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Public Service Reform

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Abstract:

The tradition of public sector reform is a global phenomenon that cuts across different nations; the advanced and less developed ones. This article compares recent public service reforms in Nigeria and France by providing the theoretical elaboration of the policy process underpinning the emergence of public service reform. It is evident that these two countries had made changes in their structure and operation to achieve cost-efficiency, budget accountability and an improved customer focus in service delivery. An explanation is advanced for variations in national reform profiles which draw on elements of historical, political economy, and institutional approaches. This study examines the implementation of the various reforms and how they have been able to address issues arising from the policy process in those selected countries. The paradigm shift from the past reforms emanating from their disappointing performance in the political economy and how this experience can be used to enhance paradoxical change in those countries are basically the focus of this work. The findings suggest institutional capacity as a pre-requisite towards achieving various national goals and New Public Management principles.

Keywords: Public Service, public service reform, public sector management, public policy implementation

1. Introduction

Series of public service reforms have been established both in the developing and developed countries by their governments, yet the level of growth in the public sector has been limited. While the case of the developed countries is quite encouraging following the consistent improvement in their economies, the case of the developing countries is contrary due to many factors. Among these factors are: corruption, lack of transparency, poor accountability, political instability, insufficient resources to implement the reforms, lack of professionalism, bureaucratic bottleneck, undue interference of members of political class in bureaucratic activities and dictate of politicians. The idea of public service reforms is to transform the government agencies through regular review of administrative challenges that are likely to affect their service delivery. The public servants in developing and developed societies are very vital in governance because they avail the political ruling class to implement the public policies formulated to address the economic, political and social issues affecting their environment.

It is essential to say that there is no public service reform that is perfect and eternal. In other words, every reform undergoes challenges the moment it is established. Hence, in the face of new development, the government is expected to re-strategise and have a rethink on how those challenges have to be solved to enable the government agencies to perform their obligation towards the citizens. The more effective and efficient those agencies are the better for the economy. Every public service reform is meant for the society from where it is generated since historical, cultural, environmental and political factors usually determine its success and full implementation. However, with the introduction of the new public management, public service reforms in the developing and developed societies have witnessed a tremendous paradigm shift from the traditional ways of formulating these reforms to contemporary means. The essence of NPM is to guide public bureaucrats on the salient areas to be considered vital in the course of formulating indigenous reforms. While it is true that NPM advocacy is Anglo-Saxon ideas in all ramifications, it is equally true that the adoption of its principles has helped both the developing and developed to address public service delivery and governance issues.

2. Conceptual Clarification

The public service is a conglomeration of civil service institutions, parastatals and extra-governmental agencies established to implement the various policies, plans, and programmes set out by governments in a nation-state to stir up growth and development. The civil service institutions involve core ministries established at the federal and state levels. The parastatals are the public enterprises or corporations established by the various branches of government to carry out certain functional roles. While there is an element of commercialisation in the goods and services rendered by the parastatals to the citizens, there is none in the civil service. Examples of parastatals are: the Nigerian National Petroleum Corporation (NNPC), former National Electrical Power Authority (NEPA), Nigerian Television Authority (NTA), Nigerian Railway Corporation (NRC) among others. The extra-governmental institutions on the other hand involve those agencies established to engage in ad hoc functions. They are agencies of circumstances. These are the National Independent Electoral Institutions (INEC), National Agency for Food and Drug Administration Commission (NAFDAC), Independent

Corrupt Practice Commission (ICPC). All those institutions mentioned were created by the federal government. At state level, we also have similar development where different government institutions also exist.

3. Public Service Reforms

In this study public service reforms are considered as administrative reforms. Thus, it will be used interchangeably Public service reform is:

“a deliberate attempt to change both the structure and procedure of the public bureaucracies involved ---- in order to promote organisational effectiveness and attain national development goal” (Quah, 1976)

Hahn-BeenLeein his definition of public service reforms prefers the word administrative reforms. He posits that administrative reform is “an effort to apply new ideas and combinations of ideas to administrative system with a conscious view to improving the system for positive goals of national development” (Lee, 1970).

