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ABSTRACT

This paper evaluates the relationship between salary increases and productivity in the civil service of Nigeria through the descriptive research method. The civil service that core of civil servants paid to serve the people on a continuous basis are saddled with the responsibilities of delivering what Olowo (2002) termed "public goods" to enhance higher life expectancy of the citizenry. The paper reviewed the previous exercises, and stated that the colonial reforms were meant to attract colonial personnel to the colonial service in the colonies. It questioned the logic of the post-colonial reforms which continued to focus on salary increases without advocating other elements of motivation. It posited that there would be no synergy between wage reform and effectiveness, until a holistic reform is embarked upon. The civil service is a system; the reform of wage sector should be complimented by similar exercise in other organs. This is responsible for the recent World Bank (2006) productivity rating which scored Nigeria low in all aspects of public service delivery. The comparative indices incidental to effective public service delivery were political stability, effectiveness of government, regulatory quality, rule of law, and the control of corruption. In all these, Nigeria failed; wage increases could not have impact. The paper adopted a combination of both Fred Riggs and Walter Wallace's perspective as the perceptual prism, on the strength of which it concluded that the civil service is a system with interdependent organs linked to the national

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economy. The reforms in the civil service should involve other parts of the service, as well as being concurrent with other sector of the economy. It is only in so doing that output indicators from the exercise would be noticed.

INTRODUCTION

The topic of this discourse was coined out of the current event in the polity, in which the Federal Government, recently, approved new salary packages for the federal public servants. This is part of its reform agenda in the service, its main machinery for public service delivery. This paper evaluates the relationship between salary increases and productivity herein term 'effectiveness' in the administration of service delivery (Development Administration) in Nigeria. The paper is then divided into Section one which deals with the introduction, statement of the problem, the cradle of public administration and its application in Nigeria. Section two-states the theoretical framework of analysis, Section three examined administrative reforms in the public service of Nigeria and its impacts and four treats productivity in the public service, conclude and make recommendations for improvements.

The principal role of the Government in any State include among other things to rule and maintain order, beside protection of the citizens from internal and external insurrection. Among its prime objectives, the state performs a wide range of supervisory activities including massive intervention in the economy to promote economic developments and to avoid inflation or depression. Government provides services which people could not provide for themselves. These illustrates how vital the role of the state could be in the daily life of every one of us here.

This explains why we should be interested in what reforms goes on in the Government.

The Government delivers these services mostly through the mechanism of the civil service. The civil service is consequently the central theme of this paper. This was further inspired by the recent partial reform in relation to the wage policy by the Leviathan-Federal Government on the excuse of inducing higher productivity.

According to the Government in its least partial Reform, all allowances are built into the package but that which would continue to be paid separately are call duty allowances for doctors, shift duty allowances for nurses, risk related allowance for those who work in hazardous environment and scarce skill duty allowances

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respectively. This reforms ends the era of unitary or centralized pay system which had characterized the public services in the country until recently.

The new package ranges from level 1 with N133.584 per annum-level 19 earning N2.271 million naira per annum. The least paid military officer would earn N260,000 per annum while the highest paid military officer takes home N2.687 million with N10 billion accommodation and furnishing allowances. The most important aspect of this modification which is of concern to this paper is the expectation that this would bring about higher productivity in the system. This is what constitutes the statement of the problem of this paper.

The main thrust of this paper is to evaluate the relationships between pay rise and increase productivity in the civil service. In other words, is there a casual relationship between pay rise and higher productivity in an organization? Is this applicable to the civil service in Nigeria? This is the concern of this paper. The Nigerian civil service since inception has been subjected to several reforms, some partial and others heuristic all of which were aimed at increased productivity. It is herein posited, that the concept of Reform relates to the fact that a phenomenon is not operating at optimum level and is not effecting maximum impact. Reforms also connote that the 'need assessment' has been conducted to identify the variable or set of variables that need to be adjusted or reorganized.

