

Challenges of Human Capital Development in Sub Sahara Africa, A Study of Nigeria Civil Service from 2011-2015

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Abstract

The study examined the challenges of human development in Nigeria federal civil service under Goodluck Jonathan administration (2010-2015), the study reviewed the contributions of scholars and literature in fields of human capacity building; with particular attention to the training and capacity building in Nigeria civil service of the federation, human capital theory was adopted for the study. Questionnaire were distributed, collated and analysed with percentage and likert scale was used to analyse data generated from the study. Four hypotheses were formulated and tested using chi square test, the result showed that the most outstanding challenges confronting human capital development in Nigeria federal civil service is inadequate budgetary allocation/training cost and lack of data on training needs/uncoordinated training programmes, it was also discovered that the administration of GoodLuck Jonathan made one remarkable improvement in human capital development (HCD). The research findings also indicate among others that three pillars of human capital development such as health care, training and development, conducive working environment and good welfare packages received minimal attention and finding. Based on the findings of the study, recommendations were made. The study concluded that the ability of government to find solution to the challenges of human capital development depend highly on adequate policy implementation and finding the programme.

Keywords: training, motivation, performance, human resources, development

INTRODUCTION

The underdeveloped countries of the world are termed so as a result of obvious lack of evidence of development in the areas of Human and infrastructure. Sustainable development can only exist where there is evidence of development, notwithstanding the civil service is the machinery and the means through which the government dispenses development and governance. The 1999 Constitution defines the Civil Service of the Federation as ‘service of the Federation in a civil capacity as staff of the Office of the President, the Vice-President, a Ministry or department of the Government of the Federation assigned with the responsibility for any business of the Government of the Federation’ b(part iv,318(1). The civil service of the federation is the organ of the government that is responsible for the implementation and execution of Federal Government policies, programs and decisions; They are often regarded as the fourth tier of government. Their roles and functions are so crucial and indispensable that no government can do without them.

In view of the above, for civil service to achieve her objectives, the personnel have to be fully developed and equipped properly. This view is supported by,

Moscher in Nwizu, and Nwapi (2011:15) who formulated four propositions about the civil service:

- The decision and behaviour of the civil service have tremendous influence upon the future and development of our society, our economy, and our policy.
- The great bulk of decisions and activities by government are determined or heavily influenced by administrative officials.
- The kinds of decisions and activities the officials take depend upon their capacities, their orientations and their values.
- The attributes depend heavily upon their background, their training, education and other current associations

The implication of the above is that Human Capital Development must be given priority in Nigeria Civil Service

This view is supported by Theodore W.schutz (1961) who sees human capital to refer as the stock of productive knowledge and skills possessed by workers. He believes that human capital is like other capital that can be invested through education, training and enhanced benefits that would lead to an improvement

in the quality development of a nation: that in order to get the best of human capital and in view of the fact that no nation can develop higher than the human capital base of her Civil Service, then the need for development and continuous development of this human capital become a sine qua non for national development.

According to Onah (2014:188) "Human Capital Development, refers to a process that relates to training, education and other professional initiatives in order to increase the level of knowledge, skills, abilities, values and social assets of an employee which will lead to an employees, satisfaction, high performance, and eventually increase in organizational productivity". Human Capital Development is all about investing in personnel training and growth to ensure that the total objectives and organizational, goals are met Yesufu (2000:321) in Ojbolo: opined that the essence of Human Capital Development is to ensure that workforce is continually adopted or upgraded to meet the new challenges of its total environment. This implies that those already on the job require re-training, re-orientation or adaptation to meet the new challenges, Ijaiya (2004:34) sees Human Capital Development as a process of acquiring and increasing the number of people who have the skills, education and experience which are critical for the economic and the political development of a country. According to him, Human Capital Development is therefore associated with investment in man and her development as creative and productive resources.

Based on the above definitions of human capital and Human Capital Development, with respect to Nigeria Federal Civil Service, we can also say that Human Capital Development of Civil Service is aimed at equipping the personnel and employees of the federal Civil Service with all the necessary education, and training to improve their competencies and values in order to fully equip and empower them to be able to effectively and efficiently deliver on their core functions.

Over the years, government seems to have neglected the serious decay in both infrastructure and Human Capital Development and hence, the low productivity in the Nigeria economy for many decades. During the second development plan of Nigeria between 1970-1974, it was noted that the major constraint to the plan implementation was inadequate absorptive capacity due to shortage of skilled manpower, this shortage of skilled manpower which is characterised by mediocrity and inefficiency now led to the following:-

1. Serious neglect of government in funding of education sector.
2. Political instability which cause frequent changes in education policies.

3. Low measure of budgetary allocation to human resources development and its relative indices and.
4. Low quality of education which is needed for Human Capital Development.

One of the biggest challenges facing Africa in this 21st century is the challenge of development, harnessing the capabilities of its teeming population in order to escape from the tragedy of poverty, illiteracy, and economic stagnation.