In The Reforming Organization, Brunsson and Olsen (1993) have examined real life public sector reforms in an attempt to better understand them. They propose a number of helpful definitions and attributes of reform:

- Reforms occur when the gap between an organisation’s performance and the expectations attached to it becomes evident.
- The basis of reform is the idea that, by making deliberate goal-directed choices between organisational forms, new forms can be created, which improve operations and lead to better results.
- Reforms take one of three directions: rationalisation (streamlining, downsizing), power shifts (changes in leaders, political parties, ideologies), and democratisation (empowerment, decentralisation, deregulation).
- Reforms have four main effects: reshuffle power, re-legitimise, educate, and benefit certain actors while threatening others.
- Public service reform is a package of policy measures and like any other policy, it has set goals which aims at achieving. The institution of reform measures in administrative machinery presupposes the existence of some administrative deficiencies (Adedeji, 1975).
- Public service reforms are put in place to achieve the following goals:
 - To promote efficiency of service and increase level of productivity.
 - To give a new sense of direction to public bureaucrats by making them to imbibe the culture of equity and justice devoid of corruption, nepotism and tribalism.
 - To expose public bureaucracy to new techniques of carrying out tasks or responsibilities given to them. This could be done through the application of modern ways of executing tasks such as project methods, management by objectives (MBO), planning-programming-budgeting-system (PPBS), management information system (MIS), and other new accounting techniques.
 - To identify and discover waste in order to reduce them. This could be in form of redundancy of workers, payment to ghost workers, excessive and duplication of facilities procured etc.
 - To accelerate modernisation or growth and development with the society by making the public bureaucracy a productive institution responsive to the needs of the citizens, accommodative to changes and supportive to governmental plans.
 - To make the political leaders and bureaucrats to identify their areas of operation or administrative limits in order to prevent conflict of interests. Public service reforms are instituted to enable public bureaucrats to know the relevance of political leaders. Secondly, the political leaders are also expected to acknowledge the professional autonomy and the influence the public bureaucrats have on policy implementation.
 - To adjust the relationship that exists between the administrative system and the population or selected population segments.
 - Above all, to make public service more dynamics by removing the traditional elements and replacing them with modern elements. The modern elements include the need to train and develop workers, encourage motivation of workers through adjustment of wages and salaries and incentives, acknowledging the important position of public bureaucrats by not politicising them, and reducing undue political intervention in bureaucratic responsibilities by applying scientific means in carrying out administrative work and employing competent manpower.

4. Characteristics of the Public Service

The factors that are common to the 3 integral parts or component units of public service mentioned above are:

- The structure
- Objectives
- Goals
- Constitutionally established/ Public policies
- Anonymity
- Neutrality
- Impartiality
- Hierarchy

4.1. *The Structure*

The three branches of public service institutions such as the civil service, parastatals, and extra-governmental institutions have bureaucratic structure that allows authority to flow downward from those in the top-echelon. The structure has administrative, executive, professional, and technical cadres as well as clerical and messenger classes.

4.2. *Objectives*

The public service has objectives being created by the federal and state governments. Although, those objectives are multifarious and differ from one institution to the other, they are however having three fundamental objectives. These objectives involve the satisfaction of citizens in the supply of goods and services, the implementation of government policies, plans, and programmes, and enhance of growth and development.

4.3. *Goals*

The goals are the targets given to the various government institutions which are expected to be performed by them. These goals are what promote the good governance and by which the government actions are weighed in the society. It is important to say that the goals are multi-faceted in nature. Though, the goals differ from institution to institution and from government to government, they are so important that without their existence, the public service is likely to perform below the expectation of the society.

4.4. *Constitutionally Established/Public Policy*

Public service institutions are established by the laws of a state. They can therefore be either sued or be sued. The government on periodical basis usually put in place certain public policies that are meant to direct the activities of the institutions to enable them to achieve their goals. Aside from government, individuals at the top echelon such ministers, directors-general, chairmen, Managing directors do initiate policies as guides for their various institutions.

4.5. *Anonymity*

In the government institutions, workers are not to be seen as critics of government decisions. They may do it in a clandestine or surreptitious means but not openly since there are ethics guiding the code of conducts of workers. In other words, your voice can be heard under the cover of the mask but not be recognised. You may write anonymously (i.e. in secrecy) so that you would not be seen as being disloyal.

4.6. *Neutrality*

Public servants can vote as a way of performing their civic rights but cannot be voted for. Whoever wishes to aspire for political office is expected to resign from the service. The public service rule even makes difficult for workers to canvass for votes or campaign for political aspirants.