This is because there are usually groups of variables acting in common with others which assume the casual relationship for tardiness in the civil service. This fundamental background seems not to have been considered in the recent partial reform that has resulted in the jumbo pay packages in the civil service. This consideration was arrived at because there have been other aspects of the service that have been adjusted to stimulate productivity. This unilineal approach to productivity is considered defective hence the Federal Government has goofed, one more time.

The questions that are begging for responses are; what is the relationship *between salary adjustment and productivity in the civil service? Is there a relationship between salary adjustment and improvement of other aspects of the civil service?* Other related questions which comprise obiter dictum are, everywhere Nigerians complain of the dysfunctional nature of the civil service institutions roundabout them. Other times we take the situation as given. The electrical, water, roads, hospitals, fuel and several other social institutions (PHCN, water board, etc) do not provide the services they were set up to. Why have social institutions in Nigeria performed so woefully, even the Universities? Are jumbo salary packages

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the antidote? These are the questions which constitute the statement of the problem in this work, which are fundamental to the analysis in this paper.

The Public Service: Cradle

The Nigerian Public Administrative system is organized along functional Ministry structure headed by a political Executive. The civil service is British in origin and norms. It refers to the body of permanent officials appointed to assist the political executive in formulating and implementing government policies. These officials are called civil servants. In the second sense, the term refers to the Ministers and Departments within which specific aspects of government work are carried out. It could also be seen as an instrument both for policy advice and for the implementation of the will of the state as determined by legitimate political institutions to which the service must be both subordinate and subservient. Public service therefore means the totality of services that are organized under public authority. The *raison d'être* for the British origin of the Nigeria's public service is found in colonialism.

The British organized public service delivery through the Ministry structure. This started in 1868 after the Northcote-Trevelyan Report of 1854 which reviewed the spoil system. (This is the initial system of administration which has base on nobility and those known to the kings-rulers whether they were competent or not. It was a corrupt system characterized by the fact that when one ruler or Governor or President goes away, the administrative system stands dissolved. The new one appoints a fresh one. This was the case in Britain of old and America in the Jackson's years) after the English and needed a stable structure for the public service delivery on a continuous basis. Lord Gladstone, who reviewed the report, conceived the system out of the earlier one which was based on favoritism and nobility. Lord Gladstone therefore laid the principle of recruitment into the social structure that was to be known as the Ministry to involve only those who had done best in a competitive examination for the positions. Even as this led to the dominance of the graduate from Oxford Cambridge and Eton Colleges initial, it nevertheless created the most important Government structure which was to be called upon to assume increased powers and responsibilities in service delivery to the British people.

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Civil Service: Application in Nigeria

Following Chancellor Otto Von Bismack's famous Berlin Conference in 1884/5. Nigeria became a British colonial possession. 1914 marked the watershed in Nigerian history when the North, South and the colony of Lagos were amalgamated. In 1921, Sir Littleton created a central administration under the Governor General. This gave birth to the Nigerian civil service with a troika base at Enugus, Ibadan and Kaduna. This was to become the Federal Civil Service between 1954-59 before the Federal elections which ushered in 1960.

Given the circumstances of its birth, the function of the Civil Service was limited to the implementation of the colonial orders which were essentially to enhance the exploitation, suppression and domination of the people of the colony. This narrow perspective of the civil service was enlarged at independence with the urgent need to take on extensive socio-economic development. But the basic values and norms remained unchanged till this day. Consequent upon this, the Nigerian Public Service is characterized by:

- (i) Many people who do not see themselves as agent of change but rather as being there to share in the 'proverbial national cake'.
- (ii) This culture have led the service replete with people who constantly redeclare their ages, to remain in the service-when they should have retired as a result, they are not capable to perform certain services, when the need arises.
- (iii) The system of recruitment, selection and placement into the service has led more to be desired with the consequences of non-performance.
- (iv) [The civil service is bloated to the extend that Parkinson law (the number of administrators increases whether or not their official responsibilities increases. Such growth occurs because those officials create assistants, these assistants in turn, create new work. Work is expanded to fill the time available). This lethargy is the dominance feature of the civil service whether Federal or State.

