

## **A Survey of Public Service Reforms in Nigeria: 1999-2013**

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### **Abstract**

*The paper is focused to x-ray several reforms in the Nigeria public institution from 1999 to 2013. The purpose is to study several reforms initiated since Nigeria returned to democratic dispensation after military rule with a view to making observations and recommendations. This is imperative given observable professional revolution between government and the workers on one side and among professionals on the other side. This paper adopted survey approach in carrying out the research. In the end it was discovered that there were several flaws that flanked most of the reforms. Specifically the survey showed that most reforms reflect the will of government with little or no significant input from workers. Presently, reforms in the Nigeria public service are a ritual which every regime must embark on.*

**Keywords:** Public Service, reforms, revolution, regime

### **1. Introduction**

Formation of public service in Nigeria dates back to the colonial era. The seemingly fundamental reason for its formation could be located within the realm of raising public servants that would facilitate attainment of imperialists' interest of economic exploitation with minimal cost. O'Riordan (2012) and Boyle (2013) aptly noted that public servants are at the epicenter of achieving core value of governance and therefore recommended genuine reforms since the colonial era. During the colonial era, most reforms came after labour unrest, particularly the period of Nigerianization. Reforms under military were characterized by fiat and decrees. From 1999, reforms were initiated mostly by government.

Nigeria's public service like many other bureaucracies is structured after Weberian style of administration. Authority and directive flows from the top down to the least worker. Junior workers make little or no contribution on how to achieve efficiency including condition of service. The style gave birth to two distinct classes whose relationship was sometimes antagonistic. The implication is low morale on the part of workers and demand for improved condition of service.

Reforms became very expedient to nose-check exodus of workers and ensure that government businesses do not crumble. Reforms generally is an essential revolutionary trend aimed at transforming governance in a manner that squarely addresses core issues of the relationship between government and the society as well as a means of enhancing service delivery and generating trust (Kettl, in Olaopa,2008:160). The trend is anchored on productivity and service delivery, decentralization and improved condition of service. Government's interest is to ensure productivity and efficiency, guarantee service delivery through bureaucratic principles of decentralization. On the part of workers, improved condition of service is paramount.

A survey of reform policies revealed that Nigeria recorded comprehensive and radical reforms of public service under democratic dispensation,1999 to 2013. The period witnessed reform legalization through the Act of National Assembly, directive from the presidency and much latter establishment of committees. The effects represent the explanations of carrot and stick theorists. Are there better ways of achieving efficiency and greater output in the public service other than the present methodology or approach?

This paper provides answer to the negative implications of some reform policies within the period. The survey is divided into sections. Obasanjo's administration 1999-2007 was marked by fiat directives and passage of Act by the National Assembly. The section made a cutting edge critique of the administration's reform policies.

Reform trend reversed to committee structure from 2007- 2013. The committees were named after their respective chairman, Steve Oronsaye and Adamu Fika. Reports of these committees were surveyed and identified core areas of discontentment. The last sections addressed what should be done in feature reforms and conclusion.

## **2. Background to the Reforms**

--- instead of progress and development which we are entitled to expect from those who governed us, we experienced in the last decade and a half, and particularly in the last regime but, one, persistent deterioration in the quality of our governance, leading to inability and the weakening of all public institutions ---- NEPA, NITEL, Roads and Railways, Education, Housing and other social institutions were allowed to decay and collapse (Obasanjo, 1999:132).

The assertion captures the state of chaos and near despair that characterized most of the federal institutions after the Ayida reform of 1994. Outside the inherent loopholes associated with the panel's report and its implementation afterwards, there were myriads of factors that further compounded the problem of central government machinery and more to the federal civil service (Adebayo, 2004 and Abba, 2007).

The relationship between government officials (politicians /public office holders), public servants and citizens was beclouded with mistrust, corruption and inexperience (Jega 2007, and Okorie 2007), inefficiency in the delivery of social services, insensitivity to general welfare, indifference to the norms guiding the conduct of public official and rampant corruption (Olaopa 2008: 157).