4.7. *Impartiality*

In the course of dispensing their duties or functions, public servants are to do that without any form of partiality. Service delivery should not be done to favour certain groups or individuals in the society. Promotion of workers by those at the helm of affairs must not be done on the basis of tribalism or ethnic sentiments. Allocation of public funds to the various units or department should not reflect any form of injustice or partiality.

4.8. *Hierarchy*

Public service is not an institution whereby workers perform their functions without chain of commands. Rather, it involves rising through rank and file. There are grade levels from 01-17 with designated posts. Workers can move from one level to the other over the years based on training and career development.

5. **Public Service Reforms**

5.1. *Reasons for Failure of Past Public Service Reforms*

The reasons for the failure of public service reforms are inexhaustible. Some of them are hereby stated underneath:

5.1.1. Inadequate Political Support

When a reform lacked adequate political support such is doomed to fail. Those in the ruling class or political elite are expected to value the recommendations of individuals appointed to review the reforms. In a situation whereby those in the corridor of power allow suspicion, distrust, doubt, and fear to exist over the recommendations made available by the reform committee, there is no way such public service reforms would be implemented.

5.1.2. Improper Implementation of Reforms

Lack of proper implementation of reforms by policy executors has been one of the challenges of past reforms. This could be as a result of bureaucratic acts or outright disregard for constituted authority by executors. Beside this, the failure of the government to monitor policy executor by constituting a monitoring group that will examine if the reforms are actually executed or not has enabled top public institution managers to ignore the essential recommendations.

5.1.3. Lack of Adequate Inclusiveness

The constitution of the public reform committee is sometimes criticised by social media, workers, politicians, and policy analysts for not having adequate representation. In fact, the membership of such reform committee should cut across stratum of the society where there are technocrats and policy experts. In federal states, representatives should include federal, state, and local government in the reform committee. Perhaps, the absence of adequate inclusiveness sometimes creates a gap between policy formulators and executors.

5.1.4. Lack of Professionalism

The technicalities and intricacies of formulating public policy are very high as it always demand rudimentary knowledge on the part of those employed to saddle the responsibilities. Thus, the skill and expertise required for policy formulation are fundamental to the success of any public service reform. The public policy professionals are the policy analysts who know the rudiments of formulating and executing policies by critically examining if the policy is what instituting and the resources that are needed for its implementation.

5.1.5. Inadequate Public Support

Adequate public opinions are usually available to help policy makers to prevent errors in the policy making process. However, where the reverse is the case, the government should be blamed for this since it has the machinery to conduct adequate public opinions during the course of the reform. A good reform should not lack public contribution. In the search for participation in the policy making, focus should be on the public servants for whose purpose the reform is instituted. When they have their input in the policy, it will be very easy for them to implement it.

5.1.6. Insufficient Time for the Preparation of the Reforms

The past reforms have failed because those employed to formulate and implement them were not given sufficient time. The various commissions saddled with the responsibilities should be granted adequate time to collect, analyse, and assess data collected for this purpose

5.1.7. Socio-Economic Development Not Integrated with Administrative Reforms

Most national development plans seldom include any meaningful programme on administrative reforms. This neglect may be due, in part, to the lack of perception on the part of top administrators of the real purpose of administrative reforms. Most of these administrators are generalists who are oblivious to the new tasks of public servant in rapidly changing societies which require special skills and aptitudes that are only attainable through specialised training and qualifications (Benth, M. 1984. The Strategies and problems in African states, In African Public Services: Challenges and a profile for the future. New Delhi, pp. 43-45).

5.2. Characteristics of Effective Public Reforms

5.2.1. Need for Learning Capacity

Effective reform implementation requires what reform observers call a learning capacity, that is, a heightened ability of a system of government to learn from both its own experience and the experience of others. Learning is not simply having a new insight or a new idea. Learning occurs, when we take effective action, when we detect and correct error (Argyris 1993).

5.2.2. Passion from Policy Makers and Executors

Passion is essential to focus attention, launch reforms, ignite imaginations and press players into action. Reason is needed to turn simple initial reform ideas into logical and practical implementation plans drawing on both internal and external experience and expertise (Armstrong, 1997).

