

BACKGROUND AND CURRENT STATUS OF THE NIGERIAN FEDERAL CIVIL SERVICE

BY

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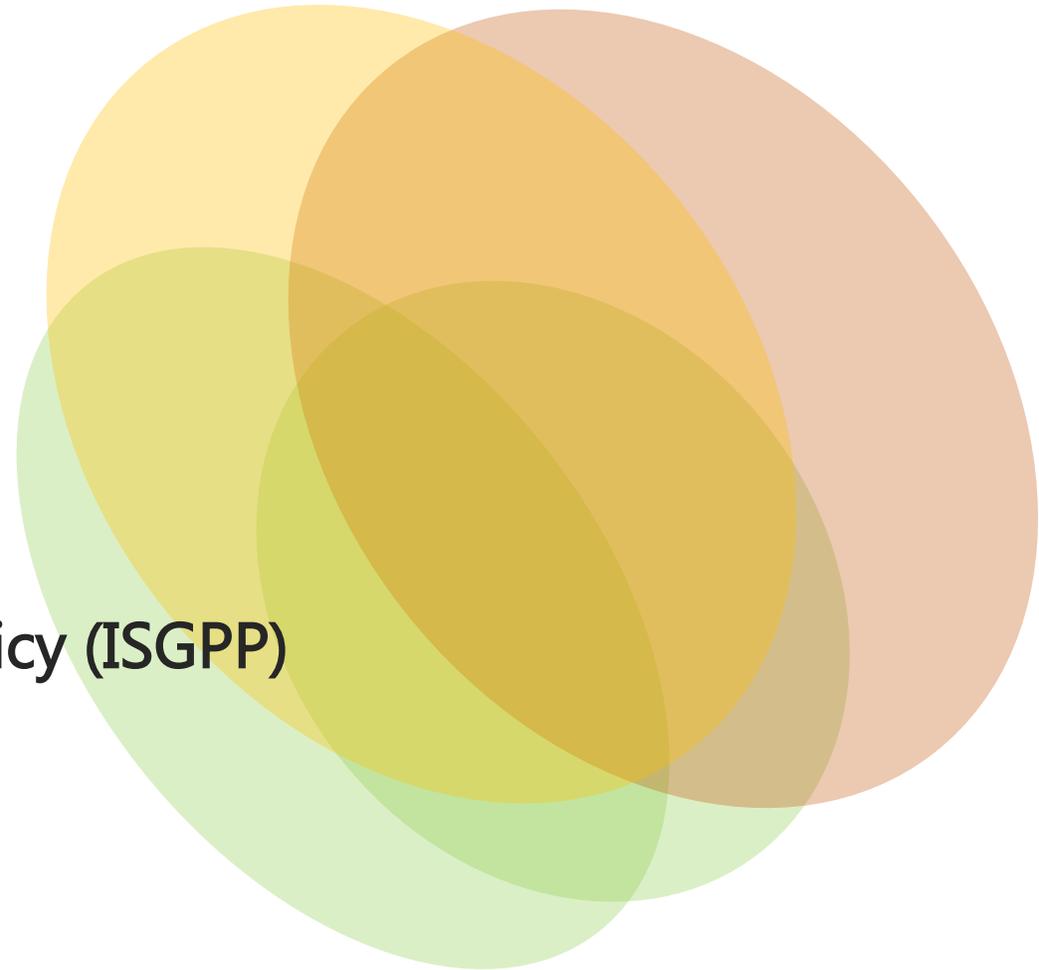
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What does this presentation set out to achieve?

- To organise our thoughts and ideas as reform managers around the basic principles that explain what Public Service is, why it must change and what we should focus the change on
- What I did not do because of time, is to highlight the reforms since 1999 perhaps and ongoing institutional reforms which are here and there



OUTLINE

- 1** The Root of the inherited Bureaucratic traditional Public Service
- 2** Business Case for Reform then and now
- 3** Diagnostic Assessment of Current Challenges of the Public Service
- 4** Framework for a PS Change Agenda
- 5** Conclusion

INTRODUCTION

- The Nigerian Civil Service has its roots in Whitehall, the British Civil Service, and, by that fact, is a product of:
 - i. The Northcote – Trevelyan Report of 1854 that invented the concept of Civil Service Commission
 - ii. Max Weber's 'legal-rational' authority concept of the bureaucracy

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- iii. Douglas McGregor's 'Theory X' rooted tradition of 'I am directed'
- iv. The new public management (NPM) principles such as performance contracting, service charter, tenure policy, etc.

Dominant Subsisting Bureaucratic Features

- Lifetime career that terminates at specified retirement age or length of service
- Career permanence and guaranteed advancement sustained by closure of entry of outsiders
- Centralized governance

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- Unified Service Structure operated through Service-wide rules general order, regulations, and circular
- Organization that follows the principles of hierarchy or vertical division of labour and rank-in-person
- System of promotion based on seniority
- Unified Grading Structure as basis for pay

Profile of Organisation Culture

Culture	Focus	Climate	Ethos
Autocratic/Feudal	Proper protocol	Deaf (dependency-affiliation)	Opposite values to openness, confrontation, trust, authenticity, proactivity, proactivity, autonomy, collaboration, experimentation (OCTAPACE)
Bureaucratic	Rules and regulations	Code (control-dependency)	Sick (playing safe, inertia, conflict, and closeness)
Entrepreneurial/ Democratic/Organic	Results and customers	Ace (achievement-extension)	OCTAPACE (all eight values)
Technocratic	Perfection	Expex (Expert power-extension)	PACE (proactivity, autonomy, collaboration, collaboration, experimentation)

