not buy engagement. To such scholars, the association between salary and job satisfaction is weak. The efficacy of salary as motivational factor was doubted, while the lack of it causes dissatisfaction and staff ineffectiveness, the provision does not result in lasting motivation and satisfaction (Herzberg, Mausner, and Synderman, 1957; Strivatstva, 1994). Contrary to this, Ubeku (1975) asserted that while several findings in Europe and America played down the importance of wages and salaries as motivating factors, in Nigeria, it has a large motivational element and is a potent source of employee effectiveness. Apart from Ubeku, other scholars are of the view that whatever is the personal reasons for working, the bottom line, however is that almost everyone works for money - whatever you call it: compensation, salary, bonuses, benefits or remuneration, money pays the bills, provides housing, gives children clothing and food, sends teens to colleges and allows leisure activity and eventually retirement. To underplay therefore, the importance of money and benefits as motivation for people who work is a mistake (Armstrong, 2004). Money, in the form of pay or some sort of remuneration, is the most obvious extrinsic reward. It provides the carrot that most people want. Money provides the means to achieve a number of different ends. It is a powerful force because it is linked directly or indirectly to the

satisfaction of many needs. It clearly satisfies the basic needs for survival and security and can also satisfy the need for self esteem and status. Money may in itself have no intrinsic meaning, but it acquires significant motivating power because it comes to symbolize so many intangible goals. Pay is thus a dominant factor in the choice of employment and considerations of pay seem most powerful in binding people to their present job (GoldThorpe, Lockwood, Bechefer and Platt, 1968).

It must however be noted that while Herzberg played down the importance of money as motivator, Maslow recognized money as the factor of motivation and the starting point for other needs to be met.

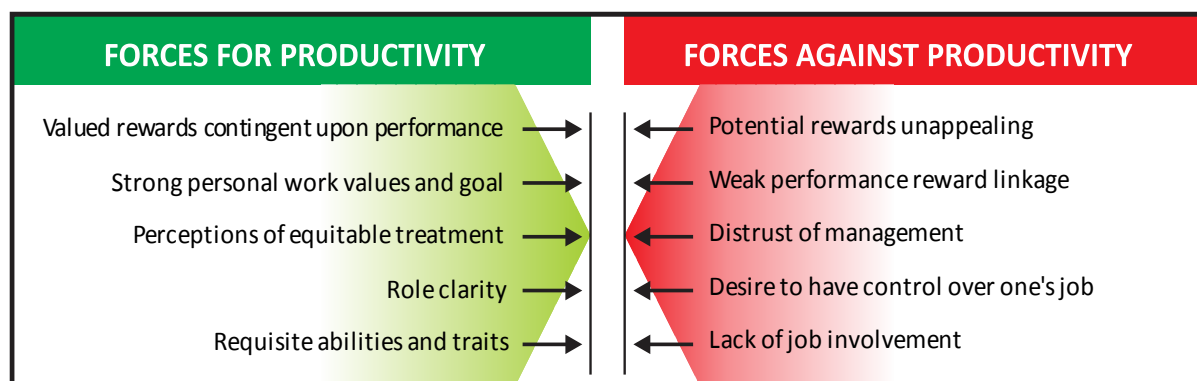
Administrators the world over are constantly searching for motivational variables that would enable workers to perform at optimal levels to accomplish organizational goals. They adopt monetary and non-monetary incentives to ensure workers effectiveness at workplace (Blunt & Jones, 1992). There is a significant relationship between workers effectiveness and salary/money (Holley, Jennings and Wolters, 2005). Salary serves as a vital system of reward or recompense in an organization and a source of staff motivation (Iyang and Akpama, 2002; Imafidon, 2003). It is a form of pay or remuneration, and obvious extrinsic reward as well as carrot that most workers want (Armstrong, 2004).

Diener (2002) believes that the most important factor affecting the overall performance of any organization is productivity or the extent of service delivery. This implies that any organization striving for perfection must continuously strategize towards motivating its workforce. Michele and Rob (2008) emphasized the need for a well-structured reward system in an organization. They noted that a well-structured reward system act as catalyst for improved performance and

productivity. Mark (2011) asserted that the reward system must be effectively communicated to employees to avoid controversy and bias.

Organizations in both the public and private sectors in Nigeria have goals which can only be achieved by pressing the right button and stimulating the employees to get desired result through the process of motivation. Every employee is expected to show increase and qualitative performance and to achieve this, the behaviour of the employee is very important. The behaviour of employees is influenced by the environment in which they found themselves. Furthermore, an employee's behaviour will be a function of that employee's innate drives or felt needs and the opportunities he or she has to satisfy those drives or needs in the workplace. The interplay of these drives and needs constitute forces which can either be for, or against productivity in the work place. This is diagrammatically illustrated below.

Fig 2.8. A Force Field Analysis of Pressures for and Against Productivity



Source: (Steers, 1991p.149)

According to DeCenzo (1996), people who are motivated use a greater effort to perform a job than those who are not motivated.

In Nigeria, rather than provide means by which workers are motivated and retained for effective job performance, employees are continuously deprived of their physiological need through salary insecurity, fringe benefits and non-implementation of the statutory established minimum wage. This has behavioural consequences on workers efficiency in the work place (Ushie, 2002, Agba, 2007). This situation is also responsible for low morale among workers and the adoption of supplementary livelihood, even if it entails running down their organization (Ushie, Agba, Agba and Best 2010). Situation like that according to Ushie (2002) threatened the effectiveness, growth and survival of most organizations in Nigeria. In a research conducted by Nwude (2013), it's discouraging to note that the monthly income when compared to minimum wage is not capable of taking care of the family's basic needs for a month. The daily and weekly income are also far cry from the daily and weekly needs that cost N3,474 and N24,149 respectively for the lowest income earner. If a worker is left like this, he has the option of either skipping needs, involving in indebtedness, cutting out some necessary expenditures taking extra work, or involve in malpractices such as forging official documents, taking bribes, inflating prices of goods and services meant for office use which will consequently deplete the common purse to the detriment of the citizen's welfare.

According to UNDP (2006) a systemic reality in many developing countries is that public service incentives are weak. There is the monetary side: wages are too low and pay scales that at best are barely sufficient to live off of, are not competitive with the private sector or do not compensate for postings to remote locations. Wages are too compressed, not reflecting the skills, training,

and seniority management positions as compared with low paid jobs. Further, non-monetary compensation and allowances play a major role in total compensation, benefits such as housing allowances official cars, pensions, and other retirement benefits often form a large part of total compensation.

These factors can contribute to a culture of absenteeism, alternate employment, and low productivity often compounded by a system of non-transparent benefits and allowances that discourage rather than encourage performance. Public sector pay policy is one of the main decisions facing a government, as it determines the ability to attract, retain and motivate staff needed to fulfil its service delivery objectives (Carlos, 2009). Vroom (1964) approached the issue of workers motivation quite differently from the ways Maslow and Herzberg did. He believe that people will be motivated to pursue the achievement of a desired goal if

- they believe in the worth of the goal; and
- they believe that their actions will ensure the attainment of the goal.

To Vroom, a person's motivation to perform will depend on the value the person places on the outcome of his efforts multiplied by his confidence that the efforts will actually lead to desired goal; that is $F=V \times E$. Individuals have goals and are motivated towards actions that will ensure the achievement of these goals. Management therefore, should communicate how workers goals such as promotions, more pay, recognition etc can be earned in terms of what behavioural patterns are known to employees... otherwise problems will occur in terms of worker's lack of confidence in organizational policy and the result may be detrimental to good working environment.

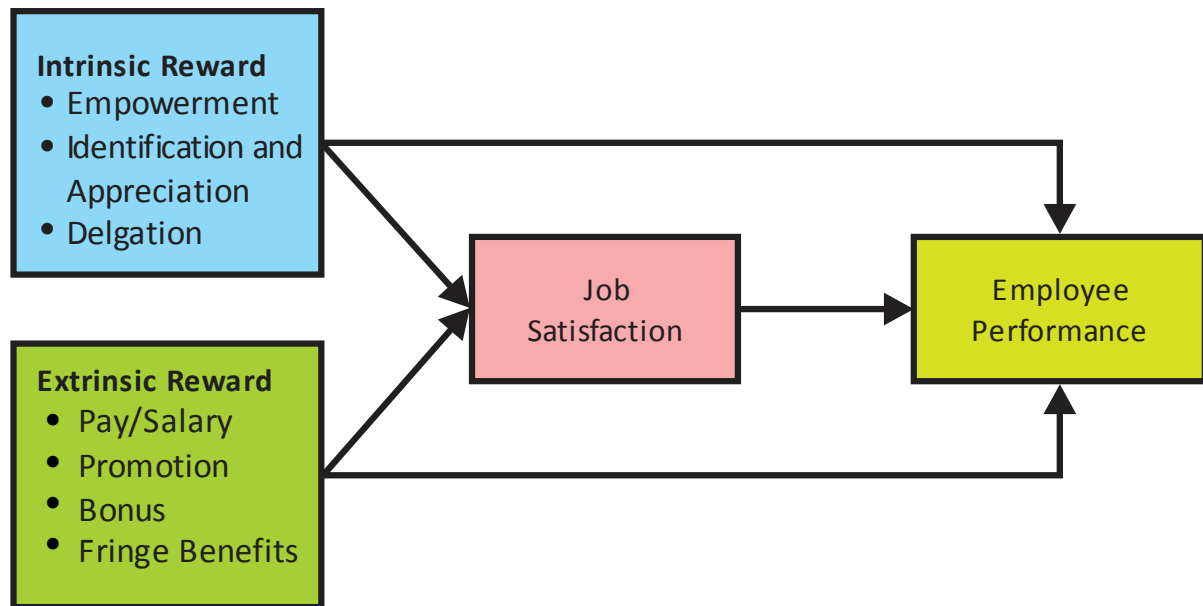
The level of a subordinate or an employee does not only depend upon his qualifications and abilities. To get the best of a workers performance, the gap between ability and willingness has to be filled which helps in improving the level of performance of subordinates. This will results into increase in productivity, reducing cost of operations, and improving overall efficiency (Anwrami, Abdul-Azeez, Durowoju, 2011).

For any organization to achieve its main objectives, consideration must be given to the human resources available to the organization in terms of welfare so that the organization can achieve the goals in a more efficient manner. This is because unless workers needs are satisfied, they cannot be motivated.

The maximum level of workers performance happen when they feel their endeavour is rewarded and compensated completely (Payam, Ali, Seyed and Mahmood, 2013). This consists of different processes which affect employees' behaviour to achieve some definite goals (Baron, 1983).

Motivation, as the main core of the organizational behaviour field in the work environment and other contexts, is often categorized as intrinsic and extrinsic (Sansome and Harackiewicz, 2000). The extrinsic behavioural possibilities (money/salary etc) are just like intrinsic effective determinants of behaviour's motivation. Thus for organizations to be successful, they try to understand clearly the relationship between rewards either intrinsic or extrinsic and performance (McCormack and Tiffin, 1979). Both extrinsic and intrinsic rewards motivate workers and cause higher levels of productivity (Reio & Callohon, 2004). This is diagrammatically represented below.