Consequently, the study will address the following research questions:

1. What is the state of Human Capital Development in Nigeria Federal Civil Service?
2. Are there efforts made by the Federal Government of Nigeria in the Federal Civil Service with respect to developing Human Capital under Goodluck Jonathan Administration?
3. Could there be some challenges limiting the efforts of the Federal Government towards Human Capital Development in the Nigeria federal Civil Service ?
4. What are the implications of inadequate Human Capital Development in the development of effective Civil Service in Nigeria?
5. How can these challenges be resolved?

Significance of the Study

This study has both theoretical and empirical significance, Theoretically, the study, among other things, will advance the frontiers of knowledge and add to the existing literature on Human Capital Development in the Federal Civil Service, the findings of this research will be useful to scholars, researchers, and students. The research is also justified because it is in accordance with the theme of the international conference on capacity building for National sustainable development.

Empirically, the study is significant because it raises the awareness of the importance of Human Capital Development especially in Sub-Sahara Africa. Thus the findings of this research will serve as a working document on capacity building for National development.

Capacity building for National sustainable development in under developed countries of the world like Sub-Sahara Africa in general and Nigeria in particular can only be possible if the identified obvious challenges to Human capital development can be adequately addressed, this further justifies the relevant of this work.

The Concept of Human Capital

According to Armstrong (2009:66) “Human capital consists of the knowledge, skills and abilities of the people employed in an organisation”. The term “Human capital” was originated by Schultz (1961) Schultz conceptualises human capital as all human abilities that are either innate or acquired which are valuable and can be augmented by appropriate investment.

Human beings are the most important asset anywhere in the world. Natural Scientists opined that human beings are very unique among living things. This is because of the high level of reasoning human beings demonstrate in their relationships within their environments. “This reasoning ability has made men to rapidly change their living conditions and their societies. Hence, many scholars view human beings as capital to organizations and nations, He maintained that human capital refers to the stock of productive skills and technical knowledge embodied in labor” Harry D M (2010:141).

In other words, Bontis et al (1999) sees Human capital to represents the human factor in the organisation: They combined intelligence, skills and expertise that gives the organisation its distinctive character. The human elements of the organisation are those that are capable of learning, innovating and providing the creative thrust which if properly motivated, can ensure the long term survival of the organisation.”

Adam Smith (1776) was the first classical economist to include human capital in her definition of capital. He includes in the capital stock of a nation the inhabitants’ acquired and useful talents, because human skills increase wealth for society as well as for the individual. The concept of human capital was largely forgotten by economists until its re-birth in the early 1960’s with the writings of Becker (1962, 1964), Schultz (1961, 1962) and Mincer (1958, 1962, 1974). These economists rekindled this old concept by reaffirming its links with economic growth and by emphasising its importance in explaining earnings differentials

People possess innate abilities, behaviours and personal energy. These elements make up the human capital they bring to work.

Intellectual Capital: this is the stock and flows of knowledge available to an organisation. These are intangible resources associated with people, which together with tangible resources (money and physical assets) the value generating process and productivity of any organisation and society.

Social capital: this is another element of intellectual capital, it involves the experience and knowledge derived from: networks, associations, interactions, norms, sharing of ideas and values, relationships and

relating with people within and outside the organisation.

Organisational capital: this is the institutionalised knowledge possessed by an organisation that is stored in databases, rules and regulations, missions , objectives, manuals, publications etc, it can as well be referred to as structural capital.

The concept of Human Capital refers to the abilities and skills of the human resources of a country, while Human Capital formation refers to the process of acquiring and increasing the number of persons who have the skills, education and experience that are crucial for the economic growth and political development of a country (NES, 2002).

In the words of Becker (1993), they are called human capital because people cannot be separated from their knowledge, skills, and health or values in the way they can be separated from their financial and physical assets. Schultz, therefore, asserts that investment in human capital is probably the major explanation for the differences observed in the productive (output) levels in the various economics of the world.

Human Capital is a collection of resources—all the knowledge, talents, skills, abilities, experience, intelligence, training, judgment, and wisdom possessed individually and collectively by individuals in a population. These resources are the total capacity of the people that represents a form of wealth which can be directed to accomplish the goals of the nation or state or a portion thereof. Investments in human capital are inputs in education, health care, professional qualification and other activities which allow people to be more economically efficient. Theodore W. Schultz (1971:89) defined human capital theory as knowledge and skills obtained by people as capital in the process of vocational and technical education. Such a capital is a product of well-considered investments and it generates income (Fitzsimmons, 1999). Human capital theory reveals that individuals and the whole society gain economic benefits from investments in people (Sweetland, 1996). Based upon the work of Schultz (1971) (as stated above) some authors observed that human capital theory rests on the assumption that formal education is highly instrumental and even necessary to improve the production capacity of a population. In short, the human capital theorists argue that an educated population is a productive population (Olaniyan, Okemakinde, 2008). Sakamota and Powers (1995), Psacharopoulos and Woodhall (1999).

Conceptualizing Development

Development is not purely an economic phenomenon but rather a multidimensional process involving reorganization and reorientation of entire economic and socio-political system.

In essence development must be seen as representing the whole gamut of change by which an entire social system, turns to the diverse basic needs and evolving aspirations of individuals and groups within that system, moves away from condition of life widely perceived as unsatisfactory toward a situation or condition of life regarded as socially, politically and economically better (Todaro and Smith (2011)). The dimensions of development are very diverse, it includes economic, social, political, legal and institutional structures, technology in various forms, the environment, religion, arts as well as culture. Rodney (1972) believes that development implies increasing skill and capacity to do things, greater freedom, self-confidence, creativity, self-discipline, responsibility, and material wellbeing.

