

## **INADEQUATE MOTIVATION AND LOW PRODUCTIVITY IN NIGERIAN PUBLIC SERVICE: A CRITICAL EVALUATION**

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### **INTRODUCTION**

The public service of Nigeria is often described by the press and by members of the public generally as inefficient (Adebayo, 2000). Currently, the output by the public service workforce wobbles with glaring disinterestedness towards productivity by the workers. In fact, as Jega (2007) puts it, the service now has acquired a terrible record of lack of commitment to meeting the basic needs and aspirations of the Nigerian citizens.

Consequently, certain questions persist regarding Nigeria's public service. These questions tend to find answers as to why the Nigerian public servants are unenthusiastic about their work and why the public service remains productively low despite successive reforms.

Making explanatory inroad into the questions requires rational probe into the motivation factor in the sector. This is premised on the fact that whereas workers must have to develop willingness to work, motivation is what drives the force. Broadly, it entails that workers must find their work capable of satisfying some of their needs. Indeed, motivation is a major factor that makes the difference between productivity or otherwise of a worker and that is what this research inquires into, to determine its applicability and effects in Nigeria's public service environment. It progresses by first establishing the conceptual clarifications of motivation and its process.

## **CONCEPT AND PROCESS OF MOTIVATION**

The underlying concept of motivation is some driving force within individuals by which they attempt to achieve some goal in order to fulfill some need or expectation (Sharma, 2012). What this means is that motivation is represented by the need or force within an individual that drives him or her towards some goal-oriented actions. It implies that an individual finds himself driven towards the direction of organizational goal through the vehicle or instrumentality of motivation. Aply, Obikeze and Obi (2004), quoting Ganon (1979), describe motivation as the act of directing an individual's behaviour towards a particular end through the manipulation of incentives. The import of this is that individuals are influenced by certain needs or desires into particular behaviour depending on whether those needs are identified and provided for. In the case of workers, such provision affects their behaviour in a predictable way.

But a fact that needs to be stressed is that motivation is broader than what the aforementioned scholars attempted to portray regarding the concept. For instance in his definition of the term, Cole (1990) sees motivation as what impels or inhibits behaviour. The idea of inhibition of behaviour is clearly missing in the previous scholarly clarifications. In other words, none of the scholars made reference to the fact that motivation can equally inhibit behaviours. The import, going from Cole's perspective, is that motivation can restrain negative behaviour in a workplace; it can make a worker hold back manifestation of undesirable behaviours at work while propelling him or her to consistently show good and result-oriented behaviour. Thus, Cole struck a balance between positive and negative by emphasizing that motivation is actually concerned with why people do or refrain from doing things.

Supporting this perspective, Ozor (2007) affirms that people have different needs. As a result, they establish different goals to satisfy the needs while taking different actions to achieve those goals. To that end, he argues that it is wrong to assume that one approach to motivation fits all. Be that as it may and in all of these perspectives, one thing that is clear is that motivation has elements that are interdependent. They actually interact. And these elements are needs, drives and incentives. These also constitute the basic process of motivation.

Consequently, needs set up drives aimed at incentives (Abba, 2008). Building from his perspective, needs, as the first stage in the process, are created whenever there is psychological or physiological imbalance. They refer to anything an individual requires and are classified under two, even though individuals have large number of them. These classifications are primary and secondary needs in which case the primary needs (instinctive and physiologically based) are those things required for basic sustenance by the individual. These can include shelter, food and water. Secondary needs, on its own, stem from environmental and cultural realities and are more psychological in nature. They are more prevalent in organizational settings and include such urges as achievement and power.

Generally speaking, needs change with time. It follows that organizations need to ensure that the inducement which they offer to workers are in tandem with their individual needs if the workers are to be satisfied with the psychological contracts they have with their organization. Obviously, a need satisfied at a particular time may require a different package at another.

Drives, on its own, are at the centre of the process of motivation. They are pathway to alleviating needs and provide thrust toward reaching for an incentive. Drives are what trigger urge to alleviate needs.

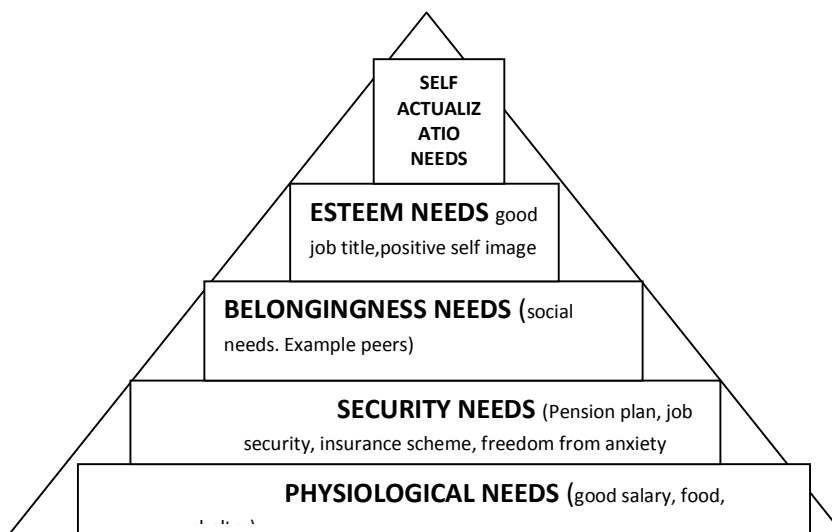
Incentives are at the last stage of the motivation process and answer to the drive, together with needs. Getting incentives restores physiological and psychological balance. They are the actual restoration of normal situation of the first stage.

Nonetheless, it has been observed that what managers perceive as motivation depends, to a large extent, on their assumptions about human nature. This shapes their attitude towards motivation. The observation now takes us to the next crucial treatise which is to establish the theoretical framework that guides this research.

## **THEORETICAL FRAMEWORK**

Abraham Maslow's Hierarchy of Needs Theory is adopted as theoretical framework for this research. The theory was developed in 1940s by an American Psychologist, Abraham Maslow.

In the theory, he argued that man has given set of five needs arranged in hierarchy of importance and with an innate desire to satisfy them. Maslow noted that satisfaction of one need leads to urge for satisfaction of others, stating that those needs that have not been satisfied are those that influence the behaviour of the person. He placed the set of needs in hierarchy with the most basic ones at the bottom. In the arrangement, the last three sets of needs from the base up are deficiency needs which are needs that must be satisfied for the individual's comfort. The top two (growth needs) focus on personal growth and development.