Nigeria's machinery of public bureaucracy from the last lapse of military junta was characterized with capitalist bureaucrats whose interest is rather what they would gain and not necessarily what they would inject into the system. It is very instructive to note that the provisions of Ayida's committee report left the public service with greater confusion, cadre conflict and disregard to the principles of neutrality and non-partisanship which is the crux of survival in the civil service. Among the forty two (42) recommendations of the panel which continued as the bedrock before Obasanjo's administration, there were major flaws (Nwizu 2002: 422). The flaws destroyed what was left of the civil service before Obasanjo introduced several public service reform programmes in the country between 1999 and 2007.

Bayo (2012: 18) summarized Obasanjo's reform renewal under the following broad ways which include: pension reform, monetization policy, restructuring of pilot Ministries, Departments and Agencies (MDAs), Down-sizing and payroll reform. Others are public service procurement and due process, wages and salaries adjustment and awards (Public Service Rules 2010). The reform trends of Obasanjo administration was specifically guided by the principles of transition to pure capitalist economy. In other to achieve the fundamentals of the renewal programme, Bureau for Public Enterprise (BPE) was established and seen to be strategic in achieving the reform agenda. It has the mandate of ensuring smooth transition to capitalist economy.

## **3. Public Service Reforms Initiated 1999 - 2013**

### **3.1. Pension Reform**

Pension mechanism in Nigeria was *abinitio* structured under colonial administrative system. By 1962, the National Provident Fund (NPF) was introduced. In 1974, Nigeria Social Insurance Trust Fund (NSITF) was introduced and by 1993, a major pension reform was introduced. All the while, pension reform accommodates staff of private and public sectors. The old pension scheme of 1962, as amended in 1993 was relatively favorable to workers (Elekwa 2011: 20)

The administration introduced Pension Reform Act of 2004. Until the introduction, pension scheme permitted insignificant contribution by workers though compulsory deduction from worker's salary. Some scholars described it as non-contributory benefit scheme which compels government to budget certain amount to consolidated revenue from where pensioners are paid.

The pension act permitted compulsory 7.5% per month as take home at retirement. The contribution is made at source, monthly and to be managed by any of the Pension Fund Administrators (PFAs) with the pension asset held by Pension Assets Custodians (PACs) and is to be regulated and supervised by National Pension Commission (PEN COM). It was structured in a manner to ensure immediate payment to the retiree.

### **3.2. Restructuring and Repositioning of Ministries**

The Obasanjo administration was essentially committed to achieving civil service that is based on international best practice, establish technologically driven workers through ICT friendly and professionalism to solve the problems of over-bloated staff and restore the confidence of Nigerians' in public institutions, resolve the problem of duplication and overlapping functions between agencies and tiers of government. It was seen to be one of the major ideals that would reposition the federal civil service. This aspect of reform would solve the problem of ghost workers syndrome, determine the relevance of departments/agencies and parastatals, the actual number of staff needed per ministry, the work schedule for each cadre and post as well as identify areas of training for the respective ministers.

By September 2004, Bureau of Public Service Reforms (BPSR) was established as an independent agency in the presidency. This is part of the system response in the re-organization and re-assigning of all Ministries Departments and Agencies (MDAs) of all arms and branches of the federal government. The bureau recommended that respective ministries be restructured between 4-8 departments depending on the scope and responsibilities. Every restructuring was subject to the approval/ratification by the Federal Executive Council (FEC).