One can thus say that development is a process of improving the quality of all human lives with some important aspects; which include creating conditions conducive to the growth of peoples' self-esteem through the establishment of social, political and economic systems and institutions which promote human dignity and respect. Put in another form, development can be couched as the actions taken to involve not only economic growth, but also some notion of equitable distribution, provision of health care, education, housing and other essential services all with a view to improving the quality of life of every individual and group.

According to Obikeze et al (2004:167) "development in all societies must have the following objectives:

- 1 it must focus on the people, be man-centred and for her overall advancement.
- 2 To increase the availability and widen the distribution of basic life sustaining goods such as food, shelter, health and protection.
- 3 To raise the level of living, and in addition to higher incomes, the provision of more jobs , better education and better attention to cultural and humanistic values all of which will serve not only to enhance material wellbeing but also generate individual freedom and participation in the decision of issues affecting her society.
- 4 To expand the range of economic and social choices to individual and nations by freeing them from servitude and dependence, not only in relevance to other people and nation-states but also to the forces of ignorance and human misery."

Gran (1983:186) conceive development as a social and practical process which aims at the liberation of human potential so that people acquire maximum socially feasible and practical control over all the available resources needed for the realization of basic human needs and security. Development is therefore about the liberation of human potentials towards absolute control

over socio-economic and political resources to meet their needs. Significantly one can say that development is for the people and by the people.

Young (1982:19) identifies six goals of development which includes growth which he says is the central objective of development; equality of distribution of socio-economic and political resources, autonomy and self-reliance, the preservation of human dignity through constitutional form of governance or charter of human rights the absence of which may lead to repression of people, participation in governance; that is to say there must be a mechanism for citizens access and involvement in administration and the ability of the state to respond to new challenge and demand to adapt to changing needs. The absence of these arguably may translate to underdevelopment.

The Concept of Human Capital Development

Development scholars have asserted that to achieve economic growth and development in any nation, Human Capital Development must be made the focal point of the development program (Essien, 2000; Ovenseri-Ogbomo, 2006; Becker, 1993; Thirlwall, 1986). Some even stated, categorically, that any development program or effort that does not create the enabling environment for Human Capital Development will not see the light of the day. This is because it is the human capital that would coordinate other resources to achieve development in the long-run. As the RIVSEEDS (2004:48) draft document puts it, "the most important factor in social and economic development is the human resources (otherwise called human capital) for people constitute the ultimate ends of development, as well as the primary agents of development". The point being emphasized here is that there is a strong relationship between Human Capital Development and real socioeconomic development anywhere in the world. Human Capital Development is the totality of efforts or activities geared toward making the human being useful to him/her, family, and the society at large.

Harbinson and Mongers (1964:132) succinctly define Human Capital Development as the process of increasing the knowledge, skills, and the capacities of all people in a society. Similarly, Essien (2000) sees it as a well thought-out plan and action aimed at the developing and grooming of human beings so as to present them fit and qualified to be productive to themselves, in particular, and to the entire society, in general. Human Capital Development involves the provision of formal and non-formal education that would broaden the minds of the individuals and acquaint them with various utilitarian skills to enhance their expertise in different fields of human endeavour.

In addition, it has to do with the provision of quality health care delivery systems that would keep the people fit for productive functions in the economy. According to Ovenseri Ogbomo (2006), for any meaningful development to take place anywhere, it must start with the development of the human beings. He considered human capital to be the engine of growth, agent of economic transformation, a catalyst for social re-engineering, and a base for economic take-off. It was on this basis Schultz (1995) argued that investment in human capital can overcome many of the characteristics of the labour force that act as impediments to greater productivity, such as poor health, illiteracy, un-receptiveness to new knowledge/ideas, fear of change, a lack of incentive, and immobility.

However, the role of Human Capital Development cannot be emphasized. The development of human capital has been recognised by development economists to be an important prerequisite and an invaluable asset for a country's socio-economic development. This can only be achieved through increases knowledge, skills and capabilities acquired through education and training by all the people in the country.

Yesufu (2000) is of the views that the essence of Human Capital Development becomes one of ensuring that the workforce is continuously adapted for, and upgraded to meet, the new challenge of its total environment. This is because the economy is a dynamic entity, which is constantly changes in response to various stimuli such as introduction and discoveries of new products or techniques of production, technological, environmental social and economic factors that can trigger change. Therefore, those already on the job require retraining, reorientation or adaptation to meet the new challenges.

In recognition of the importance of Human Capital Development, the United Nations Economic Commission for Africa (1991:234) has described human capital as the knowledge, skills, attitudes, physical and managerial effort required to manipulate capital, technology, land and material to produce goods and services for human consumption.

In a collaborative view, Simkovic (2013:34) sees human capital as the most important element of success in business today. So developing human capital requires creating and cultivating environment in which human beings can rapidly learn and apply new ideas, competencies, skills, behaviours and attitudes.

