

## **Professionalism, Capacity Building and Productivity in the Nigerian Civil Service: An Agenda for Millennium Development Goal**

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### **Abstract**

Capacity building covers both the structures for conducting training exercise and the personnel who receive the training, and remain at the core of modern organizational management. The precarious state of our public institutions ('human resources and the structures) as a result of which development in its true sense has been unattainable makes the study of training needs more relevant than ever. This study relied on secondary data. It must be captured that civil service in Nigeria has no systematic training policy, rather, organizes training once in a while for its employees on ad-hoc basis. As a result of this, employees are lacking adequate skills, knowledge and attitude necessary for job advancements and effective job performance. The employees are in need of infrastructural facilities such as office accommodation, computer, photocopiers and so on. The study used the exploratory approach and secondary method of Data collection and system theory as its theoretical framework. The study, therefore, recommended that government should make budgetary allocation for these facilities to be provided, the service of corporate training institutions should be engaged for all government establishments for nonbiased and non-political training programmes and post-training performance evaluation to be conducted on a continuous basis.

***Keyword:** Capacity building, Professionalism, Productivity, Millennium Development Goal*

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### **Background Background to the Study**

The Nigerian state after forty-nine (57) years of Independence is still classified as a developing nation. Poverty is still very prevalent in our societies, food and general insecurity pervades the air, life expectancy is low, high rate of infant mortality and maternal mortality, infrastructural decay among several other indices of underdevelopment are quite obvious in Nigeria. These prevailing situations notwithstanding, public institutions are created to assist the government in the discharge of its numerous responsibilities. The inability of these institutions to ensure the achievements of development objectives of life substance, freedom and self-respect is a pointer to the fact that a number of problems are confronting these institutions.

The problems of our public institutions are quite numerous and multifaceted. While the previous reforms at the federal level have addressed substantial areas of the problems, the capacity gap in the personnel of these institutions has not been adequately addressed. It is of crucial importance that capacity gap within the public institutions at all levels of government be addressed in a systematic manner to give the reform agenda in the public sector a comprehensive and detailed status. It is also important because the public service would be empowered both at organizational and individual (employee) level, and makes the institutions responsible and responsive to the yearning and aspirations of the populace and makes development a reality and not a myth.

The empowerment of the public institution otherwise known as capacity building entails the institutions designed for capacity building and the personnel (human resources) whose capacity should be built. The two are of equal significance because when the training institutions are adequate and agile but no systematic selection of personnel to be trained or areas in which they should be trained, the result would be counterproductive, likewise, when the personnel or areas in which training are to be conducted are properly determined but the training institutions are lacking the appropriate skilled manpower or lack the appropriate instrument to conduct the training exercise with ease, the result is equally futile.

It is therefore important, that, in order to have effective training system which will enhance the skills, knowledge and expertise on the part of our public institutions necessary for the achievement of Millennium Development Goals (MDG) and National Development Agenda, conscious and systematic effort must be made at identifying the training needs of the human resources, the ability/inability of our institutions with which government activities are performed and training institutions.

### **Study Objectives**

Against the above background, this research was embarked upon to determine the training needs of public servants with a view to suggesting how capacity building programmes should be designed for this category of employees so as to improve their productivity in our quest towards the attainment of development in no distant future.

Also, to determine the relevance or otherwise of their (civil servants) skills in the implementation of MDG, National Development Agenda and other development policies and programmes.

## **Methodology**

The Data used for this study were obtained through secondary method. The sources of information were textbooks, journals and articles as well as Government Magazines which were consulted in an exploratory manner for the purpose of the literature review. This enables us to articulate and relate scholar's opinions with our findings, hence the validity and reliability of the instrument used.

## **Theoretical Framework**

The theoretical underpinning for this study is the System Approach. A system is collections of interrelated parts, which receives inputs, acts upon them in a planned manner and thereby produces certain outputs. A system approach is central to the analysis of the parts as it relates to the whole. A system is made up of interdependent parts, which interact with one another in a given environment. The approach simply lays emphasis on input-output analysis. A System is made up of inputs from the environment in the provision of goods and services.

Ikelegbe (1996), opined that a whole which functions as a whole by virtue of the interdependence of its parts and the method which aims at discovering how this is brought about in the widest variety of systems has been "general system theory." A system to him is an autonomous unit of complex elements, which interact and is capable of adapting itself, and each set of element is interdependent.