Fig.2.9. Linkage Between Reward, Job Satisfaction and Employee Performance



Source: (Payam, Ali, Seyed and Mahmood, 2013 p. 589)

Powerful existence and success of the organizations is defined through how they make workers more satisfied (Lawler, 2003). Extrinsic rewards are tangible rewards, those that are exterior to the job. Different scholars have highlighted different types of financial reward such as pay /salary fringe benefits, bonus and promotion (Kalum,2010, Clark, 2001; Blau and Devaro, 2007; Francesconi, 2001; McShane & Glinow, 2005; Ajila and Abiola, 2004). According to Hafiza (2011) there is a significant and direct association between extrinsic reward and motivation of employees; even though, it is demonstrated that firms do not pay sufficient budget for financial reward, reward is directly related to employees' motivation. (Farooq and Imran, Ullah, 2010). Additionally there are important effects from both non-financial and financial

compensation to the performance of employees. It drives workers to provide their highest attempt towards assigned tasks (Arik, 2011).

In this regard, many researchers in the field of motivation have concluded that the organization's reward programmes have a necessary role in stimulating employees to perform creativity (Eisenberger, 1992; Eisenberger & Rhoades, 2011; Armali and Pretz, 1998). Also a number of administrators and managers have applied extrinsic rewards to develop employees' creativity (Van Dijk & Van Don Ende, 2002; Fairbank and Williams, 2001). Therefore, the employee enjoys them as a result of finishing the task in a successful manner or approaching his exclusive goals.

According to Payam, Ali, Seyed and Mahmood,(2013) reward strategies confirm the level, and the merge of non-financial and financial rewards required to attract, maintain and inspire skilful, competent and capable employees to make the organization prosperous. Organizations that run fair rewarding system seem to be prosperous than those who reward in an unfair manner (Jussen, 2001).

Nwachukwu (1994) believes that wage and salary difference between low and high income earners can cause low morale, low productivity and lack of commitment. Writing on this, Payan, Ali, Seyed and Mahmood (2013) asserted that the efficiency of Nigeria employees on several elements has shown to be up to the employer's mismanagement to provide appropriate compensating packages ... and this is very discomforting to workers and will decrease their efficiency levels. A valid compensation package which includes financial rewards causes higher efficiency and performance for the organization.

Bishop (1987) boldly asserted that pay is a reward which has been shown to have a direct association with reward strategies and efficiency. It is required to determine a logical balance between employee commitment and organizational performance.

Reward policies adopted in the organizations are often applied as a significant managerial tool which can give efficiency and effectiveness (Lawler and Cohen, 1992). The reward system provides a tool for encouraging the efforts, quality and convincing employees that management appreciates their attempts (Evans and Lindsey, 2003). It is logical that before investing in reward types, firms review workers reward preferences since different people are attracted differently to different situations (Goetsch and Davis, 2003).

The reward programme is necessary in establishing an integrated strategic view to organizational motivation; and when reward system is managed poorly, workers are unhappy, and exhaust the firm's resources (Darling, 1997). If management pay attention to hygiene- motivation theory and apply it, they will be able to provide hygiene factors to set apart employees from dissatisfaction. Furthermore they can provide intrinsic factors to the work to make employees satisfied in their job positions.

Armstrong (2006) believes that the basic requirements for job satisfaction may include comparatively higher pay, an equitable payment system, real opportunities for promotion, considerate and participative management, a reasonable degree and varied tasks and a high degree of autonomy. The degree of satisfaction obtained by individuals, however, depends largely on their own needs and expectations, and the working environment.

Individuals are particularly attached to a feeling of equity which reinforced work psychologically. Employee expects that his or her effort will be rewarded by remuneration regarded as fair. On the other hand employer takes for granted that in exchange for the wage paid, his or her employee will also supply an effort regarded as fair. According to Akerlof (1982) cited in Pierre and Andre (2004) the employees gift consist of exceeding prevailing work standard, in exchange for which the employer pays him or her a wage exceeding the so called “reference” wage. Consideration of fairness makes employers to offer relatively higher wages in order to take advantage of the process of gift exchange. Most individuals take more satisfaction from their effort with higher relative wage. The problem of each worker consists of selecting a value of effort that maximizes his or her satisfaction. A national survey by National Bureau of Statistics (2009) in Nigeria reveals that, more than seven out of ten (70.5%) people who were interested in changing employer gave reason of low income in present job as the main reason why they are interested in doing so.

2.3 Empirical Literature

Several aspects of the impact of minimum wage have been investigated in the literature using varying methodologies. One of the earliest works in this regard is the study by Stiger (1946) that analysed the effect of binding minimum wage on average wage within an economy when such economy is at equilibrium. He argued that given full employment and competitive labour market in which wage is determined by productivity a binding minimum wage that is set above the equilibrium rate will bring about a truncated effects on average wage within the economy. The truncated effect would result in job loss,

especially those jobs whose wages are affected by the set minimum wage. A similar result was also found by Grossman (1983) who explored how a change in minimum wage affects various occupational wages. He discovered that other wages would increase in two ways: 1. as firms seek to cushion the effect of deteriorating workers' wages on their productivity wages would be raised and 2. Minimum wage would lead to initial increase in the demand for non-minimum wage workers, a compression in white collar occupations, and eventual rise in average wage.

Adams (1987) investigated the macroeconomic effects of minimum wage in the United States by employing macroeconomic variables such as real wage, employment, unemployment, price level, and real gross national product (GNP). He found that an increase in minimum wage would have a corresponding increasing effect on price level and unemployment, while it will lead to marginal decline on real wage, employment and real GNP. Adam's findings are similar to that of Brown (1982) who used time series regression to analyse the effects of minimum wage on employment and unemployment. He discovered that the magnitude of the impact of minimum wage on unemployment and employment is dependent on the prevailing economic situation, though the finding indicated a positive relationship between minimum wage and unemployment and a negative relationship between minimum wage and employment.

Card and Krueger (1994) used industry level data of fast food industries in USA and found no effect of minimum wage on unemployment. However, Neumark and Wascher (2000) applied a reduced - form equation to state - level data in the USA using disequilibrium approach to analyse the impact of

minimum wage on employment. The study showed that the disemployment effect of binding minimum wage in an economy could be underestimated subject to data and methodological approach. This reduction effect has been corroborated by other studies such as Abowd, Kramarz & Margolis (1999) and Currie and Fallick (1996). Lustig and McLeod (1997) from their study discovered that for a cross section of developing countries, higher minimum wages are associated with lower levels of poverty. In a case study of changes in the minimum wage in Indonesia, Rama (1996) finds that these caused the average wage to increase and employment to decrease. Bell (1997), using data on firms in Mexican and Columbian manufacturing sector discovered that there were no employment effects in Mexico, while there were negative employment effects in Columbia. Yuen (2003) investigated the effects of binding minimum wage on low-wage worker and other groups of worker in Canadian economy using a panel data over 1988-1990. The results of the study suggested a near zero effect on low-wage workers, though disemployment effect on different subgroups of low-wage workers is significant, especially for those with longer low-wage employment histories. In a similar study Neumark et al (2004), using a panel time series, examined the labour market impact of adjustment in minimum wage on wages, labour hours, employment, and labour income within the USA economy. They found that low-wage workers are the most beneficiaries of minimum wage, while higher-wage workers derived little or no benefits from policies that raise minimum wage. The study revealed that though low-wage workers income increased with the raising of minimum wage, their hours and employment declined, leading to overall negative effects of minimum wage policy. In a further study, Neumark et al (2005) applied a non-parametric

estimation method to decompose the distributional effect of minimum wages on family incomes. The results of the study indicated that although minimum wage policy raises the incomes of poor families, the effect is more on the household whose incomes are below the stipulated minimum wages.

Other aspects of welfare effect of minimum wage policy have also been investigated in the literature, for example, Falk, Fehr, and Zehnder (2006) used behavioural hypotheses to perform experiments that tested the effects of minimum wage laws on perceptions and reservation wages. The result from the study's experiments showed that a temporary introduction of minimum wage would lead to a rise in reservation wages, and that the rise would persist even after the removal of the minimum wage. Further, the study indicated that firms are forced to pay higher than the required minimum wages both at the time of the introduction of the minimum wage and after it is removed, though the employment effect of minimum wage after the removal of minimum wage laws is often lower than its effect at the time of introduction.

Adopting different theoretical approaches, some authors support the negative correlation between employment and minimum wage, while others find no correlation or even positive effects of minimum wage (Dickens 1994; Neumark & Wascher, 2006). Parallel and equally controversial debates have been conducted on the impact of minimum wages on prices (Aaronson, 2005; Fougere, 2009; Wadsworth, 2009) as well as on income distribution (Leigh, 2005; Angel-Urdinola, 2004; Maloney and Nunez, 2001).

In a more recent study, Folawemo (2007) in his study on macroeconomic effects of minimum wage in Nigeria posits that a rise in minimum wage would lead to increased productivity in all economic sectors. From a policy standpoint,

that is suggestive of improved workers' productivity. A rise in minimum wage as revealed by the study has positive effects on household income and consumption as well as on government balances, suggesting the positive welfare effect of minimum wage policy.

Fapohunda, Atiku and Lawal (2013) in a study they conducted on minimum wage implementation and management in a post- recession economy: the Nigerian experience noted that the pay and conditions of work have continued to deteriorate especially for public sector workers and so advocated that the effective management and implementation of the minimum wage requires the efforts, commitment and collaboration of all stake holders.

Also, Benassi (2012), writing on the implementation of minimum wage; challenges and creative solutions (the case of UK) stated that the practice in the UK contains a variety of good practices of minimum wage implementation, and overall has shown that minimum wage is best implemented when a variety of methods work in harmony with one another.

Finally, Imobighe (2007) did a study on the impact of minimum wage on employment level and productivity in Nigeria. His study revealed that minimum wage directly affects productivity.

2.4 Gap in Literature

There are ample studies that have tried to examine the impact of minimum wage in an economy across different parts of the world; however, such studies have often employed a partial analysis, with focus on specific economic effects of minimum wage in the economy. While there are a large number of empirical case studies of industrialized countries, corresponding

research on developing countries still remains scarce despite its likely greater importance in potentially reducing poverty (Lustig and McLeod, 1997). Also, although minimum wage is a widely debated concept at both academic and political levels, little attention has been dedicated to assessing and documenting the implementation of and compliance with minimum wage policies. Clearly, the review of literature above reflects that enormous research has been undertaken in regard to issues on the effect of minimum wage. An important issue is the focus of the work already done which are largely focused on income, prices, employment/unemployment effect, etc. For instance majority of the literature or studies revolve around minimum wage and income distribution (Leigh, 2005); Imobighe (2007) did a study on the impact of minimum wage on employment level and productivity in Nigeria; Benasi (2011) wrote on the implementation of minimum wage: challenges and creative solutions. Folawemo (2007) examined the macroeconomic effects of minimum wage in Nigeria. Neumark and Wascher (2000) applied a reduced - form equation to state - level data in the USA using disequilibrium approach to analyse the impact of minimum wage on employment and Yuen (2003) investigated the effects of binding minimum wage on low-wage worker and other groups of worker in Canadian economy using a panel data over 1988-1990.

Empirical literature on minimum wage, workers work attitude and service delivery is rare and evidently inadequate. Consequently, in this study, a descriptive approach is adopted to comparatively assess the effect of minimum wage implementation on service delivery in the Nigerian civil service: a study of the Civil Service of the South East States. Thus, the study fills the gap in literature.