### **3.3. Monetization Policy**

One of the discontentments that flanked Ayida panel of 1994 was its inability to provide a biting force against corruption in the civil service. In order to provide the needed lead for war against corruption, the administration was poised to clean up the public sector from corruption by providing what it considered the road map for monetization and monetary policy

The fundamental foci for the initiative were to determine the actual cost of governance in order to prevent wastages and financial leakages in all government businesses, and to improve the pay package of public workers. The policy was introduced in June 2003 starting from political office holders and later extended to core public servants. The policy was aimed at quantifying in money terms, those fringe benefits provided for workers as part of their conditions of service and remuneration, some of which include: utility bills such as electricity, water and telephone services. Others to be monetized are, cost of maintaining chains of domestic servants, upholstery and ward-rope allowances. Official car was as well monetized by procuring the car while the officer conveniently pays back on monthly basis. The policy as well permitted the sale of official quarters to occupiers or auctioned. The fundamental reason was to close windows of financial leakages and corruption, improve maintenance culture and attitudinal change. It also monetized the salaries and allowances of all categories of federal public servants that were formally paid in kinds (Stephen, 2011). It raised the national minimum wage from ₦2, 500 to ₦3, 500 per month with effect from 1<sup>st</sup> May 2000 and much later it was raised to ₦7, 500. In order to reconcile the wages and salaries differences, a panel was established to harmonize issues of variation in salary as well as consolidation of salaries and wages.

### **3.4. Down-Sizing in the Public Sector**

Federal institutions witnessed astronomical increase in the staff strength shortly before Obasanjo's administration. In 1988 the workforce was 213, 802, and in 1990 they were about 273,392 workers (FOSAAS 1997, Otopo 1999 and, Adamolekun 2005). One of the fundamental problems faced by Obasanjo administration was over-bloated staff strength and the number of MDAs. This increased the cost of re-current expenditure without corresponding output in terms of service delivery. In order to downsize the workforce, some of the parastatals were merged, scrapped and rationalized. For instance, the number of departments in the Ministry of Finance was rationalized from 13 to 10, National Planning Commission restructured from 11 to 7, National Manpower Board merged with the Nigeria Institute of Social and Economic Research (NISER), and the National Centre for Economic Management and Administration (NCEMA) merged with the Centre for Management and Development (CMD) (Olaopa 2008: 176).

The policy resulted in purging of the workforce. Criteria for disengagement was developed and applied which include; (a) officers appointed without due authorization, (b) officers with case of service misconduct; (c) officers that are medically unfit (d) staff in jobs which services are monetized, outsourced or abolished eg cleaners, drivers, cooks, security men, messengers etc, (e) staff that have become redundant due to the scraping or restructuring of their organisation/department (f) officers without entry qualification or mandatory skills for their jobs (g) staff adjudged to be inefficient or have unsatisfactory character and (h) officers wishing to proceed on voluntary retirement. These principles respond to the fundamental questions of how many people do we need to do the job? And with what skills, and what is the best way to get this work done (Olaepa 2008:176 Eme & Ugwu 2011: 48)

In order to apply the above principle, the administration engaged in biometric data documentation and head count exercise. This was aimed at reducing the ghost worker syndrome, present a clearer picture for the actual staff strength and quantify the monetary value. Federal Executive Council approved introduction of Integrated Payroll and Personnel Information System (IPPIS). It was considered pertinent to organize pre-retirement programme particularly for the class of scrapped cadre such as drivers, domestic servants, security, cleaners and so on. Following the exercise and determination of the administration, about 35,700 staff were served with retirement letters by the Federal Civil Service Commission.

### **3.5. Financial Regulations and Anti Corruption Policy**

Before Obasanjo's administration, there was no strong fiscal policy to checkmate corruption and instill financial discipline. Financial regulation was in circulation before the administration, but it lacked the needed force to prosecute defaulters. Attempt by previous reforms was weak and the judicial system was not reliable enough to grant quick dispensation of justice.

Previous regimes particularly the military institutionalized corruption directly and indirectly. There was observable penchant for corruption across all the sectors in the country. Civil servants joined the bandwagon to become bourgeoisie bureaucrats. This was a major challenge facing the new regime and must be adequately checkmated. Shortly after Obasanjo assumed office, an anti corruption bill was sent to the National Assembly. By 2000, National Assembly enacted an Act and subsequently Independent Corrupt Practice and Other Related Offences Commission (ICPC) and Economic and Financial Crimes Commission (EFCC) were established. The agencies were added teeth in the war against corruption. They were to restore confidence in the conduct of government businesses, enthrone prudent and effective management of public fund.