To Cole (1996), if a unit or component within a system suffers a setback, the whole system will be affected and productivity and efficiency hindered. The system approach is an abstract way of looking at a part of reality for the purpose of analysis, which has been prominent in information science, economics, and sociology in which the concept originated, so, the model is important to management because it is a force for the human resource training and development.

A system approach to capacity building in the Nigerian civil service reflects a growing awareness that the organization's parts are So interdependent that a change cannot be introduced in one place without affecting the total system. Capacity building is a component of the whole personnel process as far as the civil service is concerned.

Capacity building requires management to look at organizational policies and assess their total impacts on employee utilization. The system model provides the basis for understanding and determining whether capacity building is effectively working in the Nigeria civil service to produce the desired result or output.

## **Meaning and Nature of Capacity Building**

Capacity refers to the skills, knowledge and attitude that are needed for effective job performance by the employee. Capacity Building is the process of imparting skills, knowledge and attitude required for effective job performance on the part of employee. It covers both the institution used in conducting the exercise and the recipients of such exercise.

The term capacity Building as a social science concept has attracted several definitions and usage, and hence do take contextual applications. Regardless of this inadequacy, it is important to expose the essential ingredients of the concept especially as it concerns this study. Denmark (2003) observed that as a concept Capacity Building is closely related to education, training and human resources development. He also noted that the concept has been broadened to include both institutional and country-based initiatives. The workshop on capacity building in Land Administration for Developing Countries (Groot and Van der Molen 2000) (Cited in Denmark, 2003) defined capacity building as: The development of knowledge, skills and attitudes in individuals and groups of people relevant in design, development, management and maintenance of institutional and operational infrastructure and processes that are locally meaningful.

The United Nations publication on capacity Assessment and Development (UNDP, 1998) (cited in Denmark, 2003) provided a more insightful definition of the term as “the ability of individuals and organizations or organizational units to perform functions effectively, efficiently and sustainably. While all the above-stated definitions pointed at enhancing the skills of stakeholders and members of organization as the meaning of capacity building, the definition by UNDP is outstanding in the sense that it showed the reasons for such enhancement which is for effective and efficient performance.

The Firm Foundation (Home Office, 2004) shared a similar view as it conceived capacity building as “Activities, resources, land support that strengthen the skills, abilities and confidence of people and communities groups to take effective actions and leading roles in the development of their communities. It is also clear from the foregoing, that capacity building can be undertaken by a government, its units or agencies and or non-governmental organizations. It equally includes the people or personnel whose skills are being improved and the institutions or structures used for the former.

Essentially, whether it is being done by a government or its agent or by the community, “capacity building is the process of transforming a nation's ability to effectively implement policies and programmes for sustainable development” (Wubneh; 2003: 169). There are four important elements of capacity building these are:

- i. The restricting of value system: This element focuses on the restricting of values, beliefs and knowledge of decision makers. The essence of this is to transform the value systems of society especially the decision makers to place high value of scientific analysis and skills, to appreciate the utility of analytic inputs, and to demonstrate willingness to accept scientific findings as relevant and valuable to policy decision. This element helps to develop a culture that accepts science as a legitimate and useful rather than a radical and threatening system.
- ii. The modification of organizational structure: This element of capacity building focuses on the organizational structure of public sector institutions. It emphasizes the need for a strategy to develop human capacity of a nation or an institution through better recruitment and retention practice, effective utilization of personnel among other things. In other words, this calls for an effective manpower planning in such institutions.

- iii. The transformation of institutional capacity: The major objective of this component is to build new institutions and revitalize existing ones. This process focuses on changing practices and procedures to encourage the effective utilization of resources. It tries to address the need for improving public sector institutions such as legal systems, civil service, policy regimes and other rules governing interaction between the public and the private sector. This is where the idea of public service reforms in which SERVICOM, rightsizing, downsizing among other items constitute critical factors in capacity building for the public service.
- iv. The development of human capacity: This is perhaps the most crucial of all the elements in capacity building. This strategy focuses on the enhancement of the supply of professional and technical personnel. Activities here include capacity formation and capacity enhancement. While capacity formation deals with quantitative change in professional and technical personnel (increase, in number), capacity enhancement deals with qualitative transformation of the human capacity. The latter goes with training and retraining of personnel in order to deepen the skills level of individual. (Wubneh 2003: 169-170).