2.5 The Theoretical Framework

This study takes its bearing from the Equity theory. Equity theory attempts to explain relational satisfaction in terms of perceptions of fair/unfair distributions of resources within interpersonal relationships. Considered one of the justice theories, equity theory was first developed in 1963 by John Stacey Adams, who asserts that employees seek to maintain equity between the inputs and outcomes of others (Adams, 1965). Thus, the presence of equity will motivate person to achieve equity or reduce inequity, and the strength of motivation to do so will vary directly with the amount of inequity (Adams, 1963).

The Tenets of Equity Theory

- Equity theory demonstrates that individuals are concerned both with their own rewards and also with what others get in their comparison.
- Employees expect a fair and equitable return for their contribution to the jobs –a concept referred to as equity norm.
- Employees decide what their equitable return should be after comparing their inputs and outcomes with those of their colleagues – social comparison.
- Employees who perceive themselves as being in an inequitable scenario will attempt to reduce the inequity either by distorting inputs and or outcomes psychologically, by directly altering inputs and or outputs or by quitting the organization - cognitive distortion.

Equity theory consists of four propositions:

1. Individuals seek to maximize their outcomes (where outcomes are defined as rewards minus cost) (Carrell and Dittrich, 1978).

2. Groups can maximize collective rewards by developing accepted systems for equitably apportioning rewards and costs among members. Systems of equity will evolve within groups, and members will attempt to induce other members to accept and adhere to these systems. The only way groups can induce members to equitably behave is by making it more profitable to behave equitably than inequitably. Thus, groups will generally reward members who treat others equitably and generally punish (increase the cost for) members who treat others inequitably.
3. When individuals find themselves participating in inequitable relationship, they become distressed. The more inequitable the relationship, the more distress individuals feel. According to equity theory, both the person who gets too much and the person who gets too little feel distressed. The person who gets too much may feel guilt or shame. The person who gets too little may feel angry or humiliated.
4. Individuals who perceive that they are in an inequitable relationship attempt to eliminate their distress by restoring equity. The greater the inequity, the more distress people feel and the more they try to restore equity (Walster, Traupmann and Walster 1978).

The core of the equity theory is thus: the principle of balance or equity (felt justice). Equity theory as a motivational theory emphasizes that an individual motivation level is correlated to his perception of equity, fairness and justice practiced by the employer. The higher the individual's perception of fairness, the greater the motivation level and vice versa. Individuals who perceive themselves as under rewarded will experience distress, and this distress

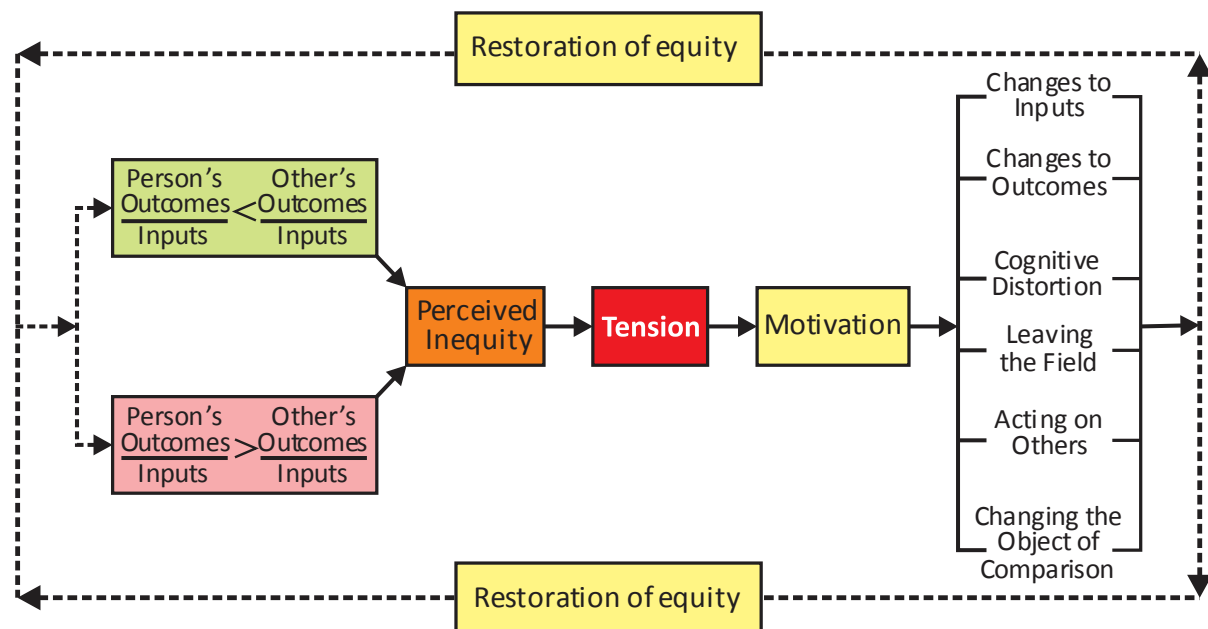
leads to efforts to restore equity within the relationship. This can be illustrated by the following equation.

$$\frac{\text{Individual's outcomes} - \text{relational partner's outcomes}}{\text{Individual's own inputs} - \text{relational partner's inputs}}$$

$$\frac{\text{Individual's own inputs} - \text{relational partner's inputs}}{\text{Individual's own inputs} - \text{relational partner's inputs}}$$

This is diagrammatically presented below:

Figure 2.10. An illustration of Adams's Equity Theory Of Motivation



Source: Mullins, L J. (2002) Management and Organizational Behaviour.

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Inputs are defined as each participant's contribution to the relational exchange and are viewed as entitling him/her to rewards or costs while outputs are defined as the positive and negative consequences that an individual perceives a participant has incurred as a consequence of his/her relationship with another.

The Relevance of the Theory to the Study.

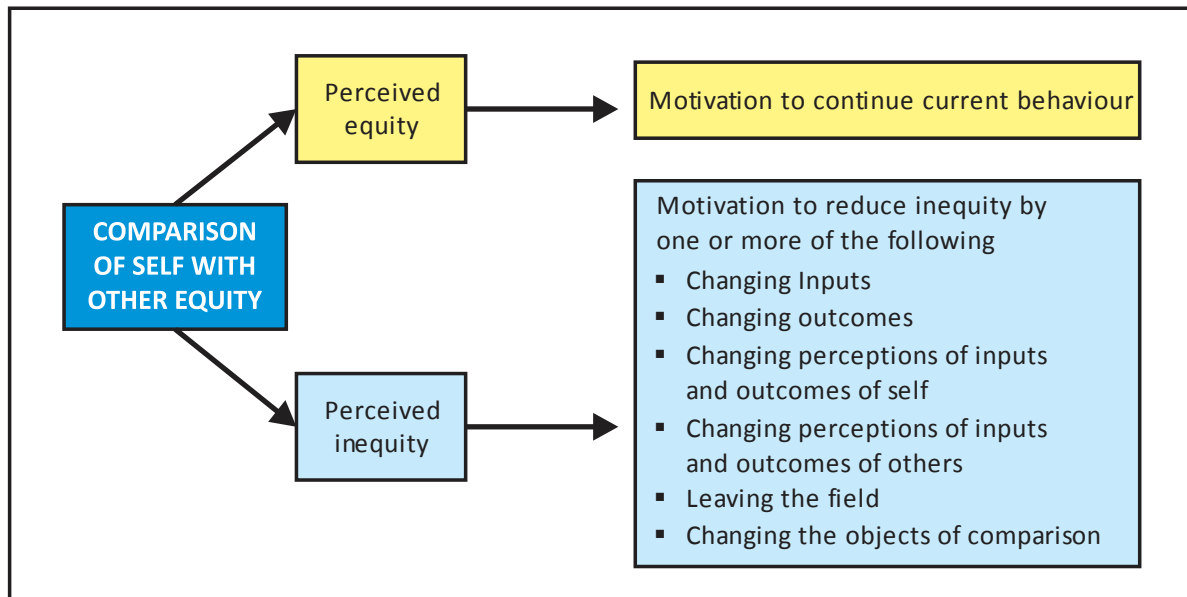
The relevance of Adams equity theory to this study is that it offers enough provisions in explaining the various forces surrounding the organizational factors that must relate in order to attain organizational goals. It creates an understanding of the intricacies of the variables that affect organizational productivity and efficiency. Equity theory contributes towards a better understanding of work behaviour in organizations. The perception of equity affects our responses to the work environment as well as our intentions and behaviour on the job. Equity theory describes several important motivationally relevant processes that administrators should understand.

Applying this theory to the study, we can deduce from the theory that employees will consider that they are treated fairly if they perceive the ratio of their inputs to be equivalent to those around them (the federal civil servants) (the referent others). According to Armstrong (2006), this is so since equity involves feelings and perceptions and is always a comparative process thus people will be better motivated if they are treated equitably and de-motivated if they are treated inequitably.

The implication of this is that a feeling of under reward will result in the state civil servants being hostile towards the state which invariably may result in low job performance. The perception of equity as a result of the comparison with referent others (the Federal civil servants) will therefore cause a feeling of satisfaction and thus help the state civil servants to feel worthwhile and have better outcomes. The state government must therefore be sensitive to employee feelings about equity; otherwise a feeling of inequity can lead the civil servants to embark on various unproductive behaviours, especially soldiering on the

work. This simply means busy doing something but at the end achieving nothing, which is hopeless. This is illustrated diagrammatically below.

Fig 2.11. Consequences of Perceived Equity and Inequity



Source: (Steers, 1991 p. 153)

On the other hand, equity theory demands that whoever comes for equity must come with clean hands. In other words, this implies that input from workers must be commensurate with whatever they get in return as reward for their effort. The equity theory calls for an organizational culture of fairness, justice and fair play in the distribution of organization resources and rewards. A feeling of inequity will result to workers resorting to lateness, deliberately sabotaging organizational efforts, taking excuses, idleness, etc. The implication of this for administrators is the necessity to be continually alert to social comparison processes in organizations and, as a consequence to view motivation in dynamic and changing terms. They should also recognize the importance of perception in employee motivation.

Equity theory attaches much importance to rewards and the manner in which they are distributed. Money is one of the few rewards that people clearly see and measure as a result; it often becomes a major focal point in employee assessments of their own equity.

CHAPTER THREE

METHODOLOGY

The preceding chapter reviewed past works related to the study. This chapter discussed the major methodological issues with respect to the study. Specifically, there are two methodological issues involved. These are: the methodology of the research generally and the field studies which were carried out in the civil service of the five south east states of Nigeria. These two discussions were followed by brief discussion on the reliability of the research instrument.

3.1 Research Design

Research design is the structuring of investigation aimed at identifying variables and their relationships to one another. It is used for the purpose of obtaining data to enable the researcher test hypotheses or answer research questions (Asika, 2009). According to Asika (2009), there are three main categories of research design.

This study is essentially a cross- sectional survey research. Here the researcher infers information about the study population based on the responses of a sample drawn from the study population. It involves using a self designed questionnaire in collecting data from the respondents. This method was chosen in order to make reference to the phenomena as they exist in real life.

Apart from this, there are also some descriptive and explanatory analyses. The descriptive nature of the research creates an understanding of minimum wage implementation and workers service delivery in the state bureaucracies (the civil service) of the South East States.