### **3.6. Service Delivery**

Ministries Departments and Agencies (MDAs) are key to the attainment of reform initiatives. Prior to Obasanjo's regime, MDAs in Nigeria have assumed monopolistic status and that was anti developmental. MDAs are channels through which government policies are initiated as well as implemented so that the essence of government would be felt by the masses. Monopolistic status of MDAS was spearheaded by bureaucratic tyrants and is retrogressive. There is need for attitudinal change campaign to re-orientate Nigerians and service providers on the rights of each other in government business and provision of service.

The administration was faced with the problems such as what is the best way to get government work done? How can the service be re-designed around customer requirement? How can the Nigeria people secure quality service and what is the reliable redress mechanism? Constructive reply to these questions provided a sign post for the administration and located it within the reams of its agenda. It widened its door to accommodate national and international partners.

British government through the Department For International Development (DFID) offered technical assistance in developing a framework for quality service. Federal Executive Council (FEC) approved the offer and SERVICOM was created in March 2004. The main thrust was to establish service compact with all Nigerians. This is fundamentally customer orientation package which was anchored around some vital philosophies such as: if the service is no more rendered, then the aim of the MDA in defeated and government will crumble. To keep the synergy fresh, it is of note to find out who is responsible for poor service delivery. Is it the customer or the provider? How can a bridge be re-constructed so that the aim will be achieved?

The charter aims at re-orienting the Nigeria public to formally demand for quality services as a matter of right, and service providers to respond in accordance to the established standard which has to be in tandem with the international best practice. Within the MDAs, there was to be customer redresses mechanism linked with the organizational standard and code of conduct.

#### **4. Critique of Obasanjo's Reform Policies**

The administration introduced a number of reform initiatives aimed at repositioning public service in the country. They are quite instructive and germane both in content and context. Though the reform assumed comprehensive and sustaining nature, there were some notable hiccups.

The reform is capitalist oriented, modeled after USA and UK civil service reforms. Formulation and implementation of the reform policies were spearheaded by politicians who do not have core bureaucratic experience. The Public Service Reform Team (PSRT) headed by El-Rufai and Economic Team were not bureaucrats. There was also the delay in establishing the Bureau for Public Service Reform (BPSR) until September 2003, four years and four months into the administration. Implication is that the first tenure lacked bureaucratic leadership for coordination of the reform initiatives. The affect is overwhelming and describes the regime as militarized democracy. It is evidently clear that there was no centrality in reform development and implementation. This results in half hazard and peace-meal application of the reforms.

Anti-corrupt agencies (ICPC and EFCC) established by the administration were politicized. They were used as political weapon against opponents. Besides, the act establishing it and the Nigeria legal system made it very difficult to achieve the supposed function. Very unfortunately, introduction of plea bargaining concept in high profile corrupt cases contradicts certain provisions in the criminal code. The judicial system in the country also makes prosecution very frustrating due to delay in securing judgment.

Another major setback was in the area of budget monitoring and fiscal responsibility. The function of Fiscal Responsibility Commission was almost never felt in most government businesses, particularly in the area of enthrone budget discipline. The regime was characterized by cases of fiat in budget issues. Transactions were carried out with impunity and due process rarely followed especially when there is government interest.

The privatization and commercialization reform initiative of Obasanjo served interest of the bourgeoisie class. Most of the strategic government quarters were sold and bought over by the same class of people. Also shares of government in most of the privatized companies were bought over by the same class of people who were entrusted with the mandate to manage those companies for the interest of the masses. This heinous corruption was perpetrated through Bureau of Public Enterprise (BPE) chaired by the vice president – Atiku Abubaka. The question is why the campaign for attitudinal change and anti corruption when tax payers money is being utilized by a group of persons who are entrusted to manage and maintain those industries in a manner to yield profit? Will these companies be managed better by them and for them and not for the Nigerian public? This reform is emasculated in deception and impunity.