**Source:** Adapted from Abraham Maslow “A Theory of Human Motivation” Psychological Review Vol 50, 1943

Going by the hierarchy and starting from the bottom, Maslow notes that each need-level must have to be satisfied before the individual can see the next one above as important. But if a previously satisfied lower level set of needs becomes deficient again like when one loses one's job, the urge for the next diminishes and the individual reverts to the previous level, like looking for another job.

**Criticisms:** Maslow's Theory has been criticized for certain shortcomings. In the first place, its arrangement of the needs has been criticized for being rigid. The arrangement does not support that some of the needs may occur simultaneously, even as it de-emphasized preferences that individuals hold as per which need they consider more important. On the other hand, the theory

fails to consider the influence of such variables as culture, religion, education, background and environment on the need of people. Be that as it may, the theory is relevant in motivating workers to higher productivity.

But what is the structure of Nigeria's public service?

### **THE PUBLIC SERVICE IN NIGERIA**

The first question that comes to mind is, what is public service? Examining this will systematically lead us to take conceptual incursion into the heart of public service in Nigeria.

Thus, public service refers to the totality of services that are organized under public authority (Okoli, 2005). It means the totality of services that are organized under government authority and includes the staff of the Parliament, Judiciary, Public Corporations, Commissions, Educational Institutions, Government Companies, Local Governments, Armed Forces, Police and other Government Security Agencies (Ekwealor, 2007).

This thought brings the idea of public service under the umbrella of services that are undertaken through government machinery. It means that the government establishes and controls everything that is categorized under public service to the exclusion of activities, businesses and concerns in private hands. It also gives an idea of those services that are prerogative of government. That means those services which government has prioritized, which it has expertise in, and which it wishes to undertake.

Another sense of public service that comes to mind is looking at it as the arrangements, structures, activities and processes that serve public interest. Again, public here could refer to government or majority of citizens. Therefore, one sees public service as having been established to serve government's purpose or the interest of majority of the people in a given geo-political enclave.

Now, when public service is viewed from the point of view of an ideal of rendering service to the public, it means that public service personnel otherwise known as public servants are employed, promoted and controlled by different government's bodies such as Judicial Service Commission

for judicial staff, Police Service Commission for Police Force, among others. This explains why Ofobuike (2001) hints that public service has to do with all officials in government establishments including civil servants who are under the civil service. In fact, he aptly categorized civil service under public service and this should not create confusion in any way. What it implies is simply that public service encapsulates civil service. In other words, we can say correctly that all civil servants are public servants, although not vice versa.

In essence, employees of public service serve both in civil and non-civil capacities like a military officer. The employees of public service are employed, promoted and controlled by relevant bodies, apart from the Civil Service Commission. Examples of these bodies are the Police Service Commission for policemen and the Judiciary Service Commission for judiciary staff members.

Meanwhile, the personnel work in corporations, boards, local governments, educational institutions, judiciary, legislature, and many others. Also, some of them can be appointed into office and dismissed without legal, procedural or age encumbrances. That partly explains why we categorize cabinet commissioners at state level and cabinet ministers at national level, together with their appointees as public servants.

Instructively in Nigeria, the vision of public service is anchored on a public service that works efficiently and effectively for the people (Oronsaye, 2009). This understandably explains why the Nigerian public service has gone through phases since the country gained political independence on October 1, 1960. Sadly however, each of the administrations at the centre made one form of attempt or the other to enforce its understanding on what the service should be and this, to a large extent, affected the shape and productivity of the service.

Historically, the first phase was in early 1960s. That was when concerted efforts were made to create a purely Nigerian service that had no input whatsoever from the British colonial lords. The effort resulted in the design and redirection of the focus of the service towards a management system that was development-driven. The service was thus purged of its task of maintenance of law and order assigned to it by the colonial conquistadors.

X-raying the era, Anazodo (2009) notes that political detachment and official impartiality characterized the then public service. There was an absolute demonstration of loyalty to the political elite by civil servants. But this could have come from the philosophical characterization which the public servants were made to imbibe. Obviously, it was a clear departure from the past which could also have served some useful purpose at the time. The sad thing, however, is that in demonstrating their loyalty to the government which they served, some civil servants gave the impression that their loyalty to Nigeria came second.

Be that as it may, the next phase came with the advent of military administration in 1966 and it progressed even up to 1975. Aptly and owing to the military incursion, the public service leadership swallowed line, hook and sinker the assigned role of assisting the junta in ensuring smooth administration. As a result, top civil servants were seen becoming not just instrumental in the hands of the military chiefs in driving their purpose but they were effective also in offering technical advice as participants in decision-making process. That explains why the then permanent secretaries masterfully formulated and supervised implementation of policies in such a dexterous manner which sold them out as having become de facto heads of ministries and indispensable to the Armed Forces. But the fact remained that the permanent secretaries did not arrogate to themselves superiority over the military officers in power. Of course they could not have embarked on that suicidal adventure. The common belief was that whatever served as their influence on the junta and the system was a product of misconception.

Nonetheless, the influence of the permanent secretaries eventually became officially misconstrued in 1975 within the military circle. A regime of fear for the permanent secretaries crept in. Ironically, the military officers became somewhat apprehensive that they were being dictated to and manipulated by the civilian advisors. That however stemmed from the perception of the public. And as a response, the advice being given by the permanent secretaries and other professional experts during the Federal Executive Council (FEC) meetings was hurriedly terminated. This action then paved way for the third phase of the service.

Under the third phase, Murtala/Obasanjo regime, mindful of the over-bloated influence of the permanent secretaries, resented their decision-making role. It went further to characterize civil servants as having deviated from their originally-assigned advisory role. To curtail the perceived overbearance therefore, the regime forced the service to adapt to its style of leadership. This action, nonetheless, ended up lowering the morale of the service.

But with the advent of the current presidential system, the role of civil servants in Nigeria became anchored on advisory capacity. It no more gets close to influencing the political direction of governments. This remains the practice till date.

But the big question is, are Nigerian public servants productive?