Source: Kondalke, 2009

Business Case for Reform Since 1974

- The bureaucratic model was best for its time, the era of the industrial revolution up to the 50s
- The challenge of development management that deploys the full suite of managerial tools and techniques have exposed its limited utility
- Classic bureaucracies were invented to support conventions and procedures that do not create seamless flows of services or outputs

Anatomy of Civil Service Reform Efforts in 29 Sub-Saharan Countries

A. Advanced Reforms (‘virtuous cycle)	B. Committed Reformers	C. Hesitant Reformers	D. Beginners and Non-starters (‘vicious cycle”)
Botswana	Benin	Cote d’Ivoire	Democratic Republic of the Congo
Mauritius	Burkina Faso	Gabon	Burundi
Namibia	Ethiopia	Guinea	Central Africa Republic
South Africa	Ghana	Nigeria	Liberia
	Kenya	Togo	Sierra Leone
	Mali	Zimbabwe	Somalia
	Mauritania		Sudan
	Rwanda		
	Senegal		
	Tanzania		
	Uganda		
	Zambia		

Source: Adamolekun, “Reorienting Public Management in Africa: Selected Issues and Some Country Experiences” (2005)



Adamolekun's 2005 research finding

- In a comparative study which categorised 29 African states
- He rated Nigeria as a 'hesitant' reformer
- Closer to the 'non-reformers' like Somalia and Sudan, than the advanced reformers (like Botswana, Namibia, Mauritius and South Africa).
- This research finding implies that in spite of the many reforms from 1960 to 2005 the Nigerian state only managed hesitantly to make certain concessions to administrative reforms.

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- Consequently, civil service manages “input-process” better and is generally structurally constrained in managing “output-outcomes” that rides on results-based frameworks effectively.
- The resultant effect is that public services are better at visioning and planning (which is 15% of the challenge) but poor at execution (i.e. 85%)

Implementation Capability Readiness of MDA as Issue in Reform

- Input-process oriented business model
- Skills and competency gaps rooted in virtual absence of competency-based HRM System
- Lack of clarity on actions required to execute national plans largely due to poor sector strategy or strategic planning process, with:

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- Poor alignment between national plans, sectoral activities and departmental/unit programmes
- Unclear accountabilities for execution
- Inadequate performance monitoring and reporting
- Organizational silos and culture blocking of execution
- Poor and undefined performance-related rewards and sanctions that perpetuate nepotism and patronage
- Institutionalize do culture of waste in many facets

Critical Indicators of Service's Dysfunctionality

1. A World Bank 2004 Review that painted a gloomy unaddressed statistical picture of public service programmed management reflecting that:
 - 29% ever got completed
 - 45% of on-going projects are rated satisfactory
 - 26% usually get cancelled

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2. Workforce structure of the Public Service with:

- Too many people doing nothing
- Too many doing too little
- Too few doing too little

3. Rolls Royce-Beatle Car Metaphor

Explains the capability readiness quotient of an administrative vehicle that requires a jet engine to propel Nigeria's greatness, but has been flying with the engine of a Beetle car.

Framework for Civil Service Change Agenda

We will simply highlight a solution framework focused on overcoming policy, capacity, process, resource and performance gaps as follows:

I. Policy Gap

- Get MDA to articulate and implement strategic plans; sector strategies calibrated into medium-term framework

- Strengthen policy intelligence by professionalizing planning, research and statistics departments of MDA under NPC and NBS joint oversight.
- Resolve data gap, poor data culture and institutionalize action and policy research function in the PS
- Build monitoring and evaluation systems and project management capabilities?

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II. Capacity Gap

- Conduct MDAs capability review as basis for developing performance improvement plans
- Conduct workforce study to document existing and required skills as basis for reskilling
- Professionalize human resources manage function
- Fast track proposed job evaluation and public service manning level analysis as basis for regrading and new pay structure
- Implement exit plan to create space for badly required skills and competencies as efficiency savings from cost of consultancy services in government

Process, Performance and Resource Gaps

- Business Process Reviews to minimize red tapes, bottlenecks and smarter service delivery
- Alignment of planning, budgeting and programme execution processes utilizing performance management tools
- Better system of priority setting, resource allocation and utilization

Why do reforms fail and learning from experience!!!

- i. Wrong premises and poor prognosis
- ii. Equating symptoms with the disease
- iii. Use of best practice knowledge that may not be aligned with local realities

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- iv. Reliance on Consultants with scant knowledge of the actual reality of politics-based administrative system
- v. Passion without knowledge and conception-reality gaps
- vi. Overemphasis on changes in structures and systems in disregard for more challenging soft side of culture change
- vii. Focus on “quick wins” or short rather than the long-term in order to align schedules with Donors schedules
- viii. Lack of ownership that requires a participatory process

CONCLUSION

- ❑ To desire reform in one thing, to get it to happen is serious business
- ❑ In striving for reform that will make the difference, is there a choice between comprehensiveness or selectivity in reform implementation
- ❑ You would hardly be able to eat an omelette without cracking egg
- ❑ Reform is invariably a learning journey, on a rough road

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- ❑ But reform is realizable, if there is critical balance between passion and knowledge and between the conceptions and reality, as well as between the short-term and the long-term
- ❑ Always remember that whereas civil service reform is not rocket science, but public administration that defines it has a theoretical foundation
- ❑ It is invariably a thankless job, but that's true with all true legacies, only posterity tells our story
- ❑ Work very hard to secure funding, as reform is not cheap



THANK YOU FOR LISTENING!