There is lack of coherence in the implementation and coordination of the reforms. There is overlapping conflict and clash of interest between the agencies such as Bureau of Public Service Reform (BPSR), Public Service Reform Team (PSRT) and Federal Civil Service Commission (FCSC) because each of them has the same mandate. In the effort of rationalization of MDAs, more were created, sometimes with over bearing powers or influence.

Nigeria civil service has never witnessed the level and nature of havoc experienced under Obasanjo's regime by way of down-sizing the staff strength. About 35,700 workers were either forcefully retired or retrenched without an honest and transparent procedure or criteria. Some of the criteria established were faulty and senseless. The medically unfit employees got the status while on service and may not be responsible for their misfortune. Those without due authorization did not get into the service on their own. They were pay rolled and probably have appointment letter duly signed and issued. Should they suffer for crime they did not commit? Those whose service were abolished could still be useful in other areas if given the needed training bearing in mind that they have families and extended dependants as this is common in Africa unlike in USA and UK..

The pension reform policy was filled with deceptiveness and corruption. The pension administrators were mostly connected to network of highly placed politicians.

The regime witnessed the greatest protest by pensioners. It is rather defrauding that the assumed increase in the minimum wage was being collected back by deducting 7.5% of the workers' salaries. The administration rarely pays the retirees while some of them died in the cause of undergoing the rigorous and deceptive procedure to get their gratuity paid. "Data capturing" became a home name for retirees as this was a monthly exercise, yet in the end no result was released.

### **5. Steve Oronsaye Committee 2007**

By May 27<sup>th</sup> 2007, Ahaji Umaru Musa Yar Adua assumed office as the president and sustained the reform policies of his predecessor, Olusegun Obasanjo. Unlike his predecessor, he re-introduced the era of centralized reform initiatives. Steve Oronsaye committee was inaugurated to carry out a review of public service with a view to repositioning it for efficiency and greater productivity. Oronsaya was the then head of civil service of the federation.

Oronsaye committee had a singular but comprehensive mandate to review the re-structuring of MDAs and personnel composition of the federal public service. The committee observed that the purge during Obasanjo's administration resulted in pyramidal structure of workforce composition in the federal civil service. The implication is that there were so many senior officers crowded at the top, many of whom are not about to retire soon. Below the chamber were bright, efficient and energetic classes of workforce without the opportunity of making impact in the system. It is instructive to introduce a reform that will stir public institutions and make them result oriented and more so to conform with the ongoing transition to capitalist economy.

The committee recommended that permanent secretaries and directors only will serve for an initial tenure of four years renewable on the basis of performance, irrespective of their ages and years in service. Oweh (2013) noted that the committee equally recommended for forceful retirement of hundreds of directors and Permanent Secretaries who had occupied the post for more than 8 years. Government adopted the report and gazette it as a working document. The second mandate of structural re-organisation of MDAs has not been fully realized when Yar Adua died.

The major implication of the report was retirement of the most senior civil servants who should have provided the lead for junior workers. The recommendation was against their terms of recruitment for the affected workers. It as well created sense of corruption and demoralizing for the retirees and the serving workers.

Dr Goodluck Jonathan retained Steve Oronsaye's committee renamed it and expanded its terms of reference. It was re-named Presidential Committee on the Rationalization and Restructuring of Federal Government Parastatals, Commissions and Agencies. The committee was given the following terms of reference:

- ❖ To study and review all previous reports/records on the restructuring of federal government parastatals and advice on whether they are still relevant.
- ❖ To examine the enabling acts of all the federal agencies, parastatals and commission and classify them into various sectors.
- ❖ To examine critically, the mandate of the existing federal agencies, parastatals and commissions and determine areas of overlap or duplication of functions and make appropriate recommendations to restructure, merge or scrap to eliminate such overlaps, duplication or redundancies.
- ❖ To advise on any matter(s) that is in line to the foregoing which may be relevant to the desire of government to reduce the cost of governance.