3.2 Area of the Study

The investigation was carried out in the state bureaucracies (Civil Service) of the South East states of Nigeria. South East Nigeria was one of the initial Nigerian twelve states that were created during the Nigerian civil war. It was later divided into the present Akwa Ibom and Cross River States. In the 1990s under General Abacha' regime, Nigeria was split into six geo-political zones and South East Nigeria was named one of the six geo-political zones consisting of the following states:

Table 3.1 States in the South East of Nigeria

No.	Name	LGAS	Area	Population
1.	Abia State	17	6,320km ²	2,881,380
2.	Anambra State	21	4,844km ²	4,177,828
3.	Ebonyi State	13	5,530km ²	2,176,947
4.	Enugu State	17	7,161km ²	3,267,837
5.	Imo State	27	5,530km ²	3,927,563
	TOTAL	95	29,385km²	16,431,555

Source: NPC Data, 2006

Although some groups speaking Igbo dialects are native to Delta, Rivers States etc, South East Nigeria is home to the Igbo nation. Historically, Igbos had several kingdoms. Some of these kingdoms such as the Kingdom of Nri, Aro Confederacy, had considerable influence in the region.

Sociologically known for their republic systems of government, the South East is the most egalitarian society in Nigeria and they are exceptionally

enterprising. For this reason they are known to be the most dispersed people of Nigeria.

Geographically, the area is a rainforest with average to heavy rainfall. The topography is large plains with hills undulating. The highest hills are the Enugu-Awgu range. The major river basins: Anambra, Adada, Mamu, Adani and Imo river basin are particularly fertile for agricultural activities. Main crops are yam, cocoyam, palm oil, vegetables, rice and soy beans. Mineral deposits such as Oil and Gas are found in Imo, Abia and Anambra. Enugu state has limitless deposit of Coal which has been largely abandoned by the discovery of petroleum and the civil war.

The South East states' civil service came into being with the creation of each state following the creation of state exercise held respectively on different dates by different regimes and administrations. The States' civil services are managed by the Civil Service Commission of each state which functions in accordance with the provisions of Decree 43 of 1988 Civil Service Reform.

3.3 Population of the Study

South East states of Nigeria consists of Abia State, Anambra State, Ebonyi State, Enugu state and Imo State. The study was intended to cover the civil servants in all the five states. Available statistics from the civil service commissions in all the five states put the number of civil servants at 32,322 (details are attached as Appendix II). Therefore the population of the study is the 32,322 civil servants in all the five states of the South East.

3.4 Sample Size

The sample for the study was selected from the five South East states' civil service. The staff strength of the states' civil services is respectively enclosed in the appendix (see appendix 11).

Given the population of about 32322 (thirty two thousand three hundred and twenty two) civil servants from the five states of the South East states of Nigeria, the sample size for each state was determined using Taro Yamane's formula (Yamane 1967) for sample size determination. Taro Yamane's formula (Yamane 1967) for sample size determination is stated as follows:

$$n = \frac{N}{1 + N (e)^2}$$

Where n = the relevant population sought

N = the total number of civil servants in the chosen Ministries

e = Sampling error (5% in this case).

(a) Sample size for Abia State civil service

$$n = \frac{7764}{1 + 7764 (0.05)^2}$$

$$n = \frac{7764}{1 + 7764 (0.0025)}$$

$$n = \frac{7764}{1 + 19.41}$$

$$n = \frac{7764}{20.41}$$

$$n = \mathbf{400}$$

(b) Sample size for Anambra State civil service

$$n = \frac{5383}{1 + 5385 (0.05)^2}$$

$$n = \frac{5385}{1 + 5385 (0.0025)}$$

$$n = \frac{5385}{1 + 13.4625}$$

$$n = \frac{5385}{14.4625}$$

$$n = \mathbf{373}$$

(c) Sample size for Enugu State civil service

$$n = \frac{5134}{1 + 5134 (0.05)^2}$$

$$n = \frac{5134}{1 + 5134 (0.0025)}$$

$$n = \frac{5134}{1 + 12.835}$$

$$n = \frac{5134}{13.835}$$

$$n = \mathbf{371}$$

(d) Sample size for Ebonyi State civil service

$$n = \frac{6892}{1 + 6892 (0.05)^2}$$

$$n = \frac{6892}{1 + 6892 (0.0025)}$$

$$n = \frac{6892}{1 + 17.23}$$

$$n = \frac{6892}{18.23}$$

$$n = \mathbf{378}$$

(e) Sample size for Imo State civil service

$$n = \frac{7147}{1 + 7147 (0.05)^2}$$

$$n = \frac{7147}{1 + 7147 (0.0025)}$$

$$n = \frac{7147}{1 + 17.8675}$$

$$n = \frac{7147}{18.8675}$$

$$n = \mathbf{379}$$

Table 3.2: Samples from the Civil Service of the five South East States

S/n	State	Population	Sample size
1.	Abia State	7,764	400
2.	Anambra State	5385	373
3.	Ebonyi State	6892	378
4.	Imo State	7147	379
5	Enugu State	5134	371
	Total	32322	1901

Source: (Field work 2014).

3.5 Sampling Technique

The population was stratified according to the five states. Within each state, two ministries were selected from the core ministries. The decision to select only two ministries from each state's civil service follows the recommendation of Hill (1998) and Alreck and Settle (1995) who state that it is seldom necessary to sample more than 10% of the parent population in a behavioral research.

Table 3.3 Ministries selected from Anambra State Civil Service.

S/N	Ministry	Male	Female	Total
1.	Ministry of Education	67	213	280
2.	Ministry of Finance	174	249	423
	Total	241	462	703

Source: (Field work 2014).

Table 3.4 Ministries selected from Imo State Civil Service

S/N	Ministry	Male	Female	Total
1.	Ministry of Agriculture and Natural Resources	482	317	799
2.	Ministry of Commerce, Industry and Tourism	235	154	389
	Total	717	471	1188

Source: (Field work 2014).

Table 3.5 Ministries selected from Abia State Civil Service

S/N	Ministry	Male	Female	Total
1.	Ministry of Agriculture	379	374	753
2.	Ministry of Health	220	393	613
	Total	599	767	1366

Source: (Field work 2014).

Table 3.6 Ministries selected from Enugu State Civil Service

S/N	Ministry	Total
1.	Ministry of Agriculture and Natural Resources	681
2.	Ministry of Works and Infrastructure	448
	Total	1129

Source: (Field work 2014).

Table 3.7 Ministries selected from Ebonyi State Civil Service

S/N	Ministry	Male	Female	Total
1.	Ministry of Education	2051	1463	3514
2.	Ministry of Agriculture and Natural Resources	361	148	509
	Total	2412	1611	4023

Source: (Field work 2014).

Sharing the obtained sample size between the chosen Ministries, the proportional allocation technique was used to ensure that none of the participating units is cheated. The formula goes thus:

$$n_s = \frac{N_p \times n}{N}$$

n_s = the sample size allocated to each unit

N_p = the population size of each unit

n = the total sample size

N = the total population size

Anambra State

1. Ministry of Education $\frac{280 \times 373}{703} = 148.5$

2. Ministry of Finance $\frac{423 \times 373}{703} = 224$

Imo State

1. Ministry of Agriculture $\frac{799 \times 379}{1188} = 255$

2. Ministry of Commerce, Industry and Tourism $\frac{681 \times 371}{1188} = 124$

Enugu State		
1.	Ministry of Agriculture	$\frac{681 \times 371}{1129} = 224$
2.	Ministry of Works and Infrastructure	$\frac{448 \times 371}{1129} = 147$
Ebonyi State		
1.	Ministry of Education	$\frac{3514 \times 379}{4023} = 331$
2.	Ministry of Agriculture	$\frac{509 \times 379}{4023} = 47$
Abia State		
1.	Ministry of Agriculture	$\frac{753 \times 400}{1366} = 208$
2.	Ministry of Health	$\frac{613 \times 400}{1366} = 180$

In each ministry selected, the samples were randomly selected from the nominal roll from the personnel department.

3.6 Sources of Data

The study relied heavily on primary and secondary data. The primary data were collected using structured questionnaire, interview and direct observation.

The structured questionnaire is a pre-coded type of questionnaire in which respondents respond by way of listed options to questions. Readymade options provide the only choice from which respondents can choose. It aims at eliciting written responses from respondents on facts, opinions, beliefs, attitudes and practices and is usually used to gather information or data where respondents are beyond easy or physical reach of the researcher. The questions

are designed so that they address specific aspects of the research questions, hypotheses and other relevant issues (Bierennu-Nnabugwu, 2006).

In addition to the questionnaire, relevant information was obtained from interactions with the respondents, at which the researcher sought for additional clarifications on important issues. In this connection certain categories of staff were sought out for discussions to determine issues relating to minimum wage implementation and service delivery in the state bureaucracies. The discussions involved, mostly, a one on one verbal communication between the researcher and the respondents and it enabled the researcher to have deeper knowledge about issues of concern through verbal communications by face to face interaction.

Apart from interaction with the respondents, key officers of some organizations or groups that access services from the ministries selected for the study were interviewed as back up to the information generated internally from the civil servants and for further clarifications especially on the measure of the quality of service and the extent of service delivery. In this connection, officials of the National Association of Chambers of Commerce, Industry, Mines and Agriculture and Farmers association (for ministry of Agriculture and Natural Resources and ministry of Commerce, Industry and Tourism); Association of General and Private Medical Practitioners of Nigeria and administrators of primary health care centres (for ministry of Health); Post Primary School Service Commission and the Association of Proprietress of Private Schools (for ministry of Education) etc were interviewed.

Also, the work attitudes of the workers were observed. This involved direct observation of the workers at work. Direct observation is a systematic and

Careful observation – a situation based, straight forward way of collecting data on human behavior. It is a purposefully planned and systematically executed act of watching or looking at the occurrence of events, activities and behavior which constitute the subject or focus of research (Obasi, 1999). It aims at eliciting information on aspects of human behavior from the setting in which they are exhibited. Such was restricted to watching only the activities that the researcher had opportunity to see being a non- participant observer. This enabled the researcher maintain her serenity and preclude emotional involvement. The import of these is increased objectivity and accuracy of description.

The researcher also made extensive use of secondary data. Data from the secondary source were collected from periodicals/journals, statistical records, government gazettes, conference papers, websites (internet), legal records, published and unpublished works of other researchers in related fields of study and more importantly, publications from the states civil service commissions. Such documents helped the researcher to determine the level of minimum wage implementation and more importantly the mechanisms in place for internal quality assurance as a measure for service delivery.

3.7 Methods of Data Collection.

The questionnaire, oral interview, documented data and observation, as stated earlier formed the research instruments for generating data for the study. The questionnaire was divided into four sections dealing with the various research questions. The Likert scale type questionnaire comprising of five response ratings of: Strongly agree (5); agree (4); Undecided (3); Disagree (2); strongly disagree (1) was adopted.

The respondents were requested to indicate their level of agreement with each of the items in the various sections. A theoretical mean value of 3.0 was taken as a criterion to judge the mean for the items in the respective sections. Therefore any item in the instrument which had a mean equal to or higher than 3.0 was regarded as agreed; while items with less than 3.0 were regarded as disagree.