The following have been suggested as the essential guide and elements of capacity building programme;

- a) The programme should be based on co-learning such that everyone who has knowledge relevant to the project is willing to share and to learn.
- b) Goals for taking actions must not be imposed on stakeholders, rather, goals should be jointly agreed upon so as to secure commitment of each stakeholder.
- c) Incentives provided must be tailored to meet the goals of different stakeholders.
- d) There should be active participation of every stakeholder in a joint effort to deal with a problematic situation.
- e) The leadership style should be facilitative such that it results in every stakeholder being able to initiate actions to do with a project.

It is pertinent to say that; capacity issues can be addressed at three levels. These levels relate to their application of capacity in society and are identified as follows:

- 1) The broader system/societal level: The highest level within which capacity initiative may be cast is the system or enabling environment level. For development initiatives that are national in context such as the Millennium Development Goals (MDG), National Development Agenda e.t.c., the system would cover the entire country or society and all sub-components that are relevant. The dimensions of capacity of system level may include a number of areas such as policies, legal/regulatory framework, management and accountability perspective and the resources available. The National Economic Empowerment Development Strategy (NEEDs I and II), State Economic Empowerment Development Strategy (SEEDs) and Local Economic Empowerment Development Strategy (LEEDs) in which major sectors of National, State and local economics were adequately provided for respectively is a typical example of capacity building at the societal level.

- 2) The entity/Organizational level: An entity may be a formal organization such as government or its department or agencies, a private sector operation, or an informal organization such as a community based or volunteer organization. At this level, successful capacity building methodology examines all dimensions of capacity including the interaction within the system, other entities, stakeholders and clients. The dimension of capacity at this level should include areas such as mission and strategy, cultural competence, processes, resources (human, financial and information resources) and infrastructures.
- 3) The group of people/individual level: This level addresses the need for individuals to functions efficiently and effectively within the entity and within the broader system. Human Resources Development (HRD) is about assessing the capacity needs and addressing the gaps through adequate measures of education and training. Capacity assessment and development at this third level is considered the most critical. The dimension of capacity at the individual level will include the design of educational and training programmes and courses to meet the identified gaps within the skills based and number of qualified staff to operate the system. (UNDP, 1998).

### **MDGs and National Development Agenda**

One factor that is expedient in the achievement of the Millennium Development Goals and the National Development Agenda is the human capacity building of the target conveyor belt of National Development Civil Service. There must be a concerted approach to managing sustainable human capacity building capable of ensuring that Nigeria is not left out in the wave of global development Agenda, namely The Millennium Development Goals which is in consonance with the declaration by the world leaders who vouched their commitment to meaningful worldwide development in September 2000.

The MDGs as a development strategy aims at effectively tackling objects of poverty and other human miseries such as illiteracy, gender inequality, infant and maternal mortality, HIV & AIDS, Malaria and environmental degradation (PAD, 2008). Using 1990 as the base year, the MDGs aim at achieving the following goals by 2015:

- Goal One: Eradication of extreme poverty and hunger
- Goal Two: Achieving of Universal Primary Education
- Goal Three: Promotion of gender equality
- Goal Four: Reduction of Child Mortality
- Goal Five: Improvement of Maternal Health
- Goal Six: Combating of HIV & AIDs, Malaria and other diseases
- Goal Seven: Ensuring environmental sustainability
- Goal Eight: Developing a global partnership for development

To enhance a quick actualization of these objectives, 18 targets and 48 indicators were developed out of them with countries left to create framework for the implementation of the declaration. Nigeria for example, in its bid towards actualizing the MDGs before 2015 launched the National Economic Empowerment Development Strategy (NEEDS) in 2003



and SEEDs and LEEDs at the State and Local Government levels respectively. The major objectives of this strategy are People Empowerment; Private Enterprise Promotion through an activated and result oriented private sector; and the re-engineering and re-orienting government business towards a more transparent and public-oriented system.

The second phase of the National Economic Empowerment Development Strategy (NEEDs) is expected to last from 2008 into 2011 through the detailed prioritizing of these objectives under the National Development Agenda (7-point Agenda) as launched by the present Administration. Namely:

- a. Wealth creation
- b. Infrastructure Reform: Power, Energy and Transportation
- c. Food Security: Agriculture and Land Reform
- d. Human Capital Development: Education and Health;
- e. Rule of Law
- f. Development of Mass Transit
- g. Niger Delta Development.