5.3. Public Reforms in Nigeria and France

5.3.1. Nigeria

Public service reforms in Nigeria can be viewed from two epochal periods such as the pre-independence and post-independence. Under the pre-independence reforms, several commissions were established by colonial administrators in Nigeria. These are Hunt Commission (1934), Bridges Committee of Enquiry (1941), Tudu-Davis (1945), Harragin Commission (1946), Miller Commission (1947), Foot Commission (1948), Adebo-Philipson Commission (1954), Messrs L.H. Gorsuch and Randell Commission (1959), Mbanefo/News Commission (1959). The post-independence reforms consists of Morgan Commission (1963-1964), Wey Panel on Public Service Management and Salary Administration (1960), Elwood Grading Team (1964), Adebo Commission (1970-1971), Udoji Public Service Review Commission (1972-1974), Williams and Williams Commission (1975), The Cookey/Onosode Presidential Commission, (1981), Dotun Philips Study Group on the Structure, Staffing and Operations of the Nigerian Civil Service (1985), Presidential/Koshoni Task Force on the implementation of Civil Service Reforms (1988) (Obasa, 2012), The Fatai Williams Committee (1990), Allison Ayida Review Panel on Civil Service Reforms (1994-1995), The Report of the Vision 2010 Committee (1997), The Committee on Harmonization of Remuneration in the Public Service (1998), Obasanjo reforms (1999-2007), Steven Oronsaye Panel (2010-2012), Adamu Afika Committee (2013).

5.3.2. Hunt Committee 1934

The history of minimum wage in Nigeria is inseparable from that of its public service negotiations and increments, beginning from the colonial era and the setting up of Hunts Commission in 1934. It was charged with the responsibility of reviewing the wages of unskilled workers and to determine reasonable standard of living for labour.

5.3.3. Harragin Commission, 1945

The colonial administrator established the first public service reform in Nigeria in 1945. This particular reform was named after the Sir Walter Harragin. The two reasons behind the establishment of the commission are:

- the problem of manpower posed by inadequate competent workers among the indigenes to man the various institutions available at that time coupled with the shortage of European workers.
- the discontentment expressed by the European workers of the public service regarding what they considered as "poor financial rewards and other matters."
- To address the above problems, Harragin commission recommended that:
- Structural changes that accommodated effective grading, salaries and other conditions of service in the four West African colonial public services should exist.
- New classifications of "Senior Service" and "Junior Service" against the former categorisation and segmentation of "European Post" for whites and the African Post" for blacks in Africa.
- Expatriation pay was made available for all expatriate public servants.
- Europeans style quarters with rents fixed ten per cent car and first class travel allowances were made available to the European senior service personnel.
- Shorter vacation, bicycle and motor cycle allowances were given to the black African.
- Voluntary retirement for all in the service was fixed at age forty-five while the pensionable salary was increased by ten per cent (Nicolson, 1969).

The above recommendations were rejected by Nigerians as they were infuriated. The nationalists became aggrieved and more aggressive. They had to demand for the employment of educated Nigerians to enhance meaningful participation in the affairs of their country.

5.3.3. The Foot Commission, 1948

Sir John Stuart Macpherson established a foot commission in 1948. As the governor of Nigeria, he appointed a commission that will examine and conduct training and recruitment of Nigerians into the senior public service. It recommended the following:

- No Non-Nigerian should be recruited unless no suitable and qualified Nigerian was available.
- That public service board with non-official majorities should be appointed to select candidates for senior service posts and for scholarship and training schemes.
- That during the next three years, 385 scholarship and training awards should be made, bringing a total estimated cost of scholarship schemes during the period to 225, 500.
- That a special additional allocation of thirty scholarships should be made for women (Ezera, 1960).

5.3.4. The Philison-Adebo Commission, 1954

The main objective of this commission was to examine and review the policy of Nigerianization of the public service and suggest the new technique of executing it. The commission did not see the light of the day for it was short-lived due to the 1954 constitutional changes which nullified some of its recommendation. However, by mid-1954, the entire senior public servant had risen in numerical strength to 5137 excluding the Nigerian Railway Corporation (NRC) of that figure. 824 were Nigerian, 2,389 were pensionable and 896 were non-pensionable Overseas officers. The vacancy position stood at 1,028 (Blitz, 1965).