Framework of Analysis

Reform is the attempt to achieve improvements, change and effectiveness in an organization through restructuring, alteration or change and development. The reform of civil service to achieve improvement in service delivery, which is the hallmark of the civil service, requires administrative and structural upgrading. This paper recommends a combination of both Fred Rigg's principles of the ecology of public administration and Walter Wallace's sociological theory-ecologism

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and demographism pursuant to the actualization of effectiveness (productivity) in the Nigerian civil service. Administrative theories essentially seek to discover the best way(s) of getting any thing done. In furtherance of this objective, the theory describe conditions under which the performance of administrative institutions would be high or low; or it may identify the factors which acting severally or in combination, bring about desirable administrative behaviour. In public administration, the ultimate goal is to maximize the rationality or efficiency and social effectiveness of public administrative institutions. Administrative theorists such as Fred Riggs and Walter Wallace have identified the direct interdependency between public administration, technology and the environment (Riggs, 1961). Walter Wallace had referred to this linkage as that between Ecologism and Demographism (Wallace, 1969). Derived from the above theoretical framework, administrative effectiveness in the delivery of social services, herein termed productivity, is as a result of (a) The technology or tools for work (b) The environment (c) The quality of human resources available. These three factors must be acting in combination severally and not unilaterally to achieve Productivity or effectiveness in the quality of services delivered to the society. It should be noted that salary or wages changes is a component of the ecology of public administration (environment). This would form the perceptual prism of analysis in this paper.

Administrative Reforms in Nigeria

Administrative reforms which have taken place in public service would be looked at two levels; the pre and post independence search for an effective public service in Nigeria.

Colonial Reforms

- (i) 1941-45
After the birth of the colonial Public service in 1921, the constraint faced by the service was the gross shortage of personnel. Education was at its rudimentary form with the attendant absence of qualified administrative staff. Reform was essentially a review of salary upward so as to attract British personnel from the home country to come to the mosquitoes infested tropic.

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- (ii) 1916 Harragin Report
The conditions created in 1946 led to relative influx of both indigenous and foreign staff to the service. This led to the problem of classification of staff in the service. This necessitated another Reform in 1946. Harragin's classification divided the services into 'Senior and Junior' categories, defining them accordingly.
- (iii) 1954 Gorsuch Reforms
At the time of the Gorsuch commission, constitutional conferences were already on. The public service was divided into Administrative and Technical or Professional Cadre. The Administrative group consisted of sub-clerical-clerical-Executive-Administrative-super-scale. While the technical cadre was made up of minor technical-technical-higher technical-professional and super-scale.
Each ministry was under a permanent secretary who was expected to coordinate all the work of the ministry and tender the 'final' official advice of the ministry to the minister on policy matters. This was the structure of the public service until Nigeria proceeded into independence.

Impact of Colonial Reforms

The obvious impact of the first reforms of the colonial-Nigeria public service was the upward review of the salary. The second was the establishment of living conditions for the public servants that was equal to, if not better than the conditions they had back in their home country. The reform was in the main to attract colonial public servants here.

This however created the culture of the Government Reserve Areas (G.R.A) and other prerequisites of office, indigenous to the service; Mr. Peter Stallard, who later became the private secretary to Nigeria's First Prime Minister Sir Abubakar Tafawa Balewa came under this auspices.

The Harragin reform created conditions in which junior staff could progress into the senior service grade. Put because education opportunities were not spread, it took a long time to do this. Consequently, often-long gap existed between one position and the other, as a result of the absence of qualified personnel to fill such vacancies. Lastly, the colonial system instituted the administrative norm of neutrality, anonymity and impartiality into the service.