Measuring Human Capital Development: A nation's human capital endowment (the skills and capacities that reside in people and that are put to productive use) can

be a more important determinant of its long term economic success than virtually any other resource. This resource must be invested in and leveraged efficiently in order for it to generate returns, for the individuals involved as well as an economy as a whole.

The Human Capital Index explores the contributors and inhibitors to the development and deployment of a healthy, educated and productive labour force, The Human Capital Index is a new measure for capturing and tracking the state of Human Capital Development around the world. It has three key features.

First, the Index measures a broader set of indicators than the traditional definitions of human capital. Human capital is not a one-dimensional concept, but means different things to different stakeholders. In the business world, human capital is the economic value of an employee's set of skills. To the policy maker, human capital is the capacity of the population to drive economic growth. Traditionally, human capital has been viewed as a function of education and experience, the latter reflecting both training and learning by doing. But in recent years, health (including physical capacities, cognitive function and mental health) has come to be seen as a fundamental component of human capital. Additionally, the value of human capital is critically determined by the physical, social and economic context of a society, because that context determines how particular attributes a person possesses may be rewarded. The Index is thus based on four pillars: three core determinants of human capital (education, health and employment) plus those factors that allow these three core determinants to translate into greater returns.

Second, the Index takes a long-term approach to human capital. In addition to providing a snapshot of the state of a country's human capital today through measures that reflect the results of a country's past practices, it includes indicators resulting from practices and policy decisions impacting the children of today and which will shape the future workforce.

Third, the Index aims to take into account the individual life course. For example, the WHO states that early childhood is the most important phase for overall development throughout the lifespan," elaborating that "many challenges faced by adults, such as mental health issues, obesity, heart disease, criminality, and poor literacy and numeracy, can be traced back to early childhood." The Index thus includes measures indicating quality of early childhood. Furthermore, the Index captures the extent to which investments made in earlier years in health and education are being realised in the working age population through lifelong learning and training. Finally, at the other end of the continuum,

the Index takes into account the health and productivity of the older population.

The State of Human Capital Development in Nigeria

Development of human capital in most developing countries of the world is a state policy matter pursued vigorously in many countries. Indeed, in most modern nation-state's constitutions, including that of Nigeria, education, healthcare, and other ingredients of Human Capital Development are rights of the citizens which the state is obliged to provide for them. However, some states show greater commitment to this noble task than others. The most important aspects of investment in Human Capital Development are education/training and healthcare delivery. According to Ovenseri-Ogbomo (2006), education and training have become the most important investments towards national growth and development.

Nonetheless, Nigeria, since her independence in 1960, has not shown sincere commitment towards the education and training of her citizens. According to Ojo (1986), up until the 1960s, little attention was paid to nationally planned manpower development in Nigeria, despite its importance in the overall national development. As a result, the nation has been suffering from an acute shortage of well-trained manpower.

Human Capital Development in Nigeria Federal Civil Service

Training and Staff Development

According to Olaopa (2008:35), the term "Civil Service", is usually misunderstood and so often misused as it really has no standard definition; this is due to the fact that domestic law, practices and conventions, influence its definition considerably. According to Lawson, (1974:127), The Civil Service is the term used to describe servants of the state or the central government employed as civilians. It does not cover ministers or cabinet members or the Judiciary. In some countries it usually does not cover local government employees nor the staff of public enterprises. In this context, the Civil Service will embrace civilian employees of state and federal governments only, excluding cabinet ministers and the judiciary.

Idode, (1986), on the other hand defines Civil Service as the "array of administrative and professional staff employed, on permanent and pensionable basis to established posts, by the state, to advise on and execute its policies.

Training and staff development is a very important aspect of the responsibility of the office of the Head of Service. Broadly speaking, training and staff development is capacity building program, which focuses on the development of human resources,

building and strengthening of institutions, and establishment of effective working practices. For the public service to be effective, efficient and modern there is the need for regular and constant knowledge development to ensure expanded and dynamic expertise. This knowledge development must encompass the formal and informal acquisition of knowledge, skills, attitude and techniques required in the effective and efficient performance of duty. It must include sufficient knowledge of information and communication technology and it must permeate the entire public service to make meaningful impact.

Such arrangements were grouped to six as contained in civil service handbook 2008. They are

In-service Training - A: This category applies to courses funded by the Manpower Development Office, of the Office of Head of Service. **Civil Service handbook 2008** An Officer who undertakes a course under this arrangement would be entitled to have her salary paid while he is on course and would also be entitled to have her tuition as well as other attendant costs borne by the government. In addition, if the course is undertaken abroad, the officer might be entitled to an appropriate estacode allowance.

In-Service Training – B: An officer who goes on a course in this category is entitled to all the benefits enjoyed by an officer who undergoes a similar course under in-service training "A" arrangement. However, the cost would be borne by her Ministry or Extra-Ministerial Department/Office rather than the Manpower Development Office (MDO) which, in this instance, only gives an approval in principle.

Study Leave with Pay: Under this arrangement, the officer bears all the costs attendant to her undertaking the course but would be paid her salary during the period of the course.

Study Leave without Pay: An officer who goes on a course under this arrangement not only bears all attendant costs but also does not enjoy her salary during the period of the course.