With respect to interview, some officers of bodies that access the services of the ministries selected for the study were interviewed. Strictly considered are people most likely to provide the requisite data (purposive sampling). The structure of the questions were substantially standardized and formalized consisting of simple language. The questions were designed so that they address specific aspects of the research questions, especially the two aspects that bothers on the measure of service delivery and service culture. It involved one on one interaction that enabled the researcher get information on not just the oral responses from the person's interviewed but also from their facial expressions and gestures. The responses were articulated and discussed as back up to the information generated from the questionnaires (see the appendix).

Also, data were collected from documents like the annual reports of the civil service commissions, salary tables and vouchers gotten from the office of the states accountants respectively.

The researcher also had the privilege of observing the conduct of employees and their productive activities as they carry out the business of the ministries on many occasions.

These instruments helped the researcher to generate data on the subject of study.

3.8 Administration of Research Instrument

A structured/close-ended questionnaire was personally administered to the respondents who participated in the study with the assistance of the senior administrative officer in the various ministries.

3.9 Validity of the Research Instrument

The purpose of the validation was to remove any obscure or ambiguous questions in the instrument and to ensure that the instrument actually measures what it is expected to measure (that is, the subject of the study). Therefore, some copies of the structured questionnaire were given to some experts and specialists in scale measurement at the Faculties of Education and Management Sciences, Nnamdi Azikiwe University, Awka to obtain their opinion on face and content validity of the instrument. The opinion of these experts enabled us to restructure and/or modified the instrument to suit the research objectives.

3.10 Reliability of the Research Instrument.

Reliability test to check the consistency of the various groups of variables in the measuring instrument over time was conducted using the test-re-test procedure and the Pearson Correlation Coefficient. Forty copies of the questionnaire were administered on civil servants at the Anambra State Secretariat, who were not included in the sample and the result collated. After four weeks, the same instrument was again administered on the same group of respondents and the results collated. Thereafter the two results were subjected to Pearson Correlation Analysis to check for consistency. A Pearson Correlation Coefficient of 0.985 was obtained, thus indicating that the instrument was highly reliable.

Table 3.8: Reliability Test (Correlation Result)

		Session A	Session B
Session A	Pearson	1	0.985 ^{**}
	Correlation		
	Sig. (2-tailed)		
	N		
Session B	Pearson	0.985 ^{**}	1
	Correlation		
	Sig. (2-tailed)		
	N		

^{**}. Correlation is significant at the 0.01 level (2-tailed).

3.11 Tools for Data Analysis

The data generated from the administered and returned 5 point-Likert scale questionnaires were collated and presented using descriptive statistics such as mean scores and standard deviations. Also tables, frequency distribution, simple percentages will be used to present and discuss data from field investigations.

Hypotheses one to four were tested through the use of multiple regression analysis of the ordinary least square type. The models are implicitly specified as:

$$\text{Determination of SE governments} = f(X_1, X_2, X_3, X_4 + X_5) \quad (1)$$

$$\text{Quality of service delivery} = f(X_1, X_2, X_3, X_4 + X_5) \quad (2)$$

$$\text{Service culture} = f(X_1, X_2, X_3, X_4 + X_5) \quad (3)$$

$$\text{Employee engagement} = f(X_1, X_2, X_3, X_4 + X_5) \quad (4)$$

where

X_1 = are the independent or explanatory variables, which included the grand means of the ratings of implementation levels of 2000, 2004 and 2011 by the respondents;

X_2 = dummy variable: 1 if from Abia state, 0 otherwise

X_3 = dummy variable: 1 if from Anambra state, 0 otherwise

X_4 = dummy variable: 1 if from Imo state, 0 otherwise

X_5 = dummy variable: 1 if from Ebonyi state, 0 otherwise.

Note: A dummy for Enugu state not included. This was purposely done to avoid the dummy variable trap, which is a scenario in which the independent **variables** are multi-collinear (highly correlated). The trap can be avoided by removing either the constant term or one of the offending dummies (Suit, 1957 cited in Wikipedia 2016). The removed dummy then becomes the base category against which the other categories are compared.

Models (1) to (2) are further explicitly specified to yield models (5) to (8):

$$\text{Determination of SE governments} = \alpha + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \beta_4 X_4 + \beta_5 X_5 + \epsilon_i \quad (5)$$

$$\text{Quality of service delivery} = \alpha + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \beta_4 X_4 + \beta_5 X_5 + \epsilon_i \quad \dots (6)$$

$$\text{Service culture} = \alpha + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \beta_4 X_4 + \beta_5 X_5 + \epsilon_i \quad \dots (7)$$

$$\text{Employee engagement} = \alpha + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \beta_4 X_4 + \beta_5 X_5 + \epsilon_i \quad \dots (8)$$

The α s and the β s are the parameters to be estimated and the ϵ_i s are error terms designed to capture the effects of unspecified variables in the models. The R^2 Adjusted R^2 and the t- tests were performed to test the significance of the aggregate of all and each of the explanatory variables respectively at the alpha levels of 5%. All calculations and test were done through the application of version 22 of the SPSS.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSES

This chapter presents and analyses the data generated from the empirical investigation carried out in the civil service of the South East states. The purpose of the empirical investigation was to generate the data needed to solve the problem raised in chapter one as well as to provide adequate information to test the four hypotheses which were formulated also in chapter to help generate information on the research problem.

This section therefore, presents the demographic profiles of respondents, presents an analysis of data generated on the research questions and the test of the hypotheses. Explanations and discussions are given below the tables.

.I: Demographic Characteristics of Respondents

Table 4.I: Demographic Characteristics of Respondents

Option	Frequency	Percentage
Gender		
Male	1293	68.01
Female	608	31.98
Total	1901	100
Rank		
01-06	456	23.99
07-12	1065	56.01
Above 12	380	20.00
Total	1091	100
Educational Qualification		
FSLC	133	6.97
GCE/WASC	342	17.99
OND/NCE	495	26.04
BSC/BA/HND	684	35.98
MSC/ MA/Ph.D	247	12.99
Total	1901	100
Years in Service		
3 - 10 yrs	589	30..98
11 - 20 yrs	685	36.03
21 - 30 yrs	456	23.99
Above 30 years	171	9.00
Total	1901	100
Age		
Below 35 years	323	16.99
35 - 45 years	836	43.98
46 – 56 years	722	37.93
57 years and above	20	1.05
Total	1901	100

Source: Field Survey 2015

Table 4.1 presents information on the demographic characteristics of the respondents. Percentage analysis of the respondents by gender shows that 68.01% of the respondents are male while 31.98% are female. The table above shows male domination. Generally, the civil service is dominated by male as shown by the composition of the workforce (see appendix 11). Though the study has no gender bias, it must however be noted that issues in labour management relations definitely takes a masculine approach. Women may make a lot of considerations. Being dominated by male, the issue of salary (financial rewards) is likely to generate serious attention and males have the masculine zeal to pursue it.

On the distribution of respondents by rank/grade level, table 4.1.4 shows that higher percentages of the respondents were between levels 07-12. This is about 56% of the respondents; 24% were between 0-06 while 20% were above level 12. Greater percentages of the respondents are found within the middle management level. Only about 20% of the respondents are within the managerial level. The nature of the distribution however will not generate an issue as wage increments are usually felt by the lower carder because it borders on their basic living standard. The upper (managerial) class is not as pushful as those in the lower cadre. At certain level workers will be more careful and fearful, treading softly on issues because of their status. The percentage of those outside the managerial level thus enables us get the true position of issues relating to the subject of study.

As could be seen from the table above, 36% of the respondents have HND, BA or B.Sc, 20% have OND/NCE, 26% have WASC/GCE, and 13% have MA, MSc/Ph.D. Only 7% have FSLC. On the whole, only about 24.96% had qualifications below OND/NCE. Majority of the respondents obtained

higher education. The implication of this to this study is that the respondents are literate and as such are capable of discussing issues relating to minimum wage implementation with respect to service delivery. Also revealed was the fact that the civil service is staffed with qualified personnel who have the competence to execute their jobs as required.

The table revealed that higher percentage of respondents has served in the civil service for many years. About 36% of the respondents as shown in the table have served for between 11-20 years; 24% have served for about 21-30 years; while 9% have served for above 30 years .31% of the respondents have served between 3-10 years. This implies that about 69% of the respondents have been in the service for 11 years and above. This is an indication that majority of the respondents have witnessed the various minimum wage Acts enacted within the fourth republic and so can competently discuss the issues revolving around the subject of study.

Greater percentages of the respondents were between the ages of 35-45 years. This is about 44% of the respondents; 38% were between the ages of 46-56 years; 17% were below 35years. Only 1% was between 57 years and above. The implication of this to the study is that since greater percentage of the respondents are within the age of active workforce, they will be occupied with issues relating to the subject of study as against an insignificant number that are heading to retirement and so will be occupied with retirement issues or benefits. The younger ones will be more forceful sometimes because of youthful zeal. Older ones may prefer dialogue.

The inference we can draw on these variables from the tables above is that the respondents were drawn to cover all the different background features of the workforce. Thus, there should be a balanced opinion on the subject matter.

4.2. Presentation and Analyses of Data on Variables of Subject of Investigation

Table 4.2.1 Minimum Wage of the Various Reviews and the Level of Implementation By States of The South East

S/N	Year and the provisions of the Minimum Wage Acts	STATES				
		Abia	Anambra	Ebonyi	Enugu	Imo
1.	Year 2000 minimum wage of N5,500	5,135	4,800	4500	4,000	5,500
2.	Year 2004 minimum wage of N7,500	6,500	6,000-7,500	6000	5,175	6,500-7,500
3.	Year 2011 minimum wage of N18,000	21,000	18,000	18,000	18,000	20,000

Source: Survey data 2015.

In 2000, Imo state implemented 100%, followed by Abia state, then Anambra state. The least was Enugu state. In 2004, Anambra and Imo states implemented the minimum wage in full followed by Abia with #6500 and Ebonyi #6000. Enugu was the least. Thus it could be seen that only Anambra and Imo states implemented that in full. For the #18,000 minimum wage (2011), Abia state implemented #21,000 which is above #18,000, followed by Imo state. Anambra, Ebonyi and Enugu states implemented the exact #18,000 that was recommended in the 2011 minimum wage Act.

Table 4.2.2: Responses on Level of Implementation of the Minimum Wage Act of 2000, 2004, and 2011 by the states in the South East (n=1901).

S/N	Items	Mean	Std Dev.	Decision
1	Year 2000 minimum wage of N5,500	3.3977	1.04764	Agree
2	Year 2004 minimum wage of N7,500	3.5592	0.96643	Agree
3	Year 2011 minimum wage of N18,000	2.6523	1.38928	Disagree
	Grand mean	3.2031	0.71494	Agree

States:	Abia	Anambra	Ebonyi	Imo	Enugu
Mean:	3.1742	3.2851	3.1384	3.3026	3.1159
SD:	0.7522	0.6444	0.7538	0.6501	0.7462
n	400	373	378	379	371
Decision	Agree	Agree	Agree	Agree	Agree

Source: Survey data 2015.