5.3.5. Gorsuch Commission, 1954-55

This commission was established in 1954 to perform the role of reporting to the federal and regional governments on the structures and remuneration of the new public services. It was expected to give the federal and regional administrative bureaucracies indigenous structures. The recommendation of the commission was that there should be provision of the middle management posts to the public service. It also recommended that there should be introduction of an executive class with a corresponding technical class. Again, it reclassified the administrative (super-scale, administrative, executive, clerical and sub-clerical) and professional grades (super-scale, professional, higher technical, technical and minor technical).

5.3.5. Mbanefo /Newns Commission, 1959

This commission was regarded as a wages and salaries review body. It recommended among other things that:

- Established staff should be treated equally throughout the country irrespective of the regions where such staff operated.
- The basic rates for the federal officers remain.
- Those operating in lagos as workers and without government accommodation quarters should be awarded five per cent of the new basic salaries up to 1,584 pounds per annum,
- There should be daily rate of pay of approximately 15 per cent to daily-rated artisan

- Those daily-rated artisans living in Lagos environment be awarded 5 per cent hardship allowance.

6. Post-Independence Reforms

6.1. Morgan Salaries and Wages Commission, 1963

The commission recommended that:

- Grading should be regularly reviewed
- There should be uniformity of service
- The least paid staff should earn 12 pound per month.

However, the government rejected the recommendation on "living wages". Recommendation on wages and salaries structures to private sector was dealt with in the government's white paper as this were to be done through the tripartite negotiating body such as the government, joint action committee of the trade union and private employers (Gboyega, Abubakar and Aliyu, 1981).

6.2. Simon Adebayo Wages and Salaries Review, 1970

It recommended that there should be:

- Interim awards to salary and wage earners of amount equivalent to 550 pounds a year or less, and 50 pound a year but less than 524 pounds a year.
- Comprehensive list of economic measure that would transform the economy and enable workers to live a better life be established.

6.3. Udoji Commission, 1972-1974

Udoji commission after serious deliberations on the state of the public service recommended the following:

- The commission recommended that there should be new techniques by public bureaucrats such as Project Management (PM), Management By Objectives (MBO) and Planning, Programming and Budgetary System (PPBS)
- The commission also recommended for unified grading structure in the public service
- It recommended that ministries should be headed by professionals and administrators instead of the usual executive heading them.
- Post of Permanent Secretaries was removed from the career structure.

The challenge posed by the Udoji Commission is that it created a vacuum for conflict between the political head and the administrative class. The friction became noticeable when the professionals were made to report to the Permanent Secretary, who as Chief Adviser, was expected to blend the views from various sources to acceptable proposals for policy decisions (Adebayo, 1981).

6.4. Onosode Commission, 1981

The report identified five major defects in planning which it believed had become evident by the end of 1983. These include:

- Public capital expenditure rose during the oil boom at a much faster rate than Nigeria's physical, technical or financial abilities.
- Huge expenditure on particular industrial projects did not yield expected returns because of "inappropriate choices in their selection, size, design, location and management."
- Government policies laid too much emphasis on industrialisation, without regard to Nigeria's resource base and comparative advantage.
- Frequent changes in fiscal and monetary policies created planning problems for the private sector.
- The exchange rate of the naira was not managed "to reflect the basic strength of the economy and the need to encourage domestic production (Gowers, 1985)

6.5. General Ibrahim Babangida Public Service Reforms, 1988

General Babangida, the military president of Nigeria constituted a reform committee in 1988 known as Presidential/Koshoni Task Force on the implementation of Civil Service Reforms. The committee came up with the following recommendations:

- The reform provided that there should be fusion of role and power in the political head. The effect of this is that the minister or commissioner became the chief minister and accounting officer of his ministry.
- It also provided that there should be proper accountability and probity of fund given to the ministers or commissioners.
- The reform provided that the permanent secretary should be re-designated as director-general.
- The post of director-general should be strictly a political appointment and such political appointee must retire with the government that appointed him.
- The director-general should assist the minister or commissioner in the implementation of public policies.
- The reform also recommended that every ministry should consist 3 departments such as: personnel management, finance and supplies, and planning, research and statistics as organisational structure.
- The position of head of service was abolished and its role transferred to the civil service commission.

- The ministry of local government was abolished.
- Local government was paid directly from the federal account (adewunmi, 1989).
- It recommended that the local government chairman be made executive and accounting officer while the secretary should be seen as the chief administrative officer.