### **NIGERIAN PUBLIC SERVICE AND EMPLOYEES' PRODUCTIVITY**

Jega (2007) observes that the Nigerian public service is characterized by slowness, inefficiency, crass selfishness and greed. According to him, the service has become a matter of self-service, eye-service, somewhat private as against the rule and expectation of public service.

The observation gives credence to the fact that the service, particularly prior to the decade of the 1980s, was known for professionalism, dedication and efficiency to duty. Emphatically, Jega maintains that it was after the 1980s that reckless misrule under the military created a spiral decline and systemic decomposition in the service, making it to acquire a terrible record of lack of commitment to meeting the basic needs and aspirations of the Nigerian citizens.

The implication therefore is that the misrule of the military produced demoralized public service enmeshed in corruption and general erosion of the once high spirit and essence of serving the public. This, of course, does not erode the fact that there remain diligent personnel who have continued to put-in commendable efforts despite the obvious systemic decomposition. They, however, seem to constitute minutest percentage as the gap between them and the bad eggs is so wide that the latter has virtually swallowed-up the former.

At present, some top public servants who exploited the rot in the system as well as the obvious inadequate motivation in the service to corruptly enriched their pockets are being prosecuted by



the Independent Corrupt Practices and other related offences Commission (ICPC) and the Economic and Financial Crimes Commission (EFCC). Table 1 presents status of criminal cases with ICPC involving mostly public servants.

**TABLE 1: STATUS OF CRIMINAL CASES WITH ICPC INVOLVING MOSTLY PUBLIC SERVANTS, 2014-2015**

DATE	TRIAL COURT	DESCRIPTION OF THE ACCUSED	SUMMARY OF CHARGES	STATUS
2014	Court of Appeal Ibadan	CA/414C/2014 Ruth Aweto v FRN Rector,, Federal Cooperative College, Ibadan	Misleading her principal by issuing defective documents in the form of budget proposals and nominal rolls and representing certain casual staff as permanent staff to the Federal Govt. and conspiracy to do same	Matter slated for 13 <sup>th</sup> April, 2015 for hearing
2014	Court of Appeal Ibadan	CA/1413C/2014 Adekanye Komolafe v FRN Bursar, Federal Cooperative College, Ibadan	Misleading his principal by issuing defective documents in the form of budget proposals and nominal rolls and representing certain casual staff as permanent staff to the Federal Govt. and conspiracy to do same	Matter slated for 13 <sup>th</sup> April, 2015 for hearing
2014	HC, Enugu	FRN v Ambrose Ifesinachi Accused was the Registrar of a Magistrate Court, Enugu State.	2-count charge for demanding and receiving N80, 000 before issuing a warrant of release from a suspect's relation who had been in custody for 2 years	Accused person was found guilty and has been convicted.
2014	HC, Uyo	HU/51C/2014 FRN v Dr David Umoessien Fmr. Chairman, Oruk Anan Local Government Council, Akwa Ibom State	Using office to confer corrupt advantage and making false returns	Slated for arraignment on 26 <sup>th</sup> March, 2015
2014	Court of Appeal, Abuja Division	CA/A/650C/2014 Emeka Ebilah v FRN Secretary, National Economic Intelligence Committee	Appellant was convicted for presenting companies with fictitious payment claims before the National Economic Intelligence Committee (NEIC)	The appellant was convicted and sentenced to 5 years imprisonment for violating Sections 19 and 12 of the ICPC Act 2000. Briefs adopted and judgment reserved.
2014	Supreme Court	Sunday Gabriel Ehindero v FRN Former Inspector General of Police	Using position to confer corrupt advantage and making false statements to officers of ICPC	1 <sup>st</sup> accused has filed a further appeal to the Supreme Court which is yet to be heard.
2014	HC 14 Ibadan	IB/1/ICPC/2014 FRN v Adewale Azeez Business man	Impersonation of NSCDC officer and extortion from people in the guise of getting them jobs with the NSCDC	Matter stalled due to the ongoing judiciary staff strike action.
2014	HC Lagos and now before the Supreme Court	FSC/90/2014 FRN v Lukman Ajose Former Chairman of Lagos Island Local Government	Convicted at the trial court for collecting money from the local government for conferences he did not attend	Appellant filed an application to the Supreme Court to file his appeal which was struck out. He has filed yet another which shall be responded to. The court is yet to fix a date.
2014	HC 5 Asaba	A/ICPC/IC/2014 FRN v Hon. Basil Ganagana & 2 Ors. 1 <sup>st</sup> accused is Deputy Speaker of the Delta State House of Assembly, 2 <sup>nd</sup> accused is his wife and 3 <sup>rd</sup> accused is his younger brother	Charged for conferring corrupt advantage on himself and 2 <sup>nd</sup> & 3 <sup>rd</sup> accused persons by employing them as Special Assistants in Delta State House of Assembly and receiving salaries while they were employed in other	Matter struck out on 12 <sup>th</sup> March, 2015. To be refilled