The effective and immediate realization of the MDGs broken into NEEDs informed the declaration of the seven-point Agenda. Moreover, the seven-point Agenda depict the government's desire to achieve a people felt development which has continually been a mirage in the face of previous efforts. A major tenant that runs through the three development Documents MDGs, NEEDs and the 7- point agenda is "Human Capital development" which undoubtedly is the bane of any worthwhile national development. Under NEEDs (1 & 2) there is the general view that attaining reasonable human capital development would mean realizing a greater part of the goals. This is probably because of the understanding of the fact that the Nigerian population is vastly undeveloped as it is ravished by poverty, corruption, HIV & AIDs, illiteracy, high mortality rate, Diseases and insecurity. Therefore, the achievement of this goal would mean a major stride towards realizing the MDGs.

The question, however, is to what extent can our civil service be efficient in the realization of these? There is an urgent need to forestall a civil service system that works through careful revisiting of the human capacity problems in the service with regards to its unskilled and incompetent performance. Unless Nigeria wishes to run behind the world, there will be the need to painstakingly develop the human element in the public service. The need to invest both time and resources on civil service becomes very mandatory in the face of the pursuance of the total realization of the MDGs.

### **Concept of Productivity**

The basic aim of any civil service is to attain its goals, which is the higher level of productivity and efficiency at least cost.

Organizations have objectives among which are either to produce goods and services, make profit, distribute services, impact and sustain positively their clients, target groups and their

environments. The achievement of the objectives of the civil service is dependent on the employees, the infrastructures and the work environment. The results achieved are the collective contributions of the employees in the organization. Where the workers' efforts, contributions and achievements are poor, that of the entire civil service would also be poor.

In simple parlance, however, the word produce is derived from the word productivity and 'produce' itself means the act of bringing something into existence, to make or to bring into being. The word 'production' explained as the act of producing something that generally yields good results, such as the production of goods and services that have exchange values in real economic terms. The word 'productive' is synonymous with the word 'creative' fertile and efficient'. (Salter, 1960).

Based on the above discussion, when we speak about increased productivity, we are equally speaking about increased efficiency geared towards increasing output. Productivity is thus seen as the ratio of a firm's total output to total input i.e.

$$\begin{aligned} \text{PRODUCTIVITY} &= \frac{\text{OUTPUT}}{\text{INPUT}} \\ &= \frac{\text{GOODS AND SERVICES PRODUCED}}{\text{LABOUR, TIME, CAPITAL, MATERIAL \& ENERGY}} \end{aligned}$$

This definition, however, presents some difficulties when such service organizations in government, such as education and health institution etc are considered. This because whereas the output of manufacturing concerns is tangible and measurable, those of service organizations are not, thus making measurements difficult. In view of this limitation, a broad concept of productivity that incorporates all segments of work life is, therefore, necessary for our purpose.

Performance refers to how well a worker, manufacturer, or organization is doing in relation to intended purposes, objectives, targets and intended accomplishments. It relates to whether intended services have been delivered, intended outcomes or other desired and stated is achieved, or whether the target problem has been resolved, whether the desired needs have been satisfied and whether services have been satisfactorily provided, in term of quality, quantity and frequency.

The concepts of effectiveness and efficiency are central to performance or productivity, Effectiveness, according to Ikelegbe (1995) refers to the level of attainment or realization of policy, programme, or organizational goals and objectives. In other words, effectiveness measures how much of goals and objectives are achieved. It answers the question of whether stated intentions planned or projected output and objectives are realized or not. An effective programme or organisation, therefore, is one that realizes its objectives.

Efficiency on the other hand, as related to performance is defined by Ikelegbe (1996) in terms of output produced in relation to the input expended. It relates to the resources invested (input) to the results obtained (output). An efficient programme or organization, therefore,



is one that achieves high output with minimum input. This could be in form of crime reduction rate per number of policemen on payroll, fuel consumed per kilometer by motor vehicle and profit produced per capital and other input invested in the company etc.

Efficiency is measured in ratios. Usually, this is output per input. More recently, efficiency measurements have related input to programme/organizational activities performed and also, to objectives attained.