6.6. *Limitations of the 1988 Reforms*

- It led to the politicisation of the Public Service as result of the appointment of Director-General totally based on appointment by the incumbent political leader.
- It gives room for financial mismanagement of public officers. This is possible because the minister could team up with the politically appointed Director-General to perpetrate this social evil.
- Since the professional bureaucrats are at the mercy of their politically appointed Director-General, the latter may lure the former to engage in activities detrimental to the growth of the public institution.
- The 1988 reforms prohibited inter-ministerial deployment. This decision has a reversal effects on the growth of public bureaucracy as it prevents public servants from securing experience in other departments or ministry

6.7. *The Longe Commission Report 1991*

The Commission focused on some aspects of the problems of tertiary institutions, such as funding, salaries, conditions of service and curricular. On the issue of salaries, the Commission recommended a general salary increase of 30% to all staff of tertiary institutions within the Elongated University Salary Structure (EUSS). It also recommended various allowances to go with the salary increase.

6.8. *The Allison Ayida Panel 1994*

This Review Panel on the Civil Service Reform was set up to, among others, identify the various factors that had led to low morale in the Civil Service and make recommendations to raise the morale of staff and give them a sense of security. The Panel observed that workers' pay did not reflect the cost of living at all and that the gap between the public and private sectors' pay package was as wide as 300 to 500 percent, in favour of the private sector. The Panel recommended that the total emoluments of civil servants be substantially reviewed upwards and adjusted annually to reflect the general price movement with a view to discouraging corruption.

6.9. *The Report of the Vision 2010 Committee (1997)*

Accordingly, the Committee recommended the following for the Public Service:

- Substantial upward review of wages and salaries, starting from 1998;
- A realistic minimum wage and an adequate reward system that could sustain an average worker and which would not be eroded by inflation at any time;
- A review of salaries and allowances every two years, based on a cost of living index to promote comparability of remuneration with the private sector;
- Payment of generous housing and allowances to enable civil servants rent adequate accommodation and reduce their incessant demand for living in Government quarters; and
- Providing assistance in the education of worker's children by paying education allowances on a maximum of four children per family until they graduate from secondary school.

6.10. *Obasanjo Reforms, 1999-2007*

The 1999 reform was undertaken by President Obasanjo's administration, with the establishment of the Bureau for Public Service Reform (BPSR) to, among other things, streamline and set a minimum standard in terms of staff strength and remuneration for the public service. Facilitate a process of pay reform that will provide incentives for quality staff to come into the service and stay there. There are lots of reform policies, however the focus of this paper shall be, the monetization of fringe benefit, contributory pension reform, remuneration (pay) reform and Servicom (Ake, 20015).

6.11. *Oronsaye Panel, 2010-2012*

Stephen Oronsaye, a former Head of the Nigerian Civil Service was the chairman of the panel. The emphasis of the panel was on restructuring the bureaucracy by examining how the merging of ministries and departments, proposed under the Obasanjo reforms, could be realised (Oyedeki, 2016). In its report, the Panel explained that the mass dismissal of the previous reform resulted in the bureaucracy having a pyramidal structure with an overcrowded top (Okorie & Odo, 2014, p. 272), which resulted in stagnated promotion for those lower down the hierarchy (Ogunrotifa, 2012). This may have contributed to the poor performance of the bureaucratic institution as lack of promotion may lead to reduced motivation to work. In order to reduce the number of senior personnel at the top of the hierarchy, the Panel recommended that Permanent Secretaries and Directors should be allowed to serve a maximum of eight-years, subject to good performance (Ogunrotifa, 2012, p. 24), after which they should be retired. While this may be a pragmatic way of gradually clearing the top of the ladder, it ran the risk of being politicised (Adamolekun & Ayeni, 1990 cited in Osia, 2016).

6.12. Adamu Afika Committee, 2013

Alhaji Adamu Fika committee was inaugurated to review the implications of Steve Oronsayereport. They recommended for the cancellation of tenure regime institutionalized by Oronsaye in 2009 so that permanent secretaries and directors can remain in office until they are 60 years old or 30 years in the service. The report further pointed out the need to reverse the huge resources that goes with the payment of salaries and allowances, a situation that over blows the re-current expenditure of government. It observed with dismay that the Revenue Mobilization, Allocation and Fiscal Commission (RMFAC) which took effect in July 2007 indiscriminately fixed allowances and salaries to the tune of N1.126 trillion, of this, salaries take a mere N94. 56 billion while allowances gulped the cooping N1031 65 billion which represent 91. 56% So far, the administration has neither implemented the report of Orosanye nor Adamu Fika's committee on harmonization or restructuring of MDAs.