			Government agencies	
2014	HC Abuja	HC/CR/80/2014 FRN v Mr. Adotse Odang Anthony		
2014	HC Calabar	HC/19C/2014 FRN v Egre Michael Nshum Supervisory Councillor for Education, Ogoja Local Government Council, Calabar	Forgery and altering of university certificate and NYSC Discharge Certificate as well as making false statement to officers of the Commission	Accused person has been arraigned and prosecution has opened its case. Matter adjourned to 17 <sup>th</sup> and 18 <sup>th</sup> February, 2015 but stalled by the ongoing judiciary staff strike action.
2014	HC, Ikeja	ID/561C/2014 FRN v Victor Onyinyechukwu Akeze Head, IT Unit Nigerian Civil Aviation Authority	Receiving the sum of N12 million as kick-back from a contractor	Matter slated for 8 <sup>th</sup> October, 2014 for hearing.
2014	HC, Abuja	HC/CR/131/2014 FRN v Victor Charles Ndbueze		
2014	HC, Abuja	CR/134/2014 FRN v Igwe Saturday Coordinator of Akwa Ibom State Polytechnic, Nyanya Satellite Campus	Charged for illegal operation of the satellite campus after it had been closed down	Matter yet to be assigned
2014	HC, Abuja	CR/135/2014 FRN v Abel Friday Chief Clerical Officer at Federal Ministry of Interior, Abuja	Demanding and obtaining gratification to secure employment into the Civil Service	Adjourned to 27 <sup>th</sup> March, 2015 for hearing
2014	HC, Ibadan	FIB/2/ICPC/2014 FRN v Ilesanmi T Okunola & 8 Ors	Obtaining money under false pretence	Date yet to be given for arraignment of the accused
2014	HC, Abuja	CR/134/2014 FRN v Abdullahi Audu Waidu		
2014	HC, Kano	FHC/K/CR/118 FRN v Mr. Mohammed Sanusi Musa Accountant, Nigerian Law School Kano Campus	Forgery of cheques and receiving benefit of N22 million contrary to Section 8 (ii) Miscellaneous Offences Act	Prosecution has opened its case, matter adjourned to 26 <sup>th</sup> March 2015 for continuation of hearing (PW3 and others)
2014	HC, Abuja	CR/155/2014 FRN v Mohammed Ndagi Alhassan		
2014	HC, Umuahia	HU/10C/2014 FRN v Elvis Amechi Nwosu Immigration Officer	Demanding and obtaining gratification to secure employment into the Immigration Service	Matter adjourned for hearing but stalled by the ongoing judiciary staff strike action.
2014	HC, Ibadan	I/3C/ICPC/2014 FRN v Afolabi Ademola Michael	Fraudulent acquisition of properties	Date yet to be fixed for arraignment of the accused person.
2014	HC Lagos	Temp/4774/14 FRN v Akinyemi Badejogbin & Anor Accused persons are Coordinator and Treasurer of the Lagos State Chapter of the National Anti-Corruption Volunteer Corps	Embezzlement of N54 million belonging to NAVC Lagos State Chapter	Charge filed, awaiting date for arraignment
2014	HC Lagos	ID/561C/2014 FRN v Akaeze Head of IT Unit of the National Civil Aviation Authority	Receiving the sum of N12 million as kick-back from a contractor	Adjourned to 31 <sup>st</sup> March, 2015 for hearing
2014	FCT HC Abuja	CR/32/2014 FRN v Hussein Kehinde Ibikunle	Cheating by impersonation	Accused person was to be arraigned on 20 <sup>th</sup> January, 2015 but case withdrawn because accused is deceased.
2014	FHC, Port Harcourt 1	FHC/PH/158/2014 FRN v Nzeh Edozie Kenneth Runs a Debt Recovery Company	Obtaining a fee to recover debt for members of the public under the false pretence that he is a staff of the ICPC	Accused person has been arraigned and prosecution has two witnesses. Matter adjourned to 6 <sup>th</sup> May, 2015 for continuation of hearing
2014	FHC, Umuahia	FRN v Eze Ubiaru Accused person is the Eze of	Money laundering	Accused person has been arraigned. Prosecution has

		Ipupe autonomous community		opened its case and matter adjourned for continuation of hearing but stalled by judiciary staff strike action.
2014	CA, Akure Ondo State	CA/AK/66C/14 Gbenga Ojo v FRN Fmr. Vice Chairman, Akure Local Government Council, Ondo State	Appellant convicted for furnishing false statement and conspiracy	An appeal against a final judgment convicting the appellant. Appeal has been heard, awaiting judgment.
2014	CA, Akure Ondo State	CA/AK/167C/14 Leye Adejuyigbe v FRN Fmr. Head of Personnel, Akure Local Government Council, Ondo State.	Appellant convicted for furnishing false statement and conspiracy	An appeal against a final convicting the appellant. Appellant has recently filed and served his brief and the Respondent's brief is being prepared
2014	CA, Akure Ondo State	CA/150M/2014 Dele Fagoriola v FRN Fmr. Chairman, Akure North Local Government Council, Ondo State	Accused person filed a notice of appeal against the ruling of the trial court on his no-case submission and urging the trial court to disqualify himself from the matter	No step has been taken by the appellant to proceed with this appeal.
2014	Court 12, FCT High Court	CR/13/2014 FRN v Sola Adeniran & 2 Ors Visa racketeers	Conspiracy to forge Brazilian visa and forging of Brazilian visas	Accused person to be arraigned on 2 <sup>nd</sup> April, 2015.
2014	Court 5, FCT High Court	CR/11/2014 FRN v Ipregha Tutogu Harold Administrative officer in the employ of the Bayelsa State Government deployed to the Bayelsa State Liaison Office, Abuja	Making false statement to the Ministry of Foreign Affairs and officer of the ICPC	Accused arraigned on 2 <sup>nd</sup> February, 2015 and matter adjourned to 26 <sup>th</sup> and 27 <sup>th</sup> May 2015 for the prosecution to open its case
2014	FCT High Court	FCT/CR/70/14 FRN v Sokoro Aswei-Ugina Clement Public Officer at Rivers State Liaison Office	Alleged to have used his office to include names of persons who are not employees of Rivers State in the request for visa from Foreign Affairs	Date yet to be assigned for the arraignment of the accused person
2014	FCT High Court	FCT/HC/CR/155/14 FRN v Mohammed Idagi Al'Hassan Public officer –staff of Accountant General's Officer working with IPPIS	Alleged to have used his office to transfer close to N3 million into a private person's account which he withdrew for his personal use	Accused person to be arraigned on 16 <sup>th</sup> February, 2015.
2014	Supreme Court	SC/178/2014 FRN v Solomon Enwanede & 2 Ors Officers of the Delta State Independent Electoral Commission	Alleged to have abused their office and used same to confer corrupt advantage on themselves	Filed all necessary processes and awaiting a date for hearing to overturn the ruling of the Court of Appeal allowing the accused person's appeal against the ruling of the trial Court overruling their application to quash the charges against them.
2014	FCT High Court	CR/12/2014 FRN v Obaemeka Ifeanyi Augustine Visa racketeer	Alleged to have forged documents to be used in procuring visas	Matter slated for 23 <sup>rd</sup> May, 2015 for hearing
2014	FCT High Court	CR/42/2014 FRN v John Ayodele & Anor 1 <sup>st</sup> accused person is a former director at PHCN and 2 <sup>nd</sup> accused person is s private person	Alleged to have given fake information to a public officer	Matter scheduled for 2 <sup>nd</sup> April, 2015 for leave and arraignment.
2014	FCT High Court	CR/43/2014 FRN v Osahon Asemota & Anor Business men	Alleged to have committed forgery and given false information to a public officer	Matter slated for 7 <sup>th</sup> May 2015 for leave and arraignment.
2014	Supreme Court	Beatrice Ayuba Barkat v FRN Private person	Accused person was convicted by the trial court and appealed the conviction at the Court of Appeal, which appeal was not allowed	Notice of appeal has been filed, record of proceedings transmitted but nothing more has been done by counsel to the Appellant.
2014	High Court, Uyo	HU/57/2014 FRN vs Anietie Udobong and Sunday Johnson The 1 <sup>st</sup> accused person is the	Making false statement, stealing compensation money for the construction of gas pipeline	Accused person arraigned. Case coming up on 17/02/15 for commencement of hearing.