However, the determination, quantification, and measurement of input and output are difficult tasks. Therefore, productive civil service gets more goods and services out of a given amount of labour, capital and equipment than less productive organizations. The success or failure of an organization depends on its level of productivity which may be high or low depending on other several variables like motivation etc, and often a time, some organizations anxious to improve their productivity enter into agreement with their employees to increase their wages/salaries subject to a corresponding increase in the productivity.

### **The Nigerian Civil Service and its Human Capacity Problems**

The constitution of the Federal Republic of Nigeria defines Civil Service in section 318 as: Service of the federation in a civil capacity as staff of the office of the president, the Vice-President, Ministry or department of the Government of the Federation assigned with the responsibility for any business of the Government of the Federation.

A joint explanation of these definitions shows that the civil service is a body of professionals set up to actualize the government's proposals and programmes. Civil service is built upon the foundation of expert service delivery. This is probably why its major tenet is selection based on merit (Wey, 1971) and contemporarily, continuation based on performance.

In relation to its origin, civil service as a term was borrowed in the Mid-eighteenth century (1785) from the British Administration in India to describe a system that emphasizes selection on the basis of merit. The term "Service" connotes a profession; a group of civil servants having common recruitment condition and prospects, as well as a "career" in acceptable employment under the government (Olaopa, 2008).

The civil service is composed of essential characteristics which are determined by the nature of its organization, a professional and management system. These characteristics are a unified Nature of Service, Recruitment by open competition and classification of position into "Intellectual" for policy and "Clerical" for Mechanical Work, division of staff into well-defined groups, services or cadres. Another characteristic of the civil service is its unreserved neutrality and impartiality in political and economic matters.

The activities of the civil service are central to the development of any nation. Jeremy Bentham propounded the influential idea of civil servant as a benevolent social guardian committed to achieving the common good (Das, 1998). This view by Bentham is premised

upon the assumption that the civil servants are somehow morally and intellectually above the system, how far this is true is quite contestable. Benthan's assumption is that the civil service selflessly seeks the welfare of the people even when people fail to understand what is best for them. This view seemed to have prevailed for a long time before it was ardently criticized by the public choice theory which views the public servant as a self-interest being always wanting personal gratification as against general interest.

To Hegel, the civil service represents absolute universal interest of the state. It was a transcendent entity of mind above individual minds and the universal class, synthesizing the particularism of the civil society with the general interest of the state. (Knox 1952 cited in Olaopa).

However, the universal conception of civil service dating from its origin is the provision of professional or specialized service to the government in the form of advice and to the state by implementing government programmes. Because of these specialized roles, civil servants are usually equipped with necessary skills and professional capacity than any other body in the state. This is also one of the bases for selection base on merit.

### **Human Capacity Problems in the Nigerian Civil Service**

Notwithstanding the place of a qualitative human capacity and technically competent personnel in the civil service, the Nigerian Civil Service is still severally plagued with weak and incompetent civil servants. In practice, the concept of capacity has not been given the right attention in the Nigerian Civil Service as there is a high rate of skill inadequacy which has no capacity to deliver sustainable development. This justifies the need to restructure the service to be stronger, better skilled and more competent and efficient in service delivery. It needs to move from the current state of inefficiency to an agent that spurs growth and development as well as serve the people. Achieving the MDGs and the NDA presupposes that the Nigeria Civil Service must be transformed into a cutting edge of quality service delivery. This cannot be unless it becomes a knowledge-driven, skills propelled and positive attitude oriented civil service (PAD, 2008).

The structure of the workforce where people in support service constitute about 70 per cent of the workforce makes genuine capacity building rather difficult. The current structure is pyramidal with Junior Staff and People with irrelevant skills with the mandate of MDA occupying the base of the pyramid. People with relevant skills constitute a minority of the workforce. [PAD 2008] Moreover, given the endemic nature of poverty in the country, civil servants have been attending training as a strategy of income enhancement and not the knowledge and skills associated with such training. As such focus is put at the pecuniary benefits as opposed to knowledge and skill enhancement. Thus, trainees at best achieve the financial benefits while the functional purpose remains deleted leaving them destitute of necessary professionalism. Also, the civil servants are essentially conservative not only in the general but also in the specific sense. Many governments bent on radical changes have therefore been known to find many bureaucrats quite hostile except where emergent policy or system advances them in status and influence.

Further illustration of categories of civil servants in relation to their professional capacities is presented below.