The Gorsuch reform buried rivalry in the public service between the Administrative and Professional/Technical cadre, as the corps of permanent secretaries were sourced from the administrative class. The final impact was the

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differential entry qualifications into the service. For entry into the administrative cadre, a second class honor degree from British institutions was the minimum and a master's degree from American schools was the standard.

Post-Colonial-Independence Reforms

Nigeria public service emerged at independence with considerable contradiction inherited from the 1954 Gorsuch reforms. These included:

- (i) The bitter rivalry between the administrative on the one hand and the professional-technical cadre.
- (ii) The dominance of permanent secretary heading ministries was selected from the administrative class mostly
- (iii) Salary disparity between the administrative and technical professional class at the topmost echelon
- (iv) The heading of ministries by the administrative officers of younger age in the service where professional-technical staff were. This bred resentments. These were the social cleavages besetting the public service at independence.
- (v) Simeo Adebo 1970
The objective behind the Adebo reform was the need to refocus the public service, which transited from the colonial experience to independence. The new dispensation made a wider perspective a necessity for the public service. The main features of Adebo reform included; (i) upward salary review to public servant to cushion the effect of the civil war economy, (ii) it abolished daily pay system (iii) set new salary structure (iv) established public service commission to deal with service related matter promptly.
- (vi) Jerome Udoji 1972
Perhaps the reform which had the largest innovation was the Udoji's reform because it was aimed to write good the social cleavages which were inherited from the Gorsuch 1954 exercise.
It main themes were: (i) Open up the post of permanent secretary for both the administrative and the professional-technical staff to aspire to occupy, (ii) It unified the service cadre into one system within every ministry (iii) Introduced the Management By Objectives (MBO) as a management principle in the service (v) Replace the old confidential evaluation system of staff with the Annual Performance Evaluation Reporting System (APER).

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- (vii) 1975 Purge
The top ranking civil servants were accused of advising and drifting the Gowon government away from handing over and being responsible for all other mistakes committed by the Gowon's Government through the permanent secretaries. Consequently, about 11,000 trained public servants were retired and many sacked. A number of experienced and useful staff lost their jobs. Securities of jobs were no longer guaranteed. The principle of not waiting for your time but of making hay while the sun shines (incremental corruption) became the order of the day.
1988 Babangida Reform instituted the following changes in the public service of Nigeria:
 - * It politicized the service and the position of the permanent secretary, which changed to Director General.
 - * Director General was to become the Chief Executive of the Ministry, who would go with the regime, this was bringing back the 'spoil system' into the Nigerian civil service.
 - * The staff were pooled together both the administrative and professional-technical cadre were to pursue a career within a ministry.
 - * Personnel management board was established to which all cases of personnel natures were referred. This metamorphosed into the Public service commission.
 - * Expenditure rights within the ministry were devolved downward to the assistant director levels.
- 1994 Ayida Panel
It reversed most of the provisions of the 1988 reforms but thematically submitted that:
 - The federal character principles should be included in the recruitment, selection and placement in the public service
 - It recommended merit as the basis of recruitment based on federal character principle into the public service
 - Attractive salary was recommended for the public servants and stiffer penalty for corrupt tendencies, which had emerged in the public service horizon.

Impacts of the Reforms

The impacts generated by the post-colonial/independence reforms are varied and a mixed one. The Adebo episode abolished daily paid employment and

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established a central unit for the management of personnel functions in the ministries. It attempts to assuage the tension between the administrative and the professional-technical cadres were unsuccessful.

The Jerome Udoji era was quite focused to address the problems in the administrative ground. It opened up the post of the permanent secretary for both the administrative and professional-technical staff and harmonized the salary structure to remove the disparity that had earlier existed. It instituted the current system of evaluation, the Annual Performance Evaluation Report (APER) and of course salary increases was recommended and implemented.

The 1975 incident herein referred to as reform decimated the service of qualified and trained staff and until now the services is yet to recover from the exercise. The 1994 reversal is yet to restore the dignity to the service.