		secretary of a village council while the 2 <sup>nd</sup> accused person is a chartered surveyor		
2014	Court 5, FCT High Court	CR/11/2014 FRN v Ipregha Tutogu Harold Administrative officer in the employ of the Bayelsa State Government deployed to the Bayelsa State Liaison Office, Abuja	Making false statement to the Minister of Foreign Affairs and officer of the ICPC	Accused arraigned on 2 <sup>nd</sup> February, 2015 and matter adjourned to 26 <sup>th</sup> and 27 <sup>th</sup> May 2015 for the prosecution to open its case
2015	HC, FCT	CR/138/15 FRN v Mercy Adeyanju Business woman	Frustration of investigation of the Commission	Slated for arraignment.
2015	HC 2, FCT	HC/CR/127/2015 FRN v Aminu Abubakar & Anor 1 <sup>st</sup> accused person is a business man and founder of an NGO ie Goodluck Support Group and 2 <sup>nd</sup> accused works for 1 <sup>st</sup> accused	Conspiracy to extort, extortion and threat with injury to reputation with intent to cause alarm under the Penal Code	Slated for arraignment on 5 <sup>th</sup> May, 2015.
2015	FCT High Court	HC/CR/106/2015 FRN v Adetula Olakunle		No date fixed for arraignment of accused persons.
2015	FCT High Court	HC/CR/106/15 FRN v Sule Haruna Staff of Abuja Environmental Protection Board (AEPB)	Alleged to have received various sums of money from Fulani herdsmen as an incentive to release stray cows which were confiscated by officers of AEPB in the course of the discharge of their official duties.	No date fixed for arraignment of accused persons.

**SOURCE:** <https://icpc.gov.ng/downloads-beta/> Retrieved on 27/7/2019 at 7:50pm with minor adjustment to reflect only Criminal Cases 2014-2015.

As evident from Table 1, some public officers abused their offices by demanding and actually receiving gratification from members of the public before performing their official functions. Others used their offices to confer corrupt advantage on themselves and made false returns, collected money for conferences not attended, received salaries from other offices not worked for, received kick-backs from contractors, forged cheques and fraudulently acquired properties. Other offences include embezzling funds meant for organizations, indulging in money laundering, forging documents for personal aggrandizement, stealing money meant for construction purpose and committing extortion.

In fact, Table 2 presents summary of ICPC enforcement data from inception to December 2017. Of particular interest is the number of vehicles recovered from retired government officials and including those that worked under the Subsidy Reinvestment Programme (SURE-P).

**TABLE 2: SUMMARY OF ICPC ENFORCEMENT DATA FROM INCEPTION TO DECEMBER 2017**

<b>ACTIVITY</b>	<b>FIGURES</b>
Number of petitions received	15, 129
Number of petitions assigned	7, 389
Number of petitions fully investigated	3, 657
Number of on-going cases in Courts	304
Number of convictions in determined cases	93
Record of Assets and Cash recovered (2006-2017)	<a href="http://icpc.gov.ng/download/5982/">http://icpc.gov.ng/download/5982/</a>
List of funds recovered and returned to victims	<a href="http://icpc.gov.ng/download/5979/">http://icpc.gov.ng/download/5979/</a>
Photographs of some properties recovered	<a href="http://icpc.gov.ng/photo-gallery-2/nggallery/icpc/photographs-of-properties-recovered-by-icpc-from-2016-march-2017">http://icpc.gov.ng/photo-gallery-2/nggallery/icpc/photographs-of-properties-recovered-by-icpc-from-2016-march-2017</a>
Photographs of 72 vehicles recovered from retired government officials and SURE-P	<a href="http://icpc.gov.ng/photo-gallery-2/nggallery/icpc/icpc-hands-over-40-recovered-vehicles-to-the-federal-ministry-of-water-resources">http://icpc.gov.ng/photo-gallery-2/nggallery/icpc/icpc-hands-over-40-recovered-vehicles-to-the-federal-ministry-of-water-resources</a>

**SOURCE:** <https://icpc.gov.ng/downloads-beta/> Retrieved on 27/7/2019 at 11:50pm.

From the table, the ICPC recovered a total of 72 vehicles from retired government officials and those that worked with the now-rested SURE-P between the Commission’s inception and 2017. Those from whom the vehicles were recovered were public servants who eventually made away with those government properties upon their retirement from active service. Their action could have been encouraged by the inadequate motivation while in service and their inability to purchase those vehicles for themselves with their legitimate earnings while still in service.

Table 3 presents details of convictions secured by yet another anti-graft agency: the Economic and Financial Crimes Commission (EFCC) in 2016 in Abuja. Some of the convicts who were public servants committed offences which included criminal misappropriation, criminal breach of trust, theft, obtaining money by false pretence, money laundering, forgery and fraudulently using as genuine, and stealing.