In terms of training institution, the Nigerian Civil Service training consultants and Agencies are below the standard and are very limited and in many situations, the curriculum is out of tune with reality and training infrastructure is also obsolete. As such ignorance is recycled which further complicates the problem of capacity building in the civil service [PAD, 2008]. Training in the Nigerian Civil Service and its Constraints.

From the preceding discussion, training occupies a critical position in organizational management especially for a long term realization of such organizational goals. The significance of training indeed overshadows its cost especially in public organizations of developing countries like Nigeria. It is, however, disheartening to note that the Nigerian Civil Service in its almost five decades of existence has not given training its deserved attention. The quantity and quality of training in an organization has to depend on its policy towards training. In some organizations, and this is common in government agencies in Nigeria, training is ad-hoc, unplanned and haphazard (Omale 2006). Corroborating this position, Abdullahi (2007) quoted the Management Service of the Head of service of the Federation mandated by the Federal Executive Council to design the strategy for a far-reaching reform of the public service as observing that:

- i. Systematic training needed identification and building and upgrading of staff skills was absent.
- ii. Training was in most Ministries, Departments and Agencies (MDAs) not budgeted for;
- iii. The training institutions had themselves been rundown.
- iv. Ministries, Departments and Agencies (MDAs) did not have mission and vision statements, work programmes, organization charts; “corporate and individual schedules of functions and duties,” (emphasis mine).

The above facts which are quite of recent suggest the states of training in our public institutions. It equally explains largely why the civil service is incapable of meeting the yearnings and aspirations of the citizenry especially after fantastic policy decisions are taken at the political level.

This state of affairs is the resultant effects of neglect and non-implementations of several guidelines and instructions by the Federal Government on training and its mode of operations. Specifically, the constraints which confront training within the service as discovered by Ayida Report (1995) are:

- i. Training is still carried out without a proper training need assessment, resulting in officers being sent on courses not relevant to the performance of their duties and responsibilities.
- ii. The Ministries lack proper training rooms with requisite audio-visual equipment.
- iii. Some of the trainers are relatively inexperienced. The problem is worsened by the use of private consultants who have neither the practical knowledge of the

operations of the civil service nor the cognate experience in teaching and conducting case studies and simulation exercise for course participants.

In order to resolve the above-identified problems; it behoves the government to see and treat training as a systematic activity, which entails the development of training policy, identifying training needs and then designing training activities in a rational manner to meet the needs, and afterwards evaluating the result (post-training exercise).

### **Re-professionalizing the Nigerian Civil Service**

Professionalism, as a principle, necessitates a scientific classification of jobs. According to Farotimi (2008), it involves a description and definition of such jobs, prescription of the qualifications as well as the training and experience required for their effective performance. In the word of Fulton Committee, according to him,

*one is being skilled in one's job-skill which comes from training and sustained experience. The other is having the fundamental knowledge of and familiarity which enables a man to move with ease among its concepts. Both spring from and reinforce a constant Striving for Higher Standards.*

The implication of the foregoing for Nigeria according to Farotirni is that Public Administration, in which both the so-called generalists and specialists are equally involved, has now become a professional occupation. In addition, civil service positions in Nigeria would henceforth require specialized training and the development of skills and attitude which go with professionalism.

A key requirement for enhancing Functional Public Service is no doubt a well developed and technically competent human capacity, which to a large extent is still a mirage in Nigeria. The Nigeria Civil Service as mentioned earlier is characterized by gross inadequacy of skilled personnel. This is a situation that had made it almost failed system. There is the belief as posit by Olaopa (2008), that civil servants are essentially conservative not only in the general sense but also in the specific sense of always preserving the status quo and opposing any meaningful alternatives to the system they know and are experts on.

From Maisters (1997), classification of types of professionals in public service, it goes without contention that there are mere hands full of “Dynamos” in our Civil Service. “Dynamos” according to Maister are Civil Servants that are continually improving their current practice or what they are already doing better. They fundamentally reshape their pattern of thinking with the intent of improving their skills. They create a shift in their context or point of view with the aim of enhancing productive efforts in a system. Dynamos have a strategic plan that is enthusiastically pursued and build practices in new and challenging areas and are often too more challenging and open to change. They are creative and committed to collectively set goals.

Dynamos differ from other members of the service because they show more energy, excitement, enthusiasm, drive, passion and persistence and pay more attention to the principles or values guiding conduct in their professions.