Scholarship: Any officer awarded a scholarship either by the government or any other reputable and recognised organisation is automatically entitled to a study leave without pay. He may enjoy her salary in addition to the scholarship award only under very special circumstances.

Technical Assistance: An officer may be lucky to secure the technical assistance of another country or an international organisation to pursue a course. At best, such an officer would only enjoy an estacode supplementation to the award by the donor agency. Her salary will of course, be paid during the period of the course.

For the senior officers on grade levels 08 and above, the career development programme is equally comprehensive. After the induction course,

specifically between grade levels 09 and 12, an officer is expected to attend one or more of the middle management courses. These include:

General Management Course (GMC), Personnel Management Course (PMC), Financial Management Course (FMC), Project Management Course (PMC), Manpower Development and Training Course (MDTC) etc.

At grade levels 13 and above, officers are expected to attend advanced courses such as:

The Advance Management Course (AMC), the Advance Financial Management Course (AFMC), The Advanced Human Resource Management Course (AHRMC) the Advance Project Management Course (APMC), Management Consulting Course (MCC) etc.

Under the decentralised training policy of the Federal Government, each Ministry sponsors her officers with the approval of the central organ (the Manpower Development Office) to appropriate courses at the appropriate time. The Ministries do this through their Departmental Training Officers. In other words, each ministry has a Departmental Training Officer (DTO) who, in addition to organising induction courses for newly employed professional colleagues and clerical grade officers, acts as a major link between her Ministry and the Manpower Development Office (MDO). He ascertains her department's training needs, draws up implementation programmes, implements those within her competence and refers others to the MDO for implementation. The Office directly organises trainers' courses for the DTOs. Through the Federal Training Centres, it also organises training programmes for confidential secretaries, typists etc. The management training for all senior civil servants on grade levels 08 and above is provided by the Administrative Staff College of Nigeria (ASCON).

Importance of Human Capital Development in Nigeria Federal Civil Service

The building of a modern nation is based on science and technology, and several factors account for economic growth of a nation. These include: human capital, natural resources, technological progress etc. But none is more important and vital than human capital. Economists, according to Harrison and Myers (1964), have long been aware of the importance of Human Capital Development. They cited the example of Adam Smith who stressed the importance of education at various points in his treatise "the wealth of nations"

Except we can develop artificial intelligence, if not, the importance and value of Human Capital Development

in the Nigeria Federal Civil Service cannot be over emphasised especially if the change being advocated by the Buhari administration is anything to go by, we surely need human capital to accomplish the policies and programmes of federal government.

In fact, it takes human capital to create some other forms of capital. While a machine can do the work of many staff, it still takes human capital to design and build the machine. And as we move deeper and deeper into a knowledge-based economy that depends on information, knowledge and high-level skills, human capital will become increasingly important.

Through training and development seminars and workshop the skills and capacity of the civil servants can be improved upon to meet up with the environmental changes and needs towards federal government set goals, and in this way get updated on new technologies and thus keep them in control and ahead of any challenge and environmental changes. The human capital importance makes the individual undergoing the transformation build a feeling of respect, personal growth and hence leads to better output. Whether at federal or state level investing in human capital is very important.

Theoretical Framework

Human Capital Development (HCD) was adopted as the theoretical framework for the study. The major proponent of this theory is Smith, (1776).

Tenets of the Theory

- The major tenets of the human capital theory rests on the assumption that formal education is highly instrumental and even necessary to improve the production capacity of a population.
- That an educated population is a productive population.
- That education increases the productivity and efficiency of workers by increasing the level of cognitive stock of economically productive human capability, which is a product of innate abilities and investment in human beings.
- The provision of formal education is seen as a productive investment in human capital, are considered more worthwhile than physical capital.

Research Procedure

This research adopted a survey research design.. The survey design was used to collect information relating to challenges of Human Capital Development in Nigeria Federal Civil Service under Goodluck Jonathan administration.

Both primary and secondary sources of data sources were adopted.

Population of this study comprise the staff of federal Civil Service commission 543, the staff of career management office under the Head of the Civil Service of the federation 405 and the staff of the ministry of health 487, ministry of education 609 and ministry of information and culture 354 in the Nigeria Federal Civil Service totalling 2398, out of 89511 workforce under the federal Civil Service.

The researcher made use of probability sampling method to select her sampling units. Under the probability sampling method, simple random and stratified sampling were used and under non probability sampling purposive/judgemental sampling were used. Thus, stratified sampling technique was used to draw respondents. 200 copies of Questionnaires were distributed to various ministries (Ministry of Health 50, Ministry of Education 50, Ministry of information and culture 50, and Civil Service Commission of the Federal government of Nigeria 50) and the remaining 100 was randomly distributed to the Manpower Development Office (MDO) under the office of the Head the Service of the Federation

Information of the Federal Civil Service of Nigeria

The Civil Service is a branch of government which is usually grouped with the Executive, and without which governments cannot function. These are men and women who constitute the permanent staff of the departments of governments. Civil Service and public service as established by the Nigerian constitution are provided for in sections 169, 171, 206, 208 and 318 and in section 10 of the third Schedule of the 1999 constitution. These constitutional provisions do not recognize the term “the Nigerian public service”. They only recognize the public service of the Federation at the federal level; and at the state level and the public service of the states of the federation, which includes the local government council services. The constitution also provides for the Civil Service of the federation and distinct from it, the personal staff of the president. Section 318 of the 1999 constitution defines the Civil Service of the federation as:

Service of the federation in a civil capacity as staff of the office of the President, the Vice President, ministry or department of the government of the federation assigned with the responsibility for any business of the Government of the Federation (FRN, 1999).