**TABLE 3: EFCC ABUJA CONVICTIONS IN 2016**

S/N	JUDGE	ARRAIGNMENT DATE	OFFENCE	CONVICTION DATE	NAME OF PARTIES	VERDICT
1	Hon. Justice Akin-Davids	20/09/2013	Stealing	25/01/2016	FRN v Olorunfemi Emmanuel Obaje	Sentenced to a prison term of three (3) years without an option of fine
2	Hon. Justice Salisu Garba	25/04/2007	Criminal conspiracy, theft of four cheque leaflets, forgery, and using as genuine	29/01/2016	FRN v Tunde Oreniga	Sentenced to two (20) years imprisonment on the three counts of criminal conspiracy and five (5) years imprisonment on the counts of obtaining money by false pretence
3	Hon. Coram Longi	23/11/2015	Criminal breach of trust	19/02/2016	FRN v Olukunle Ajayi	Sentenced to six (6) months in prison with an option of fine of N10, 000 (Ten thousand naira only). His house was also forfeited and is to be sold and the proceed restituted to the victim
4		08/03/2016	Forgery	15/03/2016	FRN v Iliya Bako Dawuda	He was convicted and sentenced to five years imprisonment without option of fine
5	Hon. Justice Lawal Akapo	24/06/2016	Conspiracy to defraud, impersonation, forgery and using of false document	16/03/2016	FRN v Joseph Onoja Gabriel	Sentenced to two (2) years imprisonment commencing from the date of sentence
6	Justice Valentine Ashi	18/01/2016	Forgery, using as genuine and obtaining money under false pretence, conspiracy and cheating		FRN v Chibueze Enudi & Monday Adewale Lawal	On Count 1, the 1 <sup>st</sup> and 2 <sup>nd</sup> defendants were sentenced to a term of six (6) months imprisonment each with an option of fine of Two hundred thousand naira (200, 000) each. On Count 2, the 1 <sup>st</sup> and 2 <sup>nd</sup> defendants were sentenced to a term of six (6) months imprisonment each with an option of fine of Two hundred thousand naira (200, 000) each.
7	Hon. Justice Olukayode A. Adeniyi	25/09/2013	Attempt to obtain and obtaining by false pretence	03/02/2016	FRN v Vincent Bulus Venman	
8	Hon. Justice Rabi Mustapha	29/04/2011	Conspiracy and forgery		FRN v Muhammad Salisu Mohammad	The two accused persons were sentenced to 3 years imprisonment each
9	Hon. Justice A.I.Kutigi	14/06/2012	Conspiracy and criminal breach of trust		FRN v Adegboyega Lomdon & 1 or	The court sentenced the accused persons to 2 years imprisonment or an option of fine of N100, 000 (One hundred thousand naira only) each.

						and also ordered each of them to restate and pay the sum of N2, 400, 000 to the Federal Ministry of Mines and Steel Development.
10	Hon. Justice F.A. Andetur	21/04/2016	Conspiracy to induce the delivery of money under false pretences		FRN v N.Zhema and Adamu Umaru Jalo	The 1 <sup>st</sup> accused person was sentenced to 7 years imprisonment on each of counts 1, 2 and 3 with option of fine in the sum of N300, 000. 00) three hundred thousand naira only. The sentence is to run concurrently. The 2 <sup>nd</sup> accused person was sentenced to 7 years imprisonment on counts 1, 4 and 5 with option of fine in the sum of N300, 000. The sentence is to run concurrently
11	Hon. Justice Ipaye	24/04/2015	Conspiracy and obtaining under false pretence	18/02/2016	FRN v Elvis Ezeani	Sentenced to 10 years imprisonment without option of fine. The sentences are to run concurrently.
12	Hon. Justice Abdulgafar	14/07/2015	Criminal misappropriation	27/04/2016	FRN v Oladimeji Moh Eduh, Zarab Ventures	The 1 <sup>st</sup> accused person was sentenced to 6 months imprisonment and also ordered to refund the sum of N14, 000, 000 (fourteen million naira)
13	Justice Aladetoyinbo		Criminal breach of trust	25/04/2016	FRN v George Uboh	The accused was sentenced to 3 years imprisonment on each of the above counts with option of fine in the sum of one million naira (N1, 000, 000). The convict was also ordered to pay twelve million naira (12, 000, 000) as compensation to Police Foundation.
14	Hon. Justice M.T.M Aliyu	14/11/2008	Theft	26/04/2016	FRN v Bitrius Mallam	The accused was sentenced to twelve months imprisonment and a fine of N100, 000 (one hundred thousand naira) in the event that the accused is unable to pay the fine, he shall spend an additional 12 months in prison.
15	Justice M. Anenih	05/11/2013	Obtaining money under false pretence	19/05/2016	FRN v Sunday Chukwu	The accused was sentenced to 10 years imprisonment on each of the above counts. The

						sentence is to run concurrently from the 5 <sup>th</sup> of November, 2013 when his bail was revoked as he earlier jumped bail
16	Hon. Justice Umar Sadia	08/12/2011	Conspiracy and criminal breach of trust	28/06/2016	FRN v Elisha Gyang & Laide Omotosho	The 1st defendant was convicted for the offence of criminal breach of trust as charged and sentenced him to two years imprisonment on each of the counts of criminal breach of trust (which is to run concurrently or the option of fine of N500, 000. 00 (Five hundred thousand naira) on each count.
17	Hon. Justice Musa		Criminal breach of trust	28/06/2016	FRN v Abiodun Oyebanji Yahaya	The defendant pleaded guilty to all the counts and was sentenced to two years imprisonment with the option of the fine of N500, 000
18	Hon. Justice A.S. Umar	19/01/2011	Forgery		FRN v Barr. George Ihejirike Okechukwu	He was sentenced to 6 years imprisonment
19	Hon. Justice U.P. Kekemeke	25/02/2015	Obtaining money under false pretence	23/06/2016	FRN v Gabriel Olugbenga Charles	On count one: 6 months imprisonment with an option of fine. On count two: 7 years without an option of fine. The court ordered the terms to run consecutively and the convict is to refund to the complainant the sums of N880, 000 fraudulently obtained from her and N60, 000 paid to him as fare to and fro Abuja to Port-Harcourt
20	Hon. Justice Banjoko	20/04/2016	Conspiracy and obtaining under false pretence	30/06/2016	FRN v Igbinokhwo Nelson	On the strength of his plea, he was found guilty on the two counts and sentenced to a prison term of 1 (one) year with an option of fine of N250, 000 only. No monetary benefit accrued to the convict from the crime.
21	Hon. Justice Sabiu B. Shuaibu	2014	Criminal conspiracy and aiding	03/05/2016	FRN v Alh. Muhammed Arzika Dakingari and Musa Yusuf	The Hon Justice in a well considered judgment discharged and acquitted the 1 <sup>st</sup> accused person of the charges in counts 6, 8, 12, 14, 16, 18 and 20. He