One thing is common to all these reforms, that is, salary increases through the entire reforms. It is herein stated that the inflationary trend in the market place which commenced as soon as these increases were announced, wiped away economic benefits embedded in the salary packages. Above all, they caused strikes in the private sectors for similar increases. Remember the 1945 railway strike led by Pa. Michael Imoudu.

1998-1999 Reforms

Reforms also took place during this period but they were largely unnoticed because of their secret nature. The Abacha years did not record any substantial wage reforms as the regime was quite dictatorial and would not tolerate any form of collective bargaining. The transitory Abdulsalami regime however awarded secretly eligible salary increases which were never implemented. They were wary of the inflationary spiral that public announcement would cause if made public and therefore made it discreet. According to Admiral Ahigbe, the government was not unmindful of the high inflationary trend in the economy and would embark on wage reforms at the appropriate time. The award was to motivate the civil service to greater productivity just as the current one which generated the statement of the problem of this paper. The impact of this wage intervention by the military regime was hardly noticed because Nigerians were more interested in the exit of the former from the political space. It is instructive to state that there were no known changes which would have served either as the process or output indicators on the effectiveness of the civil service. It is not out of place to contend that the exercise did not lead to high productivity in the service.

Productivity in the Public Service: The Process

In this section of the paper, we are concerned with the elements that must be combining together to obtain effectiveness (productivity) of the civil service. There are indicators of effectiveness (productivity) of the civil service, these include life expectancy at birth, infant mortality rate, school enrolment ratio, gender equality in education, employment etc and democratic freedom (freedom to choose own political leaders). Today the life expectancy at birth for the average Nigerian is 51 years.....achievement of better nourishment, shelter health, education, living condition, and better conditions of employment for low-end poverty groups in development. Such an index of development has been developed by United Nations Development Program and is called Human Development index. Given these indices of effectiveness: (productivity) has the civil service been able to deliver them in the right quantity and quality? The answer is obviously no. Is it possible that increase in salary for the civil servant would cause change? Derived from the administrative theories as the framework of analysis, the elements identified as necessary to enhance the output of the civil service were; the technology of administration, social environment of service and the quality of human resource in the employ of the civil service (demographism, environment and human element). It is added to these, the quality of the public policy emanating from the political executive.

When these are deployed in the right mix to avoid Parkinson law, the result is certainly going to be effectiveness (productivity). Effectiveness (productivity) in this context is equal to Pareto optimality, which makes the people or the clientele served by the civil service, better-off than they were before interventions in the period under consideration by the civil service.

It is instructive to state that the effectiveness (productivity) of the civil service in the delivery of public goods within the period under consideration could be ascertained through the conduct of a survey research (by identifying the population and seeking the opinion of a large number of people about events or the services provided by the civil service. In this case the researcher only asks for their opinion on the services provided. The test of significance between salary increases and effectiveness of the civil service is obtained through the non-parametric statistical analysis of the observed expected and chance frequencies), evaluation technique from the population who are expected to be impacted by the public goods provided by the civil service. This is quantified in the non-parametric mode using the chi-square (X^2) analysis.

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It is further instructive to submit that, if the political executive does exude relevant and people's oriented policy objectives and release the necessary materials, the civil service cannot be productive (effective).

Alison Ayida succinctly captured the situation when he opined that political priorities have a significant impact on productivity management because the political process has concerns that tend to overshadow and to some extent displace productivity management. Management feels unduly constrained by administrative procedures and conflicting accountability requirements which limit managerial authority and autonomy. There are few incentives to productive management but many disincentives. Consequently, the basic attitudes that lead to attempts at improving productivity are scarce.