The above definition of the federal Civil Service is clearly spelt out in sections 169, 170 and 171 of the Constitution, and by the provisions establishing the powers of the Federal Civil Service Commission in Section 10 of the third schedule of the constitution. This section states that the Federal Civil Service Commission shall have the power to appoint persons to offices in the Federal Civil Service and to dismiss and

exercise disciplinary control over persons holding such offices. According to Adamolekun (2006:17), “the term that is most commonly used as the synonym of the machinery of government is the Civil Service..

Ezeani (2006:190), defines Civil Service as “*the administrative machine within which the work of government is carried out*”. Organized states have always had civil servants and the role of these servants can be studied at two levels. First, it is the primary function of the civil servant to advise her political master, whom we shall call the minister, on all aspects of governmental activities to ensure formulation of the policy, which is consonant with the objective of the government of the day. Put differently, the success of any government’s initiative is directly and crucially dependent on the willingness and ability of the Civil Service to execute the policies. For example, according to Shamsuddeen Usman, the basic role of the Civil Service and civil servant are:

To assist government in the formulation of policy by providing the necessary data; implement the decision of government within rules and regulations, without fear or favour (Bodunde, 2009:2).

Limitations of the Study

Some of the limitations encountered in the course of the research include the uncooperative and unnecessary bureaucratic attitude of some of the staff who feels that information the researcher is requesting is not meant for public consumption.

Notwithstanding the time limit and cost of carrying out this research, another major limitation is the bureaucratic bottle neck that makes getting information from the federal Civil Service very difficult and time consuming.

Finally, data are poorly managed in the Federal Civil Service, in view of this; getting needed information is always hard. Notwithstanding the above limitations, the researcher was able to surmount them to obtain valid and reliable information.

FINDINGS AND DISCUSSIONS OF FINDINGS

✓ **There are programmes and policies on Human Capital Development in Nigeria Federal Civil Service.**

✓ Among the three pillars of Human Capital Development, health care received the maximum attention and funding, the researcher was able to find the reason behind this which is the introduction of National Health Care Insurance Scheme, which takes 90% care of health needs of all the registered civil servants through a contributory process while the civil servant takes care of 10%.

✓ Apart from the health care, training programmes came second with this view is supported with some policies that makes training and development mandatory for all staff at least once a year. Good working condition came last in view of the deplorable state of the congested offices in use

✓ Most of the civil servants have benefited from the human capacity/resource training and development programmes of the Nigeria federal Civil Service.

✓ Majority of civil servants at the federal level have only benefited from the normal in service training/seminars and workshops which is usually identifying the areas of interest and selecting few people to undergo the training as against the options which includes leaving the job for a period of months/years to acquire some necessary training and development programmes that will enhance and increase their productivity

✓ The procedure for selection of participants for training in the federal Civil Service is majorly by identified need and performance.

✓ Manpower development office under (OHCSF) and departmental training officer of the ministries are responsible for selection of staff for training programmes.

✓ The state of Human Capital Development in Nigeria Federal Civil Service is good, this findings is factual based on the increased minimum wage in Nigeria from N7500 to N18000 and the introduction of National health insurance scheme

✓ The nature of Human Capital Development in Nigeria Federal Civil Service under Goodluck Jonathan administration is in a good state, this findings is factual and is in line with the previous finding. The relationship is based on the fact that all the factors that are responsible for the improved Human Capital Development in the Nigeria Federal Civil Service took effect under Goodluck Jonathan Administration.

✓ The major challenges confronting Human Capital Development in Nigeria Federal Civil Service Inadequate budgetary allocation/Training cost and lack of data on training needs/ Uncoordinated training programmes, others include political interference and corruption, Lack of monitoring mechanisms, Mischief on the part of the trainees, over-centralization of decision-making systems, Inadequate linkages between training output and the duty post ,non- existent/ non-robust training policy , and non- existent/non-robust training policy.

✓ Poor performance, ineffectiveness and inefficiency, gap in skills, lack of exposure to modern technology and techniques, reliance on out dated procedures, increase in overhead cost and trial and error, are the major implications of inadequate Human Capital Development in Nigeria Federal Civil Service , all these result in delays in handling Government business with attendant higher costs

✓ Human Capital Development of the Civil Service of the Federation can be improved upon.

✓ The ability of Government to find solution to the challenges of human capital development depends highly on adequate policy implementation and funding the programme.

✓ Improved Human Capital Development is a catalyst to improved organisational performance, efficient service delivery, individual development and job satisfaction.

✓ The Human Capital Development in Nigeria Federal Civil Service under Goodluck Jonathan administration was not in a poor and in neglected state.