						convicted 2 <sup>nd</sup> person (Musa Yusuf) on all counts and sentenced him to six months on each count. The Hon. Justice also ordered the restitution of 25 units of IVECO trucks to the injured victims or its monetary value of N7, 000, 000 per truck which adds up to N175, 000, 000.00 (One hundred and seventy five million naira only. He was not given an option of fine.
22	Hon. Justice Muhammad Lawal Bello		Conspiracy to obtain money under false pretence	09/06/2016	FRN v Abdullahi Bayero & 2 ors	The 1 <sup>st</sup> and 2 <sup>nd</sup> accused persons were sentenced to 3 years imprisonment with an option of N500, 000 on count 4 and 5 to run concurrently. The third accused person was discharged and acquitted.
23	Hon. Justice Ajileye		OBT	25/07/2016	FRN v Abdulraman Jamu	Seven years imprisonment on each count to run concurrently and to pay N7, 360, 000 to the victim
24	Hon. Justice Inyang Eko	31/3/2010	Money laundering and conversion	25/04/2016	FRN v Gabriel Daudu	Sentenced to 2 years imprisonment on 75 counts to run concurrently.
25	Hon. Justice A.A.I. Banjoko	06/06/2007	Conspiracy, forgery and fraudulently using as genuine	27/09/2016	FRN v John Jacob, Mohammed Ndakupe, Sadiq Ibrahim and Abubakar Ismail	Sentenced to 7 years imprisonment & option of fine of N500, 000
26	Hon. Justice Christopher Auta & Hon. Justice Aliyu Mayaki		Obtaining under false pretences	29/09/2016	FRN v Ndagba Ibn Muhammad & Lanle Travels & Tours Limited	Sentenced to 7 years imprisonment & restitution to be made to victims from the sum of N680, 000.00 to N780, 000.00.
27	Hon. Justice Adam O. Onum	21/11/2013	Conspiracy, obtaining under false pretence	10/07/2016	FRN v Engr. Busari Akeem & Engr. Ogonnia Irenaeus	Sentenced to 7 years imprisonment without an option of fine.
28	Hon. Justice A.S. Umar		Issuance of dud cheque		FRN v Daria Gilmaska & Icon Media and Marketing Agency Limited	Sentenced to 2 years imprisonment on 1 count charge
29	Hon. Justice Evelyn Anyadike		Conducting banking business by collecting deposits from the public	27/10/2016	FRN v Moses Samanja Audu & Anor.	Sentenced to 5 years imprisonment, closure of the venture and all accounts of the accused persons be forfeited to the Federal Government for restitution to depositors
30	Hon. Justice A.O. Ebong	13/10/2016	Cheating by impersonation	20/10/2016	FRN v Salisu Sambo Goni	Convicted and sentenced to pay a fine of N50, 000

						only
31	Hon. Justice M.T.M Aliyu	13/10/2016	Conspiracy, forgery, fraudulently using as genuine of forged document and obtaining by false pretence	21/10/2016	FRN v Aku Ben Aku & 1 or	The accused persons were sentenced to 7 years each on the counts and with fine of N500, 000
32	Hon. Justice Aliyu Mayaki	21/04/2016	Attempted theft	28/10/2016	FRN v Abdulakeem Abdulrahman	Sentenced to 2 years imprisonment with option of fine of N400, 000
33	Hon. Justice Mojebi	13/03/2012	Conspiracy and criminal breach of trust	05/05/2016	FRN v Joseph Agbo, John Ekele & 1 or	The accused persons were sentenced to 2 years imprisonment on each count
34	Hon. Justice M.E.Anenih	04/04/2012	Stealing	12/05/2016	FRN v Babatunde Abisuqa	Following a plea bargain, the accused was sentenced to 1 year and six months imprisonment
35	Hon. Justice U.N.Agomoh	03/11/2014	Obtaining money under false pretence	21/10/2016	FRN v Chief Felix Amadi	Sentenced to 7 years imprisonment without an option of fine
36	Hon. Justice Bello Kawu	14/05/2015	Criminal breach of trust and misappropriation	15/11/2016	FRN v Emmanuel Ade Toluhi	Sentenced to 2 years imprisonment to run concurrently
37	Hon. Justice S.P.Gang	July 2012	Criminal breach of trust	27/10/2016	FRN v Kingsley Uche Ezeji	The accused person was convicted and sentenced to one year imprisonment. In addition, he is to pay Twenty Thousand Naira fine. The court also granted the prosecution's application and ordered the convict to pay compensation of MN3, 200, 000 (Three million, two hundred thousand naira) to the victim but that this sum is to be recovered through civil suit.
38	Hon. Justice Filibus B. Andetur	03/03/2013	Conspiracy, inflation of contract and award of contract above approval limits under the relevant laws	22/11/2016	FRN v Bawa Piyiki and Luka Rimamnde Mbokun	The accused persons were to be remanded in prison custody in Jalingo, Taraba State till 13 <sup>th</sup> December, 2016 when they will be sentenced

**SOURCE:** <https://efcnigeria.org/efcc/public-notice> Retrieved on 27/7/2019 at 11:50pm.

As is shown on the table, the same situation of public servants exploiting the rot in the Nigerian system as well as the obvious inadequate motivation in the service to corruptly enrich their pockets is manifest in the cases handled by the EFCC. For instance, regarding number nine which bothers on conspiracy and criminal breach of trust, the court sentenced the accused

persons to two years imprisonment or an option of fine of N100, 000 (One hundred thousand naira only) each, and also ordered each of them to retribute and pay the sum of N2, 400, 000 to the Federal Ministry of Mines and Steel Development each. Also regarding number 13 bothering on criminal breach of trust, the accused was sentenced to three years imprisonment on each of the counts with option of fine in the sum of one million naira (N1, 000, 000). The convict was also ordered to pay twelve million naira (12, 000,000) as compensation to Police Foundation. These cases involved ex public servants defrauding public institutions where they served. The implication is that the public servants, in the face of the inadequate motivation in service, resorted to self-help. But we are challenged by the causes of this lethargy in the public service.

### **CAUSES OF LOW-PRODUCTIVITY IN NIGERIAN PUBLIC SERVICE**

Chukwuemeka (2001) in a discourse on what causes low-productivity among Nigeria's public servants observes that prospect for career advancement in the public service is low and hardly motivating, and remunerations are not competitive with what obtains in the private sector for an equivalent job and skill. According to him, efficiency is impaired in the public service because there are no career prospects.