Table 4.2.2 above shows that responses on the implementation of minimum wage Act of 2000 and 2004 had mean ratings of 3.4 and 3.6, while 2011 minimum wage Act had mean rating of 2.7. This then implies an agreement by the respondents that the minimum wage act of 2000 and year 2004 minimum wages respectively were implemented, though not as stipulated by the Acts while disagreeing on the implementation of the 2011 minimum wage Act in which there is major discrepancies (see the salary structure enclosed as appendix 111). On the average, however the mean ratings of the implementation of the three minimum wages Act under reference were at least 3.1 for each of the South East States. This therefore suggests that minimum wages in the five South East States for the years under references were implemented though not as stipulated by the Minimum Wage Acts.

Table 4.2.3: Responses on the Determination of South East Governments to Offer Quality Service to The Citizens (n=1,901).

S/N	Items	Mean	Std Dev.	Decision	
1	Training and retraining of civil servants on enhancement of service delivery	3.3425	1.06030	Agree	
2	Improvement in employee reward system	3.0310	1.30084	Agree	
3	Reforms in the civil service for enhanced productivity of staff	3.4235	1.01050	Agree	
4	Promotion and/or career advancement for deserving staff	3.4687	0.95680	Agree	
5	Provision of conducive office/work environment	3.5592	0.96643	Agree	
6	Deployment of competent staff as public relations/desk officers	3.3951	1.17032	Agree	
7	Prompt response to issues/complaints concerning staff attitude towards visitors	3.4129	1.08065	Agree	
8	Commitment to quality assurance in all services to the public	3.3977	1.04764	Agree	
9	Applying sanction on erring staff on issues of service delivery	3.6386	1.22189	Agree	
10	Regular interactions with citizens on issues concerning government programmes	3.3688	1.47871	Agree	
Grand mean		3.4038	0.43356	Agree	
States:	Abia	Anambra	Ebonyi	Imo	Enugu
Mean:	3.1742	3.2851	3.1384	3.3026	3.1159
SD:	0.7522	0.6444	0.7538	0.6501	0.7462
n	400	373	378	379	371
Decision	Agree	Agree	Agree	Agree	Agree

Source: Survey data 2015.

On the determination of the South East governments to offer quality services in their civil service, the mean responses of the ten items in table 4.2.3 above shows that all the respondents agreed that governments in the states of the South East were determined to offer quality services in their civil service. All the items in the table had mean ratings of at least 3.0. The respondents agreed that this determination is discernible in such government programmes and activities including training and retraining of civil servants on enhancement of service delivery; improvement in employee reward system; reforms in the civil service for enhanced productivity of staff; promotion and/or career advancement for deserving staff Provision of conducive office/work environment; etc.

An examination of the mean responses for the states shows that none had a rating that is less than 3.1. This then suggests a commonality of opinion by the respondents that the governments of the South East states were determined to offer quality service in their civil service.

Table 4.2.4: Responses on Quality of Service Delivery in South East States' Civil Service (n=1,901).

S/ N	Item	Mean	Std Dev.	Decision
1	Services are performed competently to specifications.	3.2972	0.95836	Agree
2	Workers respond quickly, promptly and instantly to requests from the public.	3.0779	1.04692	Agree
3	Compliance to rules relating to working hours.	3.0815	1.02658	Agree
4	Wastage of resources has reduced substantially.	3.2388	0.92497	Agree
5	Workers carry out their duties with minimal supervision.	3.3619	0.60306	Agree
6	Customer satisfaction has improved.	2.8764	0.78269	Disagree
7	Maintenances of Public utilities are routinely carried out.	2.8974	0.78707	Disagree
8	Approaches in attending to the public suggest that the civil service is inclined towards offering public - oriented service delivery.	2.8632	0.96421	Disagree
9	Improvement in the ability to convey trust and confidence in the discharge of official duties.	2.6749	0.95672	Disagree
10	Improvement in the accessibility of public services	3.1683	0.95701	Agree
	Grand mean	3.0538	0.37856	Agree

States:	Abia	Anambra	Ebonyi	Imo	Enugu
Mean:	3.0650	3.0416	3.0611	3.0462	3.0542
SD:	0.3779	0.3773	0.3806	0.3752	0.3834
n	400	373	378	379	371
Decision	Agree	Agree	Agree	Agree	Agree

Source: Survey data 2015.

Table 4.2.4 above shows the mean responses and standard deviation scores of the respondents on quality of service delivery in the South East States. The respondents agreed with contentions in items 1, 2, 3, 4, 5 and 10, and disagreed with issues in 6, 7, 8 and 9. Specifically they agreed that services are performed competently to specifications; workers respond quickly, promptly and instantly to requests from the public; compliance to rules relating to working hours. Wastage of resources has reduced substantially; workers carry out their duties with minimal supervision, and Improvement in the accessibility of public services.

Examining the responses from the various South East States, it is observed that they all had mean ratings of 3.0 and above; thereby suggesting that quality of service delivery in the South East States met acceptable minimum standards.

Table 4.2.5: Responses on Service Culture in the South East States' Civil Service (n=1,901).

S/N	Items	Mean	Std. Dev.	Decision
1	Corrupt practices and general abuse of administrative processes have reduced.	3.3688	1.0781	Agree
2	Workers conduct their affairs in a manner capable of engendering public confidence/trust in the system.	3.0389	1.1578	Agree
3	Workers are more dedicated to their jobs.	2.9227	1.2268	Disagree
4	Workers report to work on time.	3.2230	1.1054	Agree
5	Workers stay at their duty post until close of work.	2.8138	1.0126	Disagree
6	Disciplined, courteous and are guided by a professional code of ethical conduct.	2.7685	1.0916	Disagree
7	Reduction in illegal collection of money before services is rendered.	2.6502	1.1018	Disagree
8	Improvement in regularity at work.	2.5992	1.0922	Disagree
9	Workers exhibit courtesy in delivering services	3.0037	1.2181	Agree
10	Emphasis is on making services reliable.	3.3630	0.9272	Agree
	Grand mean	3.0752	0.6145	Agree

States:	Abia	Anambra	Ebonyi	Imo	Enugu
Mean:	2.8425	2.9196	3.0529	3.0356	3.0332
SD:	0.7803	0.8765	0.4154	0.3493	0.4171
n	400	373	378	379	371
Decision	Agree	Agree	Agree	Agree	Agree

Source: Survey data 2015.

Of the ten variables assumed to capture service culture in South East states in table 4.2.5, five had mean ratings of at least 3.0 and thus were in agreement, while the remaining five disagreed. Indeed, the respondents agreed that corrupt practices and general abuse of administrative processes have reduced; workers conduct their affairs in a manner capable of engendering public confidence/ trust in the system; workers report to work on time Worker exhibit courtesy in delivering services; and emphasis is on making services reliable.

A comparative state by state analysis show that the mean ratings from respondents for Ebonyi, Imo and Enugu States were at least 3.0 thereby indicating agreement that service culture has been enthroned in the civil service in those states. However, the mean ratings for Abia and Anambra States had mean score ratings of less than 3.0, indicating disagreement with service culture enthronement in the States. In any case, overall average as represented by the grand mean of 3.1 suggests an affirmation of enthronement of service culture in the whole of South East States.

Table 4.2.6: Responses on Employee Engagement in the South East States' Civil Service (n=1,901).

S/N	Items	Mean	Std. Dev.	Decision
1	Employees have definite roles in decision making.	3.5208	1.22312	Agree
2	Employees show open commitment to achieving goals of the civil service	2.9742	1.38863	Disagree
3	Employees are enthusiastic about achieving their personal best at attending to visitors and users of government services	3.0189	1.36484	Agree
4	Employees feel very passionate about their assignments/duties in the civil service,	3.2856	1.25066	Agree
5	Employees do not need any prompting to carry out their duties.	2.9653	1.25943	Disagree
6	Employees are always willing to work even outside the usual office hours in other to	2.5587	1.38349	Disagree
7	Employees are committed to their work knowing that they work for the common	3.0011	1.31509	Agree
8	Civil servants are driven solely by patriotic zeal to do their best.	3.2457	1.15081	Agree
9	Most civil servants have absolute confidence on the leadership of the civil service	3.2262	1.26673	Agree
10	There is always a sense of personal satisfaction by staff whenever a visitor is well	3.5797	0.99609	Agree
	Grand mean	3.1376	0.68189	Agree

States:	Abia	Anambra	Ebonyi	Imo	Enugu
Mean:	3.4328	3.4922	2.8579	3.0414	2.8461
SD:	0.5252	0.5967	0.8018	0.5544	0.6065
n	400	373	378	379	371
Decision	Agree	Agree	Disagree	Agree	Disagree

Source: Survey data 2015.

The respondents, as could be seen in table 4.6 agreed in seven out of the ten items depicting employee engagement in the civil service of the South East states. The seven items in the table have mean ratings that are greater than 3.0. Thus the respondents agreed among others that employees have definite roles in decision making; employees are enthusiastic about achieving their personal best at attending to visitors and users of government services; employees feel very passionate about their assignments/duties in the civil service; employees do not need any prompting to carry out their duties; and employees are committed to their work knowing that they work for the common good. Only three items, (2, 5 and 6) had mean ratings that were less than 3.0.

An examination of the mean ratings for each of the states in the South East also indicated that Abia, Anambra and Imo States had scores of 3.0 and above, while Ebonyi and Enugu States had scores that were less than 3.0. Nevertheless, the grand mean rating was greater than 3.0, thus indicating that on the average, the respondents affirmed that employees were sufficiently engaged in the civil service of the South East States.

4.3: Tests of Hypotheses

Test of Hypothesis One:

H₀: There is no significant relationship between levels of minimum wage implementation and the determination of South East governments to offer quality services to the citizens.

H₁: There is a significant relationship between levels of minimum wage implementation and the determination of South East governments to offer quality services to the citizens.

Table 4.3.1: Test of Hypothesis One: Regression Estimates.

Model	Coefficient Estimates	T-Value	Significance
(CONSTANT)	2.303	57.949	0.000
X_1 (Minimum wage implementation)	.358	31.556	0.000
X_2 (D1: Abia)	-.014	-0.556	0.578
X_3 (D2: Anambra)	-.096	-3.717	0.000
X_4 (D3: Imo)	-.011	-0.430	0.667
X_5 (D4: Ebonyi)	-.104	-4.023	0.000
R^2	0.346		
Adj R^2	0.344		
F	200.225 (Sig. @ 0.001)		

Dependent Variable: Determination of SE governments

The estimates of R^2 and Adj. R^2 suggest that minimum wage implementation and the dummy variables in the model collectively explains about 34% of the variations in determination of South East governments to offer quality services (table 4.3.1 above). The F ratio however, was significant at 1% level. Minimum wage implementation was found to be positively and significantly related to determination of South East governments to offer quality service ($p < 0.00$). For the dummies, only D2 and D4 capturing responses from Anambra and Ebonyi states, in comparison with the reference category (D5: Enugu state), were significantly related to determination of South East governments to offer quality services in their civil service.

On these bases, we reject the null hypothesis and accept the alternative hypothesis which states that there is a significant positive relationship between

levels of minimum wage implementation and the determination of South East governments to offer quality services to the citizens of their states.

Test of Hypothesis Two

H₀. Level of minimum wage implementation has no significant effect on quality of service delivery in the civil service of the South East states.

H₁. Level of minimum wage implementation has significant effect on quality of service delivery in the civil service of the South East states.

Table 4.3.2: Test of Hypothesis Two: Regression Estimates.