Conversely “cruisers” and “losers” have a less productive and professional capacity in that for cruisers, there are a low morale and commitment for improvement, cruisers have a job, not a career since they do nothing to improve on other skills they only spend time doing the same thing in the same way, even though, of course, they do such jobs well. They never venture into new things or areas. They are often referred to as comfort Zone “professional”. The case of Losers seems to be more pathetic as they always resist change and growth with the most vehement force. They stay and die in a single practice [Olaopa, 2008]. Losers prefer to hold the service to ransom than allow any form of change that might threaten their jobs. On the job, training is often not taken seriously. When challenging task arises, they abdicate duties on pretense of ill health. Unfortunately, most Nigerian Civil Servants fall under the categories of cruisers and losers with a very insignificant minority as Dynamos.

Thus, re-professionalizing the Nigerian Civil Service would mean competence recreation and creativity enhancement amongst Civil Servants, From Amabile’s (2001) view, re-professionalizing would mean attempting human capacity enhancement through a combination of skill with excellence, and excellence with ethical regeneration. Re-professionalizing the Nigerian Civil Service, therefore, will be by specialization which in turn induces innovation and creativity. And creativity according to Amabiles (2001) is a function of three components, namely, expertise, creative thinking, skills and motivation while expertise is, in turn, a function of knowledge of a subject and usually demonstrated technically, procedurally and intellectually. This picture contradicts what is obtainable in our civil service system where there is the absence of a work environment made up of a team with diversity of perspectives and background located in a network of mutually supportive groups but rather with an array of men without personal perspectives, skills and independent competence capable of enhancing productivity in the system.

Thus, re-professionalization of the Civil Service through human capacity building would demand that civil servants be trained to develop core knowledge and deep familiarity with expertise that enables him to move with ease among the concept and excellent practice of his profession. This according to Crips (1969 cited in Olaopa) implies higher qualification after a period of training that had exposed him to the specialized body of knowledge. This training would help the civil servant to distil abstractions into professional realities. Re-professionalizing the individual civil servant would enhance the strengthening of his ability to perform core functions, solve problems, define and achieve objectives and understand and deal with development needs. Beyond the improvement of individual civil servants, is institutional capacity building in service re-professionalization, the insignificant civil service capacity building effort in Nigeria has not been able to ensure effective linkage to individual and institutional performance. True service re-professionalization, certainly includes individual civil servant training an entire system and processes transformation.

Accordingly, Kernaghan (2005), posits that value whether Traditional or contemporary, have great influence on the professionalism or otherwise of the civil service. The implication of this is that for efficient civil service to emerge there would be the need not only to have a technically competent but also an attitudinally transformed and regenerated civil service which can only be achieved by a significant development of sound ethics infrastructure to motivate good behaviour and reduce opportunities for infractions. Olaopa (2008) stresses the place of Guidance in the re-orientation process. His argument is that Guidance is the first step in the installation of an ethical infrastructure, which provides leadership by example, demonstrating by deed and not just by words. This will demand us to define effectively and communicate clearly the boundaries of acceptance and rejection of behaviours and beliefs through declaration and upholding of set of codes to which all civil servants subscribe an oath. These could be codes of conduct, charters, vision statements and professional code which will apply to the categories of officials concerned and would need be included as part of employment contract or information and embedded as part of induction and training programmes.

Finally, re-professionalization of the Nigerian Civil Service strategy for invoking a high sense of professionalism in the Civil Servant by making him one who is true to his Oath of abiding by the ideals ordained and established in the fundamental objectives and directive principles of his profession and state policy. And the installation of professional or technical competence in the civil servant as can ensure creativity tailored towards the realization of state objectives and programmes.

### **Conclusion**

The Public Service in every nation (be it Socialist, mixed or Capitalist) is a cornerstone with which societal objectives are set and pursued. In Nigeria, the public service is found at three levels of federal, state and local government level. The public service which until recently has been the major operator of the economy has not been able to achieve development as envisaged by our founding fathers. One important factor which is responsible for underdevelopment is “capacity gap”. The Nigeria public service is short of skilful employees who are capable in knowledge, attitude and behaviour of transforming developmental policies and programmes into reality. On few occasions when appropriately skilled personnel are attracted into the service, due to the absence of systematic and coherent training programmes at regular intervals, the skills fizzled out of the employees, and new practices are not exposed to them.