6.13. Buhari's Public Service Reforms Based on 'Changed Agenda' 2015

Under Buhari's administration new vision has been established for the Federal Civil Service as captured in the 2017-2019 Strategy of the Office of the Head of the Civil Service of the Federation as anchored on four strategic goals, including: To develop and institutionalise an Efficient, Productive; Incorruptible and Citizen-Centered (EPIC) culture in the Civil Service; Design and Implement an Enterprise Content Management System (ECM); Develop Entrepreneurial Culture and Commercial Orientation in the Civil Service, and Improve Welfare and Benefit Packages for Civil Servants(Usigbe, 2017).

6.14. France and Public Service Reforms

The French administration is traditionally characterised as a centralised and hierarchical system that embodies the power and legitimacy of the French state and the general interest of the nation as whole (Stevens, 1996). It has its origins in the Napoleonic model of administration which intervened in all aspects of the socioeconomic life of the French nation (Knapp and Wright, 2001 cited in Cole and Jones, 2005).

The French notion of service public also informs the terms and conditions of public officials as set out in the civil service code created in 1946. The statute seeks to ensure that the terms and conditions of service for officials are equal and comparable across the French administrative system. In terms of their obligations, four key principles underpin the status and public duty of an official (Rouban, 1994; Delblond, 1994): the requirement for officials to carry out those responsibilities assigned to their post; an expectation to comply with the orders of their managers unless such orders are perceived as illegal or contrary to the public interest; a prohibition from holding more than one public sector post or from holding any position in the private sector; and ensuring that their behaviour away from work does not undermine the reputation of their administration. From this perspective, the notion of public service provides 'logic of appropriateness' for the organisational behaviour of officials in discharging their responsibilities (Clark, 2000 cited in Cole and Jones, 2005).

Like in the US, administrative reforms in France first emphasized the techniques of Planning, Programming and Budgeting System (PPBS) through the Rationalization of Budgetary Choices (RCB). Launched in January 1968, the RCB policy had three different aims: developing micro-economic tools (cost-benefit analysis) to improve the quality of decision-making through optimizing techniques; rationalizing the budget process by using a planning-oriented approach to developing a program budget; developing managerial tools to favour the steering of public policies. During the seventies, this programme slowly declined while alternative approaches focussing on citizens' rights developed and resulted in several laws actually imposing new constraints on public administrations in defence of users. In the early eighties, many reforms have been set on the agenda and implemented with various results in France, under the name of 'modernization of administration', 'administrative reforms' and 'state reform' (Bezes and Jeano, 2013).

French administrative reform programmes were characterised by an increased emphasis on administration-user relations; a drive to improve the quality and efficiency of public service provision, and an attempt to encourage the active involvement of public officials in the reform process (Chevallier 1988 cited in Cole and Jone, 2005). From 1981 onwards, there was a gradual move away from the traditional top-down approach to change that was shaped and overseen by the policy making elite, to one where the lower administrative levels (the field services) were key determinants of the outcomes of the reforms (de Montricher 1996cited in Cole and Jones, 2005).

Another character of French administrative system is that it's Neo-Weberian (Pollitt, Bouckaert, 2011). In fact, like her neighbours, France has conducted a number of reforms in order to improve public administration since 1980s, even before, but in its own way. Opposing to the Anglo-Saxon NPM ideas, France has adopted progressively its Weberian bureaucratic process, instead of destructing the previous, to social-economic and political evolution by integrating some elements of NPM and New Public Governance. They consist in emphasizing more on results rather than procedure, holding better in account citizens' view, needs and wishes by means of consultation, the direct representation, delivery of a better quality and service, simplifying the administrative procedure (Ryun and Lallemand, (2014) cited in Airmap, 2018).