Whereas the committee's earlier report highlighted mainly on workforce reform, the above mandate centered mostly on MDAs re-structuring. It made strong recommendations for merger and scrapping of some departments and agencies. Summarily, it recommended for the reduction of 541 MDAs in the country to 163. Some the affected agencies were noted to perform overlapping and duplicating roles such as the Nigeria Police Force-Federal Road Safety Corps and Civil Defense Corps. Their role could as well be performed by the Nigeria Police Force (NPF) and therefore others should be scrapped. It also recommended for the merger of EFCC and ICPC since they perform similar function. Implication of the recommendation was to reduce re-current expenditure.

The president received the report but suspended its recommendations on merger and scrapping of MDAs. The report however generated reactions from labour unions and analysts. Labour unions were of the view that if the report is implemented, it will result to increase of unemployment in the country.

The recommendations could be viewed from two perspectives; it will result in monumental purge of workers and an extended hardship to relatives. On the contrary, the present composition results in high cost of governance.

Most countries like UK, USA, Ireland and many others adopted the idea of merger and reduction of workforce for the purpose of having efficient and productive civil service.

### **6. Adamu Fika Committee**

Alhaji Admu Fika committee was inaugurated to review the implications of Steve Oronsaya report. Other members of the committee at the period of appointment were Mrs Francesca Yetunde Emmanuel, Mrs Peres Ayoola, Dr Aliyu Modibbo, Ama Pepple, Mr Steve Oronsaye, Alhaji Musa Magaji, Mallam Abubakar Giniba, Dr Hakeem Baka-Ahmed; Mrs Ammuna lawal- Ali and Mr S.O. Adekunle. Others are Dr Sam Amadi, Prof. Murtals Balogun, Mr, Paul Ibeku, Deaconess J.O. Ayo and Dr Tunji Olaopa as secretary (Oloja 2013)

Terms of reference for the committee were to review the reform processes in the Nigeria public service and harmonize issues relating to salaries and wages of public servants in the country. The committee submitted its report in January 2013. However, there was a minority report submitted by Mrs Francesca Yetunde (the first female permanent secretary) and Prof. Murtala Balogun. Area of disagreement between the chairman, his group and the duo was on the issue of tenure for permanent secretaries and directors which they wanted to remain 4 or 8 years as recommended in 2009. The second issue was non inclusion of Dr Dauda Kigbu who was permanent secretary Bureau of Public Service Reform (BPSR) as a member of the reform committee. Majority report led by the chairman, Adamu Fika argued that the introduction of tenure for permanent secretaries and directors amounts to gross violation of the rights of those affected particularly when they are at variant with the condition of service at the point of engagement. It added that the earlier policy had depleted and deprived the service of some of the most competent and experienced hands in the service (Oweh 2013). They recommended for the cancellation of tenure regime institutionalized by Oronsaye in 2009 so that permanent secretaries and directors can remain in office until they are 60 years old or 30 years in the service. The report further pointed out the need to reverse the huge resources that goes with the payment of salaries and allowances, a situation that over blows the re-current expenditure of government. It observed with dismay that the Revenue Mobilization, Allocation and Fiscal Commission (RMFAC) which took effect in July 2007 indiscriminately fixed allowances and salaries to the tune of ₦1.126 trillion, of this, salaries take a mere ₦94. 56 billion while allowances gulped the cooping ₦1031 65 billion which represent 91. 56%

So far, the administration has neither implemented the report of Orosanye nor Adamu Fika's committee on harmonization or restructuring of MDAs. The implication of its application could be damaging without proper arrangement. It will lead to another massive purge and hardship. It has also not implemented the recommendation of deleting tenure regime; rather both reports are being studied at the point of writing.