✓ The ability of Federal Government of Nigeria to improve on Human Capital Development depends highly on her ability to confront a host of challenges confronting it.

✓ Inadequate Human Capital Developments are responsible for poor performance, and ineffectiveness.

✓ The efforts of government under Goodluck Jonathan Administration in improving Human Capital Development in Nigerian Federal Civil Service are commendable.

Inadequate Budgetary Allocation/ Training Cost

training has always remained the least funded budget item and whatever was budgeted is always the first casualty through vehement whenever there are shortfalls in other budgeted sub-heads (Ezeigwe, 2011). The poor budgetary allocation in Human Capital Development has made it difficult for federal government to develop the needed capacity for development. In sum, the most outstanding challenges of Human Capital Development in the Nigeria Federal Civil Service is poor and inadequate funding, this has further resulted to low capital utilization and unfavourable working environment due to inadequate budgetary allocation.

Speaking further in an interview with the director of training and development in the Nigeria federal Civil Service commission, admitted that inadequate budgetary allocation and high cost of training are the hallmark of all challenges confronting Human Capital Development in Nigeria Federal Civil Service, he gave an instance using this year (2015) how N150M, was budgeted for training of staff of Federal service commission whereas only N30M was released which is 20% of the needed budget. He goes further to state that even The N30M was still subjected to misappropriation and embezzlement and the remaining was used to organise “any how training to fulfil all righteousness “ the major constraint why many staff can hardly get in service training A/B, scholarship and leave with pay is largely due to lack of fund in view of the fact that these trainings are very expensive and sometimes undertaken outside the country, for some countries, the economy for a variety of reasons cannot absorb the training cost

of the workforce even if they have genuine interest to train them. In the case of Nigeria, it is not the economy, it is lack of commitment. Training should be considered as an investment rather than a cost because training expenditure is a significant factor in determining the performance of any nation or organization.

Lack of Data on Training Needs/Uncoordinated Training Programmes

This is another big challenge facing Human Capital Development in Nigeria Federal Civil Service. The data is vital in order to enable development of action plans that address staff real training needs as well as help in monitoring and evaluating subsequent achievements. It is quite appalling and regrettable that even at this era of digitalization and computerisation, The Federal Civil Service lacks a working accurate data of staff biometrics profiles and training needs that will improve their capacity and enhance productivity and output. The situation is further compounded by the fact that such data for Nigeria population and biometric is equally nowhere to be found as what we have as Nigeria data is a mere guess work.

Uncoordinated training programmes: This is another major problem facing Human Capital Development at the Federal Civil Service of Nigeria. As a result of this, many training programmes where they exist have been designed on an isolated and Adhoc basis and not on an integrated or coordinated manner. The training programmes which are meant to upgrade workers are irregular due to lack of funds. In a state where training programmes for civil servants are not regular, it will be difficult for such people to perform simple government tasks effectively. Little wonder some ministries staff lack the ability of treating files and recording same on the folio for correct filing or easy dispatch (Arikawei, 2013). These results, in such workers exhibiting negative attitude to work. Such as: lateness and or early closing of work, indecent dressing, gossiping, absenteeism, rudeness and unwholesome behaviours, etc. these attitudes apart from going against the ethics of the General Order and public service rules, It often results in indolence, corruption, apathy, laziness, inefficiency, low productivity and poor performance in the service generally (Arikawei, 2013).

Political Interference and Corruption

This was properly captured by Okoli (2010) “cognitive melodrama” and the involvement of political office holders in such exercises as selection of staff to benefit from trainings and workshops has constituted a major challenge to Human Capital Development.

loopholes in administrative procedures and policy making as a result of limited capacity for policy analysis and strategic long-term thinking ,little attention is paid to the subject of Human Capital

Development through courses, seminars and workshop. Furthermore, funds meant for staff training and development are most times wasted due to corrupt practices and lack of ordination at the implementation level. This has contributed to low Human Capital Development in the local government system.

Lack of Monitoring Mechanisms/Training Evaluation

Lack of monitoring mechanisms to determine the capacity and productivity of the trained personnel to contribute meaningfully to ministerial goals and national development: there are no monitoring and reporting mechanisms for the trained personnel in the federal Civil Service. The absence of such a monitoring plan has made it difficult to adequately determine the manpower needs and evaluate performance. Though there is policy for monitoring. Due to mutual influence and personal relationship among the monitoring team and the participants this important role is often sacrificed on the altar of friendship and mutual understanding at the detriment of the government. Some staff will collect their duty tour allowance (DTA) and will not embark on the training but when they come back they only need to “settle “the monitoring team.

Ugwu (2007) argues that although training needs to be perceptive of progress of the participants during training, the progress should be evaluated in terms of the progress of the group generally. Most MDAs assume that their training programme are achieving their intended objectives without actual evaluation.

Mischief on the Part of the Trainees

Often, officers negotiate their own training without regard to ministerial goal and target; they prefer any training that they will be paid more money. Their major motive for training is not on what they are about to be trained on but on how much the government is going to pay for such training. On the other hand, some trainees see their nomination for training as an opportunity to rest. They report late at training venue, attend classes at will and do not show any sign of willingness to learn (Ezeigwe, 2011). The resultant of all this is that they delay their date of graduation and sometimes they return to the office without acquiring certificates. This in turn affects their job.