The public sector reforms in France in 1995 and 2018 took a new shift as the governments plans resulted to severe strike from public workers through their labour unions. In 1995, at the beginning of Jacques Chirac's presidency, national strikes, on a scale not seen since 1968, paralyzed the country in response to a series of planned reforms introduced by his prime minister, Alan Juppé, to cut welfare payments and to change the retirement age for rail workers. Also, President Emmanuel Macron's new reform in the public sector which involved a cut in the public sector headcount by 120,000 by 2022, including via voluntary redundancies, and oppose the introduction of merit-based pay, end early

retirement, job-for-life guarantees and automatic yearly pay rises of rail workers (BBC News, 2018; Dawn News, 2018; The Guardian, 2018).

7. New Public Management and Its Impact on Public Service

New public management includes organizational changes within the state with privatization, liberalization, corporate management, decentralization, regulation and political control. It is a series of beliefs and reforms that attempted to transform the public sector into an image of the private sector. The NPM was based largely on a belief that the private sector is more efficient in terms of service delivery than the public sector. NPA emphasizes the efficiency and effectiveness of public institutions, provision of public services focuses on customers in the market, and allows private market participation, competition, and contracting out.

The process change includes: a/ Private management practice b/ Flexibility of personnel management, IT, public procurement and other functions, generated by the disaggregation c/ Market-type mechanisms are adopted d/ Economic liberalisation and deregulation; e/ Improvement of delivery service using modern means.

Hood (1991) identifies the following seven doctrines as comprising the NPM agenda: a/ hands on professional management with public managers being given managerial autonomy and held accountable for their actions the definition of targets and the evaluation of the service's performance in terms c/of meeting those targets greater emphasis on output controls with resources being allocated on the basis of d/ results achieved a shift to a disaggregation of units with centralised structures broken up into e/ smaller manageable units the introduction of greater competition within the public sector to encourage f/ higher standards at lower costs an emphasis on private sector styles of managerial practices g/ a stress on greater discipline and parsimony in resource use in order to encourage h/ public sector bodies to maximise their use of dwindling public resources. Pollitt (2001, pp. 473-4) highlighted the main elements of NPM as follows:

a/. Shift in the focus of management systems and management effort from inputs and processes to outputs and outcomes; b/ Shift towards greater measurement, manifesting in performance indicators and standards; c/ Preference for more specialised and autonomous organisational forms rather than large, multi-purpose, hierarchical bureaucracies; d/ Widespread substitution of contract or contract-like relationships for hierarchical relationships; e/ Use of market or market-like mechanisms for the delivery of public services (including privatisation, contracting out, the development of internal markets, and so forth); f/ Broadening and blurring of the "frontier" between the public and private sectors (characterised by the growth of public-private partnerships of various kinds and the apparent proliferation of "hybrid" organisations), and g/ Shift in value priorities away from universalism, equity, security and resilience and towards efficiency and individualism.

8. Conclusion

Public service reform is an unavoidable development and experience in every society, irrespective of the level of development. There must be regular examination and re-examination of reforms to enable public agencies to flow with the new trend of carrying out administrative activities by bureaucrats. Hence, there is need to formulate public service reform to enable government agencies to be more productive. The introduction of New Public Management (NPM) is basically to enable government agencies to adopt those principles in the private enterprises. Although, historical, cultural, political, economical and social factors tend to shaping strategies in every reform, the introduction of NPM and its adoption in the developing and developed societies tend to strengthen indigenous reforms where some of the principles are factored.

Again, it is equally important to say that public service reform is a means to an end and not an end in itself. The reform becomes an end in itself when it has reinvigorated the public agencies and accomplished its goals. The best public service reform might be the worst implemented and problematic. When those reforms are not properly monitored by government during implementation, they are not likely to transform the public agencies. France public service agencies have succeeded over the years due to the efforts of the French government to monitor the implementation of those reforms and also allow participation of different stakeholders in the formulation process. The Nigeria public service agencies, though, experienced a growth, but slow in nature, due to improper implementation of the various reforms and inadequate consultation of stakeholders during formulation.

In these two countries, institutional capacity should be put in place as a pre-requisite towards achieving various national goals and New Public Management principles. The public bureaucrats should be trained and given proper orientation to enable them to understand the reform so that they will be able to apply their professional fiat in the process of implementing it. The government should be able to employ the service of public policy analysts to evaluate the reform to enable those grey areas to be deleted before its application. There should be transparency by the government. In fact, the reform must be done in good faith to advance the goals of the public service agencies and also in the interest of the citizens.

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