### **7. What should be done**

The issue of civil service reform is very central for the survival of any administration. Though it has become a tradition in Nigeria since pre-independence, there is need to adopt a holistic approach in the reform process. Submissions here reflect authors view as ways of strengthening the reform policies as well as the expectations in subsequent reforms.

Subsequent reforms in Nigeria should be deeply anchored around attitudinal change philosophy. Most of the reform initiatives introduced during Obasanjo's administration were either faulty in content, context or objectives. Rather their failures were largely connected to pejorative and deceptive application or implementation of those policies. The right attitudes will translate the reform initiatives into efficiency and productivity in the civil service.

Prior to the emergence of the regime, Nigeria was rated high as one of the most corrupt countries of the world by Transparency International. Introduction of EFCC and ICPC was timely and was made to clean up the system. It requires the needed support and legal backing to achieve the intended purposes. Instead of giving the policy the needed support, it was converted to political weapon against any opposition. The same thing could be said of pension reform act, introduction of SERVICOM, monetization and introduction of Integrated Payroll and Personnel Information System (IPPIS). It is very essential for policy makers, legislatures, judiciary and the Nigeria public to look inward and change any negative attitude.

There is also the need to strengthen the system. System here refers to the entire democratic institutions some of which includes party system, electoral process, socio-political and economic institutions and office holders, the elected legislations, judiciary and executive should take responsibility for their action or inaction.

Our submission is intended to sanitized the people so that those who make policies would be held responsible and accountable by the Nigerian people who elected them in thrust to make policies.

From the era of Babangida, civil service reforms have always received legal status, the first of which was decree No 43 of April 1988. Most if not all the policies from 1988 particularly Obasanjo regime received scrutiny of the National Assembly. It is rather embarrassing that the elected representatives cannot hold the executive accountable even when it is evidently clear that the objective of the bill which they had passed is being misapplied. There is the need to strengthen the system and make it accountable to the people, shift from the existing Weberian bureaucracy modeled after capitalist philosophy. It is important to domesticate an ideology that will consider Nigeria's ethnic composition and the stage of development. The current system and reform policies were copied from America and Britain without recourse to the existing gap in composition, mentality and development.

The capitalist bureaucracy is fashioned strictly from top-down. Hierarchy is therefore represented by a horizontal chain connected from top to down and directive flows is that order. The implication of this been class struggle where by labour unrest took the form of boss versus the subordinates. Those who occupy top of the echelon use the position to achieve prebendal and primordial interest as well as enrich themselves at the detriment of the subordinates.

## **8. Conclusion**

In recent times, civil service reforms have been a ritual that must be carried out by every administration using the same template. Every regime has always recognized the civil service as an important sector of the administration for which reform initiative is considered very essential. Yet, it seems that various recommendations have not yielded the desired result. Obasanjo, Yar Adua and Jonathan in recent times embarked on wide range of reforms some of includes anti corruption, SERVICOM, IPPS, pension act and so on.

Sadly, there is steady deterioration in morale, output and general efficiency in the service. For example Obasanjo administration recorded the highest and senseless purge which left the service devastated. The era was marked by decentralized reform initiative whereby most of the policies received legislative approval. Goodluck Jonathan inherited Steve Oronsaye committee whose report was never implemented until Adamu Fika committee was inaugurated in 2011. The committee ended up submitting two reports probably some sensitive areas like merger; scrapping and tenure will be implemented as well. What is wrong?

That some of the reform policies have not achieved the desired objective is worrisome. Is the content faulty or the process of implementation? The study revealed faulty content in some of the policies. In some other ones the process of implementation is faulty. Adoption of Weberian bureaucracy did not consider Nigeria,s stage of development and ethno-lingual composition. It created class struggle, and was meant to protect interest of the bourgeoisie. Right attitude and democratization of reform formulation and implementation is recommended for efficiency in the civil service sector.



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