Model	Coefficient Estimates	T-Value	Significance
(CONSTANT)	3.250	76.322	0.000
X_1 (Minimum wage implementation)	0.063	5.180	0.000
X_2 (D1: Abia)	0.014	0.534	0.593
X_3 (D2: Anambra)	-0.002	-0.072	0.943
X_4 (D3: Imo)	0.008	0.304	0.761
X_5 (D4: Ebonyi)	0.004	0.136	0.892
R^2	0.015		
Adj R^2	0.012		
F	5.576 (Sig. @ 0.001)		

Dependent Variable: Quality of service delivery

The estimates of R^2 and Adj. R^2 suggest that minimum wage implementation and the dummy variables in the model collectively explain 2% of the variations in quality of service delivery (table 4.3.2 above). The F ratio, 5.576 was significant at 1% level. The Minimum wage implementation variable was found to be positively and significantly related to quality of service delivery ($p < 0.00$). None of the dummy variables were significantly related to quality of service

delivery, implying that there was commonality in response on the effect on service delivery and not that no relationship exists. However, on the strength of the significant aggregate effect of minimum wage implementation and the dummy variables on quality of service delivery (F ratio is significant at 1% level), we reject the null hypothesis and accept the alternate which states that level of minimum wage implementation has significant effect on quality of service delivery in the civil service of the South East states.

Test of Hypothesis Three

H₀: Minimum wage implementation has no significant effect on service culture of the civil service of the South East states.

H₁: Minimum wage implementation has significant effect on service culture of the civil service of the South East states.

Table 4.3.3: Test of Hypothesis Three: Regression Estimates.

Model	Coefficient Estimates	T-Value	Significance
(CONSTANT)	2.068	33.944	.000
X_1 (Minimum wage implementation)	.368	20.581	.000
X_2 (D1: Abia)	.060	1.297	.195
X_3 (D2: Anambra)	.143	1.024	.120
X_4 (D3: Imo)	.020	.435	.664
X_5 (D4: Ebonyi)	.159	1.372	.171
R^2	0.192		
Adj R^2	0.190		
F	90.020 (Sig. @ 0.001)		

Dependent Variable: Service culture

From the regression result in table 4.3.3 above, it is seen that the independent variables: minimum wage implementation and the dummy variables on the aggregate had significant influence on service culture. Indeed the F ratio of 90.020 was significant at 1% level and level of minimum wage implementation was significant at 1% level. But none of the dummy variables representing responses from the states was significant at 5% level.

In testing hypothesis three, which states that minimum wage implementation has no significant effect on service culture of the civil service of the South East states; it has been observed that the F ratio of 90.020 was significant at 1% level. Therefore, the null hypothesis is rejected and the alternative hypothesis which states that minimum wage implementation has significant effect on service culture of the civil service of the South East states is accepted.

Test of Hypothesis Four

H₀: There is no significant relationship between minimum wage implementation and employee engagement in the civil service of the South East states.

H₁ There is a significant relationship between minimum wage implementation and employee engagement in the civil service of the South East states.

Table 4.3.4: Test of Hypothesis Four (Regression Estimates).

Model	Coefficient Estimates	T-Value	Significance
(CONSTANT)	1.534	26.063	0.000
X_1 (Minimum wage implementation)	0.269	16.011	0.000
X_2 (D1: Abia)	0.044	1.168	0.243
X_3 (D2: Anambra)	0.549	1.347	0.186
X_4 (D3: Imo)	0.016	0.417	0.677
X_5 (D4: Ebonyi)	.519	1.622	0.260
R^2	0.310		
Adj R^2	0.308		
F	170.299 (Sig. @ 0.001)1.700		

Dependent Variable: Employee engagement

The multiple regression analysis was also used to test this hypothesis. The regression result in able 4.3.4 above, shows that that levels of minimum wage implementation had positive and significant relationship on employee engagement in the civil service at 1% level ($P < 0$). None of the dummy variables in the model were significant at the conventional 5% level, thereby suggesting a commonality of effects of state responses on employee engagement. The implication of the above results is that efforts at implementing minimum wage policies will impact positively on employee engagement in the civil service. Based on this, the null hypothesis formulated to guide this study is rejected and the alternative is accepted. Therefore, we conclude here is that there is a significant relationship between minimum wage implementation and employee engagement in the civil service of the South East states.

4.4 Discussion of Findings

The study had revealed that the respondents confirmed that the Minimum Wage Acts of 2000 and 2004 were substantially implemented though not strictly as stipulated by the Act (the salary structures of the states are enclosed as appendix 111). However, the respondents disagreed on implementation of the 2011 minimum wage, scoring it 2.7. Nevertheless, a state by state examination revealed that on the average, each of states scored a mean rating of 3.1, which then suggests that the South East states have always implemented the minimum wage policies in the states. Compliance with the minimum wage policies by governments of the South East states is an affirmation of the acceptance by the governments of the International Labour Organization (ILO)'s position, which sees minimum wage as a wage which provides a floor to the wage structure in order to protect workers at the bottom of the wage distribution. Indeed, the ILO informed that minimum wages are nearly a universal policy instrument that applies in more than 90% of ILO member states, including Nigeria (Nwude, 2013).

On the determination of the South East governments to offer quality services in their civil service, the mean responses of the variables depicting such determination were in the affirmative. Variables of relevance here included among others, training and retraining of civil servants on enhancement of service delivery; improvement in employee reward system; reforms in the civil service for enhanced productivity of staff; promotion and/or career advancement for deserving staff and provision of conducive office/ work environment; etc. It is also important to note that this determination to offer quality services cuts across all the five states of the South East. The above responses appears to agree with the assertion by Awoyinfa (2011) that there have been efforts by

governments in Nigeria to improve quality of services provided to the Nigerian populace over the years. A significant relationship was observed between minimum wage implementation and the determination of South East governments to offer quality services in a multiple regression analysis. Also two of the four dummy variables introduced to help isolate the effects of responses from states were found to have significant relationships with “determination of South East governments to offer quality services”. The import of these findings lie on the fact that government recognizes that quality services cannot be offered unless the key players that are charged with dispensing and or offering these services are sufficiently motivated.

On the average, the respondents agreed that quality of service delivery is satisfactory. This was indicated in 6 out of ten items that services are performed competently to specifications; workers respond quickly, promptly and instantly to requests from the public; compliance to rules relating to working hours; wastage of resources has reduced substantially; workers carry out their duties with minimal supervision, and improvement in the accessibility of public services. State by state analysis also indicated mean ratings of at least 3.0 across the South East Zone. Hypothesis two, on the effect of levels of implementation of minimum wage on quality of service delivery was tested in a multiple regression analysis. The result showed that levels of implementation of minimum wage had significant effect on quality of service delivery in the various states of the South East. Furthermore, an F ratio of 5.576 was significant at 1% level; thereby implying that levels of implementation of minimum wage of the three years had significant effect on quality of service delivery in the South East states. Certainly, this finding is in consonance with the views of

other researchers such as Payan, Ali, Seyed and Mahmood (2013); Nwude (2013); Agba, Agba and Best (2010); Folawemo (2007); and others who maintained that payment of minimum wage is capable of motivating the worker to increase productivity and service delivery.

There is an agreement by the respondents that service culture in the South East civil service is satisfactory. They were emphatic that corrupt practices and general abuse of administrative processes have reduced; workers conduct their affairs in a manner capable of engendering public confidence/trust in the system; workers report to work on time; and workers exhibit courtesy in delivering services; and emphasis is on making services reliable. Satisfactory service culture was also indicated for Ebonyi, Imo and Enugu States which could suggest that service delivery in those states will be of acceptable standard. The mean ratings for Abia and Anambra States on the other hand suggested a less than satisfactory state of service culture in the two states. Hypothesis three, on the effect of minimum wage implementation on service culture of the civil service of the South East states was tested with the aid of multiple regression analysis. The result showed that the F ratio of 90.020 was significant at 1% level. Indeed, minimum wage implementation variable was significant at 1% level, while none of the four dummy variables were significant. The result of the regression analysis led to the rejection of the null hypothesis and acceptance of the alternate which states that minimum wage implementation has significant effect on service culture of the civil service of the South East states. The implication of this is that a seamless implementation of minimum wage in the civil service will engender greater confidence and trust in the system by the workers, a change in attitudes and behaviour of the workers and a greater

commitment to service delivery. This finding clearly agrees with the contention of Sturman and Ford (2011) who maintain that financial rewards can be a powerful motivator that can reinforce efforts to build a culture of service excellence in an organization.

The respondents were also in agreement that employees of the civil service in the five states of the South East were satisfactorily engaged. They affirmed among others that employees have definite roles in decision making; employees are enthusiastic about achieving their personal best at attending to visitors and users of government services; employees feel very passionate about their assignments/duties in the civil service; employees do not need any prompting to carry out their duties; and employees are committed to their work knowing that they work for the common good. An examination of the mean ratings for each of the states in the South East also indicated that Abia, Anambra and Imo States had mean ratings that suggest agreement, while Ebonyi and Enugu States had scores suggesting disagreement. Nevertheless, the grand mean of the responses which is greater than the acceptable threshold of 3.0 suggested that employees were sufficiently engaged in the civil service of the South East States. Further, analysis on the relationship between levels of minimum wage implementation and employee engagement in the civil service was undertaken using the multiple regression analysis. Dummy variables were also introduced in the model to capture the effect of responses from the states of the South East but none of them were found to have significant relationship with employee engagement. This then implies that any effort at raising level of implementation of the minimum wage policies will impact positively on employee engagement in the civil service in the South East States. Thus, if minimum wage is accepted

as a basic component of employee rewards structure, then this findings tallies directly with those of Scott and McMullen (2010) who found that total rewards structures, programs and policies influence employee engagement.

Minimum wage may not offer a totality of what is needed to motivate the civil servants to higher productivity, albeit to enhance service delivery, it does offer a good starting block. Without doubt, minimum wage is a potent tool that could address Maslow's physiological needs: hunger thirst, etc. and even beyond. Therefore, by motivating employees beyond basic satisfaction to achieve higher levels of engagement, the government can more significantly impact service delivery and drive bottom-line results.

Beyond the responses of the respondents from the questionnaire on the issues of research interest, interview with key officials of the groups or organization that access the services of the ministries selected for the study showed that indeed there are improvements in the quality of services delivered by the civil servants, service culture and employee commitment and engagement. There is a general belief by the people interviewed that the civil service in terms of service delivery is better off than what obtains in the 1990's which was a period of decay in service delivery. For instance, in terms of quality of service and service culture, it was pointed out that then, hardly can you see civil servants in their offices. Some don't come to work; others come very late and when they eventually come, will 'demand money for even signing death certificates'. Some were engaged gainfully in one business or the other apart from their works while the women use their offices as stalls where they sell goods, moving from one office to the other selling cloths, bags etc or twisting melon seeds.

These attitudes were attributed to very poor salary and as such some civil servants left the service for other gainful employment in the private sector. But gone are such days. There is marked improvement in service delivery, ‘but not without hitches’ as the state president of the national association of proprietors of private schools in one of the states chipped in.

Also, the existence of and use of some internal quality assurance mechanisms to checkmate deviations from standard and enforce quality in the ministries selected for the study is an indication of the thrust of the civil service on service delivery (For instance, the use of attendance and time keeping monitoring device/ machine in Anambra state). Sanctions are used on erring staff and documents to that effect are available in the civil service commissions of the various states of the south east.