Conclusion

Reforms are necessary part of organizations, especially where the organization is not considered effective in service delivery. But reforms must be holistic and not partial (that is, it should not be restricted to a particular organ in the system, but should include all in order to stimulate and combine all the variables necessary to instigate the relevant elements) to induce effectiveness (productivity) in the civil service system. Pursuant to this goal, the environment, technological and human resource elements must all be taken into consideration in order to combine all the factors necessary for effectiveness (productivity) in the civil service.

Since the present case considered in this paper does not pass the three dimensional process as analyzed, it would not lead to any effectiveness (productivity) in the Nigerian civil service. It is a fact that managerial effectiveness can only be achieved by a change in attitude and leadership by example..... no civil service can rise above its political masters especially where such political appointees enjoy the confidence of the head of government and the party-in-power be it political or military.

It is here postulated that until the reforms take cognizance of appointing people into position in the civil service and related boards, base on the person's ability and experiences to contribute meaningfully to the management and operations of the organization productivity would never be achieved.

When reforms of the civil service in Nigeria take cognizance of the heuristic format proposed in this paper, it would climb upward on all indices of development outlined by the United Nations. This is because in the recent evaluation of the

level of development of some countries in the third world including Nigeria, she performed very abysmally. The World Bank recently evaluated the effectiveness. Nigeria was placed 42nd, on political stability index, Nigeria 5% effectiveness in Government was Nigeria 23% regulatory quality Nigeria 16%, rule of law 8%, control of corruption 8%. This is a situation created not by the civil service as a component of the public administrative system, but rather caused by the political executive. This goes to justify the assertion in this paper that the civil service can not be effective when the political executive is not. This is the rating of the impact of the ability of both the government and the civil service in the delivery of social services to Nigerian in the period under consideration in this paper. It remains the position of this paper that the social impact would continue to be low as long as reforms of the civil service continue to be unilinear approach.

It is herein submitted that future reforms of the civil service should not only be holistic in the form canvassed herein, but should take cognizance of the content theories of motivation since they aim at identifying classes of variables that serve to stimulate the individual.....chooses to engage in a particular behaviour. Campbell et al refer to these orientations as process approaches since they focus on the mechanisms linking content variables to specific actions that the individual may perform. When that is done, what happen between now and then would be instructive.

Recommendations

Reforms intended to induce effectiveness (productivity) must be holistic which takes cognizance of other elements and not salary only. Salary is important but that must be considered in conjunction with the technology of operation and the conditions in which civil servant would operate within. It is here recommend that the human resources must be selected through a competitive examination and train for the service.

Secondly, it is also the position of this paper, that the most important thing the civil servant need is freshness of mind, the ability to make new contacts and to assimilate new experiences. To be immersed year after year in an office closes him out of the reality of the global village. Essentially the civil servant need to go back to school learn new ideas and methods which have made their earlier experiences obsolete.

There should be organic connections between the civil service and the universities. The universities are the places where the problems of the administration could be considered..... more effectively than elsewhere. What

we are advancing here is that the civil service would only be subjected to critical institutional analysis by the university's minds than the public service management centers.

The tools to perform administrative duties must not only be obtained but they must be put to use. The operations of the civil service must adapt to the changes in technology so as to add to the matrix of effectiveness in the delivery of public services.

The environment otherwise known as the ecology of public administration necessary for effectiveness (productivity) should provide much more than salary increment. It is a fact that motivational theories have several other elements incidental to effectiveness. In the Nigerian context, provision of homes, prompt payment of gratuity and pensions for the civil servants could be much more than salary.

We are fully persuaded that successive reforms have always focused on salary review, because the colonial government also laid emphasis here. But it should be noted that emphasis on the upward review of salary by the colonial reforms were meant to attract colonial administrators to the colony, which had considerable shortage of administrative personnel. The focus of civil service has since changed and elements of reforms must change accordingly.

Finally, when wage reform is conducted in conjunction with improved technology of administration in a humane work environment; couple with the ineffectiveness of the political executive, the productivity of the civil service would be noticeable with output indicators, because it operates in a social system, in short reform must be system wide in scope and impact.

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