Instructively, Ejiofor (1984) echoes this. He identifies unmotivated and dispirited workforce as one of the major factors constituting the main problems of public enterprises in Nigeria.

According to Dejo (2004), the compensation of employees in the public sector has been declining except when there is upward review of salaries. To him, when and where the distribution of wealth, income, power and services is perceived to be inequitable or unjust, those who see themselves as unjustly or unfairly treated are not likely to subordinate themselves to the authority of the regime or the interest of the nation.

Owing to the factors therefore, Chukwuemeka (2001) points out that the public service is bedeviled by apparent lethargy, procrastination and general inefficiency. He also agrees that the problem which arises in thinking about efficiency in the public sector is that it is far more complicated to value and determine than in commercial organizations where the criterion of efficiency is largely guided by the profit objective.

Perhaps, the biggest challenge comes with the fact that the public servant is expected to apply efficiency to his work despite the ill-motivation factor. Added to this challenge is also the fact that the values which Nigeria public service seeks to achieve are hardly expressed in quantitative term.

Expectations are made of public servants in Nigeria, particularly in the area of efficiency and effectiveness. The irony, however, is that a great number of them care less about these demands and even where they bother about them, there is no quantifiable indicators with which to measure their inputs. And this further dims any hope of achieving productivity.

But efforts have been made in the past to salvage the public service.

### **LOW PRODUCTIVITY AND CIVIL SERVICE REFORMS IN NIGERIA**

Some reforms have been introduced into the Nigerian civil service in order to improve on its productivity. Nwatu (2008) adds that it was in recognition of the fact that productivity was adversely affected by inadequate motivation of the human resources component that Sani Abacha's administration constituted the Alison Ayida Panel of 1994 on civil service reform. He notes that the panel was charged with the task of discovering factors inhibiting civil service effectiveness and efficiency and the various factors that have led to low morale in the services. According to him, the panel recommended that in order to improve morale, salaries and allowances of civil servants should be substantially reviewed upwards.

Adebayo (2000) offers an insight into the work of the panel. According to him, the panel in its introductory remarks found that the Nigeria civil service as an effective and dependable institution had virtually collapsed. That explains why, in its White Paper published in June 1997, the then Federal military government approved the recommendation that job security should be restored in the civil service, merit awards should be instituted for long-serving and outstanding civil servants, that the suspension placed on promotion be lifted and that adequate measures would be taken to redress the fact that the public officer is the least-paid worker in the economy. Of course, other recommendations by the panel were that education allowance should be re-introduced as an item in the pay package of civil servants, housing loan entitlement of civil

servants increased substantially and the fund allocated to the staff housing scheme also increased.

Perhaps, it is imperative to note that prior to the Ayida Panel, Udoji Commission and Dotun Phillips Commission had been set up on same public service reform. Table 4 highlights civil service reforms in Nigeria between 1934 and 1994.

**Table 4: CIVIL SERVICE REFORMS IN NIGERIA 1934-1994**

REFORM	YEAR
HUNTS COMMISSION	1934
HARRAGIN	1945
FOOT COMMISSION	1948
PILLIPSON-ADEBO COMMISSION	1954
GORSUCH COMMISSION	1954
MBANEFO COMMISSION	1959
MORGAN COMMISSION	1963
ELDWOOD COMMISSION	1966
ADEBO COMMISSION	1971
UDOJI COMMISSION	1972
DOTUN PHILIPS	1985
DECREE NO 43	1988
AYIBA REVIEW PANEL	1994

**Source: Ikejiani-Clark (1997), Williams (1997)**

As Table 4 indicates, 13 reforms targeted at improving productivity in the Nigerian civil service ecology took place between 1934 and 1994. These, according to Salisu (2001), focused majorly on salaries, wages and condition of service.

However, another reform that deserves mention is the Olusegun Obasanjo administration's Service Delivery Reform of 2003 which was instituted in recognition of poor service delivery of the public service in Nigeria. The report in February 2004 indicated poor motivational packages and called for improved public service function through a service delivery programme that would provide the enabling environment for a responsive government.

But with the reforms, what gthe should be the agenda for Nigerian public service in the 21<sup>st</sup> century?

## **EXPECTATIONS OF NIGERIAN PUBLIC SERVICE IN THE 21<sup>ST</sup> CENTURY**

The Nigerian public service in the 21<sup>st</sup> century requires a paradigm shift towards a sustained culture of productivity. The implication is that the 21<sup>st</sup> century civil service in Nigeria needs to manage the abundant potentials in its human resources in a manner that guarantees motivation. This is what in turn would unleash the capacities, skills, expertise and commitment in the personnel towards the attainment of national objectives.

Consequently, the entire goal of the civil service leadership should be to inspire the workforce towards the realization of national growth and development but packaged in a way that prioritizes making the service system a motivating place to work in. Of course, training and retraining of personnel, improved welfare package for them, personal growth plan, prompt salary payment and introduction of other stimulants are some key factors that are germane in effectively confronting the challenges facing the 21<sup>st</sup> century civil service in Nigeria.

## **CONCLUSION**

Lack of adequate motivation is a major factor that causes low productivity in Nigeria's public service environment. The undesirable condition necessitated the various service reform panels instituted by successive federal administrations in order to energize personnel towards service delivery. Be that as it may, it remains appalling that the Nigerian public service is yet to live up to its expectations as the engine of growth and development in the country. Inadequate motivation of workers continues to clog the wheel of productivity in the service. It is in line with this, therefore, that this research recommends that motivation issue in the service be revisited. It equally recommends that management develops reward systems in the form of financial and non-financial rewards as a way to recognize and appreciate achievements. This is predicated on the finding that workers are more likely to be motivated if they work in an environment where they are valued not just for what they do but also for what they are. It is expected, therefore, that public servants are encouraged and provided with stimulating work environment in addition to other relevant support system.

Other area which can assist in repositioning the public service is carefully-planned reorientation. Here, the target is to re-orientate the mindset that had entrenched corruption in the sector. But

this will produce effective result when efforts of public servants are recognized and incentivized, and their needs significantly met while delivering national goals.

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