When the responses from the civil servants from the five states of the South East were compared, the tests of hypotheses generally, show non-significant outcomes in each of the hypothesis. This then implies that there were no significant differences when responses from the states on the research issue of interest were compared

The above findings of the study are both important and instructive especially when related to the Equity Theory. Equity Theory reminds us that people see themselves and crucially the way they are treated in terms of their surrounding environment, team, system, etc - not in isolation - and so they must be managed and treated accordingly. Minimum wage is only a starting block in the scale of expected financial rewards that motivate the employee to greater commitment to quality service delivery. Where the employee perceives equity in the implementation of the minimum wage it attracts positive response in

attitude, behaviour and commitment to quality service delivery. An employee who believes he is equitably compensated will obviously increase his effort in his duty post.

CHAPTER FIVE

SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1. Summary of Findings

The study sought to determine the effect of minimum wage implementation on service delivery in the civil service of the South East states of Nigeria. Using data from 1,901 civil servants from the five South East states of Abia, Anambra, Enugu, Ebonyi and Imo, the study found the following:

1. A state by state examination revealed that on the average, each of the states scored a mean rating of 3.1, which then suggests that the South East states have always implemented the minimum wage policies, though not strictly as stipulated by the Minimum Wage Acts.
2. A significant relationship was observed between minimum wage implementation and the determination of South East governments to offer quality services in a multiple regression analysis, thereby suggesting that there was a significant positive relationship between levels of minimum wage implementation and the determination of South East governments to offer quality services to the citizens.
3. The effect of minimum wage implementation on quality of service delivery was determined in a multiple regression analysis. The result showed that an F ratio 5.576 was significant at 0.01 levels; thereby implying that levels of minimum wage implementation and four dummy variables had significant effect on quality of service delivery in the civil service of the South East states.

4. A multiple regression model was also used to determine the effect of minimum wage implementation and four dummy variables on service culture in the civil service. It was found that the F ratio of 90.020 was significant at 1% level, which meant that indeed minimum wage implementation has significant effect on service culture of the civil service of the South East states.
5. The relationship between implementation of minimum wage and employee engagement was examined in a regression analysis. The result showed that the obtained coefficient of 0.269 was significant at 0.01 levels. It was therefore concluded that minimum wage implementation had positive and significant relationship with employee engagement.

5.2. Conclusion

The intended objectives of establishing minimum wages are to prevent the exploitation of workers by employers; to provide a fair wage structure; and to provide a minimum acceptable standard of living for low-paid workers. The impact and usefulness of a minimum wage policy depends on whether minimum wages are paid. This, in turn, depends on the perception of the worker on it as sufficient and adequate motivator for improved work attitude and service delivery. Nigeria in recent times (fourth republic) have had minimum wage reviews resulting in minimum wage Act of 2000, 2004 and 2011. The country is presently implementing the 2011 minimum wage, with varying degree of success in some states. The study sought to determine the impact of the implementation of minimum wage on workers service delivery. Results have shown that, positive and significant relationships exist between minimum wage implementation and state governments' determination to offer quality services;

quality service delivery; service culture; and employee engagement respectively. It is therefore the contention of this study that efforts should be intensified to fix and implement minimum wage policy in a manner that will reflect equity and felt justice in not just the civil service of the South East States but in the Nigerian public service, so that the workers and other stakeholders will at last benefit from the obvious positive impact it will have on service delivery to the citizenry.

5.3. Recommendations

In view of the findings of this study, it is obvious that to continue to retain the confidence and trust of civil servants, there is need to ensure that minimum wages are adequate, realistic and implemented as stipulated by minimum wage Acts. This will help enhance workers' morale and encourage improvement in service delivery. Based on the findings, the following recommendations are made.

1. There is need to build into minimum wage Acts clauses that will make room for both a time frame for reviews and automatic reviews of the minimum wage. A situation where minimum wage is not reviewed until workers embark on costly and often unnecessary strike is not healthy and will obviously distort the smooth flow and quality of public sector services.
2. Minimum wage should be accompanied by credible enforcement mechanisms that must be provided in the Act of the National Assembly. This has become necessary in view of the discordant notes that some state governments were foot-dragging, especially with the implementation of

the 2011 minimum wage. This way, governments cannot continue to implement the policy as it wishes but rather as the law provides. This will also send a clear and unmistakable signal to all government officials in charge of minimum wage policy implementation that it can no longer continue to toy with the welfare of workers without attracting serious consequences.

3. Government should also look beyond minimum wage payments to explore other ways of motivating the civil servants to ensure enthronelement of service culture and employee commitment in the civil service. This, the government could do by improving pecuniary and other allowances due to workers, regular staff training and development, pension benefits, etc.
4. State governments should explore more ways of boosting their internally generated revenue. This they can do by re-examining methods of collecting taxes and revenues to make them more efficient. Leakages in the revenue system should be plugged and unnecessary expenditure by the government through political patronage should be curtailed. This will boost their capacity to implement minimum wages as stipulated.

5.4 Contributions to Knowledge

The study has contributed to knowledge by extending the academic literature on the effect of minimum wage implementation on service delivery. In particular it has provided evidence to the fact that governments at the state level have always striven to implement minimum policies even when inadequate funds have posed serious challenges.

It has also contributed to the debate on the relationship between minimum wage and service delivery, which invariably has implications for the various motivational theories in management and public administration. Prior to this study no known detailed research on the subject matter of these investigations was known to exist, either in the South East or in any other part of Nigeria.

5.5 Area for Further Research

This study covered only the states in the South East of Nigeria. There is need to extend the research to states in the other geopolitical zones in the country.

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Appendix 1

Department of Public Administration,
Nnamdi Azikiwe University,
Awka.

Sir/Madam,

Research Questionnaire

I am a postgraduate student of the above named university and I am carrying out a research work on “Minimum Wage Implementation and Service Delivery in Nigeria; A Comparative Study of The South East Geo- political zone.

Kindly complete this questionnaire to the best of your knowledge.

The information sought is purely for academic purposes and will be treated with utmost confidence.

Thank you for the attention.

Onyekwelu, Rose U.

QUESTIONNAIRE

SECTION A: Personal Information

Ministry/Department:.....

Salary Grade Level:.....

Educational Qualifications:.....

For how long have you being in service?

Sex:.....

Please tick the option in the space labelled SA, A, UD, D, SD that indicate the extent to which you think each of the item statements in sections B, C and D below agrees with the description above the table. SA (strongly agree), A (agree), UD (undecided), D (Disagree), (strongly disagree). The period under review is 2000 - 2014

A. Level of Implementation of Minimum Wage Act of 2000, 2004 and 2011

S/N	Item	SA	A	UD	D	SD
1	The minimum wage Act of 2000 was implemented in line with the provisions of the Act					
2	The minimum wage Act of 2000, though implemented was not implemented in line with the provisions of the Act					
3	The minimum wage Act of 2000 was not implemented at all.					
4	The minimum wage Act of 2004 was implemented in line with the provisions of the Act					
5	The minimum wage Act of 2004, though implemented, was not implemented in line with the provisions of the Act					
6	The minimum wage Act of 2004 was not implemented at all					
7	The minimum wage Act of 2011 was implemented in line with the provisions of the Act					
8	The minimum wage Act of 2011, though implemented, was not implemented in line with the provisions of the Act					
9	The minimum wage Act of 2000 was not implemented at all.					

B. Measure of the determination of the state governments to offer quality Services

S/N	Item	SA	A	UD	D	SD
1	Training and retraining of civil servants on the enhancement of service delivery.					
2	Improvement in employee reward system.					
3	Reforms in the civil service for enhanced productivity of staff.					
4	Promotion and / or career advancement for deserving staff					
5	Provision of conducive office/ work environment					
6	Deployment of competent staff as public relations officers/ desk officers.					
7	Prompt response to issues/ complaints concerning staff attitude towards visitors to government offices					
8	Commitment to quality assurance in all services to the public					
9	Applying sanctions on erring staff on issues of service delivery					
10	Regular interactions with citizens on issues concerning government programmes and services					

B. Measure of Quality of Service Delivery

S/N	Item	SA	A	UD	D	SD
1	Services are performed competently to specifications.					
2	Workers respond quickly, promptly and instantly to requests from the public.					
3	Compliance to rules relating to working hours.					
4	Wastage of resources has reduced substantially.					
5	Workers carry out their duties with minimal supervision.					
6	Workers are ever ready and motivated to deliver services.					
7	Customer satisfaction has improved.					
8	Maintenances of Public utilities are routinely carried out.					
9	Approaches in attending to the public suggest that the civil service is inclined towards offering public - oriented service delivery.					
10	Improvement in the ability to convey trust and confidence in the discharge of official duties.					

C. Measure of Improved Service Culture

S/N	Items	SA	A	UD	D	SD
1	Corrupt practices and general abuse of administrative processes have reduced.					
2	Workers conduct their affairs in a manner capable of engendering public confidence/trust in the system.					
3	Workers are more dedicated to their jobs.					
4	Workers report to work on time.					
5	Workers stay at their duty post until close of work.					
6	Disciplined, courteous and are guided by a professional code of ethical conduct.					
7	Reduction in illegal collection of money before services is rendered.					
8	Improvement in regularity at work.					
9	Worker exhibit courtesy in delivering services.					
10	Emphasis is on making services reliable.					

D. Measure of Employee Engagement

S/N	Item	SA	A	UD	D	SD
1	Employees have definite role in decision making.					
2	Employees show open commitment to achieving goals of the civil service.					
3	Employees are enthusiastic about achieving their personal best at attending to visitors and users of government services					
4	Employees feel very passionate about their assignment/ duties in the civil service					
5	Employees do not need any prompting to carry out their duties					
6	Employees are always willing to work even outside the usual office hours in order to accomplish pending tasks					
7	Employees are committed to their work knowing that they work for the common good of the citizens.					
8	Civil servants are driven solely by the patriotic zeal to do their best					
9	Most civil servants have absolute confidence on the leadership of the civil					
10	There is always a sense of personal satisfaction by staff whenever a visitor is served well					

Appendix 111: Interview Schedule

A: Measure of Quality of Service Delivery

S/N	Item	SA	A	UD	D	SD
1	Services are performed competently to specifications.					
2	Workers respond quickly, promptly and instantly to requests from the public.					
3	Compliance to rules relating to working hours.					
4	Wastage of resources has reduced substantially.					
5	Workers carry out their duties with minimal supervision.					
6	Workers are ever ready and motivated to deliver services.					
7	Customer satisfaction has improved.					
8	Maintenances of Public utilities are routinely carried out.					
9	Approaches in attending to the public suggest that the civil service is inclined towards offering public - oriented service delivery.					
10	Improvement in the ability to convey trust and confidence in the discharge of official duties.					

B. Measure of Improved Service Culture

S/N	Items				
1	Corrupt practices and general abuse of administrative processes have reduced.				
2	Workers conduct their affairs in a manner capable of engendering public confidence/ trust in the system.				
3	Workers are more dedicated to their jobs.				
4	Workers report to work on time.				
5	Workers stay at their duty post until close of work.				
6	Disciplined, courteous and are guided by a professional code of ethical conduct.				
7	Reduction in illegal collection of money before services is rendered.				
8	Improvement in regularity at work.				
9	Worker exhibit courtesy in delivering services.				
10	Emphasis is on making services reliable.				