Over-Centralization of Decision-Making Systems

This often results in monopolization of power and decision-making authority by a few at the top hierarchy of the Service. The MDAs are hardly consulted when decision on training needs and programmes are being taken. They only receive directive on either whom to send for the training or how to attend, the resulted effect is that due to lack of proper consultation, coordination and participation in decision making, staff

see the training as means of getting part of their “national cake “ and not on improving on their human capacity building.

Inadequate linkage between training output and the duty post: Adebayo (2004) maintains that our training in various institutions are too much theoretical rather than practical. Even the Civil Service training schools in Nigeria are mainly geared towards more of theory than practical. Our universities are too academic in what they offer and make little effort to equip administrators with the tools of managerial performance

In spite of the expansion in the educational system, it has some challenges such as inadequate funding and infrastructural deficits which affect Nigeria’s level of Human Capital Development and utilization. The implication is that most of the graduates produced lack job skills for employment than those the economy requires to be vibrant. These areas that the economy requires include science and technology, manufacturing, technical etc. this inadequacy results in decreasing industrial capacity utilization rising from unemployment and threats of social insecurity by jobless youths.

Non- existent/ non-robust training policy: Any organization that has no plans for the training and development of its staff is less than dynamic; for training is continuous processes as acquired skill get obsolete when the environment changes (Onah, 2003:121). This is why the success or failure of development policies depends on the quality of its human capital (Ezeigwe, 211). The training policy of Nigeria Federal Civil Service is both existing and robust, little wonder only 3(2.3%) of the respondents see this as a problem. The researcher was able to discover a lot of training policy documents as can be seen in the Civil Service handbook, guideline for training in the federal Civil Service , the administrative staff college of Nigeria training brochure among many others support the fact that there are existing and robust training policy. In view of that the researcher concludes that this is not among the challenges of Human Capital Development in Nigeria federal Civil Service.

Inability to recruit and retain the needed well-trained and skilled manpower;

poor remuneration, which is a disincentive to attracting and retaining skilled manpower; low morale, especially among officers in the managerial and professional cadres arising from poor job satisfaction and low pay are factors responsible for this. The researcher was able to find out that due to increase in minimum wage and payment of salaries and wages as at when due, this did not constitute a challenge to the Human Capital Development in Nigeria federal Civil Service, this is

obvious as only 4 (1.5%) of the respondents ticked this option and coupled with the fact it assumed the last position. The researcher concludes that federal Civil Service in Nigeria has what it takes to recruit and retain the needed well trained and skilled manpower.

RECOMMENDATIONS

1. The federal government should as a matter of urgency increase the budgetary allocation to Human Capital Development in Nigeria Civil Service .
2. Staff should be motivated with in service training A/B, study leave with pay, scholarship and technical assistance as this will accelerate their performance and output and reduce brain drain and job dissatisfaction.
3. Our educational curriculum should be designed in line with what is obtainable in the labour force in order to reduce the training cost and redundancy.
4. There should be an independent body established under the presidency whose responsibility will be to liaise with MDAs of government in identifying the areas of training and ensuring that these trainings are carried out effectively.
5. The monitoring mechanism currently in place is very poor and weak, the government should set up a special and independent task force to monitor participants undergoing training and put in place measures that will be used to appraise staff performance before and after any training.
6. The efforts of Goodluck Jonathan administration in improving Human Capital Development in the Nigeria Federal Civil Service should be sustained and improved upon by the successive administrations.
7. There should be frequent and periodic evaluation of Human Capital programmes and policies carried out in the Nigeria Federal Civil Service to be in line with environmental and technological changes, societal needs and goals of the government.
8. Efforts should be made to improve the physical working condition of the Federal Civil Service equipping the same with the state of the art facilities like ICT, mobility and file indexing in order to enhance their speed of service delivery.
9. The federal government should equip, restructure and mandate the office of the statistics to ensure that it is up to date with national data and that of the civil servants in order to enhance planning.
10. Civil servants should be consulted when issues and policies regarding their welfare and working conditions are being made.

CONCLUSION

Based on the research findings and analysis, the research work has unearthed the fact that the administration of Goodluck Jonathan has improved the state of Human Capital Development in the Nigeria

Federal Civil Service, that notwithstanding, the service is still bedevilled with a lot of barrage of challenges hindering it from discharging its enormous task of service delivery and policy implementation.

From the existing literature reviewed in the study, the study discussed the three pillars of Human Capital Development but more emphasis was laid on training and development of the staff which is the cardinal pillars of HCD.

The study was specifically meant to unravel the challenges of Human Capital Development in the Nigeria Federal Civil Service under Goodluck Jonathan administration, the data collected from the survey was analysed using tables and percentage and the human capital theory was adopted in the analyses. The research has shown that the greatest force that will accelerate National development and increased productivity lies in developing Human capacity, it recommends increased budgetary allocation to HCD which should be seen as investment that will bring back returns just like investing in machines and not seen as expenditure. It concludes by identifying the major challenges facing Human Capital Development in Nigeria Federal Civil Service and suggests ways through which such challenges can be addressed.

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