In Nigeria, Civil servants do not possess adequate skills necessary for efficient performance, computer and filling equipment are not enough, training and retraining of officers are not done systematically and as such training given most times are not relevant to employees job and job advancements among several problems of capacity building in Nigeria. It is recommended among others that the government make budgetary allocations for a training exercise for civil servants across the National institutions, secure the service of corporate organizations for the purpose of determining the training needs of employees, design the appropriate training programmes, undertake the training exercises and evaluate the



performance of employee after training programme. The government is equally encouraged to provide infrastructural facilities which are important to successful job performance. It is believed that given proper implementation of this study's recommendations, skills, knowledge and attitude of government employees in Nigeria would be enhanced, and the public service would be strengthened. This would ultimately bring about the effective and efficient implementation of government policies and programmes. The sustenance of this attitude and character would make the Millennium Development Goals and National Development Agenda a thing of reality.

### **Recommendations**

In view of the findings of this study, the following recommendations are advanced to help deal with capacity problems in all its ramifications. This is important in order for the Nigerian Civil Service to effectively discharge its responsibilities and in the achievement of Millennium Development Goals (MDGs) and national Development Agenda.

1. In order to deal with the problem of employee possessing fairly adequate or inadequate knowledge of his/her jobs, which may have arisen either as a result of placing employees on jobs not relevant to their fields of study or lack of training for a long time, scientific selection of candidate should be adopted during recruitment and placement. This is a very important determinant of employee performance. Scientific selection ensures that only candidates who are trained, educated and skilled in a particular area and have passed prescribed entry examination or interview are given a particular job. Training, for government employees, should be taken seriously and as systematic activities for members of organization. It keeps the employee in tune with the latest technology and approaches of performing, certain activities. However, in view of the problem of politicization of employment into government organization, recruitment agents could be contracted with government and its agencies accepting not to interfere in the activities of such corporate organizations.
2. Computer, its facilities and filing equipment which have assumed great significance in modern governance should be acquired and made available to government staff especially secretaries and record officers. The government should take its responsibilities to provide its employees with these. Civil Servants who are not Computer literate should be encouraged to learn and subsequent recruitment into any of the cadres of the civil service should examine candidates' skills in computer operation. This should not be misconstrued as asking candidates to have a degree in computer science, but a minimum knowledge of computer operation. This will assist the civil service of having employees who can keep and manipulate information at average level.
3. The systematic training programme should be embraced by the Civil Service. Systematic training means that there is a conscious action plan in the form of training policy, training programmes, training environment and post-training evaluation are captured. Government authorities in doing this should embark on organization needs analysis, functional analysis of various departments and employees skills analysis, this would automatically show the gap which exists in



skills/knowledge or attitude of employee. This is then followed up with appropriate training exercise in the relevant areas.

The training exercise should be followed with performance evaluation to assess employees' performance and know whether the training has improved him or not. Also at this stage, the training needs of the employee can as well be determined. The exact interval between one training program and another should be determined. As strategies for proper implementations of this recommendation, it is suggested that the government should engage the service of corporate training organization which would work in conjunction with personnel or human resource department of government establishment. There is the tendency that the work of the agent would not be politicized and effective service delivery is bound to be achieved. This calls for budgetary provisions to be made for training exercise.

4. Still related to the above point is the knowledge and skills which are required for job advancement which is starkly absent. Once the above actions and strategies are embraced, no employee would be trained in areas not relevant to his job and career. Professional courses could also be introduced into the training programmes as it deems fit for the employee and the job.
5. In-service training should be encouraged among government employees. This would enable both the junior (01-06) and the senior officers (67 and above) to embark on additional studies while working. Those who wish to do Masters or PhD or any other study programme should be encouraged to take advantage of part-time programmes in our higher institutions to improve their academic qualifications.
6. To deal with the challenge of inadequate infrastructure which currently hampers job performance, the government should provide facilities such as fireproof safes, tables, photocopiers, motor cars among others. The worn-out ones should also be replaced.
7. Management functions of Planning, organizing, supervision, control and motivation are the responsibilities of various organisations' leadership. Ministry and parastatals leadership should improve their planning, organizing, supervision and motivation skills so as to get their respective organization more efficient. Specifically, officers on grade level 13 and above who are at the Management level be equally trained in these areas especially.

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